

# **Preston LOCAL Plan 2012-26**

**Site Allocations  
& Development  
Management  
Policies**

**Adopted 2 July 2015**



**Preston**  
City Council



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# 1

## **Introduction**



# Introduction

1.1 This Local Plan was adopted by resolution of Full Council on 2 July 2015.

1.2 It is a Development Plan Document produced under the Planning and Compulsory Purchase Act (as amended) 2004.

1.3 The Preston Local Plan forms part of the statutory Development Plan for Preston. The role of the Plan is twofold:

- To identify the scale of development and allocate sites to meet the development needs of Preston in order to achieve the vision for growth as outlined in the Central Lancashire Core Strategy.
- To identify key local issues and provide a set of policies to manage change which will be used by decision makers to determine planning applications. These are known as Development Management (DM) Policies.

1.4 It is not the purpose of this document to grant permission for specific proposals – this will continue to be addressed through the existing planning application process. Instead, the Local Plan will ensure that appropriate forms of development can occur in the most suitable locations. It helps provide a level of certainty about what areas will be developed or protected in future and for what purpose. However, the allocation of a site does not necessarily mean that it will be developed straight away.

1.5 Each of the chapters within this Local Plan relate to a key theme, such as 'Homes for All' or 'Climate Change'. At the beginning of each chapter, we have highlighted the relevant Core Strategy objectives and key policies that inform the Local Plan and help deliver the vision of the Core Strategy. Each chapter also contains any relevant development management policies.

## City Centre Plan

1.6 The primary role of a city centre is that of a destination for shopping. Preston City Centre not only serves the residents of Preston in this respect, but also acts as the main non-food shopping destination in Central Lancashire. Core Strategy Policy 11 sets out the shopping hierarchy in Central Lancashire; Preston is the 'Tier 1' centre in the area, at the top of the retail hierarchy.

1.7 In support of this function, Preston acts as a transport gateway and interchange of more than sub-regional significance and the city centre is the key to this. The Railway Station is Lancashire's largest and busiest – all passenger trains within Central Lancashire stop, or terminate in Preston. Nearly 4.5 million passengers use the station each year.

1.8 Despite the critical role the city centre plays in social, economic and environmental terms, there are serious issues that need to be addressed. There are high levels of vacancies in and around the core shopping area, the public realm in general is of a poor standard and movement through the heart of the city centre is dominated by traffic. Getting the right vision and policies in place for the city centre is going to be vital for its future success.

1.9 A comprehensive scheme for the redevelopment of a large section of the city centre was first conceived over ten years ago. This became commonly known as the Tithebarn Regeneration Area (TRA), and outline planning permission was obtained in 2010. However, for a number of reasons, not least the current economic climate, this scheme is not financially viable.

1.10 Given the factors set out above the Council has decided that the production of a specific, focused plan for the City Centre is the most appropriate course of action. There are numerous initiatives moving forward at the moment – the Fishergate Central Gateway Project, Preston Markets, and the Bus Station to name but a few – and the Council needs more time to fully consider the best policy approach to, given present economic considerations, what can only be described as a transitional environment.

1.11 The Council consulted on the Publication draft City Centre Plan (an Area Action Plan) in November/December 2014 and submitted the plan to the Secretary of State on 27 February 2015. The Plan allocates land to meet the needs of a growing, dynamic city. Further information on the plan can be found at: [www.preston.gov.uk/citycentreplan](http://www.preston.gov.uk/citycentreplan).

1.12 As a result of this approach, this Local Plan does not, strictly, apply to the city centre, as shown on the Policies Map. However, whilst the City Centre Plan will include Development Management policies that will help guide development in the city centre, some policies within this Local Plan will be equally relevant to the city centre. Where this is the case, to avoid repetition, the City Centre Plan will reference the policies within this Local Plan that will also be used to guide development in the city centre.

### **North West Preston Masterplan**

1.13 North West Preston is identified as a Strategic Location for development (principally residential) in the Central Lancashire Core Strategy. Because of its scale and strategic importance, a masterplan has been prepared to provide a comprehensive framework to guide development proposals and a vision for the area to achieve sustainable and attractive new communities. The Council will adopt the masterplan as a Local Development Document.

### **Inner East Preston Neighbourhood Plan**

1.14 Inner East Preston extends east from the edge of the city centre, along the arterial routes of New Hall Lane and Ribbleton Avenue, as far as Blackpool Road. It is an area dominated by older terraced housing and it has some of the highest levels of deprivation in the city. Its regeneration is therefore one of the Council's priorities.

1.15 A local community group – the Friends of Fishwick and St Matthew's – successfully bid to the government's Neighbourhood Planning Frontrunners fund. The neighbourhood area and neighbourhood forum were designated by Cabinet in November 2012. Assisted by the Council, the group has prepared a Neighbourhood Plan which has been made by the Council and is now part of the development plan for the area.

1.16 The Inner East Preston Neighbourhood Plan boundary is shown on the Policies Map. Further information can be found at: **[www.preston.gov.uk/innereastpreston](http://www.preston.gov.uk/innereastpreston)**

## Cross Boundary Issues

1.17 During the preparation of the Core Strategy, the Council has taken into account cross-boundary issues with neighbouring districts including:

- The role of Longridge in Ribble Valley as a key service centre serving rural areas to the north and east of Preston.
- Green infrastructure inter-connections, for example, via the proposed Ribble Coast and Wetlands Regional Park to the Fylde.
- Economic development and infrastructure issues, in particular the Preston Western Distributor road and its significance in improving access to the Warton Enterprise Zone.

1.18 We will continue to liaise with neighbouring authorities to ensure that our policies and proposals remain compatible.

## Preston, South Ribble and Lancashire City Deal

1.19 The Preston, South Ribble and Lancashire City Deal (City Deal) was signed by Government, the Lancashire Enterprise Partnership (LEP) and the 3 local authorities in September 2013.

1.20 The City Deal is a 10-year initiative that aims to enable and deliver significant housing and economic growth through the provision of critical highway, transport and associated community infrastructure.

- Across Preston and South Ribble, the City Deal will see the development of four new roads, a new motorway junction on the M55, the building of over 17,000 new homes and the creation of 20,000 new jobs.
- For Preston, the proposed new roads are the Broughton By-Pass and the Preston Western Distributor Road.

- Work on Broughton By-pass – which will relieve traffic congestion around Broughton and the M6, M55 and A6 roundabout could start in the autumn of 2015 and be complete by the spring of 2017.
- Work on the new Preston Western Distributor road, which includes a new junction on the M55 motorway could start in 2016 and be completed by the end of 2017.
- As well as relieving traffic congestion, these new roads will un-lock areas for future housing and commercial development. In turn, this will boost the local economy and allow Preston to grow and develop as a city.
- In addition to road and infrastructure improvements, the City Deal also provides for public transport improvements, new schools, new health centres and new parks and open spaces.

1.21 Overall the City Deal will add over £1 billion to the local economy within the next eight to ten years.

# Relationship to other Guidance

## National Planning Policy Framework

1.22 The National Planning Policy Framework (to be referred to as the Framework) sets out the Government's planning policies for England and how these are expected to be applied. It details the Government's requirements for the planning system and provides a framework for local people and their accountable councils to produce their own distinctive local and neighbourhood plans to reflect their needs and priorities.

1.23 Planning law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. The Framework must be taken into account in the preparation of local and neighbourhood plans, and is a material consideration in making planning decisions.

1.24 At the heart of the Framework is a presumption in favour of sustainable development which is seen as a golden thread running through both plan making and decision taking. Policies within local plans should follow the approach of a presumption in favour of sustainable development so that it is clear that such development can be approved without delay.

## Regional Strategy – North West of England Plan (2008)

1.25 The Regional Strategy for the North West (Revocation) Order 2013 (S.I. 2013/934) came into force on 20 May 2013. The Regional Strategy for the North West is revoked.

## Joint Lancashire Minerals and Waste Framework

1.26 Policies and proposals for future minerals and waste development are set out in the Minerals and Waste Development Framework, prepared jointly by Lancashire County Council, Blackpool Council and Blackburn with Darwen Council. This consists of a Minerals and Waste Core Strategy and a Minerals and Waste Site Allocations Development Plan Document. The Minerals and Waste Core Strategy was adopted in 2009 and the Site Allocations Development Plan Document was adopted in September 2013. Both documents are now under review. Therefore, minerals and waste issues are not covered in the Preston Local Plan; however Mineral Safeguarding Areas are included on the adopted Policies Map. It should be borne in mind that any development proposed within areas identified as Mineral Safeguarding Areas must satisfy the criteria set out in Policy M2 of the Minerals and Waste Local Plan; the objective of which is to safeguard minerals from unnecessary sterilisation. Further information is available from Lancashire County Council.

## Central Lancashire Core Strategy

1.27 The Central Lancashire Core Strategy, jointly produced by Preston, South Ribble and Chorley Councils was adopted in July 2012. It sets out the long term spatial vision for Central Lancashire and the overall strategy for delivering that vision. For example, it identifies the overall need for different types of development including housing, employment, leisure and retail, as well as the need to protect the environment, create and enhance open spaces, and secure investment.

1.28 The Core Strategy does not identify individual parcels of land for future development, nor does it contain detailed local policies. It is the role of this Local Plan to provide this local level of detail by allocating specific sites and setting out detailed development management policies.

1.29 This Local Plan must be in general conformity with the strategic objectives of the adopted Core Strategy and seek to implement its strategic vision for Preston and wider Central Lancashire. There are twenty four strategic objectives and these are designed to set out the key issues to be addressed within the Policies of the Core Strategy.

The strategic objectives relate to specific chapters within this Local Plan and are identified at the start of each chapter.

### Preston Local Plan (2004)

1.30 The Preston Local Plan was adopted in 2004. Many of its policies will be superseded by policies in this Local Plan (see Appendix C), but some saved policies in the 2004 Local Plan remain in force. There are also new policies in this Local Plan intended to reflect the Framework guidance and respond to key local issues facing Preston.

### Supplementary Planning Guidance and Documents (SPGs and SPDs)

1.31 All Supplementary Planning Guidance documents produced alongside the Preston Local Plan (2004) will no longer be in force once this Local Plan has been adopted as they relate to previous Local Plan policies. These have been replaced by a number of new Supplementary Planning Documents. Whilst they do not include any additional policies, they do contain further guidance expanding on policies in the Core Strategy and this Local Plan.

1.32 The Central Lancashire SPDs include:

- Affordable Housing
- Controlling re-use of Employment Premises
- Rural Development
- Design
- Open Space and Playing Pitch
- Biodiversity and Nature Conservation

1.33 Alongside these SPDs will be a number of local SPDs relating specifically to Preston and these will expand on guidance set out in the Policies within the Local Plan. These cover:

- Residential Extensions and Alterations
- New Central Business District, Preston (to be replaced by the City Centre Plan)
- Cottam Hall Masterplan, Preston
- North West Preston Master Plan

## Central Lancashire Highways and Transport Masterplan

1.34 The Central Lancashire Highways and Transport Masterplan (2013) represents Lancashire County Council's considered position of the transport infrastructure needed to support the delivery of Central Lancashire's development strategy. By 2026, Central Lancashire is expected to have 22,200 additional homes, a large office-based service sector employment and as many as 23,000 new jobs. The Enterprise Zone covering the BAE Systems sites at Samlesbury and Warton has the potential to create up to 6,000 jobs in advanced engineering and manufacturing in the long term. To support this anticipated growth Central Lancashire's transport system will need to be able to cope with the additional demands placed on it.

1.35 Whilst the Central Lancashire Highways and Transport Masterplan does not form part of the statutory development plan, it is an important material consideration in the determination of planning applications.

## Sustainability Appraisal

1.36 This Local Plan is subject to a Sustainability Appraisal.<sup>1</sup>

1.37 During the preparation of the Local Plan, sites considered for allocation have been assessed against 42 different social, environmental, economic and deliverability criteria and given a banding relating to their overall sustainability. The banding ranges from A-E, with sites scoring 'A' being 'most sustainable' and sites scoring 'E' the 'least sustainable'. Summaries of each site appraisal - both those proposed to be allocated and those sites not being carried forward - are appended to the Sustainability Appraisal Report:

**[www.preston.gov.uk](http://www.preston.gov.uk)**.

## Habitats Regulation Assessment

1.38 A 'Habitat Regulations Assessment' (HRA) is required for any land use plan which is considered likely to have a significant effect on a European (Natura 2000) site. The purpose of this is to assess the impact of the plan against the conservation objectives of the protected site.

1.39 Although there are no designated Ramsar/Natura 2000 sites located within the city of Preston, it is important to ensure that our preferred sites and policies do not detrimentally affect such designated areas further afield.

1.40 A separate HRA report is available to view at **[www.preston.gov.uk](http://www.preston.gov.uk)**.

<sup>1</sup>Under the requirements of section 19(5) of the Planning and Compulsory Purchase Act 2004. The Sustainability Appraisal also incorporates the requirements of Strategic Environmental Assessment (SEA) in accordance with European Directive 2001/42/EC.





**2**

**Vision for  
Preston**

## **Policy V1 – Model Policy**

When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the Framework. The Council will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in this Local Plan (and where relevant, policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

Where there are no statutory development plan policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise, taking into account whether:

- a) any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole and those contained in the Core Strategy; or
- b) specific policies in the Framework and Core Strategy indicate that development should be restricted.



## Vision for Preston

2.1 The Framework introduced, at the heart of national policy, a presumption in favour of sustainable development. This should be seen as a 'Golden Thread' running through both plan making and decision-taking. Core Strategy Policy MP clarifies the operational relationship between it and national policy. Local Plan Policy V1 seeks to ensure this presumption in favour of sustainable development at Preston district level.

2.2 The Core Strategy sets out its strategic vision for Central Lancashire by the year 2026. Within this context, it explains that Preston will attract investors and visitors taking advantage of retail, heritage, education and a high quality city centre. It will have become a transformed city, recognised as an alternative to Manchester and Liverpool for high quality retail, cultural, entertainment, business and higher education.

2.3 The character of Preston's city centre, neighbourhoods and villages will reflect their individual historic and cultural heritage, with high quality designed new buildings enhancing local distinctiveness. There will be improved transport connections within Central Lancashire and to wider regional and national destinations. The character of rural villages will have been maintained, with access to services to sustain the local communities and overcome rural poverty.

2.4 Neighbourhoods will be safe, clean and sustainable with healthy, highly skilled and diverse communities. Residents will have easy access to public services, good jobs and decent, high quality affordable homes. Energy use will be minimised with an emphasis on sustainable sources, including mitigation measures and where possible, adaptation to climate change. The City's green spaces and access to open countryside makes Preston a city with room to breathe.

## Locating Growth in Preston

2.5 In order to ensure growth and investment takes place in the most sustainable locations, the Core Strategy sets out a hierarchy of settlement types and priority locations. Each tier of the hierarchy will see an appropriate level of development occurring in order to achieve sustainable growth.

2.6 Core Strategy Policy 1: Locating Growth identifies the hierarchy of settlements in Central Lancashire where growth and investment will be concentrated. The Preston/ South Ribble Urban Area will be the main focus for growth and investment including:

## Strategic Sites

2.7 Cottam is a Strategic Site where growth and investment will be focussed. The site comprises mostly greenfield land to the north west of Preston's City Centre, referred to as Cottam Hall, as well as the derelict urban brownfield Cottam Brickworks site. Development at Cottam Hall is partially built out and a masterplan has been prepared for the remainder of the land by the Homes and Communities Agency (HCA) following a period of community engagement. This masterplan forms part of the outline planning permission for the development of up to 1100 dwellings and associated community facilities approved in March 2013. Planning permission has been granted on the Cottam Brickworks site for a mix of uses including retail, residential and employment. It is anticipated that around 1,300 homes could be provided across the Brickworks and Cottam Hall sites.

## **Strategic Locations**

2.8 Central Preston – including the City Centre, the Central Business District and Inner East Preston. The Central Business District (CBD) is expected to provide high quality modern office development and a range of complementary uses. Allied to the CBD proposals is the continued expansion of the University of Central Lancashire, including the expansion of knowledge based employment sectors within Central Preston. As set out in paragraphs 1.6 – 1.12 of this Local Plan, the City Centre will be the focus of a separate plan – the City Centre Plan.

2.9 North West Preston – is defined in the Core Strategy as “a broad sweep of greenfield land south of the M55 stretching from west of the Cottam area eastwards to the areas known as Bartle (east of Sandy Lane, north of Hoyles Lane / Lightfoot Lane, south of the M55) and extending east of the A6 to incorporate land north of Eastway / south of the M55.”

2.10 The strategic location is complementary to the strategic site at Cottam and will provide 5,200 dwellings overall of which approximately 2,363 dwellings will be delivered over the plan period. The Council has approved a Masterplan for North West Preston, which will be adopted as a Local Development Document in due course.

## **Key Service Centres**

2.11 Key Service Centres act as service centres for surrounding areas, providing a range of services including retail, leisure, community, civic, health, education and financial and professional services. They have good public transport links to surrounding towns and villages, or have the potential for their development and enhancement.

2.12 Development in rural areas should be concentrated in Key Service Centres, and should be of a scale and nature appropriate to fulfil the needs of local communities for housing, employment and services, and to enhance the quality of rural life.

2.13 Although the town of Longridge is situated in Ribble Valley, just outside the Preston administrative boundary, the Core Strategy identifies Longridge as a Key Service Centre, where land within Central Lancashire may be required to support the town’s role and function.

## **In Other Places**

2.14 Outside of the areas already identified, Preston has a number of smaller villages and substantially built up frontages. In the interest of sustainable development, growth and investment in such places will be confined to small scale infill, conversion of buildings and proposals to meet local need, unless there are exceptional reasons for large scale redevelopment schemes.





# 3

## **Delivering Infrastructure**

## Core Strategy Objectives

- **SO2:** To ensure there is sufficient and appropriate infrastructure to meet future needs, funded where necessary by developer contributions.

## Key Core Strategy Policies

- **Policy 1:** Locating Growth
- **Policy 2:** Infrastructure
- **Policy 4:** Housing Delivery
- **Policy 18:** Green Infrastructure

# Introduction

3.1 Infrastructure is integral to the sustainability of our city and villages, as well as the delivery of new development. Infrastructure includes everything from transport (roads, railways) to utilities (water, energy) as well as green (parks and rivers) and social (schools, community centres and health facilities).

3.2 The Core Strategy proposes a levy approach (a set charge per development) to secure developer contributions for infrastructure. Chorley, Preston and South Ribble authorities have worked together in the preparation of the Community Infrastructure Levy (CIL). This work has been undertaken independently from this Local Plan process.

3.3 CIL is the new way in which built development can be required to contribute monies to pay for new infrastructure. It will supplement and partially replace the current system of securing developer contributions through agreements under Section 106 of the 1990 Planning Act. The CIL levy is a fixed rate charge, based on per square meter of net additional floorspace. Following public examination in April 2013 and receipt of the Examiner's Report in June 2013, the Preston Community Infrastructure Levy was approved by Preston City Council on 22 August 2013 and came into effect on 30 September 2013. The charges are based on detailed research and have been out for consultation. The Schedule is accompanied by a draft Infrastructure Delivery Plan and an Infrastructure Delivery Schedule.

3.4 The Infrastructure Delivery Schedule takes an overview of what infrastructure is currently planned, what is required and how it might be delivered. The Infrastructure Delivery Schedule has informed the Central Lancashire Draft Regulation 123 list which itemises infrastructure projects already envisaged or probably needed after taking into account the broad amounts and locations of development proposed in the Central Lancashire Core Strategy. This document is very much a "live" document, to be regularly updated as schemes progress, and as funding circumstances change.

3.5 All the above documents can be viewed at **[www.preston.gov.uk/CIL](http://www.preston.gov.uk/CIL)**.

3.6 The Infrastructure Delivery Schedule includes transport, social infrastructure, utilities, and green infrastructure:

## Transport

3.7 There are many transport links between Preston, its Central Lancashire neighbours of South Ribble and Chorley, and adjoining neighbours Fylde, Wyre and Ribble Valley. Many journeys are made into Preston every day from these adjacent areas by commuters and shoppers. There are a number of major employers in these areas that attract commuters from Preston.

3.8 New transport infrastructure schemes include:

- Broughton Bypass
- Preston Western Distributor Road
- North West Preston East-West Link Road
- Cottam Parkway Railway Station

## Social Infrastructure

3.9 Social infrastructure includes facilities such as doctor's surgeries, schools, sports centres and community halls. Developers will be required to contribute to providing these facilities where there is an identifiable need.

3.10 New social infrastructure includes:

- Additional primary school provision at Whittingham (1 school site), Cottam (1 to 2 school sites) and North West Preston (3 to 3.5 school sites)
- Additional secondary school provision at North West Preston.
- Additional primary care facilities in Central Preston, Ingol, and North West Preston.

## Utilities Infrastructure

3.11 Through discussion with key utility providers including National Grid and United Utilities, we understand that there are no known electricity, water or gas capacity issues in Preston that cannot be overcome over the duration of the Plan.

3.12 There is, however, a need to undertake some works to reinforce the electricity network in the Preston East area. There is also a need to address high speed broadband limitations in the rural areas, and to this end BT is currently seeking to upgrade rural telephone exchanges to higher broadband speeds.

## **Green Infrastructure**

3.13 Green Infrastructure is the network of green spaces and water courses that lie within and between our towns and villages, providing multiple social, environmental and economic benefits. These are sometimes referred to as “ecosystem services”. These are the benefits provided by ecosystems that contribute to making human life possible and worth living. These benefits are wide-ranging and include amenity and recreation, social activity, biodiversity, climate change mitigation (providing shade, releasing oxygen), and flood and water protection. These ecosystem services often depend on the interconnectedness of the component parts of the “jigsaw”.

3.14 Green infrastructure needs to be well planned and maintained, and viewed as integral to new development. Examples of green infrastructure in Preston include the Lancaster Canal and the network of brook valleys and open spaces that cross the city. Open space within new developments should link in to and enhance existing green infrastructure.

## **North West Preston Strategic Location**

3.15 The Core Strategy sets out the amount of new housing and other development which is required to meet Preston’s needs. In particular, significant development is proposed in the North West Preston Strategic Location. This is discussed further in Chapter 4. It is recognised that significant new infrastructure provision is required to enable this new development to come forward. This infrastructure will have to be funded primarily by the development itself.

3.16 The City Council, alongside South Ribble and Chorley Councils, has worked together with Lancashire County Council (the highway authority) for some time to establish the transport impact of the Core Strategy. It has been recognised that the existing transport network cannot accommodate the level of predicted additional traffic without considerably more congestion. Indeed, parts of the network in this area are already at a practical capacity during busy periods of the day. Particular problems are likely to be on the main radial routes to/from the City Centre (including the A6) and the M55/A6 junction which currently operate over or very close to capacity.

3.17 The County Council has considered the extent to which improvements can be made to the existing network to increase its effectiveness. It is evident that sustainable transport measures alone (public transport improvements, cycling, etc.) will not have a significant effect.

3.18 The County Council's current Local Transport Plan (LTP) 2011-2021 gives a high priority to supporting the growth of the key economic centre of Preston. This includes a commitment to reducing congestion and delay, and increasing road capacity in the most congested transport corridors, and improving highway links and junctions.

3.19 The LTP Implementation Plan for 2011/12 to 2013/14 commits to the delivery of a Highways and Transport Masterplan for Central Lancashire. The Central Lancashire Highways and Transport Master Plan (March 2013) sets out a future highways and transport strategy which reflects the priorities of the Core Strategy.

3.20 The Central Lancashire Highways and Transport Master Plan was a prerequisite to informing the production of detailed proposals for additional supporting infrastructure to come forward at North West Preston.

3.21 We therefore recognise that significant new investment in highways and transport infrastructure is required before there can be significant development at North West Preston.

3.22 Working with the County Council, we have prepared a Masterplan for North West Preston to provide a comprehensively planned approach to the development of this Strategic Location. This is explained in more detail in Chapter 4. One of the aims of the Masterplan is to provide a clear understanding of the necessary infrastructure and phasing to serve such large scale proposals.

3.23 The Highways and Transport Masterplan proposes a North West Preston East-West Link Road (EWL). This is a local distributor to serve the new development. It is crucial to deter through and locally generated traffic from using the congested routes to the east. The EWL is considered in more detail within the North West Preston Masterplan.

3.24 Development at North West Preston is in addition to the continued development of Cottam Hall (see Policy MD1). In developing the transport solutions for North West Preston, account is being taken of the impact of Cottam Hall. Cottam Hall has benefited from significant public sector-funded infrastructure investment over a number of years.

3.25 The Preston, South Ribble and Lancashire City Deal, outlined in Chapter 1, is key to the delivery of transport infrastructure – specifically, the Preston Western Distributor and the Broughton Bypass.

## **Preston Western Distributor**

3.26 The Central Lancashire Highways and Transport Master Plan proposes a new road linking the M55 near Bartle with the A583/A584 at Clifton, to support delivery of the North West Preston strategic housing location and improve access to the Strategic Road Network from the Enterprise Zone site at Warton.

3.27 The Western Distributor will;

- Give easier access westwards without having to use narrow country lanes.
- Provide options to avoid peak hour congestion in the city centre for eastwards travel.
- Give access to the motorway network without using the M55 Junction 1 at Broughton, which will still be very busy.
- Enable provision of a new railway station in the Cottam area to serve new development and act as a Park and Ride station similar to Buckshaw Parkway near Chorley.
- Allow bus priority measures, public realm enhancements, and improvements to prioritise and promote walking and cycling along the B5411 Tag Lane / Woodplumpton Road and the A583 Riversway corridors.

## **Policy IN1 – Western Distributor**

A Preferred Route is safeguarded for the Preston Western Distributor Road in the location shown on the Policies Map. Planning permission will not be granted for any development that would prejudice the construction of the road.

## **Broughton Bypass**

3.28 The previous Local Plan (2004) contains proposals for a bypass of Broughton village, on the A6 just to the north of Preston. This is referred to in Policy 3 of the Core Strategy. Heavy volumes of traffic through Broughton result in severe congestion, delay and environmental problems. The bypass has long been a proposal of the County Council, which granted permission for a scheme in 2001. This was renewed in 2008 and in 2013.

3.29 The Central Lancashire Highways and Transport Masterplan indicates that the bypass could be implemented in two phases, with a northern section being constructed first to provide some congestion relief, with the full bypass as the ultimate solution. However, the influx of funding through the Preston, South Ribble and Lancashire City Deal makes it much more likely that the road will be completed in one phase. The current programme for the scheme sees construction beginning in autumn 2015 with the road open by spring 2017.

3.30 Associated with the bypass are proposals for a new road linking the bypass to D'Urton Lane and Eastway. This will be funded through developer contributions.

3.31 Completion of the bypass remains the only practicable means of removing through traffic out of the village and to provide the necessary additional network capacity to support any further development which adds traffic to the A6 Broughton crossroads.

## **Policy IN2 – Broughton Bypass**

Alignments for the Broughton Bypass and D'Urton Lane/ Eastway Link Road are safeguarded in the location shown on the Policies Map. Planning permission will not be granted for any development that would prejudice the construction of the road.



## **Park and Ride**

3.32 Bus or rail-based Park and Ride facilities help to provide a choice of transport modes, and to reduce the number of cars on the highway network.

3.33 Policy 3 of the Core Strategy proposes a ring of Park and Ride facilities around Preston, including Broughton and Riversway (see Policy EP5). These facilities have to be linked to an appropriate rapid bus service into the City Centre, or they will not be an attractive alternative to the private car. The Central Lancashire Highways and Transport Master Plan commits the County Council to work with bus operators to establish a comprehensive network of bus rapid transit corridors potentially linked to and supported by Park and Ride sites at locations where demand is most evident.

3.34 The Core Strategy also refers to a new railway station at Cottam, and a site was earmarked in the previous Local Plan (2004). The Highways and Transport Master Plan now proposes a new 'parkway' rail station in the Cottam area, similar in concept to Buckshaw Parkway, to serve the North West Preston strategic housing location, accessed from the Western Distributor to provide rail-based Park and Ride opportunities to Preston, Manchester, Liverpool and Blackpool. Lancashire County Council is in discussion with Network Rail about the optimum location and size for a new Cottam Parkway railway station. An option for the location of the proposed station is at the intersection of the Preston – Blackpool railway line and the proposed Preston Western Distributor Road.

3.35 Locations for each of the bus-based facilities are shown on the Policies Map. Implementation of schemes will be carried out in partnership with Lancashire County Council.

## **Policy IN3 – Park & Ride Sites (Broughton and Riversway)**

Land is safeguarded for proposed bus based Park & Ride facilities in the locations shown on the Policies Map. Planning permission will not be granted for any development that would prejudice the future use of the land for that purpose.





# 4

## **Areas for Development**

## Core Strategy Objectives

- To achieve a sustainable pattern of development in Central Lancashire, adhering to an established hierarchy of settlements, and focussing new development in Strategic Sites and Locations.
- To maintain a sufficient supply of housing land to help deliver enough new housing to meet future requirements.
- To achieve densities for new housing that respect the local character of surrounding areas, whilst making efficient use of land.
- To significantly increase the supply of affordable housing and special needs housing.
- To meet, and deliver, the infrastructure requirements to support development needs over the plan period and beyond.
- To acquire funding through developer contributions.

## Key Core Strategy Policies

- **Policy 1:** Locating Growth
- **Policy 2:** Infrastructure
- **Policy 4:** Housing Delivery
- **Policy 5:** Housing Density
- **Policy 7:** Affordable Housing
- **Policy 17:** Design of New Buildings
- **Policy 18:** Green Infrastructure
- **Policy 23:** Health
- **Policy 25:** Community Facilities

# Major Development

## Introduction

4.1 In accordance with Central Lancashire Core Strategy Policy 1, and to deliver economic growth, sufficient levels of new housing, vital infrastructure and sustainable development, planning permission, will, in principle, be granted for a comprehensive scheme of development for a range of appropriate uses within:

- Cottam Strategic Site (Allocation MD1)
- North West Preston Strategic Location (Allocation MD2)

4.2 Due to the size and importance of these sites, a comprehensive approach will be adopted that sets out the infrastructure needs and delivery mechanisms for the whole sites and considers the relationship to existing communities.

## Cottam (Allocation MD1)

4.3 Cottam is identified in the Central Lancashire Core Strategy as a Strategic Site for development. Strategic Sites are defined as being central to the achievement of the Core Strategy.

4.4 The site comprises mostly greenfield land, north-west of the city centre, as well as the derelict urban brownfield Cottam Brickworks site. The brickworks site is a significant biodiversity resource and is identified as a Biological Heritage Site. The greenfield land – known as Cottam Hall – is owned by the Homes and Communities Agency (HCA) and forms part of a larger Central Lancashire New Town urban extension that commenced in the 1980s but is only about half complete.

4.5 The City Council has adopted an Interim Planning Statement to support the redevelopment of the rest of the site – the former Brickworks – for a mixture of uses, including retail, residential and employment.

4.6 It is anticipated that approximately 1,300 homes will be delivered across the two sites.

4.7 The delivery of the Cottam site is central to the delivery of both the Central Lancashire Core Strategy and this Plan. This includes both the Cottam Hall greenfield site west of Tom Benson Way, and the previously developed former Brickworks site east of Tom Benson Way.

4.8 The majority of new homes will be delivered on the Cottam Hall site (circa 1,100), these proposals comprise an outline planning application approved by the Council in 2012.

4.9 The former Brickworks site currently benefits from planning permission. The main aspects of this approval include a new supermarket, up to 206 new houses and some employment floorspace. The range and mixture of uses proposed on this site enhance the delivery of the adjacent Cottam Hall site by addressing sustainability deficiencies in the area, such as proximity to a foodstore and employment provision. The former brickworks is identified as the location for a new district centre (see Policy EP3).

4.10 In addition to the above sustainability considerations, a number of key infrastructure improvements have been identified. These include a new primary school, an extension to an existing health centre along with significant improvements to the road network with greatly enhanced bus service provision – possibly a rapid transit system to the city centre. Accordingly the HCA has agreed to make extensive contributions totalling over £9m (not including affordable housing) towards new transport and healthcare infrastructure to serve the new development. A link road is to be built between Cottam Hall and the proposed Western Distributor Road. This will facilitate access to the proposed new railway station, which will increase the overall accessibility of the site. Given the significant infrastructure requirements associated with the site, a key consideration moving forward will be protecting the viability of development.

4.11 The vision for Cottam Hall is for a high quality, landscape focussed environment, embracing the rural feel of Cottam Hall with well designed, energy efficient homes and excellent access to local facilities. Cottam Hall will be an integrated sustainable environment. A key aim will be to create a community that reflects the needs of all residents, old and young, families, young couples and single people, as well as completing the neighbourhood of Cottam Hall.

4.12 Despite the advanced nature of proposals on the site, and the excellent working relationship that exists between the City Council and HCA, it is necessary, specifically in the event of the current permissions not coming forward, to establish the Council's vision and requirements for development of the site.

## **Policy MD1 – Cottam**

Full planning permission will be granted for the development of the Cottam site subject to the following:

- a) a comprehensive development of the site is demonstrated through the submission of an agreed masterplan;
- b) a phasing and infrastructure delivery schedule;
- c) the provision of a range of uses appropriate to a major residential area, including a District Centre, and;
- d) the implementation of a high quality development in accordance with the Design and Access Statement and Regulatory Plans submitted with the outline planning application.

## **North West Preston (Allocation MD2)**

4.13 The Core Strategy identifies North West Preston as a Strategic Location for development. North West Preston can be described as a broad sweep of greenfield land south of the M55 stretching from the Cottam site to the west to land north of Eastway/south of the M55 to the east. The location provides a rounding off of the urban form of Preston, with a clearly defined boundary of the M55 to the north and the M6 to the east. It covers an area of around 320 hectares.

4.14 There are significant highway infrastructure constraints to development of this strategic location, which will need to be addressed throughout the plan period to ensure the location is deliverable. The infrastructure requirements are discussed in detail in Chapter 3.

4.15 Ultimately, the Strategic Location as identified on the Policies Map has the capacity to accommodate approximately 5,300 homes, assuming an average density of 30 dwellings per hectare on the net developable area of about 177 hectares.

## **North West Preston Masterplan**

4.16 Development of the scale envisaged requires careful planning and coordination, particularly in the light of the highway and other infrastructure requirements and the number of different land owners and developers involved in the area. The City Council with Lancashire County Council and the Homes and Communities Agency therefore commissioned the preparation of a detailed masterplan for North West Preston in April 2013.

4.17 The boundary of the Masterplan area is the same as that shown on the Policies Map as subject to policy MD2. The Masterplan provides a comprehensive framework to guide the future development of North West Preston. It provides a clear understanding of the necessary infrastructure and phasing to serve such large scale proposals. The masterplan advocates Garden City design principles including the provision of appropriate 'community' centres where services such as shops, health and education will be located. An East-West Link Road will be the primary transport distributor. It will be the main bus route and will also provide for cyclists and pedestrians. The masterplan recognises the need for well-designed green infrastructure to meet the recreational needs of the new community, as well as protecting and enhancing biodiversity.

4.18 Residential development of the scale envisaged in the North West Preston Strategic Location will need to be accompanied by local centres. It is envisaged that there will be a “main” local centre. This main centre, which will include a mix of uses including health and community based services as well as retail outlets, will be supported by smaller neighbourhood centres. None of these centres will be of a scale that exceeds “Local Centre” in the retail hierarchy. The absence of such facilities could create issues related to social isolation, promoting unsustainable patterns of development within the Strategic Location. The North West Preston Masterplan provides more detail on the type of facilities likely to be required and indicative sustainable locations given the likely distribution of population within the area.

4.19 The Council approved the Masterplan as guidance in February 2014. However, further consultation will be carried out prior to its adoption as a Local Development Document to be read with policy MD2.

4.20 The multiplicity of private landownerships and developer interests in North West Preston will be affected in different ways by infrastructure provision, including community land uses. The Council accepts the costs of such infrastructure will need to be borne both viably and equitably and will work with developers to ensure this. The Council will prepare guidance and identify a number of options, including through the City Deal programme, to help reduce developer costs on those sites where there is evidence that development is unviable.

4.21 Drawing on the masterplan, the design, layout and indicative phasing of the development will be set out in the proposed Local Development Document. That document will consider the distribution of key infrastructure to ensure the viability and deliverability of the proposed development and set out a mechanism to ensure that in so far as is practicable, the infrastructure costs associated with the development are borne equally. If it can be proven that the delivery of any one parcel would be impacted negatively due to the requirements to provide infrastructure or land for infrastructure, the Council will reduce the S106 requirements on that parcel.

## **Policy MD2 – North West Preston**

Land is identified on the Policies Map at the North West Preston Strategic Location for a residential-led mixed-use development comprising the erection of approximately 5,300 dwellings and associated local centres together with the infrastructure to facilitate the creation of a sustainable community.

Community uses should be located in association with the local centres with one to include a health centre.

Proposals should provide or financially support the provision of the following key infrastructure:-

- An East-West Link Road providing a connection from the Preston Western Distributor Road in the west to Lightfoot Lane in the east
- A comprehensive package of on and off site transport measures to mitigate the development's impact on roads and encourage sustainable modes of transport
- One 1.5 form entry primary school and one 2 form entry primary school
- One secondary school
- Green infrastructure and neighbourhood play areas, and a comprehensive package of on-site open space in accordance with standards.

Development will be allowed in advance of the completion of the entirety of the Preston Western Distributor Road and the East-West Link Road provided that development does not result in any severe impacts upon the existing highway.

It should be demonstrated in any planning applications that the proposal would not prejudice the delivery of adjoining land and would support an integrated and coordinated approach to the development of the North West Preston Strategic Location. Such proposals should:

- promote connectivity, ease of movement and legibility both within the individual development site and across the area as a whole; homes should have easy access to local services by a range of sustainable transport choices;
- provide a range of house types and supporting community uses; the density of development and mix of uses should reflect the location of the site within the context of the wider area;
- be designed in order to create a high quality townscape and an appropriate sense of enclosure including the delivery of a clear hierarchy of streets and spaces across individual sites and the area as a whole taking account, where appropriate, of the relationship with the East-West Link Road;
- provide high quality public and private spaces which should contribute to the delivery of a new green infrastructure network across the area;
- support the creation, and ensure the sensitive integration, of car parking and servicing areas within the development and ensure that such areas do not have a negative impact in terms of appearance or function of adjacent sites.



## Development Within (or in close proximity to) the Existing Residential Area

### Introduction

4.22 The full utilisation of land and buildings in the main urban area of Preston will help to ensure a better use of services and utilities, and help to reduce development pressures on greenfield land and manage the distribution of facilities throughout the existing urban area and help to improve accessibility. In order to protect the character of the existing urban area, it is important that new development respects local distinctiveness and does not adversely affect existing open and green spaces.

4.23 The existing residential area of Preston, identified as AD1 (a) on the Policies Map is dominated by residential uses. As such the impact of development proposals on residential amenity will be a principal consideration in determining planning applications. Development proposals leading to an overall improvement in environmental quality, incorporating high sustainability levels for example, will be considered favourably.

4.24 All development proposals within the existing urban area of Preston, or in close proximity to an existing residential area, will be expected to comply with Policy AD1 (a). The appropriateness of any proposal may be judged by its compatibility with existing surrounding development and the principal consideration in areas dominated by residential uses will be the impact of the development proposal on residential amenity. Development proposals should not result in an over-intensely developed site to the detriment of residential amenity and the character and appearance of the area. This will certainly be the case for proposals on residential garden land.

## Development within Existing Villages

### Introduction

4.25 There are a number of villages situated within the open countryside with tightly constrained and defined boundaries. Development within the following villages, identified as AD1 (b) on the Policies Map, will need to be in accordance with Policy AD1 (b):

- Barton
- Broughton
- Goosnargh
- Grimsargh
- Lea Town
- Woodplumpton

4.26 Whilst the villages stated in paragraph 4.25 vary in size and range of services, none are identified in the Central Lancashire Core Strategy as Rural Local Service Centres, and therefore no significant growth aspirations exist for these villages.

4.27 In accordance with Central Lancashire Core Strategy Policy 1 (f), development within villages should typically be small-scale, infill, conversion of buildings and proposals to meet a local need. Limiting the scale of development within these villages serves to abide by the principles of sustainable development. Central Lancashire Core Strategy Policy 1 establishes a hierarchy of settlements within the Central Lancashire area based on size, accessibility, and range of services available. Villages appear at the bottom of this hierarchy as they are often small, are not situated in the most sustainable locations and cannot offer a wide range of services to residents.

4.28 Development proposals in compliance with Central Lancashire Core Strategy Policy 1 (f) will then be subject to the provisions of Policy AD1 (b). This is to ensure that where small-scale development is proposed in villages, it can only be considered acceptable when consideration is given to the relative impact on the village and its residents.

**Policy AD1 (a) – Development within (or in close proximity to) the Existing Residential Area**

Will be permitted provided that it meets with the criteria listed below:

- a) the design and scale of development is sensitive to, and in keeping with, the character and appearance of the area;
- b) there would be no adverse impact on residential amenity, particularly by reason of noise, general disturbance and loss of privacy due to the activity under consideration or the vehicular/pedestrian movement it generates;
- c) the proposal would not lead to an over-concentration of non-residential uses, detrimental to residential character and amenity, and;
- d) the proposal would not lead to an over-intensification of use of the site.

**Policy AD1 (b) – Small scale development within Existing Villages**

(including the development of brownfield sites)

Will also be permitted provided that it meets with the criteria listed above.

In all cases, favourable consideration will be given to proposals containing measures likely to result in an overall improvement to the environment and amenity of the area.





**5**

**Homes for All**

## Core Strategy Objectives

- **SO5:** To help make available and maintain within Preston a ready supply of residential development land over the plan period, to help deliver sufficient new housing of appropriate types to meet future requirements.
- **SO6:** To achieve densities for new housing that respect the local character of surrounding areas, whilst making efficient use of land.
- **SO7:** To improve the quality of existing housing, especially in Inner East Preston and bring empty properties back into use.
- **SO8:** To significantly increase the supply of affordable housing and special needs housing particularly in places of greatest need such as in more rural areas.
- **SO9:** To guide the provision of pitches for Gypsies, Travellers and Travelling Showpeople in appropriate locations if genuine need arises.

## Key Core Strategy Policies

- **Policy 1:** Locating Growth
- **Policy 4:** Housing Delivery
- **Policy 5:** Housing Density
- **Policy 6:** Housing Quality
- **Policy 7:** Affordable Housing
- **Policy 8:** Gypsy and Traveller and Travelling Show People Accommodation

# Introduction

5.1 New housing is needed to help address current and future housing needs, support the local economy and ensure the sustainability of the area, as set out in the Vision for Central Lancashire.

5.2 The National Planning Policy Framework requires local planning authorities to meet the full objectively assessed needs for market and affordable housing in the area, including identifying key sites which are critical to the delivery of the housing strategy over the plan period (which ideally should be 15 years).

5.3 Policy 4 of the Central Lancashire Core Strategy sets out the number of new houses required in Preston. These are in line with the Regional Strategy, which equates to 507 dwellings per annum to 2026 and a total of 6,084 dwellings across the remainder of the plan period (2014-2026). At April 2014 there was an undersupply of 1217 units which has been factored into the housing requirement and brings the total requirement to 7,301 units across the period 2014-2026. Even though the Regional Strategy is now revoked, the evidence on which the housing requirement is based remains the most robust available and has been subject to independent examination.

5.4 The Local Plan identifies sufficient land for housing to meet the requirement set out in the Core Strategy for market and affordable housing over the plan period, taking into account past undersupply. Information relating to the Council's 5 year land supply will be provided in Annual Housing Position Papers, which will also include the likely delivery rates of identified sites. In addition, the Council's Housing Implementation Strategy sets out how the delivery of a five-year supply of housing land will be maintained over the plan period. It reflects the provisions of the Core Strategy Performance Monitoring Framework, whereby steps will be taken to address housing delivery issues identified as a result of the annual monitoring of house building activity.

5.5 It is not necessary to find new sites to meet all of the housing requirements over the plan period. Some sites already have planning permission for housing and will provide land for a significant proportion of the total. New housing sites are required to meet the remainder of the housing requirement.

## Housing Land Requirement and Supply

5.6 The Council has assessed all the housing sites that were put forward and consulted on during the earlier stages of this Plan's preparation. This assessment included measuring the sustainability, location, delivery and infrastructure needs of each site.

5.7 The assessment concentrated on two key factors; firstly, the representations the Council received on each site during consultation, and secondly, the need to identify sufficient land to meet the Council's housing supply requirement set out in the Central Lancashire Core Strategy.

5.8 In accordance with the development distribution principles included within the Central Lancashire Core Strategy, this Plan aims to focus development within and adjacent to the Preston Urban Area to maximise access to services, facilities, employment and to increase travel choices. The priority is to encourage the use and redevelopment of previously developed land and other sites in sustainable locations that are not of high environmental value.

5.9 The Council has allocated land for 8,637 houses, as set out in Policy HS1. This includes new allocations and major sites for development that will be led by housing development. This includes land that has been identified for about 2,837 dwellings which are expected to come forward after 2026 but come forward sooner if required. The sites listed within Policy HS1 are in locations that accord with the Central Lancashire Core Strategy and have a reasonable prospect of being available and developed within the timescale envisaged.

5.10 To meet the remaining requirement, there are existing housing commitments established through planning permissions totalling 1043 on unallocated sites at April 2014. The Council would also expect to see some windfall developments on sites that have not yet been identified, to add some flexibility.

5.11 In accordance with the spatial distribution of development set out in the Central Lancashire Core Strategy, the City Centre Plan will identify land to deliver 600 new housing units over the plan period. This will be sourced from deliverable extant planning permissions and, where required, new allocations.

5.12 Finally, an allowance of 375 is made during the period 2014-19 for bringing back into use of long-term empty homes within the existing urban area. Thereafter, such an allowance will only apply should the overall vacancy rate within the existing stock remain above 3%. As at 1 April 2014 there were 1142 long-term empty properties in Preston, representing 1.99% of the housing stock. At April 2014 the wards with the highest numbers of long-term empty properties are Town Centre (118), St Matthews (105) and Riversway (85). Empty properties in both the Town Centre and St Matthews wards account for over 3% of their total housing stock.

5.13 This positive approach to the re-use of empty homes is fully endorsed by the National Planning Policy Framework, in terms of making effective use of existing housing stock, as an important source of new housing.

# Allocation of Housing Sites

## Allocation of Housing Land: Site Descriptions

5.14 Policy HS1 allocates land/sites for new housing. A more detailed description of each new allocation follows.

### **MD1 Cottam**

### **MD2 North West Preston**

5.15 For descriptions of these allocations see Chapter 4: Areas for Development.

### **HS1.1 Lancashire Fire & Rescue HQ, Garstang Road**

5.16 This site is within the broad area defined as North West Preston Strategic Location. The site, fronting Garstang Road, is currently in use, and at 1.5ha in total, could contribute approximately 40 new homes. Given the site is currently in use, and the subsequent redevelopment requirements if it was to come out of use, it is not anticipated to come forward until later in the plan period (up to 2021).

### **HS1.2 Argyll Road Depot**

5.17 The site is owned, and currently occupied, by Preston City Council. Along with the adjacent Preston Bus site, fronting Deepdale Road, the site covers a total of 4.3ha. The Council has set aside funds to undertake a feasibility study for redevelopment of the site. The site is previously developed and located within an established residential area.

5.18 It is envisaged that the site could accommodate up to 300 new homes, incorporating a significant contribution of affordable housing/starter homes.

### **HS1.3 Parker Street**

5.19 The site is currently in use for light industrial uses and is located within an area of mixed employment/residential uses within the Ashton area. Given the site is currently in use, it is not envisaged to come forward for redevelopment in the short term, residential would however be a favourable re-use. The site measures approximately 1.3ha and could accommodate up to 50 units as part of a higher density development.

### **HS1.4 Eastway Nurseries, Eastway**

5.20 This is a former nursery, now vacant, 1.45ha site situated immediately adjacent to Eastway and within a suburban residential area. The previously developed site is suitable for lower density housing, and as such, it is estimated that it could accommodate in the region of 24 new homes.

### **HS1.5 Tetrad, New Hall Lane**

5.21 The site is within an existing employment area, and was formerly allocated for employment uses in the Local Plan. The site is surrounded by a mixture of uses, with residential dominating. Planning permission was granted on part of the site for 51 dwellings in July 2014.

### **HS1.6 Skeffington Road/ Castleton Road**

5.22 The site is an existing employment site within the Deepdale area of the City. Covering approximately 0.96ha, the site is currently in use, but could provide approximately 38 new homes as part of a higher density housing development. Given the siting of the employment uses, and the surrounding residential uses, if the site did come out of employment use, residential would be a favourable re-use.

### **HS1.7 Deepdale Mill, Deepdale Mill Street**

5.23 The site is an existing employment site within the Deepdale area of the City. Covering approximately 0.71ha, the site is currently in use, but could provide approximately 28 new homes as part of a higher density housing development. Given the siting of the employment uses, and the surrounding residential uses, if the site did come out of employment use, residential would be a favourable re-use.

### **HS1.8 Shelley Road/ Wetherall Street**

5.24 The site is an existing employment site within the existing urban area. Covering approximately 0.67ha, the site is currently in use, but could provide approximately 27 new homes as part of a higher density housing development. Given the siting of the employment uses, and the surrounding residential uses, if the site did come out of employment use, residential would be a favourable re-use.

### **HS1.9 Stagecoach Bus Depot, Selbourne Street**

5.25 The site is an existing employment site within the Frenchwood area of the City. Covering approximately 0.79ha, the site is currently in use, but could provide approximately 32 new homes as part of a higher density housing development. Given the siting of the employment uses, and the surrounding residential uses, if the site did come out of employment use, residential would be a favourable re-use.

### **HS1.10 Goldenhill School, Cromwell Road**

5.26 A former school site, currently vacant following relocation to a site in South Ribble. The site is under the ownership of Lancashire County Council, and covers just under 1ha of land. Former school buildings currently occupy the site, and there may be potential for re-use of parts of the site, along with an element of new build housing. It is estimated that, accounting for some re-use of existing buildings, the site could accommodate approximately 20 units.

### **HS1.11 Former Tulketh Community Sports College, Tag Lane**

5.27 This is a 1.31ha site that could deliver approximately 30 units as part of a lower density residential development. The site is previously developed and currently occupied by school buildings which became vacant following the merger of the school with Fulwood High School and Arts College.

### **HS1.12 Brethren's Meeting Room, Egerton Road**

5.28 This site is currently in use and is situated to the rear of several large detached properties on the corner of Egerton Road and Pedders Lane, Ashton. The site is within an area of lower density housing, and as such could potentially accommodate a total of 12 units.

### **HS1.13 Land North of Tom Benson Way**

5.29 This irregular shaped greenfield site measures 1.33ha in total and sits just north of Tom Benson Way and south of the Cottam (MD1) allocation. The site is a suitable housing allocation and adjoins existing suburban residential areas. The site could accommodate approximately 30 units.

### **HS1.14 Land North and South of Whittingham Road, Longridge.**

5.30 This is a large part greenfield/part previously developed site adjacent to the built up area of Longridge. In total, the site covers just over 19.5ha and has recently been granted 3 separate planning permissions totalling 488 units.



### **HS1.15 Former Whittingham Hospital**

5.31 This site, the former Whittingham Hospital located on Whittingham Lane, Goosnargh is owned by the Homes and Community Agency (HCA). The HCA have worked to secure planning permission for a mixed use development including 650 units (see also Employment Allocation EP1.1).

### **HS1.16 Land off Forest Grove, Barton**

5.32 This is a 2.76ha greenfield site adjacent to the rural settlement of Barton. Reserved Matters approval was granted for 62 units on this site in April 2014.

### **HS1.17 Land to the South of Ribblesdale Drive, Grimsargh**

5.33 This is a 4.5ha greenfield site adjacent to the settlement of Grimsargh off Ribblesdale Drive. Outline planning permission was granted at appeal for 70 units in June 2014.

## Policy HS1 – Allocation of Housing Sites

The sites listed adjacent (and as shown on the Policies Map) are allocated for housing development (and related infrastructure which is to be delivered through CIL and/or developer contributions).

The allocated housing land equates to an estimated total of 8,637 houses of which 5,800 are expected to be completed in the period 2014-2026. There is capacity within the strategic allocation at North West Preston for the construction of an additional 2,837 dwellings as and when required.

Ref	Site	Area (ha)	Units
MD1	Cottam	70	1,300
MD2	North West Preston	319	5,322
<b>Major Development Allocations Total:</b>		<b>389</b>	<b>6,622</b>
HS1.1	Lancashire Fire & Rescue HQ, Garstang Road	1.50	40
HS1.2	Argyll Road Depot	4.30	300
HS1.3	Parker Street	1.30	50
HS1.4	Eastway Nurseries, Eastway	1.45	24
HS1.5	Tetrad, New Hall Lane	2.85	114
HS1.6	Skeffington Road/Castleton Road	0.96	38
HS1.7	Deepdale Mill, Deepdale Mill Street	0.71	28
HS1.8	Shelley Road/Wetherall Street	0.67	27
HS1.9	Stagecoach Bus Depot, Selbourne Street	0.79	32
HS1.10	Goldenhill School, Cromwell Road	0.90	20
HS1.11	Former Tulketh Community Sports College, Tag Lane	1.31	30
HS1.12	Brethrens Meeting Room, Egerton Road	0.50	12
HS1.13	Land North of Tom Benson Way	1.33	30
HS1.14	Land North and South of Whittingham Road, Longridge	19.66	488
HS1.15	Former Whittingham Hospital	51.6*	650
HS1.16	Land Off Forest Grove Barton	2.76	62
HS1.17	Land to the South of Ribblesdale Drive Grimsargh	4.5	70
<b>Total:</b>		<b>486.09</b>	<b>8,637</b>

\* Gross site area for mixed-use development



## **Green Infrastructure Provision in New Housing Developments**

5.34 The Central Lancashire Core Strategy highlights the importance of ensuring that everyone has the opportunity to access sport, recreation and open space facilities, including children's play. The Council is required to produce minimum local standards for provision of such facilities, based on quantitative needs, accessibility and qualitative factors and seek developer contributions (either in the form of new provision or off site provision or improvement) where new development would result in a shortfall in provision.

5.35 Open space and playing pitch assessments have been produced jointly with South Ribble and Chorley Council's, to provide up-to-date information on local needs and define standards required in development.

5.36 Following these assessments, a joint 'Open Space and Playing Pitch' SPD has been produced alongside South Ribble and Chorley Councils and adopted in September 2014.

5.37 To ensure that new housing development delivers appropriate green infrastructure, the Council has set out specific standards in line with the evidence provided in these studies and the Supplementary Planning Document, which are set out in Policy HS3.

5.38 Policy HS3 is also based on Central Lancashire Core Strategy Policies 18 (Green Infrastructure) and 24 (Sport and Recreation) and is in keeping with the National Planning Policy Framework.

5.39 The key objectives of this policy are:

- i.** To ensure the open space, sport and recreation needs generated by new housing development are met.
- ii.** To ensure new housing development does not result in deficiencies in the amount and availability of open space, sport and recreational facilities.
- iii.** To increase leisure opportunities for young people.

## Policy HS3 – Green Infrastructure in New Housing Developments

All new residential development resulting in a net gain of dwellings will be required to provide sufficient public open space to meet the recreational needs of the development, in accordance with the standards set out below:

Typology	Provision Standard
Parks, gardens	1.81ha per 1000 population
Semi-natural greenspace	1.78ha per 1000 population
Amenity greenspace	0.54ha per 1000 population
Provision for children and young people	0.02ha per 1000 population
Allotments	0.17ha per 1000 population
Playing pitches	1.01ha per 1000 population

Residential developments will be required to provide new green corridors where considered appropriate.



## Affordable Housing

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

5.41 This Plan does not include an affordable housing policy, since the Central Lancashire Core Strategy includes a policy dedicated to this issue – Policy 7 – which sets a target of 30% affordable housing to be sought from market housing schemes, 35% from schemes in rural areas and villages, and 100% on all exception sites.

5.42 An Affordable Housing Supplementary Planning Document has been produced jointly with South Ribble and Chorley Council's to offer further guidance.

## Rural Exception Affordable Housing

5.43 The Framework says that, in rural areas, local planning authorities should be responsive to local circumstances and plan housing development to reflect local needs particularly for affordable housing, including through rural exception sites. Any such housing should be located where it will enhance or maintain the vitality of rural communities

5.44 This Plan does not allocate any sites for housing development in rural areas, either within or adjacent to the villages listed in paragraph 4.25. To do so, would contradict the settlement hierarchy established in the Central Lancashire Core Strategy, which states that development in villages will typically be small scale.

5.45 However, the Council recognises that there may be exceptional circumstances where new housing in rural areas is justified to meet the needs of local people. Proposals for new housing in rural areas should be supported by a comprehensive needs assessment of the local area. On occasions where a need for new housing is established, in accordance with the Framework and the Central Lancashire Core Strategy, opportunities for small-scale development within village boundaries to meet this need should be considered first. Where a need is identified, then the Council will, in accordance with the Framework, consider allowing some market housing to facilitate the provision of affordable housing but this will be dependent upon robust viability evidence.

5.46 Where justified development cannot be accommodated satisfactorily within village settlements, sites adjoining the village boundaries (as shown on the Policies Map) may be considered. Such sites will be considered as Rural Exception Sites, and Policy HS4 will apply.

## Policy HS4 – Rural Exception Affordable Housing

New housing development adjoining the villages of Barton, Broughton, Goosnargh, Grimsargh, Lea Town and Woodplumpton may be permitted in exceptional cases, for affordable housing, where a need has been identified as a result of a comprehensive needs assessment for the local area.

Such affordable housing should be for occupancy by households meeting one or more of the following criteria:

- a) existing local residents on the housing waiting list;
- b) people whose work provides important services in the village, and who need to live closer to the local community;
- c) people with the offer of a job locally who cannot take up the offer unless affordable housing were available.

# Rural Workers Dwellings in the Open Countryside

5.47 The normal restrictions placed on new housing provision outside existing villages described in the previous section may be overcome if an essential need can be justified in connection with agricultural purposes. However, the Council will only permit new agricultural workers dwellings where evidence is available to suggest the development is essential.

5.48 If a new dwelling is shown to be functionally essential to the operation of an existing, or proposed, appropriate rural activity, it should be situated close to existing buildings to minimise the impact on the landscape character of the open countryside. The availability of alternative accommodation in the vicinity of the site, or in nearby settlements, will be a factor in determining planning applications where this would provide suitable accommodation.

5.49 Applications for removal of occupancy restrictions on existing agricultural workers dwellings must show that there has been a genuine change in circumstance and that there is no demand for such dwellings in the locality.

## Replacement Dwellings in the Open Countryside

5.50 Guidance on the replacement of dwellings in the open countryside is contained within the Rural Development Supplementary Planning Document, produced jointly with South Ribble and Chorley Council's.

5.51 Given the detailed guidance and advice on replacement dwellings in the open countryside contained within the Rural Development SPD, no policies are proposed to be included in this Plan.

## Policy HS5 – Rural Workers' Dwellings in the Open Countryside

In the open countryside, outside the defined settlements shown on the Policies Map, new dwellings will only be permitted where it can be demonstrated that there is an essential need for worker(s) to live on, or in the immediate vicinity of, the site in the interests of agriculture, forestry or other rural employment.

Proposals for such dwellings will be considered taking the following matters into account:

a) the functional need for the worker(s) to live nearby;

- b) the availability and suitability of existing accommodation in the local area (consent will not be granted where residential buildings, formerly within the same ownership have recently been disposed of);
- c) the siting and scale of the proposed dwelling (which should be closely related to existing buildings or minimise impact on the landscape);
- d) the number of years the activity has been established, its relative financial soundness and prospects for continued soundness. Or, where the new dwelling is proposed to support a new rural enterprise, evidence that the new activity has been planned on a sound financial basis.

Conditions restricting the occupancy of existing rural workers' dwellings will only be removed where the dwelling has been occupied for at least five years in accordance with the terms of the original planning permission, unless exceptional circumstances can otherwise be demonstrated, and either –

- a) the dwelling is to be disposed of by the applicant and has been actively marketed for at least 12 months taking account of the occupancy restrictions, and no reasonable offer from persons eligible to occupy the dwelling has been refused; or
- b) the applicant has provided realistic evidence to demonstrate that an essential need no longer applies.

Where the applicant seeks to retain the dwelling for their own use, permission may be given to carry out the development without complying with the occupancy condition subject to which the previous permission was granted, provided that criterion b) above is met.

# Gypsy & Traveller and Travelling Showpeople Accommodation

5.52 Local authorities have a statutory duty to periodically assess the need for Traveller accommodation in their area. National Planning Policy [specifically Planning Policy for Traveller Sites] requires that local authorities identify a five year supply of specific, deliverable Traveller sites in their local plans, sufficient to meet any need identified in the assessment if a need is identified. Local authorities should also identify a supply of specific, developable sites or broad locations for growth for years 6 to 10 and where possible for years 11 to 15 in their Local Plan.

5.53 Local authorities are required to make their own assessment of need and should work collaboratively with neighbouring local planning authorities to gain a better understanding of cross border migration, provide a consistent approach to the study, deliver economies of scale and reduce the risk of double counting.

5.54 A Gypsy and Traveller Accommodation Assessment for Lancashire was undertaken in 2007 which found some need in Preston generated by the existing traveller community. However, the evidence needed updating. Therefore, in conjunction with Chorley and South Ribble Councils, the City Council commissioned a new study to assess the need for sites for travellers, and also for travelling showpeople. This study completed in December 2013. During the South Ribble Local Plan examination, however, the Inspector raised a number of issues and matters relating to the Gypsy, Traveller and Travelling Showpeople Accommodation Assessment. In light of this, the Council has committed to undertake further work on the Gypsy, Traveller and Travelling Showpeople Accommodation Assessment within 12 months (from February 2014) in conjunction with Chorley and South Ribble Council. The Council also makes the commitment to produce, jointly with Chorley and South Ribble Councils, a separate Gypsy, Traveller and Travelling Showpeople Accommodation Development Plan Document (DPD), to include transit provision, in line with the outcomes of the further GTAA work. The timescales for this work are documented within the updated Local Development Scheme (LDS).

5.55 In the meantime, if applications for such sites are received, they will be assessed against Policy 8 of the Central Lancashire Core Strategy, which is a criteria-based policy to assess applications for such development.

## Student Accommodation and the University of Central Lancashire

5.56 The continued, developing presence of the University of Central Lancashire in Preston is considered to be of great importance in ensuring that the workforce of Preston, and Central Lancashire, has the skill base needed to maximise the area's economic potential. The University also provides a vital source of higher education for local residents, and those from outside the area.

5.57 The University has expanded rapidly over the last decade and now has over 30,000 students. Continued growth of the University, whilst fully supported by the Council, provides challenges in ensuring sufficient accommodation is available to house students who wish to study in the City.

5.58 To help ensure that adequate provision is made for the expansion of the University and that proposals for further student accommodation do not have an adverse impact on the main residential areas of Preston, the area identified as HS6 on the Policies Map, and corresponding Policy HS6 will apply to proposals associated with the University, including student accommodation.

5.59 The area identified as HS6 on the Policies Map, sits adjacent to the city centre boundary and the proposed Central Business District (CBD) allocation. The CBD is the subject of an SPD adopted by the Council in April 2011. The main objectives of the SPD are to harness the University's specialism and help to retain graduates of the University by promoting specialist and knowledge based industries within the CBD area, whilst also allowing an element of new student accommodation.



5.60 The growth and expansion of the University is of great importance to the City and the wider Central Lancashire area. The mixture of uses encouraged within the area identified as HS6 on the Policies Map, along with the mixture of uses promoted within the adjacent CBD area will facilitate graduate retention and help to harness the full economic benefits of a rapidly expanding university.

5.61 Nevertheless, this growth requires careful management. The encroachment of student accommodation into residential areas outside the HS6 area could have an adverse impact on the character of neighbourhoods and amenity of residents. The Council will seek the views of the University for all new student accommodation proposals.

5.62 As such proposals for student accommodation outside the HS6 area will be strictly controlled and subject to the criteria set out in Policy HS6. Criteria (a) – (e) in Policy HS6 will ensure that new student accommodation outside the defined area:

- i.** Does not result in an over-supply of student accommodation and increase vacancy levels of existing accommodation within the defined area;
- ii.** Provides a tenure and type of student accommodation that will add to the current portfolio e.g. accommodation to provide for students with special needs;
- iii.** Does not have an adverse impact on existing residential neighbourhoods;
- iv.** Is located in an area well served by public transport and easily accessible to the University.
- v.** Is of an appropriate density taking into account neighbouring land uses and density.

5.63 The Council will explore the potential preparation of a Supplementary Planning Document (SPD) to help guide and support the expansion of the University within the University Campuses as defined by Policy HS6 and Policy EP6.

## **Policy HS6 – University of Central Lancashire**

Within and adjoining the area defined as HS6 on the Policies Map, development will be permitted for educational uses (Use Classes D1, D2), or any other appropriate complementary uses, including student accommodation and knowledge based and creative industry, that relate to the operation of the University, or welfare of staff and students.

Outside the area defined as HS6 on the Policies Map, proposals for student accommodation will need to be justified and will be considered taking the following matters into account:

- a) the existing supply of and need for student accommodation (including vacancies), gaps in the market and provision for accommodation of students with special needs;
- b) the type of accommodation proposed and whether it will provide a beneficial alternative to the existing stock of student accommodation in the area;
- c) the surrounding land uses, whether they are residential dwellings, and the level of facilities available in the area;
- d) the accessibility of public transport provision in the area and the strength of links with the University campuses;
- e) The density of development including the appropriateness of the development taking account of surrounding land uses / densities



## Houses in Multiple Occupation (HMO's)

5.64 In October 2010 the Government amended legislation to allow the change of use from single houses to Houses in Multiple Occupation (HMO's) to take place without the need for planning permission. A high concentration of HMO's in a particular area can lead to adverse impacts on the amenity of residents through issues relating to parking, general noise and disturbance for example.

5.65 In order to establish a level of control over the concentration of HMO's, the Council is proposing an Article 4 Direction in areas deemed most vulnerable to the detrimental changes associated with such conversions. These areas are particularly vulnerable because they are dominated by terraced housing and narrow streets; have little, if any, off street car parking and have minimal space for refuse/recycling storage within the curtilage of the properties.

5.66 The Article 4 Direction will remove the permitted development rights for properties for parts of the following wards (for more information about this Article 4 Direction and maps of the precise areas covered please see the Council's website [www.preston.gov.uk](http://www.preston.gov.uk)):

- Ashton
- Deepdale
- Moor Park
- Riversway
- St Georges
- Town Centre
- Tulketh
- University

5.67 Planning applications for the conversion of properties into HMO's within the defined areas discussed in paragraph 5.54 will be assessed against Policy HS7.

## **Policy HS7 – Houses in Multiple Occupation**

The Council will allow proposals for the conversion of buildings into multiple occupancy units, provided that:

- a) the proposal does not erode the amenity of neighbouring properties and the character and appearance of the surrounding area;
- b) the property is deemed suitable for conversion without the need for any substantial extensions that would have a detrimental impact on amenity of neighbouring properties and the character and appearance of the area;
- c) the proposal would not lead to an unacceptable over-concentrated use of the property and site;
- d) an adequate amount of garden/outdoor amenity space is provided to meet the needs of residents;
- e) the site can accommodate the necessary parking and manoeuvring areas in a way which preserves residential amenity and the quality of the street scene;
- f) adequate refuse and recycling facilities, including appropriate storage space, is provided, and;
- g) the proposal would not put future occupants at an unacceptable risk of flooding.



# 6

## **Delivering Economic Prosperity**

## Core Strategy Objectives

- **SO10:** To ensure there is a sufficient range of locations available for employment purposes.
- **SO11:** To secure major retail and leisure investment in Preston City Centre to enable it to function as a more attractive shopping and commercial destination, complementary to Manchester and Liverpool.
- **SO12:** To create, enhance and expand tourist attractions and visitor facilities in the City, town centres and appropriate rural locations.
- **SO13:** To sustain and encourage appropriate growth for rural businesses, taking into account the characteristics of the urban fringe and wider countryside.
- **SO14:** To ensure appropriate education facilities are available and skills deficiencies are addressed.

## Key Core Strategy Policies

- **Policy 9:** Economic Growth and Employment
- **Policy 10:** Employment Premises and Sites
- **Policy 11:** Retail and Town Centre uses and Business based Tourism
- **Policy 12:** Culture and Entertainment Facilities
- **Policy 13:** Rural Economy
- **Policy 14:** Education



## Introduction

6.1 The long term sustainability of Preston depends on developing the local economy and providing enough jobs for existing and future generations. Economic growth is essential to assist with the restructuring of the local economy, to attract new firms to Preston, help existing companies expand, foster the creation of new firms and at the same time reduce dependence on the private car for work.

6.2 In the interest of sustainable development, as well as economic, environmental and social well-being of Preston's residents, it is important that greater employment opportunities are created or facilitated within the City. The creation of employment opportunities is strongly linked to the availability of suitable sites for employment.

## Employment Site Allocations

6.3 Core Strategy Policy 9 identifies the potential for economic growth within the area and the opportunity to provide enough jobs and services if employment land is made available. The Core Strategy sets out the areas of economic land required within the B Use Classes (B1 - Business; B2 - General Industrial and B8 - Storage and Distribution) over the period to 2026 (see Table 2). This can come from the re-use of vacant premises, re-development of existing employment sites or areas, as well as new development sites. Table 2 below, sets out the employment land requirements for Preston for the period 2014 – 2026 and the supply of employment land in Preston.

6.4 Core Strategy Policy 1 (a)(ii) suggests growth and investment are to be concentrated in the northern suburbs of Preston, focussing on Local Centres, with greenfield development within the Cottam Strategic Site and the North West Preston Strategic Location.

6.5 Core Strategy Policy 9 (b) and (c) identifies regional and sub-regional office developments will be acceptable in Preston City Centre including the Central Business District and the Tithebarn Regeneration Area. These two locations, in addition to regeneration opportunities in Inner East Preston, are the focus for growth and investment opportunities in Core Strategy Policy 1. The allocation of sites suitable for such regional and sub-regional office developments within the Central Preston Strategic Location will be allocated through the City Centre Plan.

6.6 Core Strategy Policy 1 (b) (iii) directs some employment growth and investment to Longridge, therefore reflecting the role of Longridge as a Key Service Centre in the Ribble Valley.

6.7 Core Strategy Policy 9 (d) (ii) and (iii) also identifies Preston East/Millennium City Park and Riversway, respectively, as employment sites for sub-regionally significant developments.

**Table 2: Employment Land Supply Requirements**

<b>Land Supply</b>	<b>Hectares</b>
<b>Core Strategy Preston Employment Requirement 2010-2026</b>	<b>118.5</b>
<b>Employment Completions 2010 -14</b>	<b>22.40</b>
<b>Residual Requirement</b>	<b>96.10</b>
<b>Local Plan 2004 Allocations</b>	<b>4.15</b>
<b>Commitments on Allocated Sites</b>	<b>44.93</b>
<b>Proposed New Allocations</b>	<b>50.44</b>
<b>Total Employment Land Supply</b>	<b>99.52</b>

6.8 Existing employment allocations from the Preston Local Plan (2004) have been reviewed and only those that are truly suitable, achievable and deliverable are carried forward as an employment allocation. The viability of other sites for an element of employment use has been enhanced with proposals for mixed use. Additional good quality employment sites have been identified to meet the Core Strategy employment supply requirement while a number of sites such as Deepdale Mill have been de-allocated for employment use and proposed for housing.

6.9 It is important to protect all new allocations for employment including greenfield sites which have no previous employment use on site and therefore the Council will expect all allocated sites under Policy EP1 to also be covered by Core Strategy Policy 10.

## **Policy EP1 – Employment Site Allocations**

The following sites shown on the Policies Map are allocated and protected for business, general industrial or storage and distribution (Use Classes B1, B2 or B8 respectively) in the period 2014-2026. The Council will require a masterplan or development brief on sites identified with an \*(M/DB). Sites identified with # also have additional land allocated for housing as part of a mixed use development.

Location		Hectares	Acceptable Use Class
<b>Local Plan 2004 Allocations</b>			
EP1.1	Former Whittingham Hospital #	1.40	B1
EP1.2	Red Scar Site H	2.75	B2, B8
		<b>4.15</b>	
<b>Commitments on Allocated Sites</b>			
EP1.3	Preston East Employment Area	13.13	B2, B8
EP1.4	Red Scar Industrial Estate	21.31	B2, B8
EP1.5	Millennium City Park	4.16	B1(b), B2, B8
EP1.6	Site at Junction 31A M6 West Loop	2.37	B1(b), B1(c)
EP1.7	Land North of Eastway (formerly Broughton Business Park) #	2.1	B1, B2, B8
EP1.8	Deepdale Street/Fletcher Road	0.49	B1, B2, B8
EP1.9	Riversway	1.37	B1, B2, B8
		<b>44.93</b>	
<b>Proposed New Allocations</b>			
EP1.10	Preston East Junction 31A M6*	25.50	B2, B8
EP1.11	11 Roman Road Farm*	24.94	B2, B8
<b>New Employment Allocations Total:</b>		<b>50.44</b>	
<b>Employment Allocations Total:</b>		<b>99.52</b>	



## Employment Land Allocations Site Descriptions

### Preston Local Plan 2004 Allocations

#### EP1.1 Former Whittingham Hospital

6.10 This site, the former Whittingham Hospital located on Whittingham Lane, Goosnargh, is allocated for the provision of business or industrial development in line with Preston Local Plan (2004). This former NHS owned site is now owned by the Homes and Communities Agency (HCA). The most recent planning application submitted for the site permits 9000 square metres (Class B1) office and light industrial uses within an Employment Park. The business space will be developable in two separate phases, initially comprising office and starter business units.

6.11 The site is identified as Mixed Use in the Preston, Chorley and South Ribble Employment Land Review 2009 (ELR).

#### EP1.2 Red Scar Site H

6.12 This site, measuring 2.75 hectares, was previously allocated in the Preston Local Plan (2004) for employment uses. The site is located on the southern edge of the Red Scar Industrial Estate within a Biological Heritage Site. Mitigation against any negative impact on the Biological Heritage Site has been sought through landscaping and ecological measures indicated in the illustrative site masterplan and aided by the development of Pope Lane Field Nature Reserve to the south of the site.

6.13 The site is identified as Good Urban in the ELR.

## Commitments on Allocated Sites

### EP1.3 Preston East Employment Area

6.14 This site is located adjacent to and stretches to the east of the east loop of M6 Junction 31A and was previously allocated in the Preston Local Plan (2004) for employment uses. A significant proportion of this HCA owned site has been taken up.

6.15 The site is identified as Best Urban in the ELR.

### EP1.4 Red Scar Industrial Estate

6.16 This large regular shaped site, measuring 21.31 hectares, is located to the east of the M6 adjacent to Millennium City Park and Roman Way Industrial Estate and is accessible from Longridge Road (B6243) and from M6 Junction 31A via Bluebell Way (B6242). This site was previously allocated in the Preston Local Plan (2004) for employment uses. The southern edge of the site is within a Biological Heritage Site. Mitigation has been sought to prevent any negative impacts on the Biological Heritage Site caused by the development of this site, through the development of the Pope Lane Field Nature Reserve to the south of the site and through the illustrative site masterplan.

6.17 Outline planning permission was granted in 2006 for an extension, to the south and to the east, of Red Scar Business Park for general industrial uses (Class B2) and storage and distribution uses (Class B8) including landscaping and the creation of an ecological habitat. An illustrative masterplan was submitted with a reserve matters submission in 2009.

6.18 The site is identified as Good Urban in the ELR.

### EP1.5 Millennium City Park

6.19 Land at Millennium City Park, measuring 4.16 hectares was previously allocated in the Preston Local Plan (2004) for employment uses. The available land is made up of two sites. This flat and regularly shaped employment site is to the east of the M6, south of Junction 31A, near to Red Scar Industrial Complex and Preston East Employment Area. The site has a purpose built internal road network and access is gained from Bluebell Way (B6242). The site is in multiple ownerships. Development of this site will assist in improving the economic activity of the area.

6.20 The site is identified as Best Urban in the ELR.

### EP1.6 Site at Junction 31A M6 West Loop

6.21 The site, total area 3.37ha, is identified as Mixed Use in the Employment Land Review and is shown as such on the Policies Map. Of that area, about 1 ha. is considered suitable for the erection of a hotel (Use Class C1) and, for that reason, the site is listed in Policy EP1 as 2.37ha for B1(b) or B1(c) uses. It is recognised, however, that a range of uses ancillary to the main employment use, including A3 and A4 retail and sui-generis uses, could be located appropriately within the site.

### EP1.7 Land North of Eastway (formerly Broughton Business Park)

6.22 The majority of the site located to the north of Eastway and south of D'Urton Lane was formerly identified for employment purposes but is now allocated for primarily residential development as part of the North West Preston Strategic Location (Policy MD2). However, a small proportion of the site (2.1ha) remains allocated for employment uses.

6.23 The site is identified as Mixed Use (MU) in the ELR.



### **EP1.8 Deepdale Street/ Fletcher Road**

6.24 This site, measuring 0.49 hectares, is within the Deepdale Street/Fletcher Road Coal Yard and was subject to Policy SS23 (Deepdale Street/Fletcher Road Coal Yard) of the Preston Local Plan (2004). Policy SS23 favoured development of the site for business, industrial or storage/distribution uses (B1, B2, B8) or sui generis rail related uses which make effective use of the railway for the transport of goods. Site EP1.8 is allocated for B1, B2 and B8 use classes.

6.25 The site is identified as Good Urban in the ELR.

### **EP1.9 Riversway**

6.26 The allocation of employment land at Riversway is distributed between two sites, both were previously allocated for employment uses in the Preston Local Plan (2004) and owned by Preston City Council. The first site is located on reclaimed dockland area on the north bank of the River Ribble, accessed from Lockside Road. Full planning permission was granted in 2005 for a mixed use development (Classes B1 and C3). This site is located within a Flood Zone 3 area so it will be necessary to demonstrate that flood alleviation measures already exist or will be provided by the developer.

6.27 The second site is also located on reclaimed dockland area on the north bank of the River Ribble with access gained from Chain Caul Road.

6.28 The River Ribble is a Biological Heritage Site. Any development of these sites should not have an adverse impact on the River Ribble Biological Heritage Site and would have to incorporate features to facilitate the movement of wildlife, due to the sensitive location of the sites bordering a wildlife corridor.

6.29 The site is identified as Good Urban in the ELR.

# Proposed New Allocations

## EP1.10 Preston East Junction 31A M6

6.30 This area of undeveloped land, measuring 25.5 hectares, is located to the north of M6 Junction 31A adjacent to the well-established Preston East Employment Area. The site is owned by the HCA. Due to the size of the site, and the surrounding sensitive land uses, the HCA have prepared a Development Statement for the site, which would need to be refined further as part of the planning application process. Substantial landscaped buffers, as proposed in the Development Statement, will be required as part of any development proposals to allow screening between the neighbouring dwellings to the north of the site and the employment site and to provide additional screening between the employment site and the land to the south (occupied by a large storage and distribution depot). The site is suitable for B2 (general industry) uses. Its close proximity to the M6 motorway and existing Preston East Employment Area road infrastructure also makes it particularly suitable for B8 uses (storage and distribution).

## EP1.11 Roman Road Farm

6.31 This area of undeveloped land, measuring 24.9 hectares, is located to the east of Junction 31A of the M6, adjacent to the existing well established Roman Way Industrial Estate. Access can be gained easily from Longridge Road through the existing industrial estate. The site borders onto the Red Scar and Tun Brook Woods Site of Special Scientific Interest (SSSI) and the Tun Brook. It is imperative that development of this site would not destroy or damage the SSSI and/or impact negatively on any associated ecological network and/or ecosystem services. The SSSI is also a Wildlife Trust nature reserve and accessibility for management works and monitoring is essential. Consequently a comprehensive development brief and masterplan would be required.



## All Employment Premises and Sites

6.32 A key feature of Government guidance and of the Preston, Chorley and South Ribble Employment Land Review 2009 findings is that it is essential to have a wide range of different sites for different employment users to help achieve economic growth. A range of existing and proposed sites were evaluated into categories taking account of market attractiveness and other factors. Generally the modern estates and business parks scored highly on the assessment and are categorised 'Best Urban' or 'Good Urban'. Older individual premises generally scored less well, being classed as 'Other Urban' premises because they are less suited to modern needs. However, in the main these premises are quite acceptable to firms that use them and cater for businesses that require affordable accommodation with lower rental levels. These premises are invariably close to residential areas and close to local supplies of labour making journeys to work short and inexpensive.

## Protection of Existing Employment Areas

6.33 All existing employment premises and sites last used for employment will be retained, in keeping with Core Strategy Policy 10: Employment Premises and Sites. Policy 10 seeks to protect employment sites for employment use and only release employment sites for housing where proposals are supported by a viability assessment and, for housing proposals, a marketing period of 12 months.

6.34 A Supplementary Planning Document on Controlling Re-Use of Employment Premises expands on the Policy 10 criteria and definition of employment uses, and provides advice on viability, on marketing the re-use and redevelopment of a site/premises for employment purposes; on the costs of the work, and on the regeneration of the employment site. The SPD also provides advice and information on price, tenure, advertisements, mixed use developments, non B-Use Class Developments and also includes a marketing campaign checklist.

### Policy EP2 – Protection of Existing Employment Areas

Proposals for the redevelopment of 'Other Urban' employment premises and sites, as shown on the Policies Map, for non-employment uses will be exempt from the flowchart approach contained within the Re-Use of Employment Premises Supplementary Planning Document.

Proposals on these sites will be subject to a balanced assessment against the criteria contained within Core Strategy Policy 9 and Policy 10.



City Centre Policies are covered by a separate Preston City Centre Area Action Plan

## Shopping

### Retail Hierarchy

6.35 Given the role and function of Preston City Centre, as set out in paragraphs 1.6 to 1.12 of the Plan, all new main town centre uses, as defined by the Framework, will be directed to the city centre. However there exists a network of Local Centres in Preston that provide an important local community role, serving a different purpose to the city centre.

6.36 Nevertheless, given the separate policy approach to the city centre, through the City Centre Plan, it is vitally important that this Plan manages retail development elsewhere in Preston, so as not to undermine the role and function of the city centre. For instance, care will be needed to avoid, for example, a single excessively large retail outlet which risks undermining the vitality and viability of the city centre.

6.37 To maintain the balance between the roles of Preston City Centre and District and Local Centres elsewhere in Preston, the Plan sets out a clear approach to the type, scale and range of development proposals that will be acceptable in centres outside the city centre. The Council will also, where relevant, apply the sequential and impact assessments to new main town centre uses, in out of centre locations, in accordance with the guidance set out in the Framework.

## Delivering the Retail Strategy

6.38 To maintain the balance between the role and function of Preston City Centre, District and Local Centres, the Council will apply the sequential test and impact assessment to new retail development and main town centre uses, as set out in the Framework. The sequential test requires major retail, cultural and service development to be located on the most central sites in town centres before considering less central sites. A sequential test will apply to planning applications for main town centre uses that are not in an existing centre. The aim is to minimise the need to travel, provide a diverse range of services in one central location and make facilities accessible to all. This approach is intended to focus growth and investment in the City Centre and encourage developments of an appropriate type and scale.

6.39 The impact assessment is required for planning applications for retail, leisure and office development outside of town centres where the development is 2,500 sq m and over, to ensure they would not detrimentally impact the function, vitality and viability of Preston's hierarchy of centres. The impact assessment will be particularly relevant to edge-of-centre and out-of-centre proposals. In assessing vitality and viability consideration will be given to pedestrian flows, vacancy rates, numbers and range of facilities, quality of the urban environment and the general performance of the centre.

6.40 The Core Strategy seeks to direct the largest development towards the City Centre, but also allowing flexibility for the market to respond to meeting needs in the District Centre, Local Centres and other areas of Preston where opportunities arise.



# Development and Change of Use in District and Local Centres

6.41 Core Strategy Policy 11(e) is worded to maintain, improve and control the mix of uses in the existing District and Local Centres so as to appropriately serve local needs. Maps at Appendix A show the District and Local Centre boundaries. The Core Strategy proposes a new District Centre at the Cottam Strategic Site.

6.42 The Local Centres play an important role in Preston's retail hierarchy as well as acting as social centres and places of employment providing the function of convenience shopping, a range of services and community facilities to a local area. The Local Centres within Preston vary in size, with some having only a handful of units and others being larger which support a number of local shops and basic services, meeting local residents' daily (top up) shopping needs. In rural areas, larger villages may perform the role of a local centre.

6.43 The scale and type of development proposed needs to directly relate to the role and function of the District or Local Centre and the proposal should not have a significant adverse impact upon the vitality and viability of Preston City Centre (or where appropriate, other Local Centres). Specific sites will also need to be accessible by walking, cycling and public transport.

6.44 Proposals for hot food takeaways (A5 Use Class) in district and local centres are subject to Policy WB3.

6.45 In the centres the provision of living accommodation or offices on the upper floors of the buildings will be encouraged so as to help make good use and maintenance of these upper storeys. This will not however, be a requirement where the applicant can demonstrate that the whole building will be fully utilised for other purposes.

## District Centre

6.46 A District Centre is proposed in Cottam to support both the Cottam Strategic Site and the whole of the North West Preston Strategic Location. Under the terms of Policy EP3 a range of appropriate uses will be encouraged, including a supermarket, food and drink, leisure uses, public and community uses and other uses complementary to local shops.

## Policy EP3 – Cottam District Centre

Within the proposed Cottam District Centre, situated on the Former Cottam Brickworks site, as defined on the Policies Map, mixed use retail and commercial development that supports the role and function of the District Centre will be permitted.

### Local Centres

6.47 Local Centres are allocated at the following locations:

- Blackpool Road/  
Woodplumpton Road  
(Lane Ends)
- Longsands Road
- Miller Road
- New Hall Lane
- Plungington Road
- Ribbleton Avenue
- Ribbleton Lane
- Sharoe Green.

New local centres are proposed under policy MD2 within the area of the North West Preston Strategic Location.

6.48 The purpose of Policy EP4: Local Centres is to prevent the over proliferation of non-retail uses at the expense of local retail provision of the Local Centres.

6.49 It is important to the vitality and viability of the Local Centres that the retail strength and appearance of these frontages is retained where possible.

However, as these centres vary in size and are affected by various local issues other uses, as listed in Policy EP4 below, may be more appropriate.

6.50 All new development within the Local Centres should contribute to the attractiveness of the centre and enhance the use of the centre by offering vibrant, attractive, well designed centres with a good offer for local communities and visitors.

## **Policy EP4 – Local Centres**

The boundaries of the existing Local Centres are defined on the Policies Map. The following criteria apply for change of use and development within Local Centres:

1. Planning permission will be granted for retail development (including change of use) provided the proposal is commensurate to the size of centre and of a design which does not detract from the character of the centre.

2. Uses within Local Centres will be protected and enhanced wherever possible for retail use (A1). Other uses such as A2 (financial and professional services) and A3 (Restaurants and Cafes) may also be appropriate to maintain/enhance the vitality and viability of the Local Centre and will be permitted at street and pedestrian level where:

a) they do not cause undue detriment to the centre's range of facilities, thereby threatening the centre's viability and vitality; and

b) the development does not prejudice residential amenity or highway safety.

3. Other non-retail uses, including residential, will be permitted if criteria 2(a) and 2(b) above are met and if they do not result in a break in the shopping frontage that would threaten the centre's viability and vitality.

The provision of flats on the upper floors of the building will be encouraged but this will not apply where the applicant can demonstrate that the whole building will be fully utilised for retail/commercial purposes.

## Riversway Phase B Site Specific Policy

6.51 The Riversway Phase B Site Specific Policy, as defined on the Policies Map, has been carried forward from the Preston Local Plan due to the individual and specific approach to be taken when allocating the site.

6.52 An area of the site is reserved for a large park and ride car park, as supported by Core Strategy Policy 3.

### Policy EP5 – Riversway Phase B Site Specific Policy

Development of site EP5.1, as defined on the Policies Map, will be permitted for a combination of the following uses:

- Park and Ride car park; plus
- Business, industrial and storage and distribution uses (Classes B1, B2 and B8);  
and/or
- Leisure Uses (Class D2)

Proposals are to be of a comprehensive nature and cover the whole of the site, although a phased development will be supported.

Known nature conservation interests at the site are to be secured through landscaping and/or management agreements.



## University of Central Lancashire Cottam Campus

6.53 The Westleigh Conference Centre and the University of Central Lancashire (UCLan) Sport Arena form UCLan's Cottam Campus. The Cottam Campus is an important location for the University as it provides a wide range of facilities which contribute to the welfare of staff and students as well as providing important conference, function and playing pitch facilities for Preston and the wider region.

6.54 Policy EP6 ensures that there is a degree of flexibility for the University to allow for the future enhancement of the Cottam Campus existing facilities. The Council will explore the potential preparation of a Supplementary Planning Document (SPD) to help guide and support the expansion of the University within the University Campuses as defined by Policy EP6 and Policy HS6.

6.55 The Policy EP7 is included to enable a consistent approach to be adopted at a local level to that advocated in the Framework. The policy criteria will facilitate the growth of telecommunications whilst keeping the environmental impact to a minimum.

### **Policy EP6 – University of Central Lancashire Cottam Campus**

Within the designated area of the university campus, as defined on the Policies Map, development will be permitted for appropriate uses and proposals where it is directly related to, and supports the continued use of, the campus for recreational uses and conference/function facilities. Educational uses will be permitted where these would not result in a net loss of existing facilities.

## **Telecommunications**

### **Policy EP7 – Telecommunications**

Proposals for telecommunications will be permitted provided that the following criteria are met:

- a) The siting and appearance of the proposed apparatus and associated structures should seek to minimise impact on the visual amenity, character or appearance of the surrounding area;
- b) If on a building, apparatus and associated structures should be sited and designed in order to seek to minimise impact to the external appearance of the host building;
- c) If proposing a new mast, it should be demonstrated that the applicant has explored the possibility of erecting apparatus on existing buildings, masts or other structures. Such evidence should accompany any application submitted;
- d) If proposing development in a sensitive area, the development should not have an unacceptable effect on areas of ecological interest, areas of landscape importance, archaeological sites, conservation areas or buildings of architectural or historic interest.

When considering applications for telecommunications development, regard will be had to the operational requirements of telecommunications networks and the technical limitations of the technology.



# 7

## **Catering for Sustainable Travel**

## Core Strategy Objectives

- **SO3:** To reduce the need to travel, manage car use, promote more sustainable modes of transport and improve the road network to the north and south of Preston.
- **SO4:** To enable easier journeys into and out of Preston City Centre, as well as safeguard rural accessibility, especially for mobility impaired people.

## Key Core Strategy Policies

- **Policy 3:** Travel



## Introduction

7.1 Increasing accessibility to homes, jobs, open space, recreation and other services, and influencing travel patterns to encourage alternatives to the car to help reduce emissions and congestion are key aims of the Core Strategy. Most journeys in Preston are taken by car. Predictions for future car use indicate that this travel preference will continue, although rapidly increasing petrol and diesel costs may slow down the trend. However, we can expect to see an increase in electric and alternative fuel vehicles during the plan period.

7.2 The Core Strategy sets out the broad principles to promote better accessibility by encouraging walking and cycling for shorter trips, and supporting bus and rail travel for longer journeys. Through this Local Plan we can ensure that the development or protection of land influences travel choices and improves accessibility.

## Walking and Cycling

7.3 One way of encouraging walking is to provide safe, clean pedestrian friendly urban areas. Consequently, the Infrastructure Delivery Schedule includes improved pedestrian crossings at a number of locations. Improvements to the City Centre Public Realm is featured in the City Centre Plan.

7.4 The Core Strategy supports cycling within Central Lancashire and encourages improvements to the cycle network to make it easier and safer for cyclists.

7.5 Lancashire County Council has identified cycle schemes to encourage more cycling, particularly between the suburbs and the City Centre. All the schemes are dependent on the availability of funding and are listed in the Infrastructure Delivery Schedule. Developers will be asked to contribute towards the cost of implementing these schemes where appropriate.

## Public Transport

7.6 A key aim of the Core Strategy is to encourage people to use other modes of travel, rather than the car. Using public transport helps to reduce congestion and exhaust emissions, which can in turn lead to improved air quality. The provision of Park and Ride facilities is mentioned in the Infrastructure chapter (Chapter 3).

7.7 A number of Bus Rapid Transit Routes linking Preston to Cottam, Preston East and other destinations in Central Lancashire are included in the Infrastructure Delivery Schedule. These are subject to current funding bids. Similarly, bus lanes to serve the proposed Park and Ride sites at Broughton and Riversway are also identified.

7.8 New bus and rail facilities within the City Centre are considered in more detail in the City Centre Plan.

# Rail Facilities

7.9 Although rail services are run by private companies, the lines and signalling belong to Network Rail. Local authorities can have a role to play in the provision of local rail services and enhanced or new stations.

7.10 Preston station is an important hub for rail services. It is well served by trains on the West Coast Main Line, whilst also being the centre of rail services to Manchester, Liverpool, Blackpool, Cumbria, East Lancashire and beyond.

7.11 There are existing electrification schemes planned for the Blackpool-Preston-Manchester railway line to provide an enhanced level of service. It is hoped that this will provide additional capacity and ease the current problems of overcrowding.

## High Speed Rail Network (HS2)

7.12 In January 2012, the Secretary of State for Transport announced the decision to go ahead with plans for a new high speed rail network to connect London, the West Midlands and the north of England. Known as 'HS2' this new infrastructure will release space on crowded railway lines for more passenger and freight services, including along the West Coast Main Line. It will significantly reduce inter-city journey times between major cities, with the prospect of encouraging more journeys by rail, reducing the environmental effects of car and air travel, and stimulating investment and creating jobs in areas outside the south-east. Although not currently part of phase two, engineering options have also been considered and published by HS2 Ltd for a high speed route extending north of Preston. Whilst the city could be served by 'classic-compatible' trains using the existing station and West Coast Main Line to join the high speed network, route options for a new high speed line have been explored and an 'optimum' route presented.

7.13 The route presented as an engineering option would entail a new high speed rail line constructed crossing the West Coast Main Line to the south of Coppull and heading to the west of Leyland and crossing the River Ribble to the west of Preston on a line similar to the Central Lancashire Highways and Transport Masterplan's 'corridor of search' for a new Ribble road crossing. The engineering route then follows a similar line to the Preston Western Distributor, and includes a new station and motorway junction in the Cottam/Bartle area. The route then rejoins the West Coast Main Line to the south of Bilsborrow.

7.14 It is important to emphasise that this engineering option has no formal status and does not currently form part of the HS2 phase 2 proposals. In delivering the transport infrastructure in this Local Plan, the County Council and other transport providers will need to be mindful of the plans for the HS2 network, to ensure that infrastructure is not precluded and that opportunities are taken if they present themselves.

## Tram

7.15 Trampower, a private company, has proposals to develop a tram network within Central Lancashire. This network, based primarily on disused railway lines, links the city centre and railway station to Preston East. Trampower aspires to extend this network in the long term through South Ribble and on to Chorley and Ormskirk.

7.16 It is Trampower's intention that the tram network will be privately funded. There is still uncertainty as to how it will be delivered; therefore the proposals in this Plan do not rely on it coming forward.

## Road Travel

7.17 Preston experiences problems with traffic congestion. This is particularly severe on the main arterial roads coming in to the city centre including the A6 (from the north and the south), the A582 (Penwortham Bypass), the A59 (Samlesbury), and the B6243 (Longridge).

7.18 Major road improvements at Broughton are discussed in the infrastructure chapter, as are the implications of the development of the North West Preston Strategic Location. A number of other improvement schemes are identified in the Infrastructure Delivery Schedule to be funded through developer contributions.

### Development Management

7.19 It is important that new developments address key transport issues so that they can operate satisfactorily. This means looking at a wide range of transport issues, and not just access by car.

## Parking Standards

7.20 The Framework says that plans should ensure developments that generate significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised. However, it recognises that car travel will continue to have an important role to play, particularly in rural areas where it is often the only real option for travel.

7.21 The Framework does not include parking standards. It says that if local parking standards are to be set then they should take into account the accessibility of the development; the type and mix and use of development; the availability of and opportunities for public transport; local car ownership levels; and an overall need to reduce the use of high-emission vehicles. The Central Lancashire Core Strategy Policy 3: Travel; details measures to plan for travel including setting and applying car parking standards, and paragraph 7.6 notes that local parking standards will be produced.

7.22 The availability of car parking can have a major influence on the choice of means of transport, and we support, encourage and promote measures to reduce car journeys through the promotion of alternatives, such as public transport.

7.23 At the same time, though, the aspiration to be a car owner remains high. Research by the Commission for Architecture and the Built Environment (CABE) demonstrates that the public often feel that the level of provision in new residential developments is inadequate. There is also evidence locally in relation to student accommodation, for example, which suggests that on-site parking provision has not been sufficient and this has led to on-street parking congestion.

7.24 The partial review of the Regional Spatial Strategy for the North West (March 2010) proposed changes to car parking standards which were largely agreed across the Central Lancashire authorities. The partial review was never completed because of changes to government policy, but the evidence underpinning the changes to the standards remains valid.

7.25 The following policy therefore endorses the standards contained in the RSS partial review. In addition, parking standards for new student accommodation are also proposed.

## **Policy ST1 – Parking Standards**

All development proposals will provide car parking and servicing space in accordance with the Parking Standards adopted by the Council (Appendix B).

Locations that are accessible to services and well served by public transport may be considered appropriate for lower levels of provision.

Proposals for provision above the adopted standards will need to be supported by evidence detailing the local circumstances that justify deviation from the standard.

## General Transport Considerations

7.26 To ensure that safe and convenient access is afforded to everyone, new developments should reduce rather than increase the dependence on private cars. Whilst much attention is usually given to road improvements to cope with additional traffic, it is important that other transport issues are taken into account if car use is to be reduced.

7.27 Transport Assessments should be submitted in support of major developments and any other proposals which would have significant transport implications. A Travel Plan should be submitted alongside any planning applications, outlining how these are to be managed in order to ensure the minimum environmental, social and economic impacts.

### Policy ST2 – General Transport Considerations

All development proposals will need to show that:

- a) road safety and the efficient and convenient movement of all highway users (including bus passengers, cyclists, pedestrians and equestrians) is not prejudiced;
- b) appropriate provision is made for public transport services;
- c) appropriate measures are included to facilitate access on cycle or foot;
- d) where practicable, ensure existing pedestrian, cycle and equestrian routes are protected and extended;
- e) the needs of disabled people are fully provided for;
- f) corridors which could be developed as future transport routes (e.g. disused railway lines) are not prejudiced.



# 8

## **Protecting and Enhancing the Built and Natural Environment**

## Core Strategy Objectives

- **SO15:** To foster 'place shaping' to enhance the character and local distinctiveness of the built environment in Preston by encouraging high quality design of new buildings.
- **SO16:** To protect, conserve and enhance Preston's places of architectural and archaeological value and the distinctive character of its landscape.
- **SO17:** To maintain and improve the quality of Preston's built and natural environment assets so that it remains a place with 'room to breathe'.

## Key Core Strategy Policies

- **Policy 16:** Heritage Assets
- **Policy 17:** Design of New Buildings
- **Policy 18:** Green Infrastructure
- **Policy 19:** Areas of Separation and Major Open Space
- **Policy 20:** Countryside Management and Access
- **Policy 21:** Landscape Character Areas
- **Policy 22:** Biodiversity and Geodiversity

## Introduction

8.1 A high quality built and natural environment, accessible countryside, water areas, green space and good leisure and cultural facilities enhance the quality of life for existing and future communities, support wildlife and provide natural adaptation and mitigation mechanisms against the effects of climate change. These features are also important factors in attracting new investment to Preston.

## Green Belt

8.2 Green Belts are areas of countryside and open land defined by local planning authorities to prevent urban sprawl by keeping land permanently open. Green Belt serves five purposes (set out in paragraph 80 of the NPPF):

- To check the unrestricted sprawl of large built-up areas;
- To prevent neighbouring towns merging into one another;
- To assist in safeguarding the countryside from encroachment;
- To preserve the setting and special character of historic towns; and
- To assist in urban regenerations, by encouraging the recycling of derelict and other land.

8.3 The Green Belt in Preston is mainly confined to the Ribble escarpment and flood plain to the east of the City Centre. It forms part of a larger area of Green Belt south of the River Ribble, extending to Walton-le-Dale and on to Chorley and Blackburn. It was defined in the previous 2004 Preston Local Plan and the boundary has been carried forward unchanged into this plan's Policies Map.

### Policy GB1 – Green Belt

An Area of Green Belt is shown on the policies map. Within that area national policies for development in the Green Belt will be applied.

## Development in the Open Countryside

8.4 Most of the countryside within Preston is designated as Open Countryside, with only a small area of Green Belt confined to the escarpment and flood plain to the east of the City. Green Belt will be preserved and protected in accordance with the Framework. It is important that the Areas of Open Countryside are protected from unacceptable development which would harm its open and rural character.

8.5 Information on the re-use, replacement of and extension to buildings within the Open Countryside is contained within the Rural Development Supplementary Planning Document.

8.6 Policy AD1(b) is concerned with proposed developments within the larger villages defined on the Policies Map. Smaller settlements and clusters of buildings are not defined on the map, but are included within the open countryside designation. Proposals within these settlements will be considered against Policy EN1 and Core Strategy Policy 1(f).

### Policy EN1 – Development in the Open Countryside

Development in the Open Countryside, as shown on the Policies Map, other than that permissible under policies HS4 and HS5, will be limited to:

- a) that needed for purposes of agriculture or forestry or other uses appropriate to a rural area including uses which help to diversify the rural economy;
- b) the re-use or re-habitation of existing buildings;
- c) infilling within groups of buildings in smaller rural settlements.

# Protection of Existing Green Infrastructure

8.7 Green infrastructure is the network of natural environmental components used for sport, leisure and recreational purposes. Green infrastructure includes:

- Parks and Gardens
- Nature Reserves
- Playgrounds
- Recreational Grounds
- Playing Fields/Sports Pitches/  
Educational Playing Fields
- Private and Institutional  
Open Space
- Amenity Open Space
- Allotments
- Woodlands
- Green Corridors
- Watercourses and river  
corridors
- Public Rights of Way

8.8 Green infrastructure is a valuable resource and is to be protected from development except where it can be demonstrated that it has become surplus to requirements, or where proposals include replacement provision which is equivalent or better than that lost, or where the development itself adds value by way of a change to another category of green infrastructure. The position and design of any development will need to be sensitive to the area and have no adverse effects on features within the site.

8.9 Development proposals must demonstrate that the benefits of the development would outweigh any nature conservation value in an environmental statement submitted as part of their application.



## Policy EN2 – Protection and enhancement of Green Infrastructure

Development proposals should seek to protect and enhance existing green infrastructure as identified on the Policies Map. Proposals which would involve the loss of green infrastructure will only be granted planning permission where:

- a) it can be clearly shown that the site is surplus to requirements; or
- b) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
- c) the development itself is for alternative green infrastructure provision, the needs for which clearly outweigh the loss; and
- d) policy EN10 is adhered to where the site is part of an ecological network.



# Future Provision of Green Infrastructure

8.10 Further green infrastructure provision will be encouraged to extend the existing green infrastructure network. New green corridors are to link to the existing wider green infrastructure network and adjoining urban areas and to act as vital buffers to deliver separation spaces between urban areas and maintain the natural attractiveness of Preston.

## Areas of Separation

8.11 The Core Strategy has identified three Areas of Separation within Preston to protect the character and identity of settlements that are only separated by a small area of Open Countryside from a neighbouring settlement. To help maintain the openness of these areas of countryside and the quality and distinctiveness of these settlements, the Core Strategy identifies where Areas of Separation are needed. It should be noted that Policy EN1 (Development in the Open Countryside) also applies in the Areas of Separation, as shown on the policies map.

### Policy EN3 – Future Provision of Green Infrastructure

All developments will where necessary:

- a) provide appropriate landscape enhancements;
- b) conserve and enhance important environmental assets, natural resources and biodiversity including the City's ecological network;
- c) make provision for the long-term use and management of these areas; and
- d) provide access to well designed cycleways, bridleways and footpaths (both off and on road), to help link local services and facilities.

### Policy EN4 – Areas of Separation

Areas of Separation, shown on the Policies Map, are designated between:

- Broughton and the Preston Urban Area
- Goosnargh Whittingham and Grimsargh
- Grimsargh and the Preston Urban Area

Development will be assessed in terms of its impact upon the Area of Separation including any harm to the effectiveness of the gap between settlements and, in particular, the degree to which the development proposed would compromise the function of the Area of Separation in protecting the identity and distinctiveness of settlements.

## Areas of Major Open Space

8.12 Two locations have been identified within the Preston urban boundary where Areas of Major Open Space are valued as part of the local green infrastructure. These spaces help to maintain visual amenity and landscape character, safeguard environmental and open space resources and help protect Central Lancashire as a place with room to breathe whilst helping to maintain the distinctiveness of the adjoining neighbourhoods.

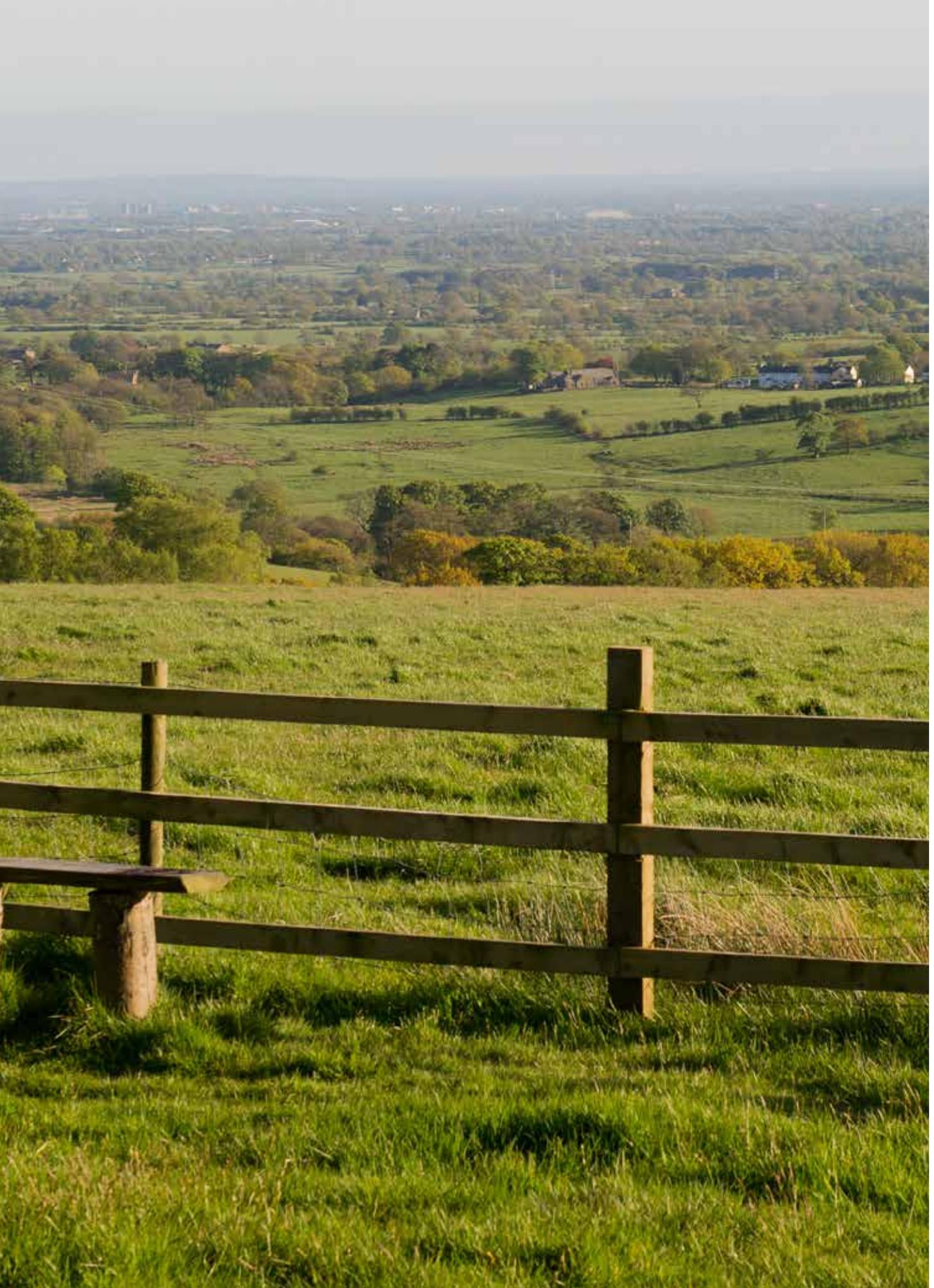
### Policy EN5 – Areas of Major Open Space

Areas of Major Open Space, as shown on the Policies Map, are designated within the Preston urban boundary in particular areas between:

- Ingol/Tanterton and Greyfriars/Cadley
- Sharoe Green and Fulwood

Development within the Areas of Major Open Space will not be permitted unless the following criteria are satisfied:

- a) the provisions of Policy EN2 – Protection of Existing Green Infrastructure are fulfilled;
- b) development complements and does not compromise the retention within the Area of Major Open Space of a full size 18 hole golf course (unless it can be demonstrated that a need no longer exists for such provision in accordance with NPPF Paragraph 74)
- c) development complements and does not compromise the Area of Major Open Space for other leisure and recreational purposes
- d) the proposal does not detrimentally affect the visual amenity, landscape amenity, landscape character or nature conservation value of the open space/Area of Major Open Space
- e) the identity of the neighbourhoods/urban communities is maintained



## Forest of Bowland Area of Outstanding Natural Beauty

8.13 Areas of Outstanding Natural Beauty (AONB) are a category of protected landscape, and were originally designated under the 1949 National Parks and Access to the Countryside Act. The Forest of Bowland was designated in 1967. Part of the Forest of Bowland AONB - the area around the Beacon Fell Country Park - lies within Preston.

8.14 The City Council belongs to a partnership of local authorities and other stakeholders – the Joint Advisory Committee – which manages the AONB, and is led by Lancashire County Council. The partnership is responsible for preparing a statutory management plan. Further information can be found at [www.forestofbowland.com](http://www.forestofbowland.com)

8.15 Development management decisions in the AONB remain the responsibility of the individual local authorities. Special considerations apply to AONBs. The fundamental principle underlying planning and control of development in AONBs is that new development within the AONB that has a materially adverse impact can only proceed where it is demonstrated that it satisfies an overriding national need. There is an expectation of restoration and aftercare should such uses cease. All development is expected to conform to a very high standard of design, to be in keeping with local distinctiveness and to seek to conserve and enhance the AONB's natural beauty.

8.16 The partnership does advise on planning matters and to this end it has produced a Renewable Energy Position Statement which sets out the Joint Advisory Committee's position with regard to the siting of renewable energy developments, both within and adjacent to the boundaries of the Forest of Bowland AONB. A design guide is also in preparation.

### Policy EN6 – Forest of Bowland

In addition to the criteria set out in Policy EN1, proposals within the Forest of Bowland AONB will conserve, enhance and make a positive contribution to the natural beauty of the area.



## Ribble Coast and Wetlands

8.17 Core Strategy Policy 20 supports the continued development of plans and proposals for the Ribble Coast and Wetlands Regional Park. The concept for the Park was included in the North West Regional Economic Strategy and the Regional Spatial Strategy (Policy EM4 and Policy CLCR3), and the City Council has been involved in efforts to establish the Park along with other local authorities in the area. The area includes the Ribble Estuary which is an internationally important habitat for birds. The idea of the park is essentially to promote the area as a visitor attraction in a sustainable way, by providing greater access and improving green infrastructure. Further information can be found at [www.ribboncoastandwetlands.com](http://www.ribboncoastandwetlands.com)

8.18 The precise boundary of the park has yet to be defined but the area of search extends into Preston. While recognising the importance of the Ribble Coast and Wetlands Regional Park, this area within Preston is a significant location for the provision of green infrastructure to support wider needs including the security of energy supplies. In line with the presumption in favour of sustainable development in the Framework there is, therefore, a presumption in favour of using this area in Preston for the delivery of green infrastructure.

## Land Quality

8.19 The Framework suggests the planning system should contribute to and enhance the natural and local environment through the remediation and mitigation of contaminated land.

8.20 Core Strategy Policy 1: Locating Growth recommends the use of brownfield sites. As these sites have been previously developed, there is the potential for such sites to be contaminated. The contamination of land can have adverse impacts on health and wellbeing, as well as damaging wildlife and contributing to the pollution of water bodies. New development on these sites presents an opportunity to bring contaminated land back into beneficial use whilst improving the water quality both for surface water and groundwater.

8.21 Source Protection Zones are used to identify those areas close to drinking water sources where the risk of harm from contamination of groundwater is greatest. Developers are encouraged to consult Environment Agency guidance regarding Source Protection Zones.

## Horses

8.22 Information and guidance on development involving the keeping or riding of horses is contained in the Rural Development Supplementary Planning Document (SPD). The SPD includes information on matters which the Council will take into account when assessing the acceptability of equestrian development and criteria that is to be met when considering applications for development involving horses.

### Policy EN7– Land Quality

New development should demonstrate that:

- a) any existing contamination of the land will be addressed by appropriate mitigation measures to ensure that the site is suitable for the proposed use and that there is no unacceptable risk of pollution within the site or in the surrounding area; and
- b) the proposed development will not cause the land to become contaminated, to the detriment of future use or restoration of the site or so that it would cause pollution in the surrounding area.

# The Historic Environment

8.23 The historic environment contributes to the enjoyment of life in the City and provides a unique sense of place as well as supporting wider economic, cultural, social and environmental benefits. However the historic environment is a non-renewable resource and once harmed, buildings, places, structures, parks and open spaces can lose their character and their significance.

8.24 The importance of the historic environment is set out in the Framework and will be a material consideration to all applications affecting the historic environment.

8.25 In addition to the objectives set out at national level the Council would consider the following objectives to be important in respect to the historic environment of Preston:

- Its potential to be a catalyst for regeneration in an area, in particular through leisure, tourism and economic development.
- That it can provide the stimulus for imaginative and high quality design that responds positively to its context.

8.26 Historic England prepares policy and practice guidance on the historic environment and the Institute for Archaeologists also provides guidance and sets quality standards for the heritage sector. The Council will treat this as a material consideration when assessing proposals against national and local policy objectives.

8.27 The Council will take proactive steps for the conservation and enjoyment of the historic environment. This will include:

- Making Article 4 Directions to protect parts of the historic environment that, if lost, would harm the significance, appearance, character and setting of a heritage asset or the surrounding historic environment.
- The maintenance of up to date Conservation Area Appraisals and Management Strategies including the designation of new conservation areas where justified.
- Identifying those heritage assets most at risk through neglect and where necessary using its statutory powers to secure their repair and reuse.
- Identifying non-designated heritage assets of local historical importance to Preston and make this publicly available through the Council's website and the Historic Environment Record.

## Heritage Assets

8.28 Preston has a significant number of designated heritage assets<sup>2</sup> that have statutory protection through the planning system. This includes nearly 500 listed buildings and structures, 11 Conservation Areas, 3 Scheduled Ancient Monuments and 8 Registered Parks and Gardens. Details of all designated assets can be found on the Council's website.

8.29 Not all of Preston's heritage is designated – some 1,500 undesignated sites are currently included on the Historic Environment Record – and the Council recognise the value of this 'local' historic environment in planning for the future of the City. The Council will work with the County Archaeology Service local communities to identify heritage assets that have local value. The identification of any locally important heritage assets will be done in line with Historic England's good practice guidance on local listings. The Council will publish and maintain a list of local heritage assets on its website and as part of the Historic Environment Record.

## Heritage Assets and Climate Change

8.30 The council will endeavour to help applicants identify feasible climate mitigation solutions through pre-application discussions which minimise the impact on heritage assets. To support this, the Council will prepare and adopt a SPD on the adaptation of historic buildings to meet the effects of climate change in order to provide clear guidance and best practice advice to property owners.

8.31 Where conflict between climate change objectives and the conservation of heritage assets does occur, the public benefit of mitigating the effects of climate change will be weighed against any harm to the significance of heritage assets in accordance with the relevant policies.

<sup>2</sup>NPPF defines a designated heritage asset as a World Heritage Site, Scheduled Ancient Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area



## Heritage Statements and Outline Applications

8.32 Applicants are required to submit a heritage statement in support of any application that directly or indirectly impacts on a designated or local heritage asset. Whilst the information provided should be proportionate to the significance of the asset and nature of the works proposed the statement should as a minimum:

- Explain and justify how the proposal has taken into account the historical significance of the asset.
- Demonstrate that the relevant Historic Environment Record (HER) for the site has been consulted.

8.33 Where the HER identifies the potential for the site to include heritage assets of archaeological interest the statement should include a desk based archaeological assessment of the site, and, where necessary, the results of field evaluation.

8.34 Where a heritage statement fails to adequately explain and justify the proposal and its impact on the significance of the heritage asset this may be used by the Council as grounds to justify refusal of the scheme.

8.35 The Council will not normally accept outline applications that directly impact on heritage assets. Principally this will relate to new development in Conservation Areas, Registered Historic Parks and Gardens, Listed Buildings and Scheduled Monuments. In certain circumstances it may also apply to proposals that impact on the setting of heritage assets if it felt the impact would be significant. This is to ensure the full impact of the proposal can be properly assessed.

8.36 Early pre-application engagement with the Council's Conservation Officer is encouraged.

## Scheduled Monuments

8.37 There are three Scheduled Monument within Preston as shown on the Policies Map. These are sites of national archaeological importance and the Council will seek their on-going conservation and protection:

- Cromwell's Mound
- Penwortham Old Bridge
- Chingle Hall

## Historic Parks and Gardens

8.38 Historic Parks and Gardens are designated under the National Heritage Act 1983. These areas are shown on the Policies Map and have historic layouts and features which make them of special historic interest. Development should aim to conserve and enhance the character and appearance of historic parks and gardens. The following are designated Historic Parks and Gardens:

- Avenham Park
- Avenham Walk
- Harris Knowledge Park
- Haslam Park
- Miller Park
- Moor Park
- Preston Cemetery
- The Willows, Pedders Lane, Ashton

## Conservation Areas

8.39 There are a total of twelve Conservation Areas within Preston, as shown on the Policies Map. The following are designated Conservation Areas:

- Ashton
- Avenham \*
- Deepdale Enclosure
- Fishergate Hill\*
- Fulwood\*
- Harris Children's Home
- Inglewhite
- Moor Park
- St Augustine's
- St Ignatius Square\*

*\*An Article 4 Direction applies to these areas.*

8.40 Conservation Areas that lie within the boundary of the City Centre will be identified on the City Centre Plan Policies Map. The two Conservation Areas within the City Centre boundary are:

- Market Place
- Winckley Square

## **Policy EN8 – Development and Heritage Assets**

A) Proposals affecting a heritage asset or its setting will be permitted where they:

- i) accord with national policy on the historic environment and the relevant Historic England guidance;
- ii) take full account of the information and guidance in the Council's Conservation Area Appraisals and Management Plans and other relevant policy guidance on the historic environment;
- iii) make a positive contribution to the character and local distinctiveness through high quality new design that responds to its context;
- iv) act as a catalyst for the regeneration of the area in accordance with the Council's objectives for regeneration;
- v) are accompanied by a satisfactory Heritage Statement that fully explains the impact of the proposal on the significance of the heritage asset and;
- vi) sustain, conserve and, where appropriate, enhance the significance, appearance, character and setting of the heritage asset itself and the surrounding historic environment and where they have consideration for the following:
  - (a) the scale, layout, and appearance to the heritage asset and its setting;

- (b) the proposed use of the heritage asset being appropriate in relation to its significance

B) Proposals involving the total or substantial loss of a heritage asset or the loss of the elements that contribute to its significance will be refused. Proposals will only be granted in exceptional circumstances where they can be clearly and convincingly justified in accordance with national planning guidance on heritage assets. In addition to the requirements of national policy applicants will be required as part of the justification to provide evidence that:

- i) other potential owners or users of the site have been sought through appropriate marketing where the marketing includes the offer of the unrestricted freehold of the asset at a price that reflects the building's condition and;
- ii) reasonable endeavours have been made to seek grant funding for the heritage asset's conversion and;
- iii) efforts have been made to find charitable or public authorities willing to take on the heritage asset.

C) Where the loss of the whole or part of a heritage asset is approved this will be subject to an appropriate condition or planning obligation to ensure that any loss will not occur until a contract is in place to carry out a replacement development that has been approved.



## The Design of New Development

8.41 The importance of good design in relation to the delivery of sustainable development and good planning is set out in national policy guidance. Design will be a material consideration to all applications for new development which includes individual buildings, the creation of public and private spaces and wider area development schemes.

8.42 Good design can deliver wider economic, environmental and social benefits. Therefore it is not just an issue of visual appearance but how design can contribute to the way in which an area functions in the short term and also over the lifetime of the development. On that basis the Council considers that to achieve high quality, sustainable design proposals must:

- Respond positively to their context and setting;
- Address the connections between people and places;
- Be physically, functionally and economically integrated into their existing environment in a positive and inclusive manner;
- Be integral to creating safe, accessible and inclusive environments; and
- Reduce the impact of the development on the natural environment.

8.43 Design Council Cobe prepares policy and practice guidance on the design of the built and natural environment. The Council will treat this as a material consideration when assessing proposals against national and local policy objectives.

8.44 The Council has prepared a Supplementary Planning Document on Design<sup>3</sup> to provide guidance on how the principles of good design that the Council has adopted should be applied by applicants to a particular building or site. The SPD is a material consideration in the assessment of applications.

8.45 The Council will refuse schemes where design is considered to be poor. Examples of poor quality design will include:

- Design solutions that are inappropriate to their context;
- Schemes which fail to take positive opportunities to improve the appearance of the area or the way it functions.

8.46 For major schemes or proposals that are expected to have a significant impact on their surroundings the Council encourages pre-application discussions through its Development Team approach. Further information can be found on the Council's website<sup>4</sup>. The Council will also encourage applicants for major schemes to undergo an independent design review through *Places Matter!*, the regional design review panel.

<sup>3</sup> Central Lancashire Design Guide Supplementary Planning Document

<sup>4</sup> [www.preston.gov.uk/yourservices/planning/planning-applications/application-advice/major-development-advice/](http://www.preston.gov.uk/yourservices/planning/planning-applications/application-advice/major-development-advice/)

## Policy EN9 – Design of New Development

A) All new development proposals, including extensions to existing buildings, should be designed with regard to the following principles as set out and explained in the Central Lancashire Design Guide SPD:

- Movement and Legibility
- Space and Enclosure
- Mix of Uses and Tenures
- Adaptability and Resilience
- Resources and Efficiency
- Architecture and Townscape

B) Applications will be approved where they:

- Accord with the principles and guidance set in the Design SPD, the relevant policies in the Core Strategy, national policy on the historic environment and the relevant Design Council Cobe guidance; and
- Take the opportunity to make a positive contribution to the character and local distinctiveness of the area through high quality new design that responds to its context; and,
- Are accompanied by a satisfactory Design and Access Statement that fully explains and justifies the design approach for the scheme.

## Design and Access Statements and Outline Applications

8.47 Applicants are required to submit a Design and Access statement (DAS) in support of the majority of applications. The information provided should be proportionate to the type and scale of development proposed. The requirements of a DAS are set out in Circular 01/06 Guidance on Changes to the Development Control System.

8.48 Where a DAS fails to adequately explain and justify the proposal against the requirements of Circular 01/06 and local and national policy this may be used by the Council as grounds to justify refusal of the scheme.

8.49 Where the application is in Outline the information provided in the DAS should be sufficient to explain and justify the concepts for the scheme without the need for further information at reserved matters stage. This is to ensure the full impact of the proposal can be properly assessed at the outline stage.



## Natural Environment

8.50 The Framework states that the planning system should contribute to and enhance the natural and local environment. It requires that Local Planning Authorities set out criteria based policies against which proposals for any development on or affecting potential wildlife or geodiversity sites or landscape areas will be judged. It states that the planning system should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes, geological conservation interests and soils; recognising the wider benefits of ecosystem services; and minimising impacts on biodiversity and providing net gains in biodiversity where possible.

8.51 Core Strategy Policy 18: Green Infrastructure seeks to manage and improve environmental resources. The important contribution landscape makes to an area's distinctiveness is also highlighted in Core Strategy Policy 21: Landscape Character Areas, and Policy 17: Design of New Buildings – which require new development to be well integrated into the landscape.

## Biodiversity and Nature Conservation

8.52 All sites within international, national and local environmental designations are recognised by the Core Strategy and are afforded a level of protection from any adverse impacts of development through Core Strategy Policy 22: Biodiversity and Geodiversity.

8.53 Preston has an extensive network of sites important for biodiversity. These include Sites of Special Scientific Interest (SSSI), statutory sites of national conservation value. There is at present one SSSI, Red Scar and Tun Brook Woods SSSI, within Preston as shown on the Policies Map.

8.54 Similarly, at the county and local level sites that make a significant contribution to the natural diversity of the Plan area and are worthy of protection in their own right are Biological Heritage Sites (BHS), Geological Heritage Sites (GHS) and Wildlife Corridors. They form an important part of the nature conservation network and need to be protected from development that will cause fragmented networks or isolated habitats. Biological Heritage Sites (BHS) and Geological Heritage Sites (GHS) are identified on the Policies Map.

8.55 As well as the need to protect, conserve and enhance designated sites it is also important to protect, conserve and enhance nationally and locally important species that use a variety of sites/habitats as part of a nature conservation network. Lancashire County Council is producing an Ecological Network covering the County, and this includes Preston.

8.56 Biodiversity has many important roles and functions including protecting biodiversity for its own sake, adapting to climate change, recreation, health and wellbeing etc. As part of a changing climate it is important to allow habitats and species the opportunities to adapt, making provision where possible. Ecological networks form an important basis for this and it is the Council's view that these networks should be maintained and enhanced, where appropriate to allow habitats and species the best opportunity to adapt to a changing climate.

8.57 Priority species (as covered by Policy EN11) and habitats play an important role and are protected under European and National Law. The Natural Environment and Rural Communities (NERC) Act came into force on 1st October 2006. Section 41 (S.41) of the Act requires the Secretary of State to publish a list of habitats and species which are of principle importance for the conservation of biodiversity in England. The list has been drawn up in consultation with Natural England, as required by the Act.

8.58 The S41 list is used to guide decision-makers such as public bodies, including local authorities, in implementing their duty under section 40 of the NERC Act to have regard to the conservation of biodiversity in England, when carrying out their normal functions.

8.59 Where species or habitats may come under threat, it is the developer's responsibility to carry out all necessary surveys. Ecology surveys need to be provided to assess the quality, quantity and value of biodiversity on site or near the site and how the development may affect biodiversity. In certain cases development will not be permitted and in other cases mitigation/compensatory measures of at least equal area, quality and diversity will be required in order to reduce or overcome the impacts and where possible provide net gains or enhancements to improve Preston's nature conservation assets.

8.60 The Council will work with the other Central Lancashire authorities of Chorley and South Ribble and the Wildlife Trust, with a view to agreeing a Central Lancashire approach to nature conservation. This may be in the form of a Supplementary Planning Document (SPD).

## **Policy EN10 – Biodiversity and Nature Conservation**

In Preston, Biodiversity and Ecological Network resources will be protected, conserved, restored and enhanced:

Priority will be given to:

- i. Protecting and safeguarding all designated sites of international, national, regional, county and local level importance including all Ramsar sites, Special Protection Areas, Special Areas of Conservation, national nature reserves, sites of special scientific interest and biological heritage sites, S41 Habitats of Principal Importance, geological heritage sites, local nature reserves and wildlife corridors together with any ecological network approved by the Council;
- ii. Protecting, safeguarding and enhancing habitats for European, nationally and locally important species;
- iii. The ecology of the site and the surrounding area (safeguarding existing habitats/features such as but not exclusive to trees, hedgerows, ponds and streams), unless justified otherwise.
- iv. When considering applications for planning permission, protecting, conserving, restoring and enhancing Preston's ecological network and providing links to the network from and/or through the proposed development site.

In addition development must adhere to the provisions set out below:

a. The production of a net gain in biodiversity where possible by designing in wildlife and by ensuring that any adverse impacts are avoided or if unavoidable are reduced or appropriately mitigated and/or compensated;

b. The provision of opportunities for habitats and species to adapt to climate change;

c. The support and encouragement of enhancements which contribute to habitat restoration;

d. Where there is reason to suspect that there may be protected habitats/species on or close to a proposed development site, the developer will be expected to carry out all necessary surveys in the first instance; planning applications must then be accompanied by a survey assessing the presence of such habitats/species and, where appropriate, make provision for their needs;

e. In exceptional cases, where the need for development in social or economic terms is considered to significantly outweigh the impact on the natural environment, appropriate and proportionate mitigation measures and/or compensatory habitat creation and/or restoration of at least equal area, quality and diversity will be required through planning conditions and/or planning obligations.

*(cont.)*



## Species Protection

### *Policy EN10 (cont.)*

The following definition of what constitutes damage to natural environment assets will be used in assessing applications potentially impacting upon assets:

1. Loss of the undeveloped open character of a part, parts or all of the ecological network;
2. Reducing the width or causing direct or indirect severance of the ecological network or any part of it;
3. Restricting the potential for lateral movement of wildlife;
4. Causing the degradation of the ecological functions of the ecological network or any part of it;
5. Directly or indirectly damaging or severing links between green spaces, wildlife corridors and the open countryside; and
6. Impeding links to ecological networks recognised by neighbouring planning authorities.

8.61 Nature conservation designations are not always related to sites. Part 1 of the Wildlife and Countryside Act 1981 (as amended) sets out the protection that is given to specific wild animals and plants. Every five years the list of protected species is reviewed. Some species, for example badgers, are given protection under their own legislation, the Protection of Badgers Act 1992. European protected species, which include all species of bat in Britain, are given additional protection under the Conservation of Habitats and Species Regulations 2010. The presence of a protected species is a material consideration when considering development proposals. The planning system has, therefore, an important role to play in the implementation of the legislation relating to protected species.

8.62 Amongst other things, it is an offence to damage the resting or breeding places of protected animals and to destroy protected plants. Preston City Council may require applicants to commission a survey by a suitable specialist to identify the extent of the protected species on a site and to assess the effect of their proposals. In some cases this may involve survey work at an appropriate time of the year. Natural England is consulted on any planning applications which would affect a protected species and Preston City Council has a duty to inform applicants of their obligations under the legislation which is additional to that provided by the planning system.

8.63 Priority will be given to the in situ conservation of protected species which can often be achieved through careful design, landscaping, timing and method of development. The option of translocation will only be considered where the benefits of the development outweigh the value of in situ conservation. Government guidance is available for developers. Development affecting a European Protected Species will only be permitted where the requirements of the Conservation of Habitats and Species Regulations 2010 can be met. Planning conditions and, where appropriate, planning agreements will be used to secure suitable safeguards and management to sustain the population of the protected species. Where Preston City Council considers that satisfactory provisions have not been provided or cannot be achieved, then development will be considered inappropriate.

## **EN11 – Species Protection**

Planning permission will not be granted for development which would have an adverse effect on a protected species unless the benefits of the development outweigh the need to maintain the population of the species in situ. Should development be permitted that might have an effect on a protected species planning conditions or agreements will be used to:

- a) Facilitate the survival of the individual species affected;
- b) Reduce the disturbance to a minimum; and
- c) Provide adequate alternative habitats to sustain the viability of the local population of that species.



9

**Promoting  
Health  
and Wellbeing**

## Core Strategy Objectives

- **SO18:** To improve the health and wellbeing of all Preston's residents and reduce the health inequalities that affect the more deprived urban area, particularly Inner East Preston.
- **SO19:** To improve access to health care, sport and recreation, open green spaces, culture, entertainment, and community facilities services, including healthy food.
- **SO20:** To create environments in Preston that help to reduce crime, disorder and the fear of crime, especially in the more deprived areas which often experience higher levels of crime.

## Key Core Strategy Policies

- **Policy 23:** Health
- **Policy 24:** Sport and Recreation
- **Policy 25:** Community Facilities

## Introduction

9.1 Health and wellbeing is identified as one of the Core Strategy's main cross cutting themes as many aspects of planning policy contribute to achieving and maintaining better health.

9.2 The Core Strategy sets out a number of proposals to promote health and wellbeing including the provision and protection of health care facilities, sport and recreation facilities and community facilities. This Local Plan achieves this by protecting existing facilities and allocating land for new facilities.

## Health Care Facilities

9.3 As part of the changes to the NHS brought about by the Health and Social Care Act 2012, Primary Care Trusts (PCTs) and Strategic Health Authorities (SHAs) ceased to exist on 31 March 2013. Their responsibilities were taken over by NHS Greater Preston Clinical Commissioning Group (CCG) and NHS Trust Development Authority.

9.4 New and improved health facilities in Preston have been identified by NHS Central Lancashire over the plan period to meet expected demand. Greater Preston CCG is responsible for the provision of health care facilities in Preston. Chapter 3: Delivering Infrastructure identifies the need for additional primary care facilities in Central Preston, Ingol and North West Preston.

9.5 Where need for other schemes is identified, the scheme will be assessed against the relevant policies in this Local Plan.

9.6 To meet local need the following site has been allocated for a medical centre and pharmacy and sheltered/extra care housing for the elderly:

- Land off Preston Road, Grimsargh.



## Open Space, Sport and Recreational Facilities

9.7 Access to open spaces and opportunities for sport and recreation can make an important contribution to the health and wellbeing of residents. The Core Strategy aims to protect existing sport and recreation facilities in Preston unless they are proven to be surplus to requirements or unless improved alternative provision can be made. The Core Strategy also states that sites for major new facilities will be identified where there is evidence of need. Open space, sport and recreation facilities are protected within Policy EN2 – Protection of Green Infrastructure.

9.8 An Open Space Study and Playing Pitch Strategy have been produced which set minimum standards for provision and identify any deficiencies in provision. The local standards will be applied to all housing developments and are included in policy HS3. The majority of deficiencies can be addressed by seeking new open space, sport and recreation provision from new housing developments.

9.9 The Open Space Study assessed the quality and value of all areas of open space in Preston, with the exception of areas of amenity greenspace and natural/semi-natural greenspaces below 0.2 hectares as it is considered that sites below this size have less recreational value. These sites, however, provide valuable visual amenity and will continue to be protected from development. The quality and value assessment was used to decide which areas of open space should continue to be protected.

## Allotments

9.10 The recreational and environmental benefits of allotment gardens are widely accepted. Allotments provide valuable green space within Preston and this is recognised by the Core Strategy, which aims to help reduce health inequalities by safeguarding and encouraging the role of allotments. The Central Lancashire authorities have jointly prepared a Supplementary Planning Document on Access to Healthy Food which promotes the creation of more allotments and encourages community food growing opportunities. Allotments are protected within Policy EN2 – Protection of Existing Green Infrastructure.

## Community Facilities and Related Uses

9.11 The Core Strategy encourages the provision of new community facilities and protection of existing community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship). They act as the focus of community activity and contribute towards community cohesion.

9.12 This Local Plan seeks to safeguard existing facilities such as public houses, and neighbourhood convenience shops within Preston, unless they are proven to be no longer viable or relevant to local community need.

9.13 To achieve this there are two community facility policies. The first, Policy WB1, protects existing provision and the second, Policy WB2, sets out future provision. The Rural Development SPD provides guidance on the change of use of local community facilities.



## Policy WB1 – Protection of Community Facilities

Development proposing the change of use or loss of any premises or land currently or last used as a community facility (including community centres, village and church halls, places of worship, public houses and neighbourhood convenience stores) will be permitted where it can be demonstrated that:

- a) the use no longer serves the needs of the community in which it is located; and
- b) adequate alternative provision has been made, or is already available, in the local area; and
- c) the use is no longer financially viable; or
- d) there is an amenity or environmental reason why the facility is no longer acceptable.

## Policy WB2 – Allocations for New Community Facilities

The following site, as shown on the Policies Map, is allocated for a pharmacy and medical centre and sheltered/extra care housing for the elderly to meet local needs in Grimsargh and the adjacent rural areas:

- WB2.1 – Land off Preston Road, Grimsargh



## Hot Food Takeaways

9.14 The government is committed to promoting healthier communities. There is recognition by government, NICE and Public Health England that the planning system has a contribution to make in driving health improvements and encouraging healthier lifestyles. Their research highlights the need for Local Authorities to manage the proliferation of fast food outlets as a means of combating the known adverse impact on community health.

9.15 Obesity is one of the biggest challenges facing the UK with approximately 1 in 4 adults being obese. There is a clear link between increased body fat and risk of medical conditions including type 2 diabetes, cancer, heart and liver disease. Research also indicates that once obesity is reached, it is difficult to treat, and an obese adolescent is likely to remain so into adulthood.

9.16 In the context of Preston, life expectancy for both men and women in the city is lower than the England average. Whilst the incidence of obesity is slightly lower than the national average the incidence of diabetes is higher. Early deaths through heart disease and stroke and cancer are also significantly higher than the national average. Around 16% of final year primary school children in Preston are obese.

9.17 The Core Strategy Policy 23: Health includes a commitment to work with other agencies to manage the location of fast food takeaways, particularly in deprived areas and areas of poor health.

9.18 Policy WB3 seeks to develop this further and sets out the means of control over the location of takeaways. The aim of the policy is to influence the food buying behaviour of young people on their journeys to and from secondary school or college, and also at lunchtime (if they are permitted to leave the premises). The proliferation of fast food outlets is recognised to be linked to the increasing problem of obesity. Research has found that food outlets in close proximity to, and surrounding schools, are an obstacle to secondary school children eating healthily. The most popular time for purchasing food from shops is after school, and many secondary school children may also leave school premises at lunchtime.

9.19 The policy operates around a principle that young people of secondary school age normally travel to school independently. Primary school children will more typically be accompanied by a parent, and will not leave the school at lunchtime.

9.20 A second principle of the policy is that a 400 meters restriction buffer is defined around secondary schools and colleges as this represents a reasonable distance given that it broadly represents a 10 minute walk, taking into account physical barriers on any route. This is deemed to be the distance that a young person will walk from school and back to purchase fast food.

9.21 Where a proposed hot food takeaway is not considered to cause undue detriment to the centre's range of facilities, but falls within 400 meter of a secondary school or college, then planning permission will be subject to a restrictive hours condition preventing counter service before 17:00 i.e. after school children have made their way home. This approach is considered to provide an appropriate balance between protecting the health of young people and enabling businesses to become established.

9.22 The 400 metre distance referred to in Policy WB3 will also be applied to any new secondary schools and colleges that are built during the plan period. If any existing secondary schools and colleges close during the plan period, the 400 metre distance around that school or college will no longer be applicable.

## Policy WB3 – Hot Food Takeaways

Proposals for hot food takeaways (Class A5 uses) will need to satisfy the sequential test in relation to defined retail centres and will only be permitted where the use would not cause undue detriment to the centre's range of facilities, thereby threatening the centre's viability and vitality.

Where such proposals are located within 400 metres of a secondary school or sixth form college (current school and college locations identified in Appendix E) planning permission will be granted subject to a condition that the premises are not open to the public before 17:00 and there are no over-the-counter sales before that time.



# 10

**Tackling  
Climate Change**

## Core Strategy Objectives

- **SO21:** To reduce energy use and carbon dioxide emissions in new development.
- **SO22:** To encourage the generation and use of energy from renewable and low carbon sources.
- **SO23:** To manage flood risk and the impacts of flooding.
- **SO24:** To reduce water usage, protect and enhance Preston's water resources and minimise pollution of water, air and soil.

## Key Core Strategy Policies

- **Policy 27:** Sustainable Resources and New Developments
- **Policy 28:** Renewable and Low Carbon Energy Schemes
- **Policy 29:** Water Management
- **Policy 30:** Air Quality
- **Policy 31:** Agricultural Land



## Planning for Climate Change in Preston

10.1 Tackling climate change is a cross cutting theme of the Core Strategy and it includes policies to encourage energy efficiency in new developments and encourage renewable and low carbon energy generation in the City. This all helps to reduce carbon emissions.

10.2 Planning for climate change involves seeking to limit the impact of new developments by reducing or minimising their carbon emissions. Climate change is already happening and in the future is likely to bring about more extremes of weather locally such as higher winds, rising sea levels, higher rainfall and also longer droughts. Nevertheless, as well as trying to mitigate the effects of development on the climate, we must also look to make sure that development can adapt to future climate change. For example, proper provision of green infrastructure can help in this regard, by helping to absorb surface water and also by providing shade.

## Energy Efficiency

10.3 The Core Strategy requires all new developments to be designed and built in a sustainable way. New buildings must be constructed to reach energy efficiency standards set out in the Code for Sustainable Homes and BREEAM.

## Sites for Renewable Energy Generation

10.4 Government guidance encourages local authorities to consider identifying areas suitable for renewable and low carbon energy. The Core Strategy does not identify particular sites, but does set out criteria in Policy 28 against which proposals will be assessed. To assist local planning authorities, Lancashire County Council commissioned a study to look at the renewable energy potential of each district. This is a desk-top study looking at the technical potential resource – further detailed work would need to be done to establish what is deployable in practical terms. Many factors can influence what is actually deployed, including environmental, economic and planning constraints. The study is based on a previous study done for the whole of the North West, and uses an established method. It looks at a range of different technologies, from wind to micro generation.

10.5 The Preston study<sup>5</sup> found that Preston has a potential renewable energy capacity of 661 MW, or about 6% of the total capacity identified for Lancashire. Preston has considerable potential for renewable energy generation from micro generation reflecting the city's urban characteristics and population density. It also has some potential for wind generation. There is relatively little potential from other sources.

10.6 Micro generation typically refers to renewable energy systems that can be integrated into buildings to primarily serve the on-site demand. They are applicable to both domestic and non-domestic buildings and can be connected to the grid. Micro generation technologies cover the full range of renewable energy categories: wind, solar, biomass, hydropower and heat pumps. Solar water heating and solar voltaic are increasingly popular due to recent government incentives.

<sup>5</sup> Lancashire Sustainable Energy Study – Preston Renewable Energy Potential (April 2011) ; SQW

## Managing Flood Risk

10.7 A significant proportion of Preston's total potential (285MW or 43%) comprises commercial wind (commercial scale on-shore wind farms, or individual turbines). These are assumed to need an average wind speed of 5m/s at 45 m above the ground in order to be viable. There is also some potential for small-scale wind comprising installations of less than 100kW, typically being turbines with tip heights of 15 m or so.

10.8 The government has taken steps to increase the scope of what householders and businesses can install in terms of micro generation technologies without requiring planning permission. Further information on this can be found on the Council's web site at: <http://www.preston.gov.uk/yourservices/planning/planning-policies/renewable-energy/> and at the Planning Portal ([www.planningportal.gov.uk](http://www.planningportal.gov.uk)).

10.9 Policy guidance concerning commercial scale wind energy and other technologies that require planning permission is contained in Core Strategy Policy 28. We have not sought to identify suitable sites for commercial scale energy developments – any proposals will be assessed against Policy 28 and other relevant policies.

10.10 The installation of appropriate decentralised, renewable or low carbon energy sources is encouraged. The scale of development promoted in the Core Strategy and this Local Plan at Cottam and North West Preston means that developers should look to provide the most efficient and sustainable forms of heat and energy possible. This could include district heating or decentralised energy networks. This is one way that the requirement set out in Core Strategy Policy 27 (b) concerning the reduction of carbon emissions by 15% could be achieved.

10.11 Climate change may mean increased summer temperatures and a higher risk of flooding or drought. This Local Plan can help adapt to these changing conditions by directing development away from those areas at high risk of flooding. This has been part of our site selection process. New developments are also encouraged to deploy sustainable drainage systems for surface water. These can be incorporated into the green infrastructure network.

10.12 In allocating sites, we have also taken account of sewer capacity.

## Air Quality

10.13 The Core Strategy has a dedicated air quality policy, which aims to improve air quality through various initiatives. Air quality issues can be a material consideration when considering development proposals. Every local authority in England and Wales has a statutory duty to review local air quality under the Environment Act 1995. The aim of the review process is to identify any areas where the Government's National Air Quality Standards and Objectives for 7 key pollutants are likely to be exceeded, to declare any such areas an 'Air Quality Management Area' and then to prepare action plans to show what can be done to improve air quality in these areas.

10.14 Following the results of the Detailed Assessment in 2004, two Air Quality Management Areas (AQMA) were declared in September 2005, at Church Street / Ringway (AQMA1) and Blackpool Road / Plungington Road (AQMA2). In both these areas it is likely that levels will exceed those set by the National Air Quality Objectives for nitrogen dioxide.

10.15 Following this declaration of the two Air Quality Management Areas, the Council was required to complete and implement an Air Quality Action Plan to reduce the levels of Nitrogen Dioxide. Much is related to traffic, and particularly stationary traffic. The Council works closely with the highway authority (Lancashire County Council) to address these issues.

10.16 Further AQMAs have been designated close to Broughton Cross (AQMA3) on 27 April 2012, on New Hall Lane (AQMA4) on 1 May 2012. AQMA5 at London Road was declared in March 2014. The Action Plan for these AQMAs will follow in due course.

10.17 The original action plan for AQMA1 and AQMA2 will be updated in due course to include AQMA's 4 and 5 and a Steering Group will be formed to progress this, with the hope that a much wider City approach to improving air quality can be delivered.

## Electric Vehicles

10.18 The government is promoting the use of electric and other ultra-low emission vehicles through grants and other initiatives (see for example <http://www.communities.gov.uk/news/newsroom/1809344>). The greater use of electric vehicles will help reduce traffic emissions and noise. The government has taken steps to enable more public charging points to be provided – they are now permitted development.



# Glossary

This glossary assists readers in understanding the text of the Local Plan particularly where technical or unfamiliar terms are used. It does not purport to provide a definitive or legalistic description of such terms.

### **Affordable Housing**

Affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. It should therefore be available at a cost low enough for them to afford, determined by local incomes and local house prices. Affordable housing should include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision.

### **Air Quality Management Area (AQMA)**

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.

### **Allocation**

The land use assigned to a parcel of land as proposed in a statutory Local Plan.

### **Area Action Plan (AAP)**

A plan for a specific area where significant change or conservation is needed.

### **Article 4 Direction**

A direction which withdraws automatic planning permission granted by the General Permitted Development Order.

### **Biodiversity**

The whole variety of life, including genetic, species and ecosystem variations.

### **Biological Heritage Sites (BHS)**

Biological Heritage Sites is the name given to the most important non-statutory wildlife sites in Lancashire. They contain valuable habitats such as ancient woodland, species-rich grassland and bogs.

### **Brownfield Land**

See 'Previously Developed Land'.

### **Building Research Establishment Environmental Assessment Method (BREEAM)**

BREEAM is a nationally and internationally recognised environmental assessment method and rating system for non-domestic buildings. It was first launched in 1990 and sets the standard for best practise in sustainable building design, construction and operation and is a recognised measure of a building's environmental performance.

### **Central Lancashire**

The collective name for the administrative area covered by Preston, Chorley and South Ribble Council's, which is the area covered by the Core Strategy.

### **Code for Sustainable Homes**

The Code is the national standard for the sustainable design and construction of new homes. The Code aims to reduce our carbon emissions and create homes that are more sustainable. The Government has announced that housing standards are to be streamlined and as a result the Code is to be replaced by a zero carbon homes standard in 2016.

### **Community Facilities**

A facility to be used by/ provided for the community (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship). This list is by no means exhaustive and is for demonstrative purposes only.

### **Community Infrastructure Levy (CIL)**

A levy that local authorities can choose to charge on new developments in their area. The money can be used to support development by funding infrastructure.

### **Conservation Area**

An area designated by a Local Planning Authority for preservation and enhancement due to the special architectural or historic interest of its buildings and their settings.

### **Core Strategy**

The main Development Plan Document that sets out the long-term spatial vision for Preston, the spatial objectives and strategic policies to deliver that vision, having regard to the Sustainable Communities Strategy. The Central Lancashire Core Strategy covers the local authority areas of Preston, South Ribble and Chorley.

### **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

### **Development Management**

That part of the planning process that deals with planning applications and enforcement. However, it differs from “development control” in that it uses the process not just to control the effects of unrestricted development but as a proactive tool for managing development opportunities.

### **Development Plan Document (DPD)**

A statutory policy document of the LDF, such as the Core Strategy, Area Action Plan and Site Specific Allocations.

### **District Centres**

District Centres usually comprise groups of shops often containing at least one supermarket, and a range of non-retail services, such as banks, building societies and restaurants as well as local public facilities such as a library.

### **Empty Homes**

A long term empty residential property is one which has been unoccupied continuously for 6 months or more and not registered for Council Tax purposes as a second home or annexe.

### **Extra Care Housing**

Extra Care Housing is housing designed with the needs of frailer older people in mind and with varying levels of care and support available on site. People who live in Extra Care Housing have their own self contained homes, their own front doors and a legal right to occupy the property. It comes in many built forms, including blocks of flats, bungalow estates and retirement villages and can sometimes provide an alternative to a care home.

### **Geological Heritage Site**

Geological Heritage Sites are the equivalent of Regionally Important Geological and Geomorphological Sites in Lancashire. They are currently the most important places for geology and geomorphology outside statutorily protected land such as Sites of Special Scientific Interest.

### **Green Belt**

Statutorily designated land around built-up areas intended to limit urban sprawl and prevent neighbouring settlements joining together. There is a strong presumption against inappropriate development. Not all Greenfield land is in the Green Belt.

### **Greenfield Land**

Land that is not built on, typically farm land but also playing fields and allotments.

**Green Infrastructure** A network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities.

### **Heritage Assets**

A building, monument, site, place, area or landscape positively identified as having a degree of significance meriting consideration in planning decisions. Heritage assets are the valued components of the historic environment. They include designated heritage assets (World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated as such under the relevant legislation) and assets identified by the local planning authority during the process of decision-making or through the plan-making process (including local listing).

### **Historic Environment Record (HER)**

Historic environment records are information services that seek to provide access to comprehensive and dynamic resources relating to the historic environment of a defined geographic area for public benefit and use. For Lancashire, the HER is managed by the County Council on behalf of all the Lancashire borough councils, and consists of a database linked to a geographical information system (GIS), and associated reference material, together with a dedicated staffing resource.

### **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.

### **Issues and Options**

The name previously given to the earliest stage in the preparation of the development plan document when local planning authorities should gather evidence about their area and engage with stakeholders. Changes to the regulations in 2008 removed this term, however early engagement with stakeholders remains a requirement.

### **Key Service**

Centre Towns or villages which act as service centres for surrounding areas, providing a range of services and with good transport links to surrounding towns and villages.

### **Local Centres**

Include a range of small shops of a local nature, serving a small catchment; typically local centres might include, amongst other shops, a small supermarket, a newsagent, a sub-post office and a pharmacy. Other facilities could include a hot food takeaway and laundrette. In rural areas, large villages may perform the role of a local centre.

### **Local Development Framework (LDF)**

The Local Development Framework (LDF) was introduced through the Planning and Compulsory Purchase Act 2004. The LDF replaced the previous system of Structure Plans and Local Plans. A LDF was a set of documents that determined how development in an area would be planned over time. The Government has now abandoned the term Local Development Framework and, through its reforms, switched to the term 'Local Plan' to describe the portfolio of documents.

### **Local Enterprise Partnership (LEP)**

A partnership between local authorities and businesses formed in 2011 to help determine local economic priorities and lead economic growth and job creation within its local area. They carry out some of the functions previously carried out by the regional development agencies which were abolished in March 2012.

### **Local Transport Plan (LTP)**

Local Transport Plans are strategic documents which set out the local transport priorities in the long term. The current Local Transport Plan for Lancashire, Local Transport Plan 3 (LTP3) runs from 2011-2021. This LTP consists of a 10 year overarching strategy, supported by 3 year rolling implementation plans. Lancashire County Council is the transport authority representing Preston and has prepared a joint document with Blackpool Council and Blackburn-with-Darwen Council.

### **Local Nature Reserve**

Local Nature Reserves (LNRs) are for both people and wildlife and are designated by Natural England. They are places with wildlife or geological features that are of special interest locally. They offer people special opportunities to study or learn about nature or simply to enjoy it.

### **Neighbourhood Plan**

A plan prepared by a Parish Council or Neighbourhood Forum for a particular neighbourhood area (made under the Planning and Compulsory Purchase Act 2004).

### **Previously Developed Land (PDL)**

Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.

### **Policies Map**

A map on an Ordnance Survey base, illustrating the policies and proposals of a local plan and defining sites for particular developments or land uses and the areas to which specified development management policies will be applied.

### **Ramsar Site**

These are wetlands of international importance, designated under the 1971 Ramsar Convention.

### **Sites of Special Scientific Interest (SSSIs)**

A conservation designation of national importance, identifying the Country's very best wildlife and geological sites. They include some of the most spectacular and beautiful habitats in the UK.

### **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.

### **Strategic Flood Risk Assessment (SFRA)**

These are required to meet national and regional policy requirements in relation to flood risk in a local area.

### **Strategic Locations**

Broad areas identified as having strategic significance in implementing the Core Strategy

### **Strategic Sites**

Sites that have been identified as having strategic importance in implementing the Core Strategy.

### **Supplementary Planning Document (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.

### **Sustainability Appraisal (SA)**

An assessment that considers the environmental, social and economic effects of a plan and appraises them in relation to the aims of sustainable development.

### **Sustainable Development**

Development that meets the needs of the present generation without compromising the ability of future generations to meet their own needs. There are three dimensions to sustainable development: economic, social and environmental.

### **Wildlife Corridor**

A wildlife corridor is an area of habitat connecting wildlife populations separated by things like roads or development.

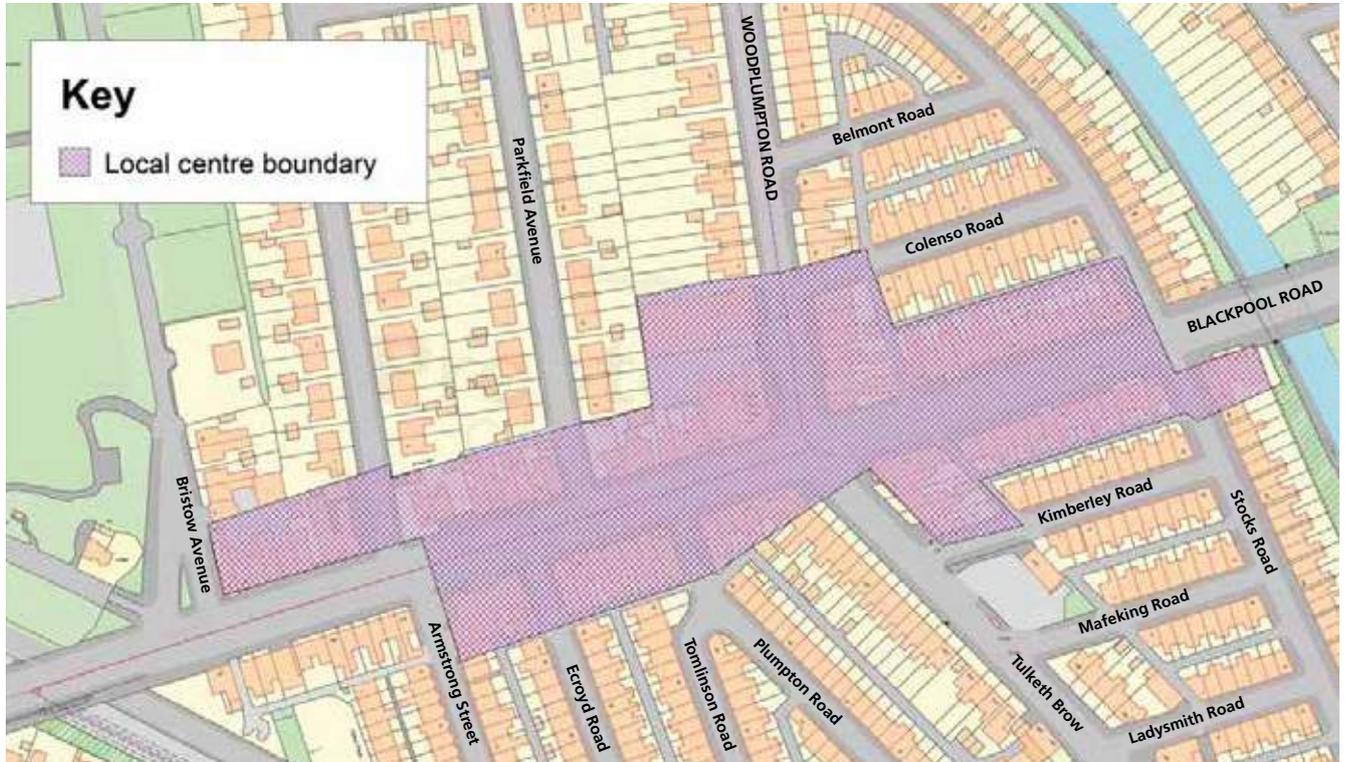


# **Appendices**

# Appendix A

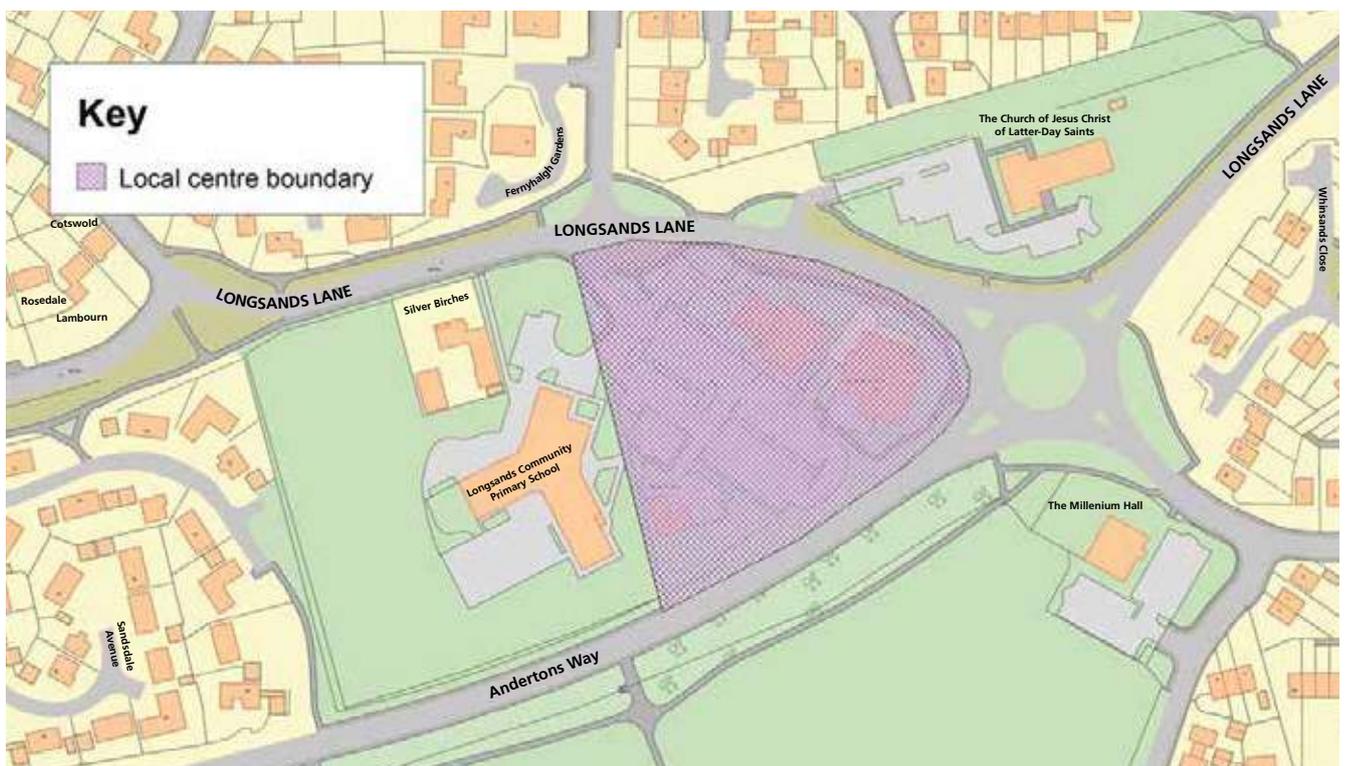
## Local and District Centre Boundaries

### Blackpool Road/Woodplumpton Road Local Centre



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### Longsands Lane Local Centre



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## Miller Road Local Centre



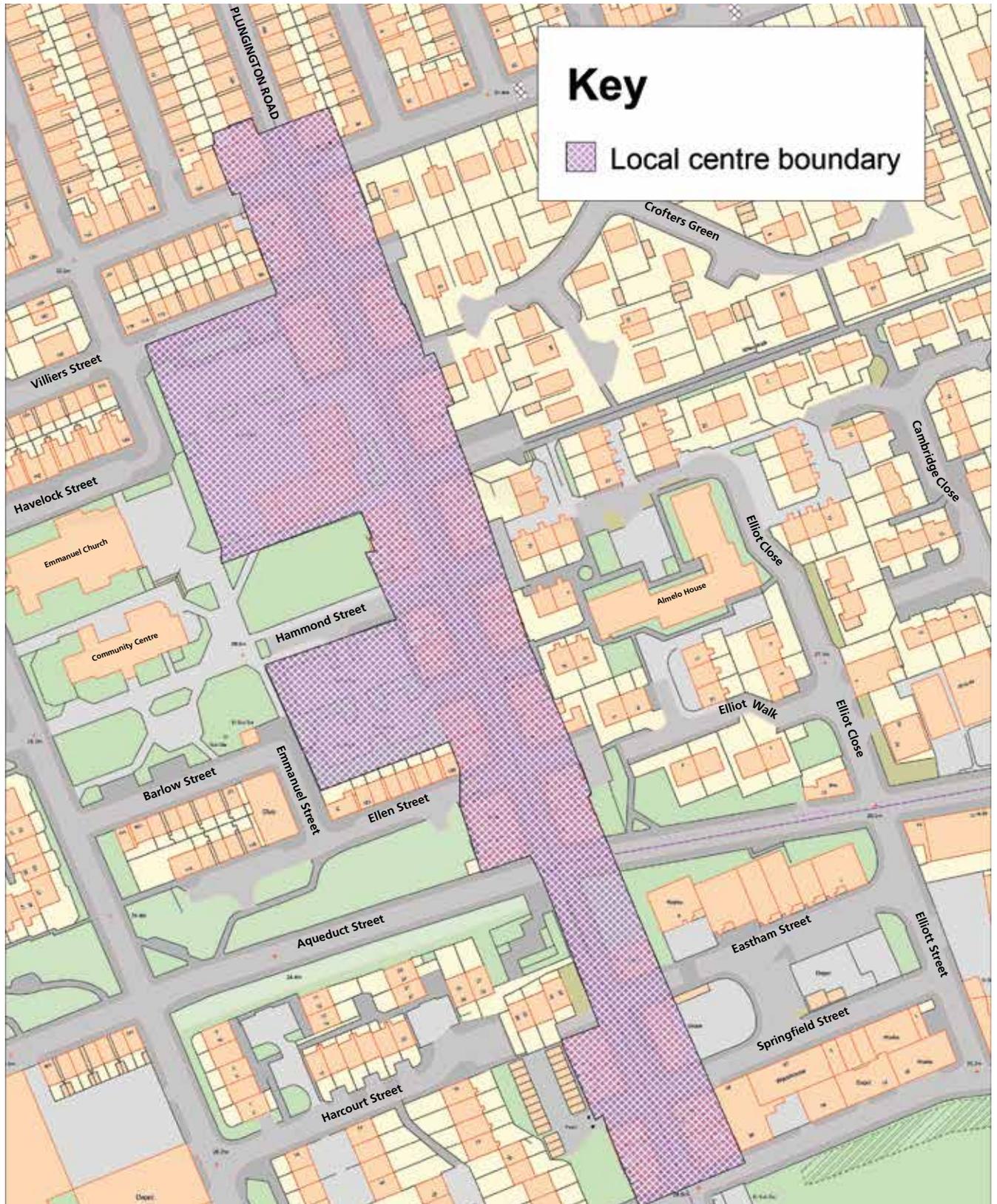
Crown copyright and database rights 2015. Ordnance Survey licence Number 10002215.

## New Hall Lane Local Centre



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## Plungington Road Local Centre



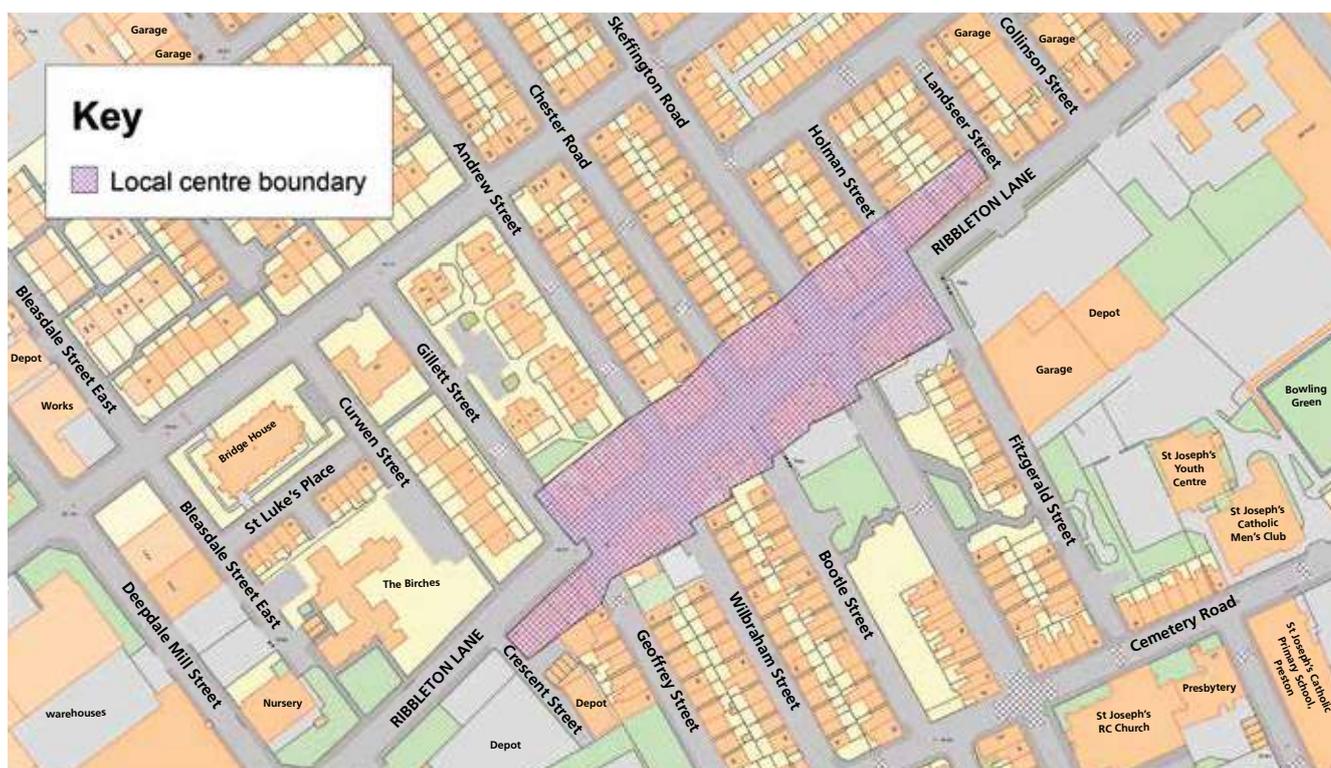
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## Ribbleton Avenue Local Centre



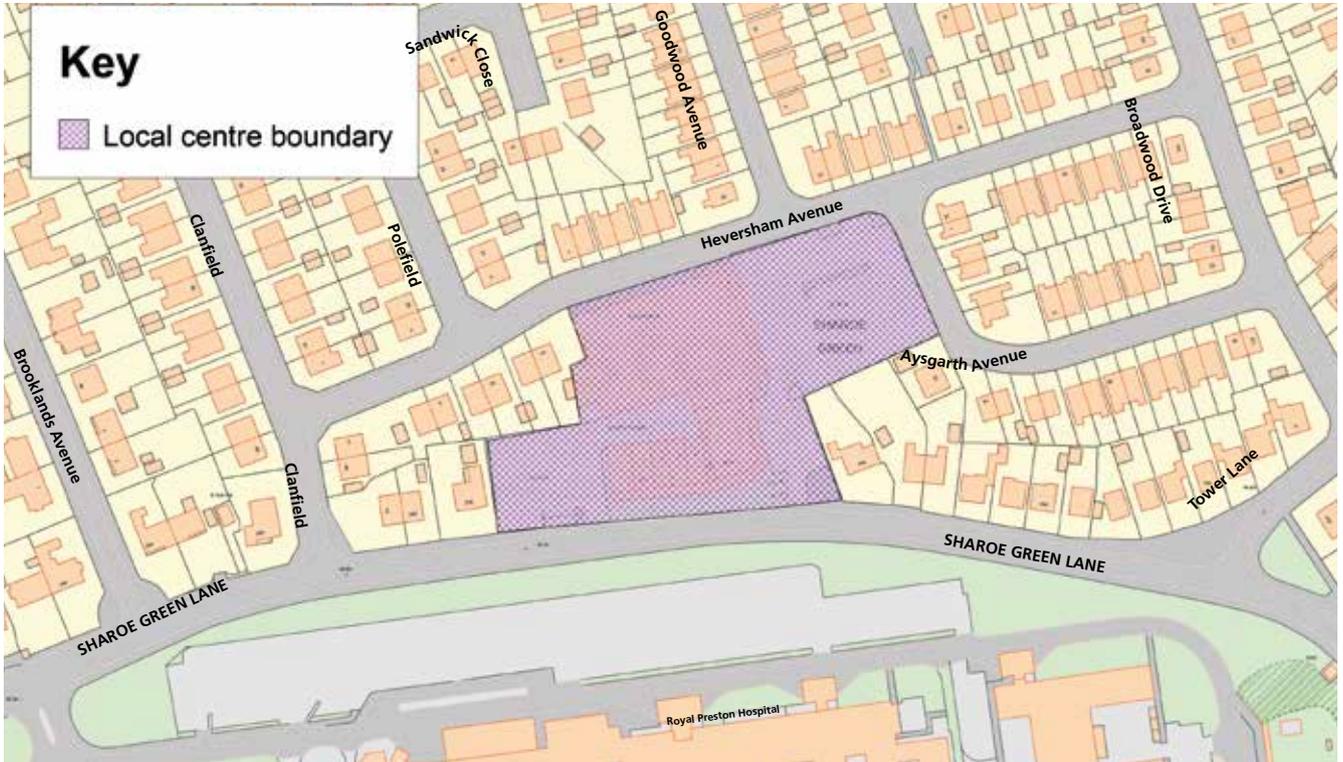
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## Ribbleton Lane Local Centre



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## Sharoe Green Local Centre



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# Appendix B

## Parking Standards

Class	Broad Land Use	Specific Land Use	A	B	C	Disabled Parking		Bicycle Spaces	Motorcycle Spaces	Coaches	
			Space per Gross Floor Area (unless otherwise indicated)			Up to 200 Bays	Over 200 Bays			Minimum Parking	Minimum Drop-Off
A1	Shops	Food Retail	1 per 16sqm	1 per 15sqm	1 per 14sqm	3 bays or 6% of total	4 bays plus 4% of total	1 per 140sqm (min. 2)	1 per 350sqm (min. 2)	-	-
		Non-Food Retail	1 per 22sqm	1 per 21 sqm	1 per 20sqm	3 bays or 6% of total	4 bays plus 4% of total	1 per 200sqm (min.2)	1 per 500sqm (min. 2)	-	-
		Retail Warehouse	1 per 60sqm	1 per 45 sqm	1 per 40sqm	3 bays or 6% of total	4 bays plus 4% of total	1 per 200sqm (min.2)	1 per 500sqm (min. 2)	-	-
A2	Financial & professional services	Banks/ building societies, betting offices, estate and employment agencies, professional and financial services	1 per 35sqm	1 per 32sqm	1 per 30sqm	3 bays or 6% of total	4 bays plus 4% of total	1 per 200sqm (min.2)	1 per 500sqm (min. 2)	-	-
A3	Restaurants & cafes	Restaurants cafes, snack bars, fast food & drive through	1 per 8sqm of public floor space	1 per 6sqm of public floor space	1 per 5sqm of public floor space	3 bays or 6% of total	4 bays plus 4% of total	1 space per 50sqm (min.2)	1 per 125sqm (min.2)	Negotiated on a case-by case basis	Negotiated on a case-by case basis
A4	Drinking establish' ments	Public houses/ wine bars/ other drinking establish' ments	1 per 8sqm of public floor space	1 per 6sqm of public floor space	1 per 5sqm of public floor space	3 bays or 6% of total	4 bays plus 4% of total	1 space per 50sqm (min.2)	1 per 125sqm (min.2)	Negotiated on a case-by case basis	Negotiated on a case-by case basis
B1	Business	Office, business parks, research & development	1 per 40sqm	1 per 32sqm	1 per 30sqm	1 per disabled employee plus 2 spaces or 5% of the total	6 plus 2% of the total capacity	1 per 300sqm (min.2)	1 per 750sqm (min.2)	-	-
		Call centres	1 per 40sqm (starting point to discuss)	1 per 32sqm (starting point to discuss)	1 per 30sqm (starting point to discuss)	1 per disabled employee plus 2 spaces or 5% of the total	6 plus 2% of the total capacity	1 per 300sqm (min.2)	1 per 750sqm (min.2)	-	-
B2	General industry	General industry	1 per 60sqm	1 per 48sqm	1 per 45sqm	1 per disabled employee plus 2 spaces or 5% of the total	6 plus 2% of the total capacity	1 per 450sqm (min.2)	1 per 1000sqm (min.2)	-	-

Class	Broad Land Use	Specific Land Use	A	B	C	Disabled Parking		Bicycle Spaces	Motorcycle Spaces	Coaches	
			Space per Gross Floor Area (unless otherwise indicated)			Up to 200 Bays	Over 200 Bays			Minimum Parking	Minimum Drop-Off
B8	Storage & distribution	Storage and distribution	1 per 100sqm	1 per 100sqm	1 per 100sqm	1 per disabled employee plus 2 spaces or 5% of the total	6 plus 2% of the total capacity	1 per 850sqm (min.2)	1 per 2000sqm (min.2)	-	-
C1	Hotels	Hotels, boarding & guest houses	1 per bedroom including staff parking provision	1 per bedroom including staff parking provision	1 per bedroom including staff parking provision	3 bays or 6% of total	4 bays plus 4% of total	1 per 10 guest rooms (min.2)	1 per 25 guest rooms (min.2)	Negotiated on a case-by-case basis	1 (hotels only)
C2	Residential institutions	Residential care homes/ Nursing homes	1 per 4 beds	1 per 5 beds	1 per 5 beds	3 bays or 6% of total	4 bays plus 4% of total	1 per 40 beds (min.2)	1 per 100 beds (min. 2)	-	-
		Sheltered acc.	1 per 2 beds	1 per 3 beds	1 per 3 beds	3 bays or 6% of total	4 bays plus 4% of total	1 per 20 beds (min.2)	1 per 50 beds (min. 2)	-	-
		Purpose built student housing	1 per resident staff and 1 per 10 beds	1 per resident staff and 1 per 5 beds	1 per resident staff and 1 per 5 beds	3 bays or 6% of total	2 bays or 4% of total	1 per 3 beds	1 per 100 beds (min. 2)	-	-
C3	Dwelling houses	1 bedroom	1 space	1 space	1 space	Negotiated on a case-by-case basis	Negotiated on a case-by-case basis	1 alloc. 1 comm.	-	-	-
		2/3 bedrooms	2 spaces	2 spaces	2 spaces			2 alloc. 1 comm.	-	-	-
		4+ bedrooms	3 spaces	3 spaces	3 spaces			4 alloc. 2 comm.	-	-	-
D1	Non-residential institutions	Clinics and health centres (excludes hospital)	1 per 2 staff plus 4 per consulting room	1 per 2 staff plus 4 per consulting room	1 per 2 staff plus 4 per consulting room	3 bays or 6% of total	4 bays plus 4% of total	2 per consulting room (min)	1 per 2 consulting rooms (min)	-	-
		Crèches, day nurseries and day centres	1 per member of staff plus 1 drop off space per 10 children	1 per member of staff plus 1 drop off space per 10 children	1 per member of staff plus 1 drop off space per 10 children	3 bays or 6% of total	4 bays plus 4% of total	1 per 4 staff plus 1 per 200sqm (min.2)	1 per 10 staff (min.2)	Negotiated on a case-by case basis	Negotiated on a case-by case basis
		Schools (primary & secondary)	2 per classroom	2 per classroom	2 per classroom	Case by case	Case by case	1 per 5 staff plus 1 per 3 students	1 per 10 staff	Case -by - case based on demand for school buses	1
		Art galleries museums, libraries	1 per 40sqm	1 per 25sqm	1 per 20sqm	3 bays or 6% of total	4 bays plus 4% of total	1 per 200sqm (min.2)	1 per 500sqm (min.2)	Case by case	1
		Halls & places of worship	1 per 10sqm	1 per 6sqm	1 per 5sqm	3 bays or 6% of total	4 bays plus 4% of total	1 per 50sqm (min.2)	1 per 125sqm (min.2)	-	-
		Higher & further education	1 per 2 staff	1 per 2 staff plus 1 per 15 students	1 per 2 staff plus 1 per 10 students	Case by Case	Case by Case	1 per 5 staff plus 1 per 3 students	1 per 10 staff plus 1 per 10 students	Case by Case	1

Class	Broad Land Use	Specific Land Use	A	B	C	Disabled Parking		Bicycle Spaces	Motorcycle Spaces	Coaches	
			Space per Gross Floor Area (unless otherwise indicated)			Up to 200 Bays	Over 200 Bays			Minimum Parking	Minimum Drop-Off
D2	Assembly and Leisure	Cinemas, bingo and casinos, conference centres, music and concert halls	1 per 10 seats	1 per 6 seats	1 per 5 seats	3 bays or 6% of total	4 bays plus 4% of total	1 per 20 seats (min 2)	1 per 50 seats (min 2)	Negotiated on a case-by case basis	1
		General leisure, dance halls (not night clubs), swimming baths, skating rinks and gymnasiums	1 per 25sqm	1 per 23sqm	1 per 22sqm	3 bays or 6% of total	4 bays plus 4% of total	1 per 20 seats (min 2)	1 per 50 seats (min 2)	Negotiated on a case-by case basis	1
A2	Miscellaneous /sui generis (examples)	Theatres	1 per 10 seats	1 per 6 seats	1 per 5 seats	3 bays or 6% of total	4 bays plus 4% of total	1 per 20 seats (min 2)	1 per 50 seats (min 2)	Negotiated on a case-by case basis	1
		Motor car showrooms	1 per 60sqm internal showroom	1 per 52sqm internal showroom	1 per 50sqm internal showroom	3 bays or 6% of total	4 bays plus 4% of total	1 per 5 staff	Minimum of 2 spaces	-	-
		Petrol filling stations	1 space per pump	1 space per pump	1 space per pump	1 space minimum	-	1 per 5 staff	Minimum of 2 spaces	-	-

## Area Accessibility Categories

The three Area Accessibility Categories below relate to RSS Policy RDF1 – Spatial Priorities and broadly group different areas according to their general levels of accessibility. The proposed parking standards do not attempt to categorise every individual location in the city.

Area Accessibility Category	Locations
A	Preston City Centre
B	District and Local Centres
C	All other areas

### Area Accessibility Category A

includes Preston City Centre.

### Area Accessibility Category B

includes district or local centres.

### Area Accessibility Category C

includes all other development areas ranging from the urban area and suburbs, to villages and rural and remote rural areas.

## Appendix C

### Schedule of Superseded Preston Local Plan 2004 Policies

Please note that for ease of use this schedule includes those policies previously superseded by the Central Lancashire Core Strategy 2012 (these are highlighted in green).

Local Plan (2004) Policy No.	Local Plan (2004) Policy Title	Superseded by Central Lancashire Core Strategy (CS) 2012 Policy or Preston Local Plan (PLP) 2012-2026 Policy
DS3	Density of Housing Development	Cinemas, bingo and casinos, conference centres, music and concert halls
DC1	Green Belt	PLP Policy GB1
DC4	Agricultural Diversification	PLP EN1 – Development in the Open Countryside
DC7	Nature Conservation: Locally Important Sites	PLP EN2 - Protection and Enhancement Green Infrastructure PLP EN10 – Biodiversity and Nature Conservation
DC8	Wildlife Corridors	PLP EN2 – Protection and Enhancement of Green Infrastructure PLP EN10 - Biodiversity and Nature Conservation
DC10	Rural Villages	PLP AD1(b) - -Small Scale Development within Existing Villages (including the development of brownfield sites)
DC14	Existing Rural Worker’s Dwellings	PLP HS5 - Agricultural Workers Dwellings
DC15	Protection of Rural Shops and Businesses	PLP WB1 - Protection of Community Facilities
DC16	Surface Water and Ground Water Supplies	CS 29 – Water Management
DP2	Development on Landfill sites	PLP EN7 – Land Quality
DP3	Development and Flood Risk	CS 29 – Water Management
G1	Parks and Public Open Space	PLP EN2 - Protection and Enhancement of Green Infrastructure
G2	Amenity Open Space	PLP EN2 - Protection and Enhancement of Green Infrastructure
G3	Private, Educational and Institutional Greenspace	PLP EN2 - Protection and Enhancement of Green Infrastructure
G5	Road Verges and other Incidental Greenspace	PLP EN2 - Protection and Enhancement of Green Infrastructure
G6	Golf Courses	PLP EN5 – Areas of Major Open Space PLP EN1 – Development in the Open Countryside
G7	Cemeteries and Crematoria	PLP EN2 - Protection and Enhancement of Green Infrastructure
G9	Proposed Public Open Space	PLP EN3 - Future Provision of Green Infrastructure
C1	Development and Conservation Areas	PLP EN8 – Development and Heritage Assets
C2	Demolition of Listed Buildings or Buildings in Conservation Areas	PLP EN8 – Development and Heritage Assets

Local Plan (2004) Policy No.	Local Plan (2004) Policy Title	Superseded by Central Lancashire Core Strategy (CS) 2012 Policy or Preston Local Plan (PLP) 2012-2026 Policy
C3	Conservation Areas- Changes of Use	PLP EN8 – Development and Heritage Assets
C4	Setting of Listed Buildings	PLP EN8 – Development and Heritage Assets
C5	Use of Listed Buildings	PLP EN8 – Development and Heritage Assets
C6	Alteration of Listed Buildings	PLP EN8 – Development and Heritage Assets
C7	Listed Buildings and S.106 Agreements	PLP EN8 – Development and Heritage Assets
C8	Parks and Gardens of Special Historic interest	PLP EN8 – Development and Heritage Assets
C9	Archaeological Features	PLP EN8 – Development and Heritage Assets
T1	Park and Ride Bus Services	PLP IN3 – Park and Ride Sites (Broughton and Riversway)
T5	Highway Improvements- Broughton Bypass	PLP IN2 – Broughton Bypass
T14	Public Off-Street Car Parking	PLP EN7 – Land Quality
T19	General Transport Considerations	PLP ST2 – General Transport Considerations
H3	Affordable Housing in Rural Areas	PLP HS4 – Rural Exception Affordable Housing
H4	Caravan Sites for Gypsies	CS 8 – Gypsy and Traveller & Travelling Showpeople's Accommodation
H5	Development Proposals in Existing Residential Areas	PLP AD1(a) – Development within (or in close proximity to) the Existing Residential Area PLP AD1(b) – Small scale development within Existing Villages
H6	Backland Development	PLP AD1(a) – Development within (or in close proximity to) the Existing Residential Area PLP AD1(b) – Small scale development within Existing Villages PLP Policy EN9 – Design of New Development
H10	New Business and Employment Uses in Residential Areas	PLP AD1(a) – Development within (or in close proximity to) the Existing Residential Area
H12	Community and Other Non- Residential Uses	PLP AD1(a) – Development within (or in close proximity to) the Existing Residential Area PLP AD1(b) – Small scale development within Existing Villages
H13	Day Nurseries and Play Groups	PLP AD1(a) – Development within (or in close proximity to) the Existing Residential Area PLP AD1(b) – Small scale development within Existing Villages
W1	Provision for New Business and Industrial Development	PLP EP1 – Employment Site Allocations
W5	Telecommunications	PLP EP7 – Telecommunications

Local Plan (2004) Policy No.	Local Plan (2004) Policy Title	Superseded by Central Lancashire Core Strategy (CS) 2012 Policy or Preston Local Plan (PLP) 2012-2026 Policy
S8	Local Centres- Non-Retail Uses	PLP EP4 - Local Centres
S11	Hot Food Shops	PLP WB3 - Hot Food Takeaways
CLF2	Small Scale Leisure Facilities	PLP EP4 – Local Centres PLP AD1 (a) and (b) PLP EN1
CLF4	Amusement Centres	PLP EP4 – Local Centres PLP AD1 (a) and (b)
CLF6	Public Rights of Way	PLP ST2 – General Transport Considerations PLP EN2 – Protection and Enhancement of Green Infrastructure PLP EN3 – Future Provision of Green Infrastructure
CLF7	Tourism related Caravan and Chalet Development	PLP EN1 – Development in the Open Countryside
CLF8	Horses	PLP EN1 – Development in the Open Countryside PLP AD1(a) – Development within (or in close proximity to) the Existing Residential Area PLP AD1(b) – Small scale development within Existing Villages
CLF9	Community Facilities	PLP WB1 - Protection of Community Facilities PLP WB2 - Allocations for New Community Facilities
CLF10	Allotments	PLP EN2 - Protection and Enhancement of Green Infrastructure PLP EN3 – Future Provision of Green Infrastructure
D1	Design Criteria	PLP EN9 – Design of New Development
D2	The Local Context	PLP EN9 – Design of New Development
D3	Daylight and Sunlight	PLP EN9 – Design of New Development
D4	Safety and Security	PLP EN9 – Design of New Development
D5	Tall Buildings	PLP EN9 – Design of New Development
D6	Vistas	PLP EN9 – Design of New Development
D7	The Layout of Development	PLP EN9 – Design of New Development
D9	Works of Public art	PLP EN9 – Design of New Development
D11	Landscape Treatment	PLP EN9 – Design of New Development
D12	Housing Development	PLP EN9 – Design of New Development
D14	Shop Fronts	PLP EN9 – Design of New Development

Local Plan (2004) Policy No.	Local Plan (2004) Policy Title	Superseded by Central Lancashire Core Strategy (CS) 2012 Policy or Preston Local Plan (PLP) 2012-2026 Policy
D15	Retail Warehousing and Industrial Development	PLP EN9 – Design of New Development
D16	Advertisements	PLP EN9 – Design of New Development
D17	Advertisement Hoardings	PLP EN9 – Design of New Development
D18	Rural Development	PLP EN9 – Design of New Development
RE2	Wind Energy	CS 28 – Renewable & Low Carbon Energy Schemes
SS6	University of Central Lancashire	PLP HS6 - University of Central Lancashire
SS20	Leighton Street (Gypsy Site and adjacent land)	PLP EP2 – Protection of Existing Employment Areas
SS22	Centenary Mill, New Hall Lane	PLP AD1(a) - Development within (or in close proximity to) the Existing Residential Area
SS23	Deepdale Street/Fletcher Road Coal Yard	PLP EP1 – Employment Site Allocations
SS24	Deepdale Mill, Deepdale Mill Street	PLP HS1 – Allocation of Housing Sites
SS25	Brockholes View/Birley Bank	PLP AD1(a) - Development within (or in close proximity to) the Existing Residential Area
SS26	Aqueduct Street	PLP EP2 – Protection of Existing Employment Areas
SS31	Riversway Phase B	PLP EP5 – Riversway Phase B Site Specific Policy
SS33	Sharoe Green Hospital	PLP EP2 – Protection of Existing Employment Areas
SS34	Fulwood Barracks	PLP EP2 – Protection of Existing Employment Areas

## Appendix D

### Preston Local Plan Saved Policies Not Superseded by the Central Lancashire Core Strategy 2012.

The following are reproduced from the Preston Local Plan 2004.

#### Small Amenity Greenspace in Housing Areas.

7.25 Small areas of amenity greenspace that are provided within housing developments as part of the landscaping are not (because of their number and size) identified on the proposals map, in the same way as major greenspaces. Nevertheless, they contribute to the quality of the environment and can provide opportunities for informal recreation. They should therefore be protected from development proposals which would result in a loss of amenity.

7.26 However, some of these areas, such as those found on older Council estates in the City, can sometimes be of little visual amenity or recreational value. Some development may actually yield greater benefit to the community, like the provision of off-street parking places or a community centre.

#### Policy G4 - Small Amenity Greenspace in Housing Areas

Development affecting small areas of amenity greenspace within housing areas will not be permitted unless it is part of a proposal which would provide equivalent community benefit and would not lead to a significant loss of amenity.

## **Public Transport Railway Lines and Stations.**

9.19 The station at Tom Benson Way, Cottam will provide a service into Preston for both City centre visitors and for those travelling further afield by rail. The congestion and delay involved in driving through the City centre to reach Preston station must tempt many travellers to use the motorway network as well as contributing to City centre traffic and environmental problems.

9.20 Probably the greatest potential for attracting people to public transport lies in the development of new services which are not subject to the inevitable delays involved in sharing road space with other traffic. There are major cost and other difficulties in developing such services but, in the longer term, the development of new guided transport systems along the former Preston to Longridge, Bamber Bridge to Preston lines and possibly the Preston/Riversway railway line, could provide attractive services without involving any further restrictions in the road space available to private traffic.

9.21 In implementing the new station proposals, care must be taken to minimise the impact on the natural environment. In particular, consideration will be given to ensuring the safeguarding of wildlife sites, in accordance with Policy DC7 of the Local Plan.

## **Motorway Junction**

9.30 The provision of a full motorway junction would provide direct motorway access to/from existing and proposed employment sites to the east of the M6 replacing the existing circuitous access through the urban area. It would also improve motorway access to/from the North Preston Business Area which would encourage the take up of land and the creation of job opportunities. An additional significant benefit of such a junction relates to the provision of easier access to the proposed park and ride site at Preston East.

9.31 Such a junction would eliminate the necessity for goods vehicle movements to/from employment sites east of the M6 to pass through the Preston urban area to travel to/from the motorway, either to Junction 31 via Longridge Road, Ribbleton Avenue, Blackpool Road and Brockholes Brow, or to Junction 32 via Longridge Road, Watling Street Road and Eastway. With the exception of Eastway all of these roads have housing fronting the highway and heavy traffic both detracts from residential amenity and contributes to traffic congestion and associated environmental problems. Whilst the half junction has addressed the problems of vehicle movements between these employment areas and the origins and destinations south of Preston, it has not done so for those to the north where significant congestion problems exist at the M55/A6 and Eastway A6 junctions.

## **Policy T3 - Public Transport: Railway Lines and Stations**

A new railway station will be developed at Tom Benson Way, Cottam as indicated on the Proposals Map.

The Council will protect the following railway lines from development and, in conjunction with the County Council and other agencies, explore their potential for the development of new bus, rail or guided public transport services:

- Grimsargh to Preston (disused);
- Bamber Bridge to Preston (disused section in Preston);
- Riversway to Preston.

## **Policy T6 - Completion of Motorway Junction 31A**

A new railway station will be developed at Tom Benson Way, Cottam as indicated on the Proposals Map.

## Trunk Roads

9.84 The Department for Transport (DfT) and the Highways Agency has a strict policy of not allowing direct access from private development to motorways or motorway slip roads, unless the development relates to a motorway service area, road junction or motorway service compound. It is necessary in general to restrict the formation of new accesses to all purpose trunk roads if these roads are to perform their function as routes for the safe and expeditious movement of long distance through traffic.

9.85 Where it is shown that development could be accommodated through highway improvements conditions will be imposed on any planning permission to ensure that those improvements are implemented prior to the development. Any costs of road improvements associated with a land use proposal will be borne by the developer and constructed by an agreement under section 278 of the Highways Act 1980.

## Policy T21 - Development in relation to Trunk Roads

Development proposals involving the formation of a direct access onto a motorway or motorway slip road will not be permitted other than where the development comprises a new or improved junction, a motorway maintenance compound or a motorway service area. The formation of new accesses onto trunk roads will be strictly controlled.

Where development is likely to generate a material increase in traffic which would directly or indirectly affect the national all-purpose trunk or motorway system Transport Assessments (TA's) will be required to be submitted to the Highways Agency, the format and content of which should be agreed with the agency at an early stage. Developments which would result in the access or the main line of the trunk road becoming overloaded will not be permitted.

Subject to satisfying other plan policies, development will be permitted where:

(a) the TA indicates that the increase in traffic attributable to the development can be satisfactorily accommodated without improvements to provide additional capacity to the existing or proposed access or to the trunk road; or,

(b) improvements to the trunk road could be designed to provide the additional capacity to the existing or proposed access sufficient to accommodate satisfactorily projected traffic levels for 15 years after completion of the development and to leave conditions no worse on the main line of the trunk road upon completion of the development than they were previously.

In respect of (b) above conditions will be imposed upon any permission requiring that the development should not occur unless or until those improvements have been carried out and that the costs of such improvements should be borne by the developer.

## House Extensions

11.37 Extensions to dwellings, if carried out to a satisfactory standard, can provide valuable additional living space for a family, which can improve their quality of life, cater for additional children or other relatives, and prevent the need to move house.

11.38 Many of the planning applications which the Council deals with are for extensions to existing dwellings and the great majority create no problems. Extensions can, however, have a significant impact on the street scene and ultimately the character of a residential area. Policy H8 looks to ensure that domestic extensions take place without detriment to the privacy or amenity of adjoining householders or the character of the local environment.

## Uses Falling outside a Use Class Order Category

12.32 The following policy is primarily concerned with development proposals within existing employment areas, as defined by policy W2 above. Planning applications for sui generis uses in defined existing primarily residential areas will be assessed against policy H5 (Development Proposals in Existing Residential Areas).

## Policy H8 - House Extensions

Proposals for house extensions will be permitted provided they do not detrimentally affect:

- (a) the residential amenity, including sunlight and daylight, and the privacy of neighbouring properties; or
- (b) the character of the neighbourhood generally.

## Policy W3 - Uses Falling outside a Use Class Order

Business and industrial uses, falling outside a specific Use Class Order category (sui generis uses) will be permitted where it can be demonstrated that they:

- (a) will cause no risk to safety;
- (b) will not adversely affect the amenity of the area; and,
- (c) can be accommodated without detriment to highway safety.

## Local Centres - New Development

13.51 In Preston the shopping hierarchy has evolved to include a City centre which serves as a sub-regional centre, and nine local centres. These vary in their characteristics and size but none are of a size and scale to fulfil a function as a district centre. They play an important role for those who do not have access to the car and provide an alternative for those who choose not to shop in the City centre or at the free standing superstores. Their continued vitality and viability will make a major contribution to the objective of reducing the reliance on the private car.

13.52 Further retail developments are planned at Longsands and at Cottam. These developments will provide modern facilities for their communities.

13.53 These centres are complemented by the smaller groupings of shops within the residential areas. These are protected through policy S9 which seeks to ensure that all the residents of Preston continue to have access to local shopping facilities within easy walking distance.

13.54 Those local shopping centres defined on the Proposals Map and illustrated on plans in Appendix 5 were, in many instances, developed before car ownership was commonplace and, consequently, they provide shopping facilities which are accessible on foot or by public transport to large sections of the community. If the established trend towards more and longer car-borne shopping trips is to be checked and shopping is not to become more difficult and costly for those without a car, it is essential that such facilities are maintained. Allowing appropriate retail development or redevelopment within or adjacent to such centres may assist in this process and bring about other essential improvements (e.g. parking, environmental improvements) which strengthen the role of the centre to the advantage of local residents and contribute to a reduction in the number and length of car-borne shopping trips.

13.55 The scale of proposed development must be appropriately related to the nature and characteristics of the centre.

## Policy S7 - New Small Scale Retail Development within and outside Local Centres

Proposals for retail development, outside those local shopping centres defined on the Proposals Map will be permitted subject to the provisions of policies S12 and S13, provided that they:

(a) contribute in level, quality or range towards meeting local shopping needs; and,

(b) do not adversely affect the character of the centre or the amenity of adjoining property; and,

(c) would not adversely affect the vitality and viability of other nearby existing centres or prejudice future investment in those centres; and,

(d) would be accessible to a high percentage of the potential customers from its catchment area, by a variety of realistic and alternative forms of transport other than the car to include the bicycle, public transport and walking; and,

(e) would not increase the number and length of car journeys made overall; and be such

that the road network is able to accommodate predicted traffic levels or any

necessary road/ traffic improvements.

Proposals for retail development within existing shopping centres defined on the Proposals Map will be considered only against criteria (a), (b) and (c) above.

## **Other Shops in the Urban Area**

13.58 Although it is the Government's and the Council's policy to encourage the retention of local shopping facilities, instances may continue to arise particularly within the older parts of Preston where there is insufficient local demand to support a pattern of facilities developed in times when households bought most of their food/convenience goods at small local shops. Many local shops, albeit remaining in A1 use, now provide specialist goods and services to a much wider catchment rather than catering for the day to day shopping needs of local people.

13.59 Where there are other shopping facilities or a local shopping centre nearby, no proper planning purpose may be served by insisting that a shop remain in A1 retail use.

## **Policy S9 - Other Shops in the Urban Area**

Change of use of shops outside a defined local shopping centre, from A1 retail use will be permitted provided that:

- (a) the range of local shopping facilities would not become unduly restricted; and,
- (b) the new use would not adversely affect the viability of adjacent retail units.

## Large Scale Leisure Facilities

12.32 The following policy is primarily concerned with development proposals within existing employment areas, as defined by policy W2 above. Planning applications for sui generis uses in defined existing primarily residential areas will be assessed against policy H5 (Development Proposals in Existing Residential Areas).

## Policy CLF1 - Large Scale Leisure Facilities

Large scale leisure development will be located:

1. on sites allocated for this purpose;
2. elsewhere within the urban area provided that:
  - (a) there is no suitable site within or adjacent to the City centre; or,

(b) allocated elsewhere in the Local Plan;

and where the applicant can demonstrate that it would:

- (i) be justified in terms of proven need; and
- (ii) not have any significant adverse effect either singly or cumulatively, on the vitality or viability of the City centre or defined local centres, or centres outside the City, or prejudice approved development proposals or future investment for those centres; and,
- (iii) be accessible to a high percentage of its potential customers by a variety of realistic and convenient alternative forms of transport other than the car to include the bicycle, public transport and walking; and,
- (iv) not increase the number and length of car journeys made; and,
- (v) have no unacceptable adverse environmental impact; and,
- (vi) not adversely affect the amenity of adjoining property; and,
- (vii) not result in a shortage of land or sites for the purpose for which the site is allocated in the Local Plan

3. Exceptionally, such development will be permitted in the rural areas outside the Green Belt:

(a) where the applicant can demonstrate that the nature of the use dictates that it take place within the countryside; and

(b) that it satisfies other policies of the Local Plan, in particular the Development in the Countryside policies; and,

(c) that it satisfies the criteria (b)(i) to (vii) above.

## Water Based Recreation

14.37 Proposals which affect important water features within Preston should be sympathetic to the existing qualities for which the features are valued.

14.38 Riversway Docklands includes an existing marina and associated facilities, and a site has been identified adjacent to the dock for use as a water activities centre.

14.39 The River Ribble is an important leisure and wildlife link between open countryside, public open space, and the urban area of Preston. The Round Preston Walk, the nationally important Ribble Way and the proposed Lancashire Coastal Way all run along the riverbank.

14.40 An existing footpath, which is presently not a public right of way, could form a link between the Lancashire Coastal Way and the Ribble Link and if this is achieved the Council will encourage its inclusion on the Definitive Footpath Map.

14.41 Similarly the Lancaster Canal forms an important wildlife corridor with intrinsic value for formal and informal recreation both on the water and tow path.

14.42 Reducing the ratio of moorings to navigable water length leaves unobstructed a greater proportion of the canal's surface area to the benefit of canal users. The development of marinas has in the past helped to achieve this objective.

14.43 The Ribble Link opened in 2002. It was constructed by a partnership of the Waterways Trust, The Ribble Link Trust, Lancashire County Council and British Waterways with funding from the Millennium Commission together with grants and donations.

14.44 There have been significant benefits to the tourism and leisure base of the City by encouraging a higher level of recreational use on the canal and extending the definitive footpath network.

14.45 The Proposals Map shows the route of the "Ribble Link Navigation". This is the canalisation of a four mile stretch of the Savick Brook to the River Ribble, connecting the Lancaster Canal to the National Inland Waterway System, via the Ribble Estuary and the River Douglas. The project has involved the construction of locks to lower the water level from the canal to River Ribble and some minor works to bridges which cross the route.

14.46 The Ribble Link will provide a boost to the recreational and tourist facilities in the region. The Link will also provide many opportunities to improve the environment for wildlife.

## Policy CLF5 - Water Based Recreation

Proposals for recreational uses, including development associated with water recreation, adjacent to the Lancaster Canal, the River Ribble Corridor and other water features and any links or extensions will be permitted providing that:

(a) the existing quality, amenity, recreation and wildlife value is not diminished;

(b) public access is facilitated;

(c) the design reflects the appearance and character of the area;

(d) in respect of the Lancaster Canal the ratio of moorings to navigable water length is not increased.

## House Extensions

15.57 Proposals for domestic extensions comprise a very significant proportion of all planning applications. Although they are minor forms of development, they can be very contentious: a poorly designed extension can be detrimental to neighbours and the residential amenity of the street or neighbourhood.

## The Conversion of Rural Buildings

15.75 Proposals to convert rural buildings must satisfy the criteria set out in Policy DC12. The combined effects of changes in farming practice and the demand for housing from those preferring to live in the countryside have resulted in a significant number of planning applications for the conversion of barns and other agricultural buildings for residential use.

## Policy D13 - House Extensions

House extensions requiring planning permission will be permitted provided that:

- (a) an adequate level of private open space is retained;
- (b) there is no unacceptable reduction in the level of privacy and daylight/sunlight enjoyed by immediate neighbours; and,
- (c) the character of the house or the street is not adversely affected.

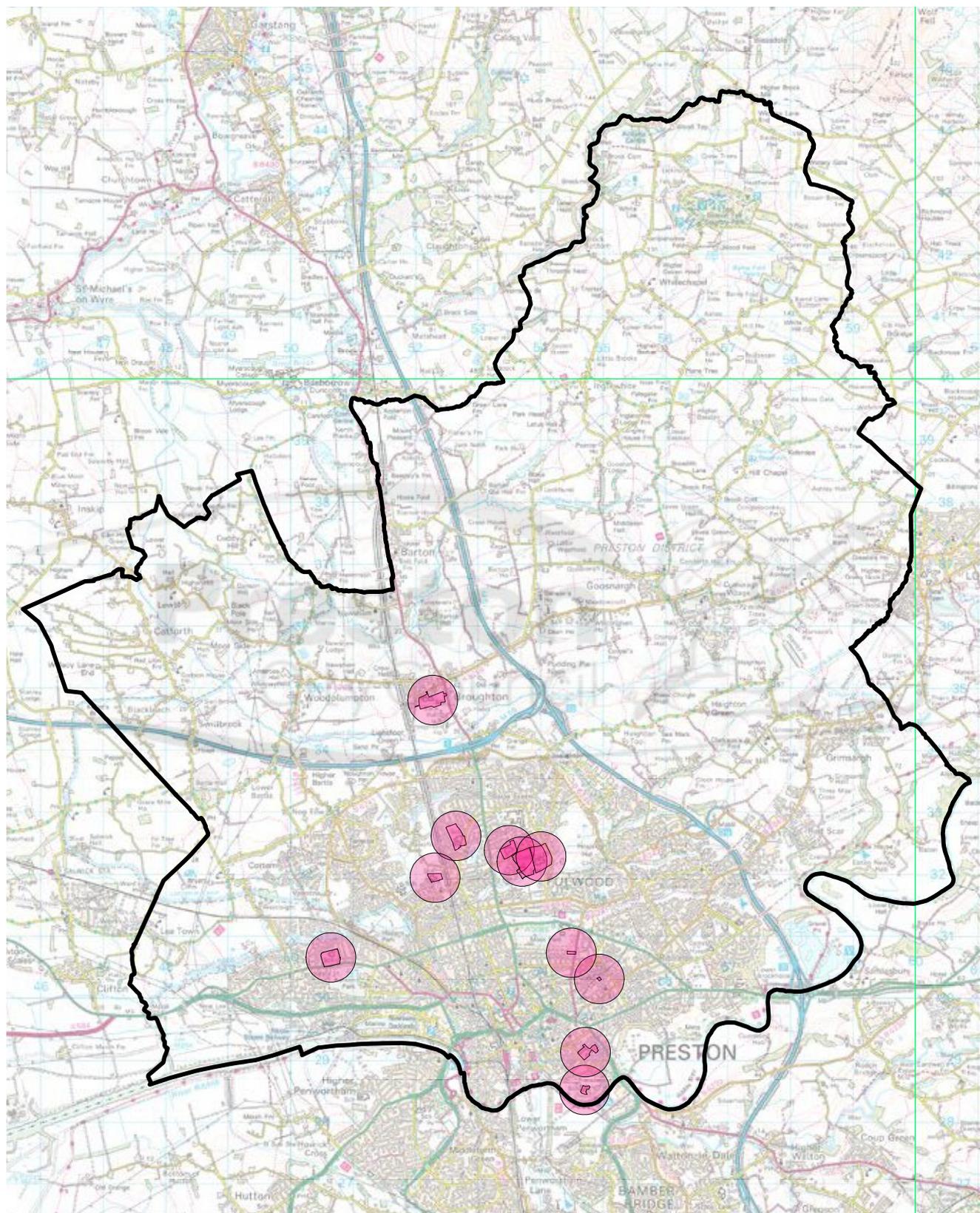
## Policy D19 - The Conversion of Rural Buildings

In determining applications for the conversion of rural buildings all the following design criteria should be met:

- (a) the form, bulk, and general design of the existing building is in keeping with its surroundings;
- (b) the conversion proposed respects the setting of the building, and local building styles;
- (c) the materials to be used match those of the original building;
- (d) existing elevational openings are utilised where appropriate to the character of the building;
- (e) the design of doors, windows, and other features reflect the character, scale, and materials of the local area;
- (f) the existing roof design is respected;
- (g) car parking and garaging or servicing are integrated within the site;
- (h) the size of the new curtilage is kept to a minimum;
- (i) appropriate boundary and landscape treatment is provided;
- (j) there is provision for the protection and enhancement of roosting, breeding and hibernation places for barn owls and bats (or the habitats of other protected species); and,
- (k) if the proposal adversely affects the use of a public footpath then a satisfactory diversion must be agreed.

# Appendix E

## Secondary Schools and Colleges within 400m Zones.



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# Appendix F

## Monitoring Framework

In order to ensure that the policies in this document are effective in delivering the overarching long term vision for Preston, it is necessary to make sure that appropriate monitoring is in place. Monitoring is crucial to the successful delivery of this document as it will chart the progress of the policies and proposals and will enable adjustments and revisions to be made if necessary. The monitoring framework for this document will assess the extent to which policies and sites are being implemented, identify policies or sites that may need to be amended or replaced, and establish whether policies have had unintended consequences.

The Core Strategy establishes a clear framework for delivering and monitoring the policies and objectives contained within it. However, for this document 'local' indicators have been chosen which are mainly within the influence of the local authority, relate to particular local circumstances and issues, and, crucially, monitor outputs not already covered by the Core Strategy Performance Monitoring Framework.

The tables on the following pages show the monitoring framework for this document, which comprise a short set of indicators and targets.

## Preston Local Plan Key Indicators & Targets

Ref	Indicator	Relevant Policy	Measure	Target
1 (a)	Net Additional Dwellings (in previous years)	HS1 (Allocation of Housing Sites)	Annual net completions for the previous five year period or since the start of the relevant plan period.	Core Strategy Requirement
1 (b)	Net Additional Dwellings (in future years)	HS1 (Allocation of Housing Sites)	Net additional dwellings expected to come forward up to the end of the plan period.	Core Strategy Requirement
1 (c)	Managed Delivery Target	HS1 (Allocation of Housing Sites)	Net additional dwellings expected to come forward each year over the remaining plan period to meet the overall housing requirement. This should take into account the previous delivery of dwellings since the start of the plan period.	Core Strategy Requirement
2	Additional Dwellings on Previously Developed Land	AD1 (Development Within the Existing Residential Area/ Existing Villages)	Annual gross completions on previously developed land as a percentage of total gross completions.	70%
3	Employment Land Available	EP1 (Employment Site Allocations)	Land available on sites allocated for employment purposes (including where planning permission has been granted). Land should be measured in hectares.	Core Strategy Requirement
4	Major Retail Development Permitted (Out of Centre)	City Centre Plan EP3 (Cottam District Centre) EP4 (Local Centres)	Number of planning permissions for major retail development (over 1,000m <sup>2</sup> gross floorspace) permitted in out of centre locations (i.e. not 'in' or 'edge of' centre). Total gross floorspace should also be recorded.	Nil
5 (a)	Completed Non-Residential Development Complying with Car Parking Standards	ST1 (Parking Standards)	Number of new non-residential developments completed (over 1,000m <sup>2</sup> gross floorspace) complying with car parking standards as a percentage of all non-residential development completed (over 1,000m <sup>2</sup> gross floorspace).	100%
5 (b)	Completed Residential Development Complying with Car Parking Standards	ST1 (Parking Standards)	Number of new residential developments completed (over 10 dwellings) complying with car parking standards as a percentage of all residential development completed (over 10 dwellings).	100%
6	Planning Permissions Granted Contrary to Environment Agency Advice	Core Strategy Policy 29 (Water Management)	Number of planning permissions granted contrary to the advice of the Environment Agency on flood risk or water quality grounds. This should only include unresolved objections.	Nil





**Preston**  
City Council

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