Central Lancashire
Adopted Core Strategy
Local Development Framework

July 2012

Preston
South Ribble
Chorley

Central Lancashire

Preston City Council

SOUTH RIBBLE BOROUGH COUNCIL
forward with South Ribble

Chorley Council

Preston
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Foreword

The Core Strategy (Local Plan) has been produced by the Central Lancashire authorities of Preston, South Ribble and Chorley, with assistance from Lancashire County Council.

The Core Strategy is a key document in Central Lancashire's Local Development Framework. Its purpose is to help co-ordinate development in the area and contribute to boosting investment and employment. Above all it is a policy document and will encourage sustainable managed growth, whilst protecting and enhancing green spaces and access to open countryside, enhancing Central Lancashire's character as a place with 'room to breathe'.

The Core Strategy is part of an emerging statutory development framework for Central Lancashire. Additional documents are now being produced which outline more specific guidance on site allocations to prioritise and focus growth and development and at the same time identify those valuable green spaces to be protected from development.

The Core Strategy is a clear statement of the positive benefits of joint working in Chorley, South Ribble and Preston. It is a single strategy for Central Lancashire, and the Councils are committed to applying the policies consistently. Joint working makes sense because the three Districts have much in common, including their transport networks, and shared housing, employment and retail markets.

Whilst the Core Strategy sets out important principles about the management of development in Central Lancashire in the longer term, it is being issued at the time when the global economy has contracted. It is clear that Central Lancashire has much to contribute to the local and regional economy. The Core Strategy helps each Council to prepare for growth as pro-active development partners, and to respond positively to development proposals.

The Inspector's Report May 2012 concludes that the Central Lancashire Publication Core Strategy Local Development Framework Development Plan Document (the Local Plan) provides an appropriate basis for the planning of Central Lancashire over the next 15 years provided that a number of modifications are made. The Councils are happy to incorporate the suggested modifications and they are now embodied into the document.

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Introduction

Introduction

1.1 This is the Adopted Core Strategy and sets out the Central Lancashire authorities' spatial planning proposals for the combined area of Preston, South Ribble and Chorley. It is founded on the initial community involvement exercises which were part of the Issues and Options stages in 2006 and 2007. Later comments made in response to consultation on the Preferred Core Strategy in the autumn of 2008 have, where appropriate, been taken into account. For full details see the Statement of Representations.

1.2 This is the final plan and was adopted by the three Councils in July 2012 following the receipt of the Inspector's final report in June.

1.3 The Core Strategy is a key part of the Local Development Framework. Identification of sites where specific proposals and policies will apply will be presented in Site Allocations Documents that must conform to the Core Strategy. Plans for minerals extraction and waste management are the responsibility of Lancashire County Council. Lancashire County Council is preparing joint plans with Blackpool Council and Blackburn with Darwen Council. All of the above documents now comprise the Local Plan following the guidance in the National Planning Policy Framework.

1.4 The purpose of the Core Strategy is to set the overall strategic direction for planning the area over the period from 2010 to 2026, in line with national policies. A key part of that direction is establishing where major development and other forms of investment should be located so as to be sustainable (for a full assessment of this, see the Sustainability Appraisal Report), meet local needs and take full advantage of opportunities. The policies contained in the Core Strategy will be taken together in determining planning applications and priorities for Central Lancashire.

Figure 1: Core Strategy Preparation Stages

2006 — Issues and Options 1

2007 — Issues and Options 2

2008 — Preferred

2010 — Published

2011 — Submitted

2012 — Examination

Adopted

Consultation and Engagement

1. Introduction
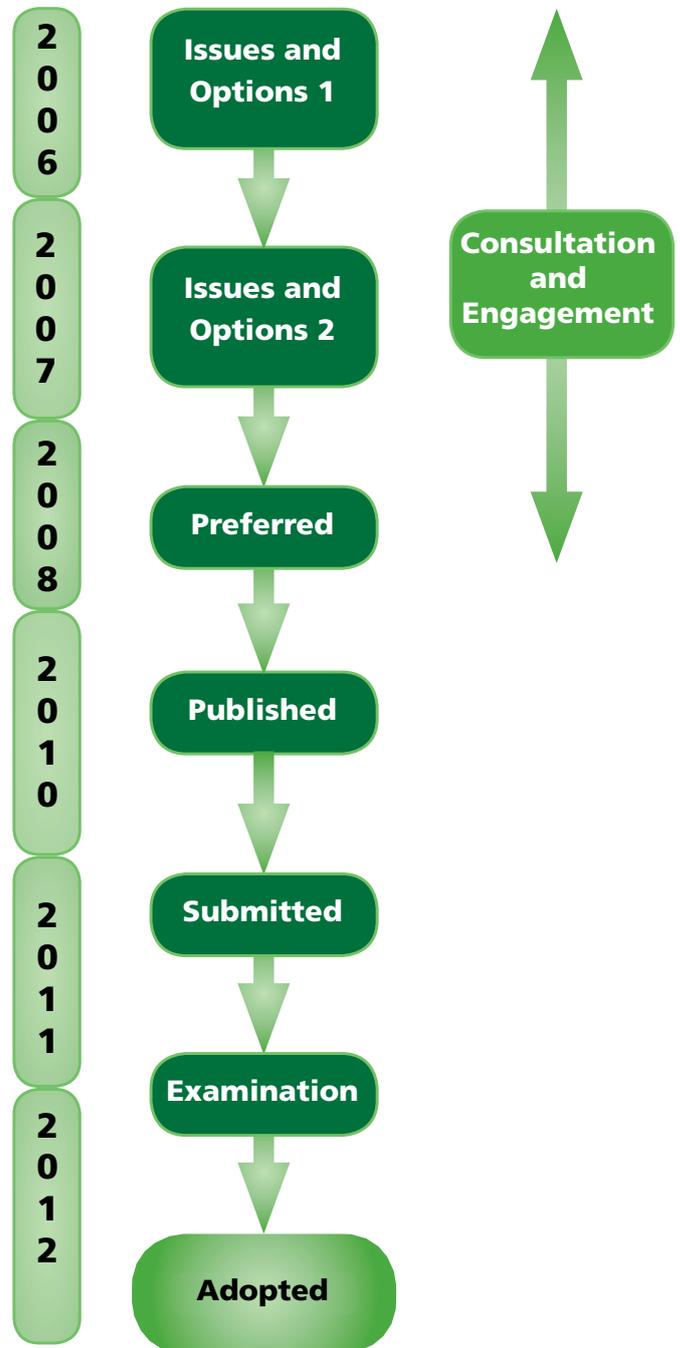
Why a Joint Core Strategy?

1.5 The Core Strategy covers the three local authority districts of South Ribble, Chorley and Preston which had an estimated combined population of 344,000 people in 2008. The combined area functions as one integrated local economy and travel to work area. It is a single housing market area; nearly 80% of house moves take place within it. It is appropriate and efficient to consider the similar issues facing Central Lancashire in a collaborative way and so better plan for the future of the area.

What might the future hold?

1.6 There are a number of well established national and local trends that are relevant to plan making. These are wide and various but all come within the remit of spatial planning. The extent to which this Core Strategy can influence these trends will vary.

1.7 The following trends are likely to continue for at least the next 15 years or so that the Core Strategy needs to plan for:

- Population and household growth

- An increasingly aged population as people live longer

- The impacts of high levels of carbon dioxide in the atmosphere

- Stricter environmental safeguards

- Improvements in home living conditions

- People working longer to be financially secure in retirement

- A greater proportion of people acquiring higher level skills and qualifications

- Fluctuating but generally increasing fossil fuel prices

- An increase in people travelling

- Increasing globalisation of production and business services

- Greater use of information and communications technologies

- A widening of prosperity levels in rural areas

- Increasing threats to biodiversity and built heritage

1.8 Recent changed circumstances to emerge that could last for several years:

- Limited loan finance availability

- Restricted speculative development

- Reduced public sector expenditure compared to the past decade

- Reduced growth in consuming expenditure than pre-recession times

- Relatively high levels of unemployment

1.9 Recent trends that are particularly difficult to predict into the future:

- Rising standards of health care in local hospitals and GP practices

- Increasing obesity, alcohol and drug abuse

- Falling participation in active pursuits

- Falling levels of reported crime but rising concerns about anti social behaviour

- Rising standards of education/schools performance

- Reducing affordability of housing

All these trends have degrees of uncertainty underlining the need to plan with flexibility.

The Key Spatial Challenges Facing Central Lancashire

1.10 The area is well located and connected to regional and national transport routes. It has an attractive mix of places to live and countryside well linked with urban green spaces. However, despite the fact that the local economy has performed reasonably well in recent years, there are a number of issues that need to be addressed and they help to inform the Strategic Objectives of the Core Strategy:

- Road congestion into and out of Preston is particularly critical in terms of the city's future commercial role

- The motorway and key rail routes are heavily used with the likelihood of them becoming more congested

- New house building activity is currently at a low level due to the recession

- There are pockets of deprivation and some poor housing in the plan area but generally the residential offer is quite attractive albeit there is a shortage of affordable housing

- Although growth industries are well represented in Central Lancashire the economic growth potential of the area is not being fully realised

- Preston City Centre has seen little development of retail and office space in the last 10 years or so and is slipping further behind Manchester and Liverpool as an alternative commercial destination

- Chorley and Leyland town centres risk being in the shadow of Preston and their potential overlooked

- The rural areas are becoming more affluent but this conceals the difficulties local low wage earners have in accessing affordable housing

- The use of standard designs and building densities for new housing is undermining the character of local places

- Urban development pressures risk damaging the character of the countryside and how it interconnects with urban green space.

- An ageing population brings with it issues of health, mobility and dependency

- Poor levels of health are particularly prevalent in the most deprived areas

- Responding to the climate change agenda: significant emissions of carbon dioxide are produced from activities across Central Lancashire

1. Introduction

Key Aspects of the Core Strategy

1.11 The Core Strategy draws on the Sustainable Community Strategies for Lancashire, South Ribble, Chorley and Preston. These are multi-faceted strategies prepared by Local Strategic Partnerships of local agencies, authorities and other organisations aiming to improve the joined up delivery of local services. The Core Strategy places a similar emphasis on delivery, although biased towards physical projects, and recognising the need for flexibility to ensure that the policies and proposals have a realistic prospect of being implemented. This is particularly important in times of recession.

Background Evidence

1.12 To assist with delivery the following background evidence has been completed:

- A Housing Viability Assessment Study, which validates the affordable housing proposals included within the Homes for All Chapter (Chapter 8)

- The housing land availability information has been updated with the engagement of representatives of the house building industry

- Infrastructure providers have been contacted and a schedule of essential strategic infrastructure produced

- Perception studies of what people value about places have helped add local distinctiveness to the document

- Potential strategic development opportunities have been re-assessed

- Future growth prospects have been reconsidered in the light of the economic recession

- A retail and leisure review has reassessed the existing provision and future needs for these uses.

- In addition, an Open Space, Sport and Recreation Review and a Playing Pitch Strategy have been carried out.

All the key sources of evidence can be viewed on www.centrallancashire.com

Growth Point

1.13 The Preferred Core Strategy referred to the Central Lancashire and Blackpool Growth Point. That Strategy said that more consultation would take place if the Growth Point implementation required further consideration of where development should be located. The Growth Point came into operation in April 2009 and what this means is explained in detail in Chapter 5. Essentially, Growth Point funding was used in Central Lancashire to help bring forward – through re-phasing - housing development at locations first identified in the Preferred Core Strategy. These locations have not changed in this Adopted Core Strategy. The Government announced in October 2010 that Growth Point funding will not continue after 2010/11.

Strategic Sites and Locations

1.14 Following a change in national planning guidance, the main locations for housing and economic growth and investment are now presented differently. The Preferred Core Strategy identified six 'Strategic Sites'. They were shown indicatively as symbols on the Key Diagram. Core Strategies can now bring forward such proposals in two ways:

• Allocate land to be developed as fully fledged Strategic Sites where there is a high degree of certainty over their delivery.

• Indicate the approximate extent of Strategic Locations within which land will be allocated for development in later Development Plan Documents.

1.15 The Core Strategy now endorses the following four Strategic Sites:

• Buckshaw Village

• Cuerden

• BAE Systems, Samlesbury

• Cottam

1.16 These opportunities have previously been identified in Local Plans and two are actively being implemented at the present time.

1.17 There are also three proposed Strategic Locations:

• Central Preston – including the City Centre with the Tithebarn Regeneration Area, the new Central Business District and Inner East Preston

• North West Preston – including Higher Bartle and Broughton/Land at Eastway

• South of Penwortham and North of Farington

1.18 In relation to the two other 'Strategic Sites' identified in the Preferred Core Strategy:

• Botany/Great Knowley is proposed as a sub-regionally significant development as referred to in Policy 9.

• The former Whittingham Hospital is no longer considered a Strategic Site as it is not central to the achievement of the Strategy.

Place Shaping

1.19 Much is said about promoting 'place shaping'. It is a wide ranging approach to achieving successful, sustainable communities embracing such matters as governance, engagement and accessibility. In terms of actual planned outcomes it means creating and maintaining high quality public spaces, promoting environmentally friendly behaviours, achieving good design, engendering health and wellbeing and enabling economic development. It therefore encapsulates all that this Core Strategy seeks to do – create attractive, prosperous, safe communities; places where people want to visit, live and work.

Economic Growth

1.20 The key to prosperity lies in harnessing economic growth. If this is done in a managed sustainable way and supported by appropriate infrastructure then new development can be accommodated without harming the attractiveness of Central Lancashire as a unique mix of urban and rural communities in a green setting – a place 'with room to breathe'.

1. Introduction

Cross Cutting Themes

1.21 There are three key aspects to successful place shaping and harnessing economic growth:

- Achieving good design
- Promoting health and wellbeing
- Tackling climate change

1.22 These are policy areas in their own right but have cross-cutting significance as well and so are referred to at the start of each chapter. The interrelationship between the cross-cutting themes, economic growth and place shaping is shown in (Figure 2).

Key Diagram

1.23 The Key Diagram illustrates the key spatial proposals contained in the Core Strategy and can be found on the inside of the back cover of this document (Figure 19).

Sustainability Appraisal

1.24 Sustainability Appraisal (SA) has been fully integrated into the plan making process of the Core Strategy and has helped inform the choice of policies. At the Issues and Options stage each option was tested against the SA Framework in order to predict its likely social, environmental and economic effects. This testing was summarised in the Issues and Options Papers so as to help individuals and organisations make an informed response on what matters and choices the Core Strategy should consider. Within the SA, recommendations were made for each issue as to what the most sustainable options were. The results of the Issues and Options testing and the recommendations made in the SA informed the choice of Preferred Options. The SA identifies which options were selected as Preferred Options for each Preferred Policy and why these were selected and others rejected.

1.25 At the Preferred Options Stage, the likely effects of each Preferred Core Strategy Policy, including the cumulative effects, were predicted and evaluated in further detail and mitigation measures proposed for any adverse effects identified. As a result a small number of changes were made to the Core Strategy policies from those in the Preferred Core Strategy. All these small changes were assessed in the SA to ensure no negative effects would arise from implementing these policies.

Habitat Regulations Assessment

1.26 Habitats and species of European importance have legal protection by the 'Habitats Directive'. European sites are Special Protection Areas (SPAs) and Special Areas of Conservation (SACs). It is also recommended that Ramsar sites are afforded the same level of consideration. There is one habitat of European importance in Central Lancashire. This is the Ribble & Alt Estuaries Special Protection Area and Ramsar Site, which is of particular importance for birdlife. There are also a number of protected habitats in neighbouring authority areas.

1.27 The Directive requires screening to identify whether a plan, either alone or in combination with other plans or projects, is likely to have a significant impact on a European site. Therefore, it is necessary to assess whether the Core Strategy, either alone or in combination, is likely to have a significant impact on the Ribble & Alt Estuaries Special Protection Area, or the sites in neighbouring authorities.

1.28 The screening task has been undertaken and it was concluded there were no significant effects likely to occur as a result of implementing policies within the Core Strategy. The screening methodology has been produced in liaison with Natural England.

Saved Policies and Further Documents

1.29 A number of policies from existing Local Plans (i.e. Preston Local Plan 2004, Chorley Borough Local Plan Review 2003, South Ribble Local Plan 2000 and the Lancashire Minerals and Waste Plan 2001) will remain in force until they are expressly replaced by new policy in other Development Plan Documents (DPDs), primarily the Site Allocations DPDs, which will follow the Core Strategy. These "saved" policies are listed in a separate document and the superseded policies in Appendix C.

1.30 Accompanying the Core Strategy there is a series of further documents including:

• An Equality Impact Assessment

• A Health Impact Screening Assessment

• A Rural Proofing Paper

• An Infrastructure Delivery Schedule

• A Performance Monitoring Framework

• Various Background Topic Papers

• Local Plan Saved Policies

Figure 2:
Cross-Cutting Themes
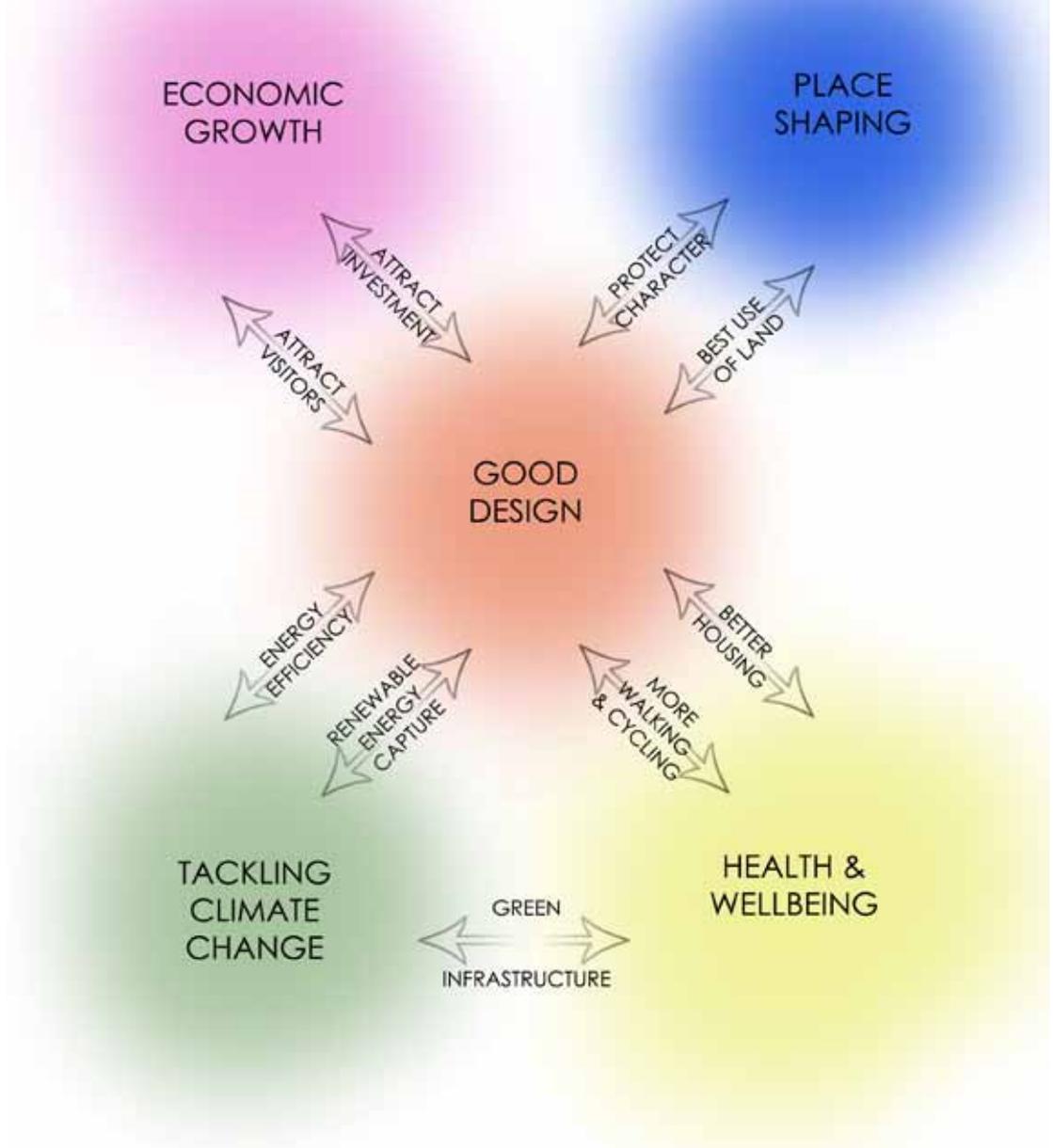
2

Context
The Relevance of
Other Plans and
Strategies

Integration of Strategies

2.1 This chapter explains the relevance of other strategies to the Core Strategy. The significant aspects of the Sustainable Community Strategies are referred to in Chapter 4.

National Planning Policy Framework (NPPF: March 2012)

key relevance: The National Planning policy Framework sets out the government's planning policies for England and how these are expected to be applied.

2.2 The National Planning Policy Framework was introduced during the course of the Strategy's preparation on 27 March 2012. It 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 making. Policy MP has been included in the Core Strategy to clarify the operational relationship between the plan and national policy.

Policy: MP

When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It 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 with policies in the neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

Where there are no 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 National Planning Policy Framework taken as a whole; or

b) specific policies in that Framework indicate that development should be restricted.

2. Context

The Northern Way

key relevance: establishing the City Region basis for considering economic performance

2.3 The Northern Way was launched in 2004 in response to the challenge to establish the North of England as an area of exceptional opportunity and to close the productivity gap between the northern regions and the UK average. It was led by the three northern Regional Development Agencies, and proposed an approach to economic development based on eight City Regions. The City Regions in the North West are Liverpool, Manchester and 'Central Lancashire' the latter covering most of the Lancashire sub-region.

2.4 The Central Lancashire City Region Development Programme (October 2006) provides the Lancashire dimension to the Northern Way. It echoes key actions of the Regional Economic Strategy and the Lancashire Economic Strategy (see paragraphs 2.6 and 2.9).

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

key relevance: the regional part of the statutory development plan against which all Core Strategies in the region are required to conform

2.5   This Strategy provides the overall framework for development and investment in the North West region to 2021. It establishes a broad vision for the region and sub-regions, prioritised growth and regeneration and provides policies to achieve sustainable development. It also establishes the principle of "marrying opportunity and need" throughout the North West. The Government intends to revoke the Regional Strategies in England through enactment of the Localism Bill.

Figure 3: The North of England in Context

Source: The Northern way, 2004

Figure 4: The North West in Context

Legend:
- Motorways
- Boundary
- Central Lancashire City Region
- Liverpool City Region
- Manchester City Region

Carlisle

Penrith

Workington

Cumbria

Kendal

Barrow

Lancaster

Lancashire

Blackpool

Preston

Burnley

Leyland

Blackburn

Southport

Chorley

Ormskirk

Wigan

Bury

Oldham

St Helens

Manchester

Liverpool

Birkenhead

Widnes

Stockport

Northwich

Chester

Cheshire

Nantwich

2. Context
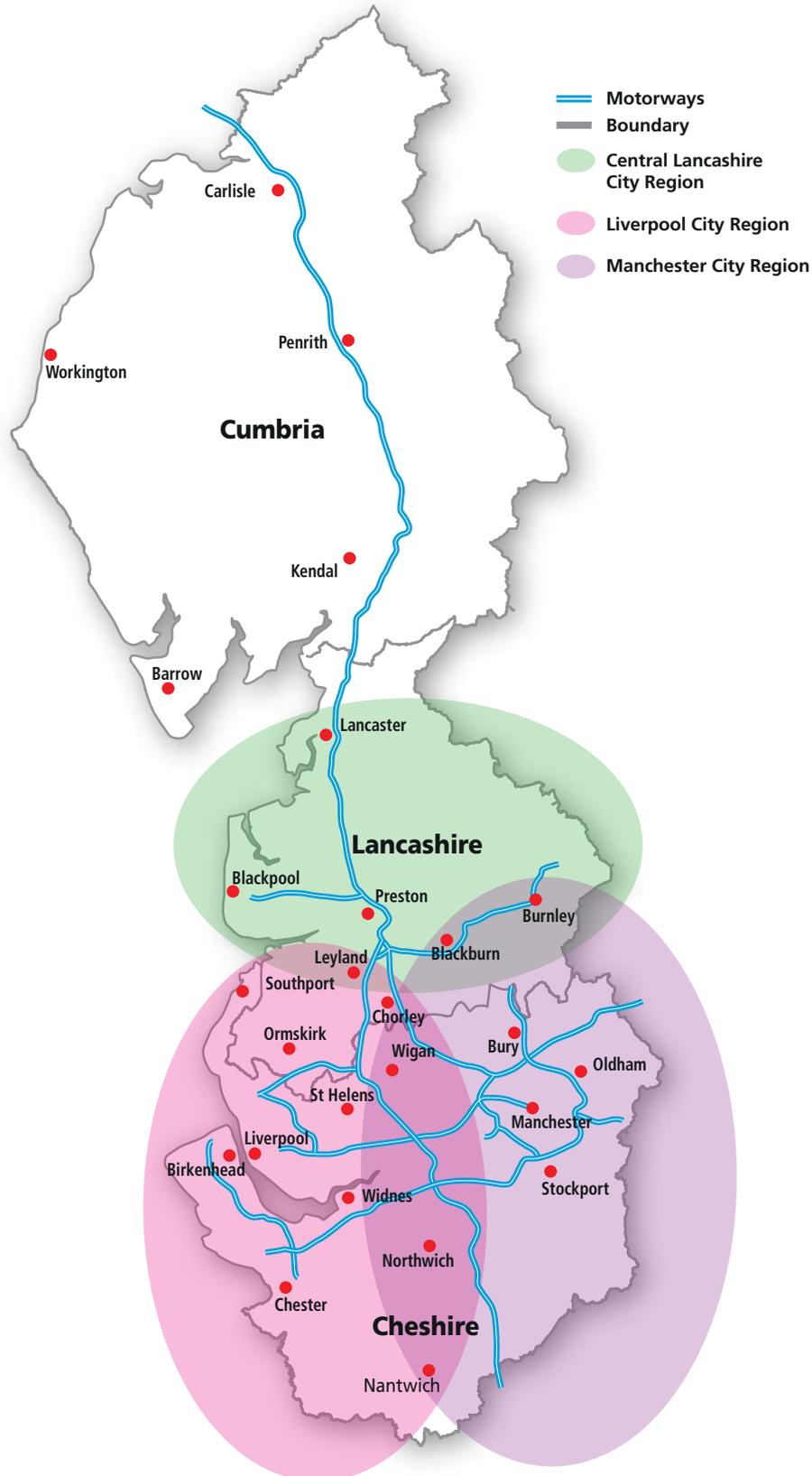
Regional Economic Strategy (2006)

key relevance: recognises the key role of Preston City Centre

2.6 This Strategy sets out three main drivers to achieve its vision, which is to improve productivity, grow the size and capacity of the workforce, and creating and maintaining the conditions for sustainable growth. It supports the development of Preston City Centre as a key driver of sub-regional and regional economic growth alongside Manchester and Liverpool.

Regional Housing Strategy (2009)

key relevance: establishes a three strand focus for housing matters

2.7 This Strategy seeks to ensure the region's housing offer supports long term economic growth, inclusion and regeneration. It aims to balance long term housing provision that matches people's aspirations with short term housing pressures that meet more immediate needs. The Strategy is based around three main strands:

• Achieving the right quantity of housing.

• Continuing to raise the quality of the existing housing stock.

• Connecting people to the improved housing offer.

Lancashire Green Infrastructure Strategy (2009)

key relevance: promoting the local importance of Green Infrastructure

2.8 This Strategy is based upon an understanding of green infrastructure and its potential to contribute to social and economic regeneration, whilst creating an improved, healthier urban and rural natural environment. The Strategy sets out principles of how Green Infrastructure can be developed in Lancashire to the benefit of Central Lancashire and neighbouring areas.

Lancashire Economic Strategy (2006)

key relevance: growth priority of Central Lancashire

2.9 Established through the Regional Economic Strategy and the Northern Way Central Lancashire City Regional Development Programme, the Lancashire Economic Strategy provides a framework to connect and deliver national, regional and local priorities. The Central Lancashire Districts have been identified as priority areas due to their dynamic growth opportunities. In 2010 Lancashire County Council produced a new Economic Strategy which reinforces this approach.

Figure 5: Lancashire in Context

Legend:
- Urban Areas
- Motorways
- Main A Roads
- Coast
- Railway Line
- Central Lancashire and Blackpool Growth Point

To Kendal / Carlisle
Morecambe
Heysham
Lancaster
Fleetwood
Blackpool
Clitheroe
Colne
Nelson
Burnley
Lytham St Anne's
PRESTON
Blackburn
Accrington
Bacup
To Halifax
Rawtenstall
To Bradford
Leyland
Chorley
To Southport
Southport
Ormskirk
Skelmersdale
To Warrington
To Manchester
To Liverpool
Manchester
Liverpool

Lancashire Housing Strategy

key relevance: matching the housing offer with growth potential

2.10 This Strategy sets out the direction and main priorities for housing investment and delivery, along with the establishment of stronger delivery and governance arrangements at the Lancashire level. It seeks to contribute to Lancashire's economic growth and places thereby enabling mixed, inclusive and vibrant communities.

2.11 The Strategy also addresses the need for sufficient amounts of the right type of housing to be provided. It states that it is in Lancashire's interests to ensure that housing supply matches economic growth potential and, in the short term, closely relates this growth to the stronger economy of Central Lancashire.

Lancashire Local Transport Plan 3 (LTP3: May 2011)

key relevance: will provide the funding justification for key transport schemes and related initiatives

2.12 LTP3 came into effect in 2011 with a 20 year strategy and a short term implementation plan aimed at delivering the Government's goals for sustainable transport at the Lancashire level through funded schemes and co-ordinated actions. It covers the whole of Lancashire including the unitary authority areas of Blackpool and Blackburn with Darwen.

Central Lancashire and Blackpool Growth Point

key relevance: to secure funding for housing related infrastructure and enabling initiatives

2.13 Growth Points were designed to provide support to communities who wished to contribute to meeting new housing requirements by uplifting the rate of development, through a partnership with Central Government. The Central Lancashire councils of Preston, South Ribble and Chorley, the unitary authority of Blackpool and Lancashire County Council were granted Second Round Growth Point status in July 2008. The Growth Point pursued by the authorities was on the basis of achieving infrastructure investment in return for uplifting the number of homes built by 2017. The successful bid did not change the housing provision requirements, but was designed to bring a greater proportion of new housing forward for construction, up to 2017. Growth Point funding was discontinued after 2010/11.

Mid-Lancashire Joint Working

key relevance: collaboration, maximising funding opportunities and economies of scale

2.14 The Central Lancashire authorities (working with Lancaster City Council and West Lancashire Borough Council) are collaborating on housing, economic development and investment planning.

Mid-Lancashire Housing and Sustainable Communities Strategy and Investment Plan (2010)

key relevance: joint working with the Homes and Communities Agency (HCA)

2.15 This baseline study applies the three strand approach to housing matters at the Mid-Lancashire level and supports the economic development initiatives of the Mid-Lancashire area. It fosters joint working between the local authorities and establishes the housing investment priorities for seeking funding from the HCA. It will inform the preparation of a Mid-Lancashire Housing Strategy.

Central Lancashire Economic Regeneration Strategy (2010)

key relevance: seeks to promote economic regeneration initiatives based on the same vision as the Core Strategy

2.16 By pulling together all the economic regeneration issues, attributes and initiatives in South Ribble, Preston and Chorley this Strategy provides a unified promotional approach to attracting investment and supporting businesses across Central Lancashire.

The Lancashire Climate Change Strategy 2009-2020

key relevance: raises profile of climate change activity and measures in Lancashire, and the need to integrate targets into plans, strategies and initiatives throughout the county

2.17 The Lancashire Climate Change Strategy sets out the long-term vision that Lancashire is "low carbon and well adapted by 2020". The Strategy and Supporting Actions document identify the carbon savings needed to achieve the 2020 targets and where opportunities for further savings may lie. The Strategy also covers objectives for adapting to climate change.

2. Context

Figure 6: Central Lancashire in Context

Legend:
- Urban Areas
- Motorways
- Main A Roads
- Rivers/Canals/Reservoirs
- Railway Line
- Local Authority Boundaries
- Area Boundary

Place Surveys

2.18 The Place Survey 2008: England aimed to capture local peoples' views, experiences and perceptions of their local area. The results from Chorley, Preston and South Ribble residents were similar and reveal that the perceived level of crime was paramount in making an area a good place to live. Clean streets and health services were also considered to be of great importance. Other aspects in need of improvement were road and pavement repairs and the levels of traffic congestion.

2.19 In autumn 2009 a further local survey was done across Central Lancashire with regard to the character and the provision of services and facilities in a local area. The most crucial factors making a positive contribution to the character of the local area were:

• Public opens space, parks and play areas
• Landscape, natural features and local details
• Building design, appearance and materials

2.20 When ranking the importance of services and facilities that should exist in a local area the top three were:

• GP surgeries
• Local shops
• Public transport

3

Spatial Portrait
The Character of
Local Places and the
Roles they Play
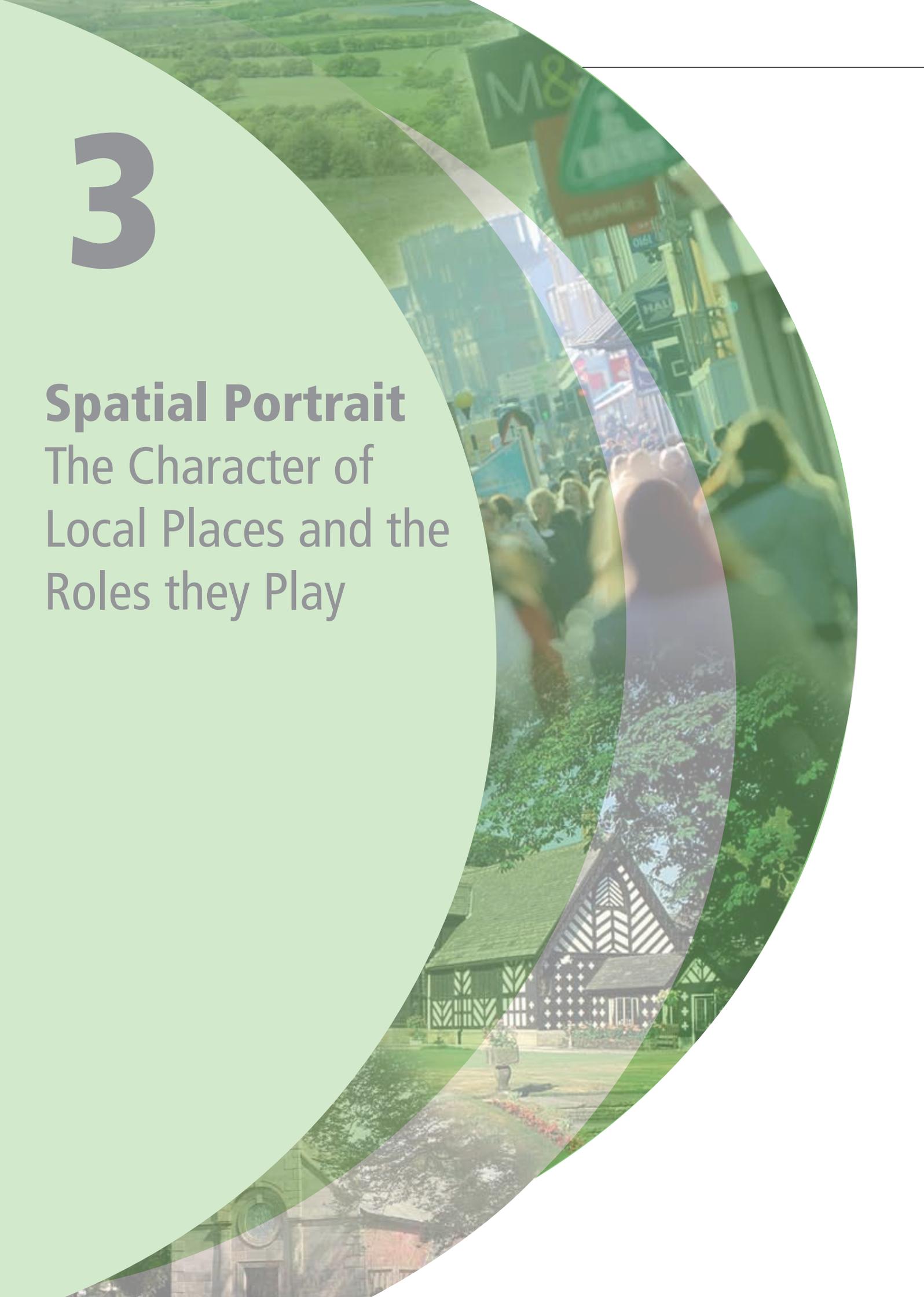
The Character of Local Places and the Roles they Play

3.1 Central Lancashire is set in the heart of Lancashire within the North West Region. Coined as a place 'with room to breathe', Central Lancashire comprises an urban core surrounded by attractive scenery ranging from the Pennine foothills in the East to the Lancashire Plain and Ribble Estuary in the West. The overall character of the area is a diverse mix of urban and rural including the City of Preston as well as towns, villages and sparsely populated countryside.

3.2 Central Lancashire is bounded by Fylde and West Lancashire to the West, Ribble Valley and Blackburn with Darwen to the East, Wyre to the North and Greater Manchester to the South. The M6, M61, M55 and M65 motorways run through the area creating excellent road accessibility within the sub-region. The West Coast Main Line runs north to south with Preston as a main destination providing excellent rail links to Scotland, the Midlands and London.

3. Spatial Portrait

Figure 7: The Features of Central Lancashire

Beacon Fell
Country Park

FOREST
OF BOWLAND

Country Parks

Urban Areas

Rivers/Canals/Reservoirs

High Grade
Agricultural Land

Area Boundary

Lancaster Canal

PRESTON

River Ribble

River Darwen

Ribble Estuary

Ribble Coast and Wetlands Regional Park

Cuerden Valley
Country Park

LANCASHIRE
PLAIN

LEYLAND

River Lostock

WEST PENNINE
MOORS

River Douglas

Leeds and Liverpool Canal

River Yarrow

CHORLEY

Yarrow Valley
Country Park

Lever Park

Main Places within Central Lancashire

3.3 The City of Preston is England's newest city and is the largest settlement in the area with a population of 132,000 people in 2008. It acts as the main commercial and retail centre of the area with a large and successful university. Leyland and Farington have a strong and diverse manufacturing base. Leyland is the main town within South Ribble with a population of approximately 32,000 people. Chorley with a population of 33,000 is a thriving market town and centre for business and other services.

3.4 Penwortham, Walton-le-Dale, Lostock Hall and Bamber Bridge form a fairly continuous urban area, running south from the River Ribble providing popular places to live and work. Euxton, Clayton and Whittle-le-Woods are mainly suburban communities with a range of modern housing, and Buckshaw Village is being developed as a new community complete with business parks and local services. Adlington and Coppull retain local employment roles, with a range of local shops and other services.

3.5 As well as the larger settlements there are a variety of flourishing villages throughout Central Lancashire including: Broughton, Grimsargh and Goosnargh in Preston; Longton, Higher Walton, Coupe Green and Gregson Lane in South Ribble; Eccleston, Croston, Bretherton, Hoghton, Wheelton and Brinscall/Withnell in Chorley.

Heritage and Local Distinctiveness

3.6 The city of Preston and Chorley town owe their existence to trade and industry (primarily textile manufacturing) and Leyland to the commercial vehicle industry. Although initially based upon cottage industries such as hand-loom weaving, it was the industrialisation of the textile process that really saw a boom in prosperity. This was both a result of and a cause for the expansion of the railway network in the area during the mid nineteenth century.

3.7 Grid - iron pattern streets typify Preston, Chorley and the centre of Leyland, as workers housing was built tightly around the mills and industrial complexes. Materials for earlier buildings were locally sourced, but industrialisation saw the introduction of building materials from further afield and a much greater use of brick. The majority of building stock from this time is domestic in scale, though the industrial buildings and complexes are significantly larger – where still in existence. Most are no longer in their original use, and some are either fully or partially vacant.

3.8 Many of the small rural settlements across Central Lancashire contain buildings of modest proportions, constructed of local materials such as sandstone. Some rural settlements owe their origin to agrarian activities, but others grew because of industrial development, including paper production and cotton manufacturing.

3.9 There are many important links between the three Central Lancashire authorities and places elsewhere in Lancashire, Greater Manchester and Merseyside. However, Central Lancashire shows a high degree of connectivity, with many shared issues and opportunities and it makes sense to plan for them together.

3. Spatial Portrait

Landscape Context

3.10 Central Lancashire has a diverse landscape with a mix of lowland and upland, mostly drained by the River Ribble and its tributaries, together with canals and large reservoirs. This provides the area with a wide range of ecosystems and biodiversity with natural resources available for energy capture, recreational use and food production. The main landscape attractions within the area include the Forest of Bowland Area of Outstanding Natural Beauty and the West Pennine Moors as well as significant areas of open space forming a broad and diverse Green Infrastructure network. Within the built up areas of Preston, South Ribble and Chorley, there are significant green spaces which greatly add to the character, amenity, recreational opportunities and biodiversity of these places.

Cross Boundary Issues

3.11 The Core Strategy takes account of cross-boundary issues with neighbouring districts outside of Central Lancashire. The issues identified are:

- The role of Longridge in Ribble Valley

- The scale of retail growth envisaged for Preston City Centre

- The implications of Growth Point status for Pennine (East) Lancashire

- Increased transport connectivity between Central Lancashire and Pennine Lancashire, West Lancashire and the Fylde coast

- Strong economic links along the M61 corridor to Bolton, and the proposed development of the Horwich Loco Works

- Green Infrastructure inter-connections, for example, via inland waterways

3.12 The Central Lancashire authorities believe that the Core Strategy policies and proposals do not conflict with the Strategies of adjacent authorities.

3.13 The town of Longridge in Ribble Valley is situated to the north east of Preston but right next to the Central Lancashire boundary. The town serves rural areas to the north and east of Preston and could potentially be developed westwards into Central Lancashire. In recognition of its role and function, Longridge has been identified as a Key Service Centre within Policy 1 (Spatial Strategy).

3.14 The scale of retail growth envisaged for Preston City Centre is covered in Chapter 5, and more particularly in Chapter 9. The Central Lancashire authorities consider that the scale of retail growth proposed is appropriate given the evidence of need and the regeneration requirements of Preston City Centre (particularly in the Tithebarn Regeneration Area).

3.15 Concerns have been raised that the Growth Point driven uplift in housing development may have a detrimental impact on the strategy for the Pennine Lancashire Housing Market Renewal (HMR) Area. The HMR is a government funded initiative to revitalise housing markets in areas of low demand and poor housing quality. A study jointly commissioned by the Central Lancashire and Pennine Lancashire authorities (Impact Study of the Central Lancashire and Blackpool Growth Point on the Pennine Lancashire Economy and Housing Market – Ecotec March 2010) has shown that the relationship between the two housing markets and the effects of the recession on house building mean that the Growth Point will have little impact on the HMR Area and that the two areas can, in fact, complement each other.

3.16 Bolton Council's Core Strategy, adopted in March 2011, proposes significant development in the M61 corridor, including at the Horwich Loco Works strategic economic opportunity site, relatively close to the boundary with Chorley. This is proposed to be a mixed use site for employment and housing, commencing from 2013 onwards. This is likely to provide employment opportunities for people living in Central Lancashire, particularly Chorley. It will not negate the need to provide sufficient employment sites within Central Lancashire (Chapter 9).

3.17 There are important Green Infrastructure links between Central Lancashire and its neighbours, for example along the Leeds-Liverpool Canal to Blackburn and Wigan, through the Ribble Coast and Wetlands Regional Park to West Lancashire and Fylde, and via the West Pennine Moors to Blackburn and Bolton. These links will be maintained and enhanced and are discussed further in Chapter 10.

3. Spatial Portrait

4
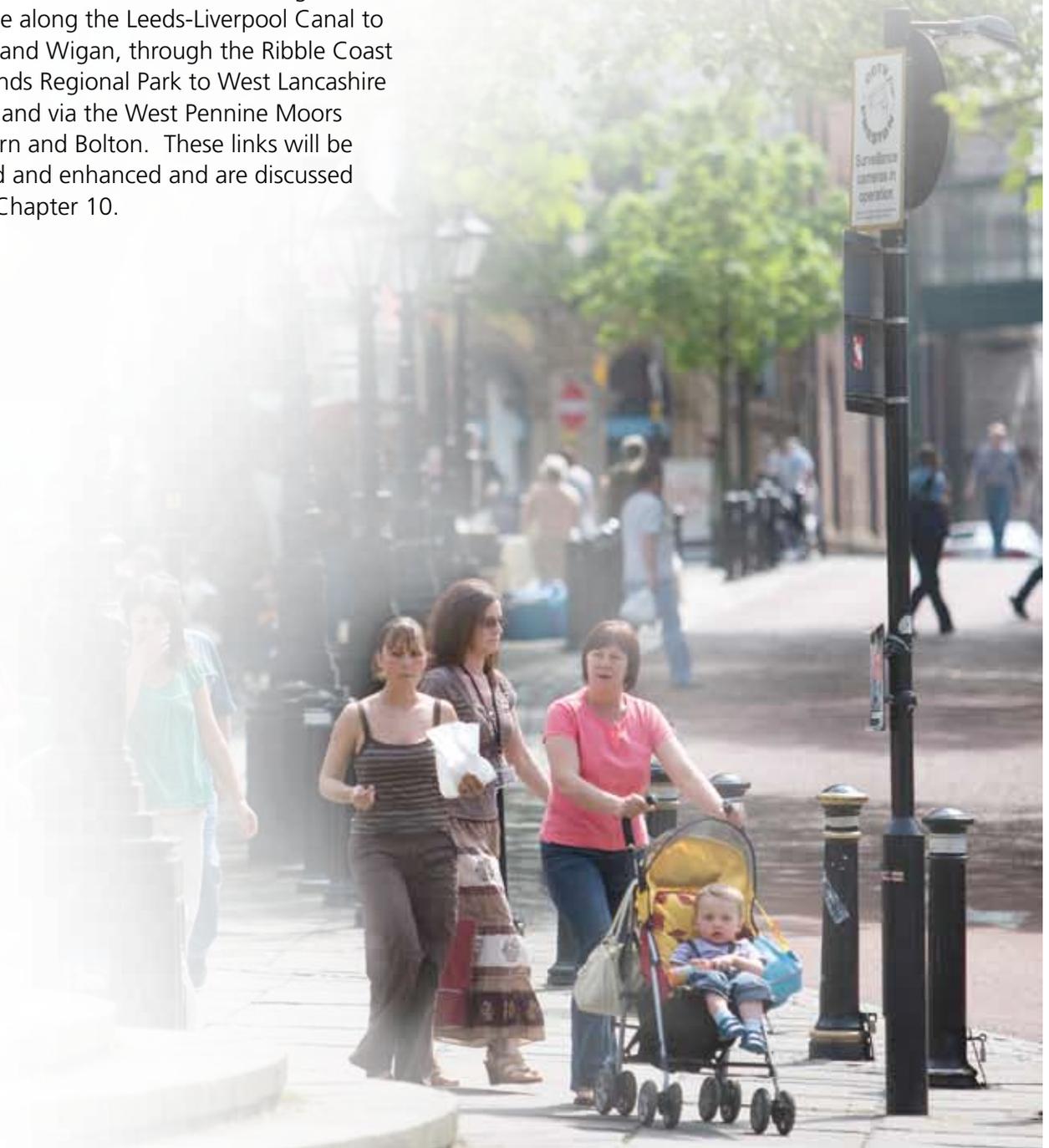
Spatial Vision and Strategic Objectives

4.1 Guiding this Core Strategy is a Spatial Vision of what Central Lancashire aspires to be like by 2026 taking account of it current issues, attributes and potential.

A Vision for Central Lancashire in 2026

By 2026 Central Lancashire will be recognised as a highly sought after place to live and work in the North West. It offers excellent quality of life to all its residents. It will play a leading role in Lancashire's world class economy and have sustainable economic growth based on the area's unique assets. Its central location at the hub of the transport network, its green spaces and access to open countryside make it a place with 'room to breathe'.

Preston, Leyland and Chorley will attract investors and visitors taking advantage of retail, heritage, education and high-quality city and town centres. Central Lancashire's wider role will be as a driver of sustainable economic growth for the region, marrying opportunity and need and providing a transport hub to improve connections for the region.

Preston will have become a regenerated and transformed city, complementing Manchester and Liverpool by providing high quality retail, cultural, entertainment, business and higher education services.

Leyland will have built upon its world famous industrial heritage, driving forward change and economic growth in the town and borough to become an enterprise engine.

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

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 wherever possible, adaptation to Climate Change.

4. Spatial Vision and Strategic Objectives

Sustainable Community Strategies

4.2   In developing our Strategic Objectives to achieve the Spatial Vision, we looked at the priorities of the four (one for each District plus that for the County) Sustainable Community Strategies and found that these relate very strongly to the issues that the Core Strategy will need to address. The diagram below illustrates the linkages between the Community Strategy themes and the Chapters of the Core Strategy.

Figure 8: The Influence of the Sustainable Community Strategies on the Core Strategy

Core Strategy Chapters	AMBITION LANCASHIRE (2005-2025)	PRESTON SCS (2009-2012)	SOUTH RIBBLE SCS (2009-2020)	CHORLEY SCS (2010 - 2020)
SPATIAL STRATEGY	1 3 11	8	2	
DELIVERING INFRASTRUCTURE	1 2 7 11 12	2 3 5 6 8	1 2 5	4 2 3 9
CATERING FOR SUSTAINABLE TRAVEL	2 7 9 12	3 6 8	2 4 5	9
HOMES FOR ALL	1 3 11	5	3 5	4
DELIVERING ECONOMIC PROSPERITY	1 2 3 4 5 6 12	1 2 8	1 2 5	2 7 8
ACHIEVING GOOD DESIGN	4 13	3	5	5 6
PROMOTING HEALTH AND WELL-BEING	4 6 7 8 9 10 12	1 2 3 4 5 6 7 9	1 3 4	3 8
TACKLING CLIMATE CHANGE	2 13	3	2 3 5	9

AMBITION LANCASHIRE (2005-2025)	THEMES
1	Prosperous Lancashire
2	Accessible Lancashire
3	Dynamic Rural Lancashire
4	Image of Lancashire
5	Learning Lancashire
6	Every Child Matters in Lancashire
7	Caring & Healthy Lancashire
8	Welcoming & Harmonious Lancashire
9	Safer Lancashire
10	Older People's Lancashire
11	Living in Lancashire
12	Cultural Lancashire
13	Greener Lancashire

SOUTH RIBBLE SCS (2009-2020)	
1	People and Communities (including Children and Young People and Older People)
2	Prosperous Economy
3	Health and Wellbeing
4	Safe Neighbourhoods
5	Environment, Climate Change and Sustainability

PRESTON SCS (2009-2012)	
1	Children and Young People
2	Culture
3	Environment
4	Health and Wellbeing
5	Housing
6	Older People
7	People and Communities
8	Prosperous Preston
9	Safer Preston

CHORLEY SCS (2010 - 2020)	
1	Strong family support
2	Education and jobs
3	Being Healthy
4	Pride in homes and communities
5	Safe respectful communities
6	Quality community services and spaces
7	Vibrant local economy
8	Thriving centres, attractions and villages
9	Sustainable places and transport

4. Spatial Vision and Strategic Objectives

Strategic Objectives

4.3 The locally distinctive Strategic Objectives, designed to set out the key issues to be addressed in each policy area are set out below and repeated at the beginning of each Chapter.

Strategic Objective	Theme/Issue	Policy
SO 1 To foster growth and investment in Central Lancashire in a manner that: • Makes the best use of infrastructure and land by focussing on the Preston/ South Ribble Urban Area, and the Key Service Centres of Leyland and Chorley. • Marries opportunity and need by focussing investment in Preston City Centre and other Strategic Sites and Locations, and Leyland and Chorley town centres. • Supports service provision in rural areas, particularly in the Rural Local Service Centres.	Spatial Strategy - Managing and Locating Growth	1
SO 2 To ensure there is sufficient and appropriate infrastructure to meet future needs, funded where necessary by developer contributions.	Infrastructure	2
SO 3 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.	Travel	3
SO 4 To enable easier journeys into and out of Preston City Centre and east/west trips across South Ribble, improve movement around Chorley, as well as safeguard rural accessibility, especially for mobility impaired people.	Travel	3
SO 5 To help make available and maintain within Central Lancashire a ready supply of residential development land over the plan period so as to help deliver sufficient new housing of appropriate types to meet future requirements. This should also be based on infrastructure provision, as well as ensuring that delivery does not compromise existing communities.	Housing delivery	4
SO 6 To achieve densities for new housing that respect the local character of surrounding areas, whilst making efficient use of land.	Housing density	5
SO 7 To improve the quality of existing housing, especially in Inner East Preston and pockets of poor stock in South Ribble and Chorley Boroughs, and to bring empty properties back into use.	Housing quality	6
SO 8 To significantly increase the supply of affordable and special needs housing particularly in places of greatest need such as in more rural areas.	Affordable housing	7
SO 9 To guide the provision of pitches for Gypsies, Travellers and Travelling Showpeople in appropriate locations if genuine need arises.	Traveller accommodation	8
SO 10 To ensure there is a sufficient range of locations available for employment purposes.	Economic growth and employment	9 and 10
SO 11 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. To achieve the retail and leisure potential of Chorley and Leyland town centres and ensure the district and local centres provide for local needs.	Retail, town centre and leisure development	11 and 12

Strategic Objective	Theme/Issue	Policy
SO 12 To create, enhance and expand tourist attractions and visitor facilities in the City, town centres and appropriate rural locations.	**Tourism, entertainment and cultural facilities**	11, 12 and 13
SO 13 To sustain and encourage appropriate growth of rural businesses, taking into account the characteristics of the urban fringe and wider countryside.	**Rural economy**	13
SO 14 To ensure appropriate education facilities are available and skills deficiencies are addressed.	**Education, skills and economic inclusion**	14 and 15
SO 15 To foster 'place shaping' to enhance the character and local distinctiveness of the built environment in Central Lancashire by encouraging high quality design of new buildings.	**Design and new buildings**	17
SO 16 To protect, conserve and enhance Central Lancashire's places of architectural and archaeological value and the distinctive character of its landscapes.	**Landscape and built environment assets**	16 and 21
SO 17 To maintain and improve the quality of Central Lancashire's built and natural environmental assets so that it remains a place with 'room to breathe'.	**Built and natural environment assets**	18, 19, 20 and 21
SO 18 To improve the health and wellbeing of all Central Lancashire's residents and reduce the health inequalities that affect the more deprived areas, particularly Inner East Preston.	**Health and wellbeing**	23
SO 19 To improve access to health care, sport and recreation, open green spaces, culture, entertainment, and community facilities and services, including healthy food.	**Health and wellbeing**	24 and 25
SO 20 To create environments in Central Lancashire that help to reduce crime, disorder and the fear of crime, especially in the more deprived areas which often experience higher levels of crime.	**Crime and community safety**	26
SO 21 To reduce energy use and carbon dioxide emissions in new Development.	**Energy use**	27
SO 22 To encourage the generation and use of energy from renewable and low carbon sources.	**Energy generation**	28
SO 23 To manage flood risk and the impacts of flooding especially adjoining the river Ribble and at Croston.	**Water management**	29
SO 24 To reduce water usage, protect and enhance Central Lancashire's water resources and minimise pollution of water, air and soil.	**Natural resource management**	29, 30 and 31

4. Spatial Vision and Strategic Objectives

5

Spatial Strategy
Managing and Locating Growth

Strategic Objective

SO 1 To foster growth and investment in Central Lancashire in a manner that:

- Makes the best use of infrastructure and land by focussing on the Preston/South Ribble Urban Area and the Key Service Centres of Leyland and Chorley;

- Marries opportunity and need by focussing investment in Preston City Centre and other Strategic Sites and Locations, and Leyland and Chorley town centres;

- Supports service provision in rural areas, particularly in the Rural Local Service Centres.

Cross Cutting Themes

Achieving Good Design

It is essential that growth maintains and enhances Central Lancashire's character and, in the case of the Strategic Sites and Locations, leads to the creation of places that are attractive to live in and work.

Promoting Health and Wellbeing

The Strategy focuses on the urban area and existing service centres to make the most efficient use of existing health services and other social infrastructure. Where growth results in a need for new infrastructure, this investment must be co-ordinated with service providers and, where appropriate, funded by new development. The Strategy can contribute towards well-being in a number of ways by maintaining a network of green, open spaces.

Tackling Climate Change

The Strategy for locating growth and investment seeks to reduce the effects of climate change by avoiding areas at risk from flooding. By focussing on the efficient use of existing urban areas, new development should be accessible by public transport, helping to reduce carbon dioxide and other emissions.

Managing Growth

5.1 Planning for growth is about delivering managed change, investment and opportunities, whilst also enhancing the quality of life for local people. Central Lancashire has and will continue to experience growth, the most important being economic growth as this is closely linked to the prosperity of the area.

5.2 Economic growth is measured by the gross value - of goods and services - added (GVA) to the economy. By this measure Central Lancashire has, in recent times, grown at a rate greater than the county as a whole but it still lags behind the national average. Similarly, between 1990 and 2004 employment in Central Lancashire grew at twice the rate of the rest of Lancashire, but was slower than the national average. Central Lancashire is therefore a place that has been growing but should be performing better, fulfilling its full potential. The Councils aim to link the economic forecasts with the delivery of growth in Central Lancashire, which can be used to inform the release and use of sites, underpinned by the infrastructure already in place or which is resourced.

5.3 The economic recession that began in 2008 has affected the growth and expansion plans of businesses in Central Lancashire. Local unemployment has increased but not by as much as some other places. This is because Central Lancashire has a number of attributes advantageous to economic growth, including good transport connections, growth oriented industries with well matched workforce skills, an attractive environment as well as quality education establishments. These factors all help to retain and where necessary attract key workers and investment, including foreign direct investment; independent analysis clearly shows the favourable comparison of Central Lancashire with other city/local economies nationally, especially in the North West.

5. Spatial Strategy

5.4 The developments proposed for Central Lancashire offer a realistic platform to not only generate employment, but tackle unemployment and related deprivation. The challenges for the Core Strategy include attracting the right jobs, skills and training, as well as improving practical matters such as transport and connectivity between homes and employment.

5.5 Preston is emerging as a new economic force. It has survived the decline in manufacturing employment that has affected other parts of Lancashire and the North West. The City Centre has the largest concentration of commercial activity in Central Lancashire providing employment in higher value sectors that have been growing nationally, specifically computing, business services, retailing and finance. However the City Centre has seen the development of very little new office or retail floorspace in recent years. The University of Central Lancashire in Preston is a significant driver for economic growth, and is increasingly aligning its knowledge base towards some of those sectors that have made Central Lancashire prosper.

5.6 In South Ribble advanced manufacturing and automotive industries remain important sectors with major employers including BAE Systems at Samlesbury and Leyland Trucks, and significant public sector employers such as Lancashire Constabulary HQ. The knowledge economy is important in South Ribble, especially at Samlesbury, and the borough's economic regeneration strategy aims for it to become an enterprise engine by 2018.

5.7 Chorley leads on GVA productivity, with high growth sectors including business and professional services, food and drink, digital and creative as well as advanced engineering and materials. Some of Central Lancashire's most highly skilled and high value companies are located in Chorley in high-tech engineering, software, digital design, testing and automation.

5.8 There are significant population, household and expenditure trends in Central Lancashire which complement the picture of economic growth, specifically:

• The population of the area has grown from 333,400 in 2001 to approximately 345,800 in 2008 and is projected to increase to about 384,000 by 2026. The growth is mainly accounted for by people living longer but birth rates are also rising.

• More important for new housing provision is the future growth in the number of households. The 2006-based estimate predicts there will be 30,000 extra households in Central Lancashire by 2026.

• There is a long term trend of rising consumer expenditure per head of population, and a substantially rising population will mean a significant increase in demand for retail, leisure and related activities.

5.9 This all points to significant long-term requirements for additional housing provision as well as commercial floorspace. However in times of recession these underlying growth trends become hidden. Consumer expenditure is temporarily reduced as people pay off their debts and increase their savings to safeguard for the effects of possible unemployment. People also delay forming new households and setting up home because of the costs of doing so. These financial pressures have increased in the recent recession due to the severe restrictions on mortgage finance. Overall a recession dents consumer and investor confidence. Some key implications for this are a slowdown in business activity, house building and retail sales. The ambitions of the Central Lancashire and Blackpool Growth Point need to be understood in this context.

Growth Point

5.10 The Growth Point national initiative was conceived as a way of stimulating the housing industry and improving the availability of housing, by inviting local authorities to bid for public pump priming monies for investment in infrastructure. Across Central Lancashire and Blackpool the aim in the Growth Point bid submitted by the participating councils was to uplift the numbers of new dwellings built by 2017 by more than 30% above the provision levels in the Regional Strategy (RS). The successful bid did not change the overall housing provision requirements, but was designed to bring a greater proportion of new housing forward for construction up to 2017.

5.11 The government funding allocated to the Growth Point authorities for the first two years was initially set at £5.27 million, well below the £20 million that was bid for. In Central Lancashire some of this will be used to part fund improvements at the Broughton roundabout. Another £3.3 million was secured from a separate but related source to match fund the railway station at Buckshaw Village. In response to the wide scale effects of the recession the government reduced Growth Point funding to £3.97 million, by redistributing some of the monies to other housing associated incentives across the country. Growth Point funding was discontinued after 2010/11.

5.12 The RS annual housing provision levels for the three Central Lancashire Districts added up to approximately 1340 dwellings. Instead of this annual figure being exceeded with the injection of Growth Point funds, house building rates fell substantially with the onset of the recession, because the shortage of loan finance has affected home buyer purchasing power and developers' ability to pre-fund schemes. This is especially so in Preston with the high number of City Centre apartment schemes dependent on buy to let mortgages which were withdrawn by lenders. Taken together these factors contribute towards deciding what housing requirements should now apply.

5.13 The amount of Growth Point related finance has not convinced the local house building industry that rates of residential development can be significantly uplifted in the near future. Industry representatives predict that no overall excess of house building completions above the Strategic Housing Land Availability Assessment (SHLAA) provision levels will be achieved during the Growth Point period to 2017.

5.14 The Growth Point uplift in housing delivery remains an aspiration of the authorities but may not now be achievable. The trajectory of future house building is derived from the SHLAA and is presented in Chapter 8. The authorities remain committed to removing obstacles to recovery and delivering accelerated rates of housing development across the Growth Point area.

Locating Growth and Investment

5.15 The overall strategy for directing where new development and investment will be located in Central Lancashire is set against the backdrop of underlying growth trends. Growth will involve providing for new housing, employment and services, and the infrastructure that goes with these uses. This investment must be achieved in the most sustainable way so as to protect and, where possible, enhance the area's environmental and social assets (these include the landscape, biodiversity, air and water quality, school and health provision). In particular, choosing the most sustainable locations for development will help minimise the impact of climate change.

5.16 Infrastructure is integral to new development. It includes physical features, such as roads and sewers, as well as services such as training and community safety and Green Infrastructure – green spaces in all its guises. It covers both the setup (capital) costs, such as providing a new library building, as well as running costs (revenue), such as operating a bus service. Sustainable development seeks to make the optimum use of existing infrastructure.

5. Spatial Strategy

5.17 The risk of flooding (Phase 1 Strategic Flood Risk Assessment) has been evaluated. Most places in Central Lancashire are not susceptible to river and/or tidal flooding but some places are and, due to climate change, likely to be more so in the future. These risks have been taken into account in proposing the spatial distribution of development and, in particular, not to encourage it near to the River Ribble and at Croston. More details on flood risk are included in Chapter 12.

5.18 The size and connectivity of existing places, along with the level of services currently available, are key considerations in deciding where to locate development. It is sensible to minimise the need to travel because most types (modes) of transport pollute the environment, are becoming more costly to use and travelling can also take up a lot of time.

5.19 Most parts of Central Lancashire could be further developed but, as the Spatial Portrait demonstrates, the area has many attractive features and much local character. These attributes could be lost by allowing the wrong type and scale of development to take place in unsuitable locations. It is also important that, the Core Strategy seeks to marry opportunity with need, so that those areas most in need of regeneration can benefit from the new investment that accompanies growth.

5.20 With all these considerations, the Core Strategy seeks to ensure that growth and investment take place in the most sustainable locations. The site specific detail of where new development and investment will be located will largely be set out in subsequent Site Allocations Development Plan Documents, but the following section identifies the service centres and the Strategic Sites and Locations for development.

Likely Distribution of Housing Development

5.21 The following table shows the approximate distribution of housing development in Central Lancashire up to 2026, including the Strategic Sites and Locations. This is a predicted distribution based on the potential for housing development in each place, and not proportions that are required to be met. Within the table, 25% of the total dwellings are predicted to be developed at Strategic Sites and Locations within the Preston/South Ribble urban area. Altogether, 35% of the dwellings in the Core Strategy are predicted to be developed at Strategic Sites and Locations, with over 90% of all proposed new housing in urban locations occupying the central spine of the plan area.

Table 1: Predicted Proportions of Housing Development by Location

Location	Total %	Total net Dwellings* in Plan Period	2010-16#	2016-21	2021-26
Preston/South Ribble Urban Area	48				
• Cottam		1300	500	400	400
• Central Preston		600	200	200	200
• North West Preston		2500	600	900	1000
• South of Penwortham and North of Farington		1200	100	500	600
• Elsewhere		5000	2100	1500	1400
Buckshaw Village Strategic Site	10	2300	1500	500	300
Key Service Centres	25	5500	2150	1700	1650
Urban Local Service Centres	9	2100	500	800	800
Rural Local Service Centres and elsewhere	8	1700	750	400	550
Total	100	22200	8400	6900	6900

* Rounded to the nearest 50   # Includes completions in 2010/11

Central Lancashire Service Centres

5.22 The urban area of Preston and South Ribble includes those settlements to the south of the river that function as part of the same built-up area. However, the urban area includes distinct communities with their service centres and separating green spaces.

5.23 The towns of Leyland and Chorley act as Key Service Centres with a range of housing and employment opportunities, as well as retail and other services that serve a wide area. Farington adjoins and acts as part of the Leyland urban area.

5.24 The town of Longridge in Ribble Valley, situated to the north east of Preston but adjacent to the Central Lancashire boundary, serves rural areas to the north and east of Preston and could be developed westwards into Central Lancashire. It acts as a Key Service Centre.

Strategic Sites and Locations

5.25 Strategic Sites are allocated at BAE Systems at Samlesbury, Cuerden, Buckshaw Village and Cottam shown in Appendix B. These sites are central to the achievement of the Core Strategy.

5.26 Strategic Locations are identified at Central Preston, North West Preston and land South of Penwortham and North of Farington. These are not 'sites' because it is not possible to define precise boundaries at this stage, but broad areas where sites will be identified in due course. These locations are also central to the achievement of the Core Strategy.

5.27 Development of these Sites and Locations will help ensure that the overall Strategy and Vision are achieved. Development has begun at three of them (Cottam, Buckshaw Village and BAE Systems, Samlesbury) under detailed planning permissions; site specific guidance will be prepared for the Cuerden site. Implementation proposals for the Strategic Locations will be addressed in the Site Allocations Development Plan Documents or individual Area Action Plans (AAP). Full consultation will be carried out as part of the preparation of these documents.

5.28 It is imperative that these Sites and Locations are accompanied by the timely provision of infrastructure otherwise these proposals will not be acceptable. The Infrastructure Delivery Schedule identifies the required essential strategic infrastructure – what it comprises and where it applies, when it will be needed as well as the likely providers and funding sources. Where there is a funding shortfall developers will be expected to directly provide and/or contribute to infrastructure. On Strategic Sites and Locations with a high proportion of residential development local services such as small shops, community centre and on-site open/play space will be expected to be provided by the developers. Financial contributions to off-site Green Infrastructure and townscape public realm works will also be sought. Under each Site/Location below major additional infrastructure requirements are set out, not all will require developer contributions (the Schedule makes this clear) and neither are minor public utility connection/diversion works referred to as these are a standard aspect of developing sites.

BAE Systems, Samlesbury Strategic Site

5.29 BAE Systems occupy the majority of this site which is located east of Preston, and partly crosses the Ribble Valley boundary. It is a large site which for many years has been used for aircraft manufacturing and testing. The North West Development Agency recognises the site as a nationally significant concentration of aerospace research and manufacturing and has added it to the strategic regional sites list.

5.30 Outline planning permission was granted in 2007 for a 10 year programme for the expansion of BAE Systems' manufacturing and engineering facility, comprising over 100,000 square metres of industrial, office and ancillary floorspace on land measuring 63 hectares. The expansion programme under way will sustain existing employment in the Region and create 600 new highly skilled posts, with significant secondary benefits to the local and sub-regional economy. The wider development will provide potential capacity for 2,700 new jobs on the site up to 2017, including opportunities for BAE's supply chain companies, in addition to the existing 3,800 BAE staff.

5.31 The site will contribute to economic growth and employment for Central Lancashire by building on the existing advanced manufacturing capabilities. Adjacent areas in Pennine Lancashire will also benefit from this growth. Nearly all the necessary infrastructure measures have been completed; all that remains to be implemented are some traffic management measures at the junctions in the vicinity of the site.

5.32. The BAE Samlesbury and Warton sites now have Enterprise Zone status. The key focus of the Enterprise Zone is to bring forward new employment investment, support genuine additional growth and the creation of new businesses and high value jobs in the advanced engineering and manufacturing sectors.

Cuerden Strategic Site

5.33 The Strategic Site at Cuerden, part of a broader project identified as Lancashire Central, lies between Leyland, Lostock Hall and Bamber Bridge, and is adjacent to the M6/M65 junction about 5km south of Preston City Centre. It was identified in the South Ribble Local Plan as a major inward investment site for high technology industrial and business development. The site was acquired by The Commission for New Towns as part of the portfolio of Central Lancashire New Town Assets (now the Homes and Communities Agency: HCA).   It has been subject to a masterplanning process which includes details of necessary infrastructure provision, particularly to improve access by public transport.

5.34 This site contributes significantly to the portfolio of sites in Central Lancashire. It is large enough at 65 hectares to attract a major employer and contribute to the development of the high quality manufacturing uses and knowledge-based industry. This will help to provide high-skilled jobs for Central Lancashire's workforce and the wider sub-region. A new major road access is required that can also handle Preston and Leyland bound traffic.   In addition public transport accessibility needs to be provided possibly enabling passengers to interchange services as well as use a park and ride facility.
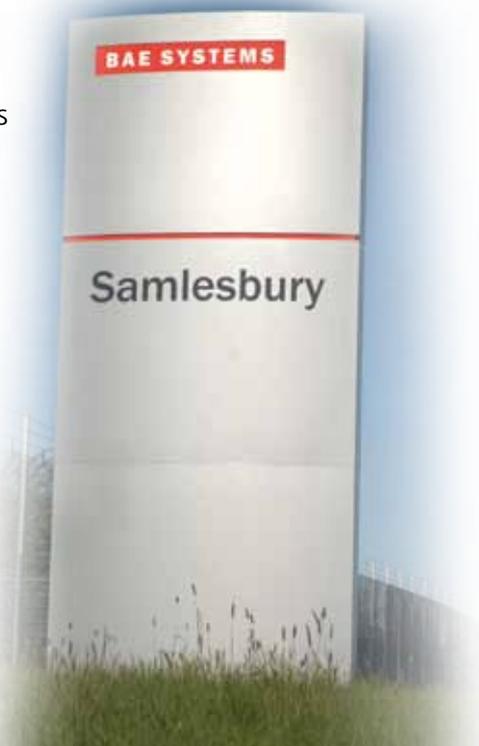
Buckshaw Village Strategic Site

5.35 Buckshaw Village is a mixed-use, brownfield development site that spans the boundary between South Ribble and Chorley to the north of Euxton.   It is located on the site of a former Royal Ordnance munitions factory which closed in the 1990s. There is already considerable public and private investment in the site and the scheme will ultimately house up to 8,000 people in a sustainable urban village. About 1730 dwellings have been completed up to April 2010, and there is capacity for a further 2300 dwellings.

5.36 Matrix Park, Southern Commercial and the Revolution regional investment site are being developed to create substantial employment growth at Buckshaw, with a total of 65 hectares remaining for commercial and other uses. All parts of the Village are or have the potential to be ranked as 'Best Urban' according to the Employment Land Review (see chapter 9 for more details).

5.37 The land at Buckshaw Village is highly accessible, being in close proximity to the M6 and M61 motorways. The area also has a regular bus service, cycle and footpath routes, and a railway station and park and ride on the Preston – Manchester line, opened in October 2011. Development of the site will not be completed before 2020. The scale of the site means that Buckshaw will contribute significantly to growth through housing and employment provision in Chorley and South Ribble. Community facilities have been provided as has Strategic Green Infrastructure.

5.38 Some of the infrastructure for this site has already been provided, including a primary school. A health centre is planned, which has funding. Additional primary school accommodation will be required.

Cottam Strategic Site

5.39 This Strategic Site comprises mostly greenfield land to the north west of Preston's City Centre, as well as the derelict urban brownfield Cottam Brickworks site. In total the remaining developable area of the Strategic Site includes 60ha of greenfield development and 14 ha of previously developed land. 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. The HCA is actively seeking to promote the remainder of Cottam Hall and an Outline Planning Application incorporating a Master Plan has been submitted. Preston City Council has adopted an Interim Planning Statement in support of the redevelopment of the nearby 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.

5.40 The development of the remaining areas at Cottam is strategically significant for the spatial vision for Preston as set out in the Core Strategy, which reflects previous allocations on the Preston Local Plan Proposals Map of 2004 and in previous local plans and the Central Lancashire New Town Outline Plan. The greenfield site forms a commitment from the former Central Lancashire New Town and has an extant planning permission under S7(1) of the New Towns Act 1981. In addition it is a serviced site that can be brought forward quickly to address the housing needs of Preston and Central Lancashire.

5.41 In respect of infrastructure, a primary school is needed and a nearby health centre will be required to be extended. Significant improvements to the local road network are necessary with greatly enhanced bus service accessibility. A new railway station and park and ride are also proposed.

5. Spatial Strategy

Central Preston Strategic Location

5.42 The Strategic Location of Central Preston includes the City Centre, which in turn includes the new Central Business District Area (CBD) and the Tithebarn Regeneration Area.   It also includes an area north east of the City Centre (Inner East Preston) which exhibits some of the highest levels of deprivation in the City.

5.43 The new CBD covers a gross area of approximately 37 hectares occupying a pivotal location covering the western and north-western sides of the city centre. It has significant locational advantages in terms of its position between the main rail station, the University of Central Lancashire (UCLan) campus and the main retail and civic areas of the city centre. It is highly accessible by all modes of transport. The new CBD is expected to provide up to around 175,000 sq. m of high quality modern office development and a range of complementary uses such as hotels, conference facilities, residential (including live-work units), restaurants and pubs and ancillary retail facilities. A supplementary planning document has been produced to guide the development of the CBD consistent with national planning policy and the North West England Plan Regional Strategy to 2021. This was adopted by Preston City Council on 6 April 2011.

5.44 Allied to the new Central Business District proposals is the continued expansion of the University of Central Lancashire. This would include the development of knowledge based employment sectors within Central Preston that can benefit from links to the University and the sub-region's expertise in high technology manufacturing.

5.45 The Tithebarn Regeneration Area is located in the north east quarter of the city centre. It is key to the vision for Preston City Centre and is seen as a critical catalyst for the wider regeneration aspirations of Central Lancashire. It is an appropriate location for large scale mixed use re-development.

5.46 It is expected that the Tithebarn development will begin by the middle of the plan period. The new CBD is a long term project proposed towards the end of the plan period. Comprehensive regeneration of Inner East Preston is anticipated in the second half of the plan period. Development of the Tithebarn Regeneration Area will necessitate the replacement of the bus station. Major works to the electricity grid and the installation of a new primary sub-station have been completed but connections thereto will need to be made. A need for a new health facility has been identified. Major improvements to cycling, walking and crossing facilities and footbridge over Ringway are also needed.

North West Preston Strategic Location

5.47 This is 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. The Strategic Location is complementary to the strategic site at Cottam and provides a rounding off of the urban form of Preston with a clearly defined boundary of the M55 to the north, M6 to the east and the local authority boundary with Fylde to the west. The area is well located in relation to employment opportunities in high value, knowledge based industries in Fylde, in particular the Springfields Fuels Ltd establishment and BAE Systems at Warton. Significant improvements are, however, needed in connection with both the road network and public transport provision before there can be substantial development in this area.

5.48 The area will contribute up to 2500 dwellings over the plan period (to 2026). Overall the inclusion of this area as a Strategic Location provides clarity about the future development of the area, protecting those areas that might be needed in later plan periods through the plan, monitor and manage principles of implementation. In respect of infrastructure, in addition to the transport related requirements, a primary school is needed and a new health centre will be required. The Preston Site Allocations DPD will identify the extent of land to be brought forward within this Strategic Location and will also indicate land that may be required beyond the plan period. It will set out appropriate phasing for the release of land. The City Council will seek to co-ordinate development in this area via a masterplan.

5. Spatial Strategy

South of Penwortham and north of Farington Strategic Location

5.49 This is a broad area of search, comprising of greenfield land, south of Kingsfold that stretches southwards to the household waste recycling centre at Farington, and is bounded to the west by the A582 and to the east by the West Coast Main Line and beyond by Tardy Gate District Centre. The location is of strategic significance by virtue of its ability to significantly contribute to South Ribble's infrastructure and housing requirements. This Strategic Location would result in the rounding-off of the Preston and South Ribble Urban area as defined in Policy 1 of the Core Strategy. The area is well located in relation to employment opportunities at the Cuerden Regional Investment Site and at the existing Business Parks in Farington and at Moss Side. Existing infrastructure could be capitalised upon but more significant investment will be required in the immediate vicinity to help to deliver development at the Strategic Location.

5.50 The area could contribute between 1200 and 2000 dwellings. Development is unlikely to be completed before the end of the plan period (2026). Overall, the inclusion of this area as a Strategic Location provides clarity about the future development of the area, protecting those areas that might be needed in later plan periods through the plan, monitor and manage principles of implementation. In terms of infrastructure, in addition to the transport related requirements, a primary school and a medical centre are needed and improvements will be required in Tardy Gate District Centre. The South Ribble Site Allocations DPD will identify the extent of land to be brought forward within the Strategic Location and will also indicate land that may be required beyond the plan period. It will set out appropriate phasing for the release of land.

Delivery of Strategic Sites and Locations

5.51 A comprehensive assessment of the transport network improvements is required to deliver the development of the Strategic Locations and the wider development strategy for Central Lancashire and outlying areas. This provides a clear opportunity to identify a strategic and integrated solution through the provision of major additional transport infrastructure to serve these and other locations for growth and investment in and around Central Lancashire, including the Enterprise Zone and major employers nearby, in this plan period and for the longer term. A Highways and Transport Master Plan exercise to be led by Lancashire County Council as highway authority will complement master planning for development through the Core Strategy and will further inform and support the selection and delivery of sites through the Site Allocations DPDs for Preston and South Ribble.

Local Service Centres

5.52 Those Local Service Centres that are close to the Key Service Centre towns of Chorley and Leyland, which are more urban in character, are distinguished from Local Service Centres in more rural locations. Urban Local Service Centres benefit from short transport connections with services in the nearby towns. Rural Local Service Centres serve their own residents and those in nearby villages with basic services and are well placed to provide for future local housing and employment needs. Good access to services is essential if rural communities are to survive and prosper.

Other Settlements

5.53 Outside of the main urban area and service centres, there are many smaller settlements. In the interests of sustainable development, growth and investment should be confined here to small scale infill and the change of use or conversion of existing buildings, in accordance with Policy 13 – Rural Economy. Affordable housing development of an appropriate scale on the edge of a rural settlement to meet a particular local need may be justified in accordance with national planning policy. Occasionally, the historic use of a large site in the Green Belt (a 'Major Developed Site') may cease, and the site owners may consequently seek an alternative use. Such sites are generally not in the most accessible locations so are normally not appropriate for uses that would generate large numbers of trips to access off-site services.

5.54 The Key Diagram illustrates the key spatial proposals contained in the Core Strategy, many of which are set out in Policy 1, Locating Growth. The Key Diagram is inside the back cover of this document (Figure 19).

Flexibility and Contingencies

5.55 To be effective, the Core Strategy must demonstrate that it can deal robustly with changing circumstances. This presents special challenges at present, given the generally depressed state of the national and local economy. It means that the delivery of sufficient housing to meet requirements cannot be guaranteed throughout the plan period to 2026. To deal with this uncertainty and to ensure adequate flexibility the Performance Monitoring Framework attached to this Core Strategy identifies a series of contingency options. Chapter 8 specifically refers to housing delivery contingencies.

5. Spatial Strategy

Policy 1: Locating Growth

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

Growth and investment will be concentrated in:

(a) The Preston/South Ribble Urban Area comprising:

    i. **The Central Preston Strategic Location and adjacent inner city suburbs, focussing on regeneration opportunities in Inner East Preston, the Tithebarn Regeneration Area and the New Central Business District Area in particular.**

    ii. **The northern suburbs of Preston, focussing on Local Centres, with greenfield development within the Cottam Strategic Site and the North West Preston Strategic Location.**

    iii. The settlements south of the River Ribble, comprising:

- **Penwortham, focussing on the regeneration of the District Centre*, but with some greenfield development at the South of Penwortham and North of Farington Strategic Location.**

- **Lostock Hall, focussing on the regeneration of brownfield sites.**

- **Bamber Bridge, focussing on the regeneration of the District Centre* and brownfield sites.**

- **Walton-le-Dale, Higher Walton, focussing on brownfield sites.**

(b) The Key Service Centres of:

    i. **Leyland / Farington, focussing on regeneration of Leyland Town Centre* and brownfield sites.**

    ii. **Chorley Town, focussing on the regeneration of the Town Centre* but with some greenfield development.**

    iii. Longridge, where land within Central Lancashire may be required to support the development of this Key Service Centre in Ribble Valley.

(c) Strategic Sites allocated at:

    i. **BAE Systems, Samlesbury – employment**

    ii. **Cuerden (Lancashire Central) – employment**

    iii. Buckshaw Village – mixed use

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

    i.   **Adlington**

    ii. **Clayton Brook/Green**

    iii. **Clayton-le-Woods (Lancaster Lane)**

    iv. **Coppull**

    v. **Euxton**

    vi. **Whittle-le-Woods**

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

    i.   **Brinscall / Withnell**

    ii. **Eccleston**

    iii. **Longton**

(f) In other places - smaller villages, substantially built up frontages and Major Developed Sites - development will typically be small scale and limited to appropriate infilling, conversion of buildings and proposals to meet local need, unless there are exceptional reasons for larger scale redevelopment schemes.

    * As defined by Policy 11

Sustainability Appraisal

The option taken forward into this version of the Core Strategy, is overall the most sustainable option identified:

* to spread growth and investment across an identified hierarchy with priority locations;

* to have the least negative impacts.

5. Spatial Strategy

6

Delivering Infrastructure

Strategic Objective

SO 2 To ensure there is sufficient appropriate infrastructure to meet future needs, funded where necessary by developer contributions.

Cross Cutting Themes

Achieving Good Design

High quality design of new infrastructure and the expansion and integration to existing infrastructure can make places more accessible and functional.

Promoting Health and Wellbeing

Well planned transport infrastructure can provide better walking and cycling facilities, more efficient interchange between modes of transport benefiting health and wellbeing.

Green Infrastructure can provide areas for nature conservation and recreation having a positive impact on health and wellbeing.

Tackling Climate Change

Improving transport infrastructure and accessibility to transport infrastructure can reduce the number of trips, give transport alternatives and reduce overall carbon dioxide emissions. Green Infrastructure can offset carbon dioxide emissions.

6.1 What has been established for this Core Strategy are the essential pieces of infrastructure that will be needed to help deliver development and the particular requirements relevant to the Strategic Sites and Locations (see Chapter 5). There is a variety of infrastructure providers.

6.2 The 'public' utility services – electricity, gas and telecommunications, are provided for profit by private sector companies although their investment plans are overseen by public regulators. Local public sector providers – e.g. health, education, are supported by national government sources of funding but this is generally aimed at catering for existing demand plus some 'natural' growth and refurbishment/replacement programmes.

6.3 Increased infrastructure services arising from demand associated with new development is generally provided and/or paid by developers. Although in practice the price paid for the land should reflect all the development costs, including infrastructure.

6.4 The way new developments can be required to provide infrastructure through planning permissions is changing. 'Developer contributions', as they are known, is the process of reaching separate individual legal agreements under Section 106 of the Planning Act. Such contributions are also used to mitigate other adverse impacts of a development. This process is currently evolving into a standard charge type approach whereby a Community Infrastructure Levy or tariff is applied to each unit of development, such as per dwelling.

6.5 The advantages of a levy are that the process of negotiation for each development is curtailed, developers and landowners know in advance what such costs will be charged and the monies collected can be used for a range of infrastructure related purposes not necessarily connected to individual developments. The difficult aspect for local planning authorities is establishing the range of infrastructure that will require developer contributions and setting the levels of the levy for each type of development which take account of economic viability.

6.6 In respect of residential levy, work done through the Housing Viability Assessment Study suggests that that a levy of up to £10,000 per dwelling would be viable in most parts of Central Lancashire. The Study was conducted mainly to establish the proportions of affordable housing that could be viably achieved from market housing schemes. A further factor taken into account by the research was the cost of dwelling construction particularly taking account of the different 'Code for Sustainable Homes' levels. Establishing the economic viability of development therefore requires a multi-faceted assessment which will vary for different land uses. Also individual sites may have genuinely unforeseeable abnormal costs (such as unrecorded mine workings) that necessitate the standard charge being varied.

6.7 Establishing a workable levy type approach with tariffs that are set at appropriate levels will require further research as well as consultation with the development industry and infrastructure providers in addition to wide community engagement. The key to avoiding adverse impacts of new developments on existing and new communities is the timely provision of the necessary infrastructure and other mitigation measures.

6.8 A separate Infrastructure Delivery Schedule itemises the essential strategic requirements as the first part of a full Infrastructure Delivery Plan that will be worked up alongside preparation of the Site Allocations Development Plan Documents and the development of a levy Standard Charging Schedule. Policy 2 covers all physical, social and green forms of infrastructure provision.

Policy 2: Infrastructure

Work with infrastructure providers to establish works and/or service requirements that will arise from or be made worse by development proposals and determine what could be met through developer contributions, having taken account of other likely funding sources.

If a funding shortfall in needed infrastructure provision is identified, secure, through developer contributions, that new development meets the on and off-site infrastructure requirements necessary to support development and mitigate any impact of that development on existing community interests as determined by the local planning authority.

In such circumstances developer contributions in the form of actual provision of infrastructure, works or facilities and/or financial contributions will be sought through one off negotiations and/or by applying a levy as appropriate. This will ensure that all such development makes an appropriate and reasonable contribution to the costs of provision after taking account of economic viability considerations.

The levy to be charged on a specific development will take account of cases where actual provision of infrastructure, works or facilities normally covered by the levy is provided as part of the development proposals.

The local planning authorities will set broad priorities on the provision of infrastructure, which will be linked directly to the commencement and phasing of Development. This will ensure that appropriate enabling infrastructure is delivered in line with future growth, although some monies will be specifically collected and spent on the provision of more localised infrastructure. The infrastructure provision will be coordinated and delivered in partnership with other authorities and agencies.

Sustainability Appraisal

* This policy is a relatively new addition to the Core Strategy process and evolved as a result of representations received at the Issues and Options stage.

* It is a positive inclusion within the sustainability appraisal process as it supports the inclusion of a broad range of infrastructure including transport, utilities and green infrastructure which cover all three aspects of social, economic and environmental sustainability.

* No options were proposed for this policy as there are strict government guidelines relating to developer contributions.

* Overall no significant adverse impacts.

7

Sustainable Travel

Strategic Objectives

SO 3 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.

SO 4 To enable easier journeys into and out of Preston City Centre and east/west trips across South Ribble, improve movement around Chorley, as well as safeguard rural accessibility, especially for mobility impaired people.

Cross Cutting Themes

Achieving Good Design

The layouts of new developments should include safe and secure pedestrian routes and cycleways linking with local services including public transport connections to enable necessary longer trips.

Promoting Health and Wellbeing

Walking and cycling are good forms of exercise increasing cardio-vascular activity and reducing the risk of heart related diseases. There are lottery funded 'cycling for health' schemes in Preston, South Ribble and Chorley.

Tackling Climate Change

Car travel produces high proportions of carbon dioxide (and other polluting emissions) per vehicle occupant; walking, cycling and public transport produce far fewer emissions.

7.1 Increasing accessibility and promoting sustainable travel is a key theme within this chapter. Currently, most journeys in Central Lancashire are undertaken by car, commuting to and from work, causing peak hour traffic congestion. Long term predictions of future car use indicate a rise in the number of trips, despite increased fuel prices and more opportunities to work and shop from home. The majority of trips undertaken are short – fewer than two miles and many could be made by walking or cycling instead of in cars. Sustainable travel alternatives need to be supported and promoted through the plan period. This includes enabling the use of alternative fuels for transport purposes such as electric vehicle charging stations.

Table 2: Proportions of Trips by Different Methods of Travel

Method of Travel	England & Wales	Chorley	Preston	South Ribble
	% of total trips			
Work mainly from home	9.2	9.3	7.4	8.1
Drive car	55.2	65.5	55.9	64.6
Car Passenger	6.3	7.3	7.5	7.4
Bus	7.4	3.3	11.2	5.8
Train	4.1	1.8	0.7	1.0
Motorcycle	1.1	1.0	0.9	1.3
Bicycle	2.8	1.8	2.6	3.9
Walk	10.0	9.2	12.9	7.2
Other	4.0	0.8	0.9	0.7

Source: Census of Poulation, 2001

7.2 The Census of Population (2001) travel to work data illustrates the pattern of commuting travel. The table shows that Central Lancashire has an above average car use and all bar South Ribble have below average bicycle use. The wide availability of long-stay public parking and free private workplace parking makes such trips by car attractive. Train use is below the national average. Bus use is also below the national average, except in Preston.

7. Sustainable Travel

Figure 9: Central Lancashire Main Travel Flows

Legend:
- Motorways
- Main A Roads
- Preston Boundary
- South Ribble Boundary
- Chorley Boundary
- Railway Line
- Railway Station
- Travel to work within Central Lancashire (width of line in proportion to volume)

Lancaster Cumbria / Scotland

Blackpool / Fylde Coast

Ribble Valley / Yorkshire

Preston

South Ribble

Blackburn/ Pennine Lancashire

Chorley

West Lancashire Southport / Liverpool

Wigan Birmingham / London

Bolton / Greater Manchester

Source: Central Lancashire LDF Team

Transport Model

7.3 The newly built Central Lancashire Transport Model will be used to further understand existing travel patterns and predict the likely impact of development proposals (including the cumulative effects). The Model will be used to identify the most appropriate transport solutions to accommodating growth.

7.4 Information from the Transport Model will contribute to shaping Lancashire County Council's Local Transport Plan (LTP) 2011-2021. The LTP Implementation Plan for 2011/12 to 2013/14 commits to the delivery of a Highways and Transport Master Plan for Central Lancashire. The Master Plan will set out future highways and transport strategy linked to economic development and spatial planning priorities, including those set out in the Central Lancashire Core Strategy. It will also identify priorities for investment.

Reducing the need to travel

7.5 Reducing the need to travel and minimising traffic congestion will have a positive effect on air pollution. Locating development in accessible locations as supported by Chapter 5 will reduce trips and thus reduce air pollution. Further details on air quality can be seen in Chapter 12.

7.6 Preston has the greatest concentration of jobs within Central Lancashire, with the majority of trips made to or within the City. Sustainable travel decisions in Preston will have the greatest beneficial impact. With new development proposed in the City Centre and elsewhere in urban areas including Leyland and Chorley, increased population will increase travel demand and require a variety of sustainable travel solutions.

Changing Travel Attitudes

7.7 Consumers' travel attitudes and perceptions of travel options need to be managed if reducing the need to travel and encouraging changing transport modes are to be achieved. Greater information on travel options and choices is essential, as is the need for joint working enabling easy interchange between connecting bus and train services, to minimise delay and inconvenience. Some improvements to the road network will also be necessary to complement enhanced public transport, such as providing missing links and junction improvements assisted by electronic controls. Measures to make communities aware of the road safety benefits of driving below 20mph in residential areas should also be pursued.

7.8 Travel Plans can be another tool in changing perceptions and reducing the need to travel. Traditionally used by employers to encourage their employees to use sustainable ways to travel to work such as car sharing, they can also be introduced in the early stage of developments to encourage sustainable travel behaviour. A key ingredient, after raising awareness about travel options, is the need to deliver reliable services so that public confidence grows in alternative transport modes and people do not revert back to previous preconceptions.

7. Sustainable Travel

Promoting Walking and Cycling

7.9 Pedestrian schemes and networks are more localised. A Quiet Zone has improved the environment of the university campus in Preston and a Clear Zone will improve the City Centre for pedestrians. Further improvements will follow in Leyland town centre. In Chorley, Market Street is closed to through traffic and the completion of the western bypass has taken more traffic movements out of the town centre. Further improvement is required to provide safe and convenient paths and pavements in urban, suburban and rural areas.

7.10 For many journeys, cycling offers an alternative mode of transport to the car. Research suggests that cycling has the greatest potential of any mode for reducing car use. Traffic on main roads discourages cycling but a growing network of cycle routes with both on-road lanes and off-road cycleways (such as those along canal towpaths) can make cycle journeys safe and convenient across Central Lancashire. Whilst Buckshaw village has won an award for its cycling facilities, there is a need for more investment to capitalise on the potential for increasing cycle use within the area. Cycle network plans are being drawn up for Preston, Chorley and Leyland. The Guild Wheel Initiative will create a cycle route approximately 21 miles long and will follow a combination of new and existing cycle routes, many of which are off road. The Wheel also links five National Cycle Network routes to Lancaster, Blackburn, Wigan, Blackpool and Southport.

Promoting Public Transport - Trains

7.11 Preston functions as a transport gateway and interchange of more than sub-regional significance. It has Lancashire's largest and busiest railway station; all passenger trains within Central Lancashire stop or terminate here and overall nearly 4.5 million passengers per year use the station. A fast service runs on the West Coast Main Line (WCML) through Preston and link to London, Birmingham, Glasgow and Edinburgh providing excellent business connections. Preston is well located to act as a gateway for future high speed rail services. Central Lancashire is also well placed to benefit from the proposed 'Northern Hub' rail improvements across the North of England.

7.12 More locally, Preston is at the centre of rail services to Manchester and beyond (including the airport), Liverpool (via Wigan or Ormskirk), Blackpool (including the airport), Cumbria, East Lancashire and beyond. These are important links for commuters and business travellers, as well as for shopping and leisure trips. There is some existing overcrowding on local trains, especially to Manchester and national/regional travel trends indicate a rise in demand, however most services currently cope at peak times.

7.13 Recent years have seen some investment in local train services. In 2011 a new station and Park and Ride opened at Buckshaw Village using a combination of developer and national funding. Further improvements will be made through the provision of new rail stations to increase efficiency and travel choice. Planned electrification schemes will mean that by 2016 there will be quicker, more efficient services from Manchester and Liverpool via Preston to Blackpool North, using better rolling stock than at present. Elsewhere there are deficiencies to be remedied by providing more car and cycle parking, easier access for mobility-impaired passengers and real time information for passengers, particularly at Leyland and Adlington stations. Phased improvements at and around Preston station will help to maintain its role as a gateway and interchange for Lancashire.

Promoting Public Transport - Buses

7.14 The bus is a popular transport choice; however, there are often delays due to congestion as all vehicles have to share the same road space. Bus lanes and priority measures reduce the delay to buses but, in order to provide an attractive alternative to the private car, a bus rapid transit system is needed with dedicated bus routes. The network required would include the main radial routes into Preston City Centre and services connecting the City with Leyland and Chorley.

7.15 Within Preston bus services already benefit from electronic real time information at bus stops. This facility would need to be extended to the full rapid transit network to maximise ridership. Chorley has a modern bus/rail interchange. Preston bus station has a rundown internal appearance and a poor image. In order to continue to meet Preston's role as a transport gateway and interchange Preston bus station will be replaced by new and improved facilities. Planning permission has been granted for a new bus station south of Church Street as part of the Tithebarn redevelopment scheme. Bus interchange facilities need to be improved in Leyland and elsewhere across South Ribble.

7.16 There is a wide spread of rural bus services; typically these are less frequent and have seen declining use in recent years. Some people are highly dependent on them, particularly older, mobility-impaired people and teenagers. In addition to traditional bus services, there are alternatives including taxi sharing and other specialist pre-booked services aimed at the most dependent users for their essential trips to local hospitals and other services. However, these Demand Responsive Transport services are limited and would benefit from more funding and co-ordination.

Park and Ride

7.17 Park and Ride proposals with suitable supporting network infrastructure will help encourage travellers to transfer from car to bus transport and thereby reduce congestion. Sites have been identified as suitable for bus based Park and Ride car parks at a number of locations around Preston, located close to key routes. They will be designed to help satisfy additional demand for bus travel (including the use of bus rapid transit) and complement existing bus services. At several locations it may be possible to integrate a Park and Ride site with a shared use car park or alongside some other development.

7. Sustainable Travel

Managing Car Use

7.18 High usage of cars is the main cause of road congestion in peak times. The Central Lancashire Transport Study predicts that total annual trips to work by car in the Plan Area would rise from 28 to 34 million by 2018 if high development growth is achieved and there is no switch to public transport. A further increase to 38 million car trips a year is predicted on the same basis by 2028. In practice, congestion could discourage an increase in car use and also restrict economic growth. High vehicle occupancy road lanes could reduce congestion, and Quiet Zones should improve environmental conditions for residents living close to busy roads.

Car Parking

7.19 The management of public car parks for both short stay and long stay can influence car use. Also public car parking charges will have an impact on the numbers of people choosing to use their cars. There will be a review of work place car parking. Local car parking standards will be produced. However, in certain circumstances, taking account of local character, it will be appropriate to apply car parking standards flexibly.

Road Schemes

7.20 Within Preston a bypass at Broughton is planned, to be funded by developer contributions. Prospects for a Penwortham bypass are lower but future traffic growth will bring increased pressure to improve the A582 and provide a better link between the A59 and the M65 and M6 motorways, thus justifying the inclusion of this scheme in Policy 3.

Motorway Network

7.21 Central Lancashire is well connected to the national motorway network and this is an essential requirement for local firms for both business travel and road freight. There are very limited opportunities for rail freight connections in the area because of a lack of sites and suitable sidings. Preston is well served by motorway junctions and the City is bypassed by through traffic. However, motorway congestion still occurs on the 8-lane section of the M6 east of the City, with peak hour traffic queuing to get off the motorway at its junctions with the M55 and M61.

7.22 M6 Junction 29 and M61 Junction 8 have been improved to serve the ongoing housing and employment development at Buckshaw Village. There are however a number of local issues relating to access to the motorway network within Central Lancashire. These include the unauthorised use of the Charnock Richard M6 service area as a motorway access, access to the M6 at Junction 31A and local access to the M6 between Junctions 32 and 33. The District Councils, Lancashire County Council and the Highways Agency will continue to work together to consider issues affecting the motorway network within the area.

Implementation

7.23 The funding of initiatives proposed in Policy 3 will partly be derived from developer contributions through the proposals set out in Policy 2.

Policy 3: Travel

The best approach to planning for travel will involve a series of measures:

(a) Reducing the need to travel by:

    i.   **encouraging more flexible working patterns and home working**

    ii.   **enabling better telecommunications for business, education, shopping and leisure purposes**

    iii. **assisting home deliveries of ordered goods**

(b) Improving pedestrian facilities with:

    i.   **high quality designed City and town centre paving schemes**

    ii.   **safe and secure urban and rural footways and paths (including canal towpaths) linking with public transport and other services**

(c) Improving opportunities for cycling by:

    i.   **completing the Central Lancashire Cycle Network of off-road routes (including canal towpaths) supplementing this with an interconnected system of on-road cycle lanes and related road junction improvements**

(d) Improving public transport by:

    i.   **providing new railway stations at Buckshaw Village*, Cottam*, Midge Hall and Coppull (* park and ride sites), and improving Preston and Leyland stations**

    ii.   **creating a bus rapid transit system on routes into Preston and to Leyland and Chorley**

    iii. **improving main bus routes elsewhere**

    iv. **supporting Demand Responsive Transport**

(e) Enabling travellers to change their mode of travel on trips through:

    i.   **providing a ring of new bus based park and ride sites around Preston at – Broughton Roundabout, Tickled Trout, Penwortham, Cuerden and Riversway.**

    ii.   **improving car and cycle parking facilities at railway stations, including at Adlington**

    iii. **better coordinated bus and rail services**

    iv. **providing better public transport interchanges and hubs including a new bus station at Preston**

    v.   **preparing, implementing and monitoring Travel Plans including Personal Travel Plans**

(f) Encouraging car sharing by:

    i.   **promoting work based schemes**

    ii.   **providing high vehicle occupancy road lanes into Preston**

(g) Managing car use by:

    i. **managing long and short stay car parking in the centres of Preston, Chorley and Leyland**

    ii. **public car parking charges**

    iii. **reviewing work place car parking**

    iv. **setting and applying car parking standards**

    v. **pursuing Quiet Zones**

(h) Improving the road network with:

    i. **bypasses of Broughton and Penwortham**

    ii. **completing a new road from Walton Park through to Lostock Hall**

    iii. **improving the A582 and linking to the A59**

    iv. **improvements between Cottam and Eastway**

    v. **variable traffic flow measures on existing roads**

(i) Enabling the use of alternative fuels for transport purposes

Sustainability Appraisal

* The sustainability appraisal uncovered that all proposed options for encouraging sustainable travel had some social, environmental and economic benefit and as such a combination of options should be brought forward in the publication policy.

* However, Option G promoting a road link over the River Ribble and Option H to complete the motorway link around Central Lancashire, whilst this would have significant economic benefits the environmental harm would outstrip other benefits.

* The Core Strategy policy brought forward encompasses the most sustainable aspects of the options presented and encourages walking and cycling, efficient public transport and managing car use.

7. Sustainable Travel

8

Homes For All

Strategic Objectives

SO 5 To make available and maintain within Central Lancashire a ready supply of residential development land over the plan period, so as to help deliver sufficient new housing of appropriate types to meet future requirements. This should also be based on infrastructure provision, as well as ensuring that delivery does not compromise existing communities.

SO 6 To achieve densities for new housing that respect the local character of surrounding areas, whilst making efficient use of land.

SO 7 To improve the quality of existing housing especially in Inner East Preston and pockets of poor stock in South Ribble and Chorley, and to bring empty properties back into use.

SO 8 To significantly increase the supply of affordable housing and special needs housing particularly in places of greatest need such as in more rural areas.

SO 9 To guide the provision of pitches for Gypsies, Travellers and Travelling Showpeople in appropriate locations if genuine need arises.

Cross Cutting Themes

Achieving Good Design

Well designed housing is attractive in appearance and setting but also efficient to run and well suited to the needs of the occupants, particularly in respect of adaptability as personal circumstances change through life.

Promoting Health and Wellbeing

Poor housing conditions such as damp conditions or inadequate heating can directly cause ill health. Housing that is expensive to heat causes stress for households on low incomes. Poorly adapted properties for mobility restricted residents undermine wellbeing.

Tackling Climate Change

A significant proportion of total carbon dioxide emissions arise from energy inefficient housing dependent on non-renewable power sources. The Core Strategy sets out to reduce and minimise emissions, especially from new homes.

8.1 The Government's key housing policy objective is to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community they want to live.

8.2 Central Lancashire currently benefits from a balanced mix of housing types, tenures and ages within urban and rural settings. Generally, housing quality is of an acceptable standard and in locations with good accessibility and services, so creating attractive places to live. House prices are typically high which creates issues of affordability.

8.3 Housing can be assessed in key strands: delivery, density, quality and need which are discussed throughout this chapter.

Housing Delivery

8.4 The Regional Strategy (RS) sets out housing requirements for each authority, informed partly by future household projections as well as optimistic future economic growth assumptions. Being derived from preparatory work done before the recession, the RS housing requirement figures did not take account of the economic downturn that started at the end of 2007 and the severe effect it had on the delivery of new housing. The proposed revocation of the RS and the Coalition Government's associated 'localism' agenda will give local authorities the scope to produce locally derived housing requirement figures. It is intended that the Central Lancashire authorities will monitor and review the housing requirements in the Core Strategy for the lifetime of the plan.

8.5 The Central Lancashire authorities are committed to fostering economic growth and the related economic prosperity. Housing delivery is a component of economic growth however it is important that the supply of housing land does not excessively exceed demand. Such an imbalance could lead house builders to pursue only the easiest to develop sites. This would risk undermining the spatial focus of the Core Strategy of directing development to the more sustainable urban locations. It is also imperative that housing development is well served by timely delivered infrastructure so that services are not overloaded. The authorities' pursuit of the Central Lancashire and Blackpool Growth Point was influenced by a desire to secure funding for infrastructure.

8.6 The Growth Point aimed to uplift the rate of house building to a level of over 30% above RS levels for the period to 2017. However, the recession and reduced Growth Point funding has made such an uplift unlikely. In any event there was no intention to exceed the RS total requirement to 2021 or beyond.

8.7 The number of new households forming is partly influenced by economic circumstances which in turn also affect the financial ability of households to live in separate dwellings. The 2006-based household projections (by the Office of National Statistics (ONS) predict that there will be 30,000 more households in Central Lancashire in the 20 years up to 2026 - the end of the Core Strategy plan period. The ONS projections are higher than those used to determine the RS housing requirements. However they are not formal policy figures and may prove to be too high because (amongst other things) household formation is both deferred and concealed during times of recession. The more recent 2008-based household projections (released in November 2010) are lower than the 2006-based ones. A survey of local households undertaken for the Strategic Housing Market Assessment suggests that about 7.5% of them are made up of 3 or more person 25 years of age or older. This would equate to over 10,000 households across Central Lancashire.

8.8 Building trends across Central Lancashire as a whole show that RS targets have not been met in the past four years (see table opposite). There are a number of contributory reasons including: the economic recession, lack of availability of finance for developers and prospective home owners, and an undermining of investment confidence. House building rates in the most recent year (2009/10) are a particular concern. They appear to show the housing market performing differently across Central Lancashire with high dwelling completions in Chorley, much lower levels of construction in South Ribble and very few new homes built in Preston.

Housing Land Availability

8.9 A Strategic Housing Land Availability Assessment (SHLAA) for Central Lancashire has been carried out and kept under review. This requires the local authorities to reach agreement with representatives of the local house building industry on what amount of land is likely to be developed over the next 15 years based on sites with development potential. Developers were pessimistic about future housing delivery prospects during 2008/09 and remained so in 2009/10, expecting the recovery from recession to be slow with restrictions on the availability of loan finance to remain for several years. The forward looking SHLAA trajectory of envisaged house building levels from potential development sites is reproduced opposite shows an increasing reliance on greenfield sites over a 15 year period but it is probable that more (as yet unidentified) brownfield sites will become available for development during that time.

Table 3: Housing Completions in Central Lancashire 2003/04 to 2010/11 (after demolitions)

	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	Total
Preston	308	544	627	565	609	468	5	127	3253
Chorley	585	479	489	121	288	355	440	527	3284
South Ribble	538	657	520	284	320	312	171	221	3023
Total	1431	1680	1636	970	1217	1135	616	875	9560

Figure 10: Housing Completions in Central Lancashire 2003/04 to 2010/11 (after demolitions)
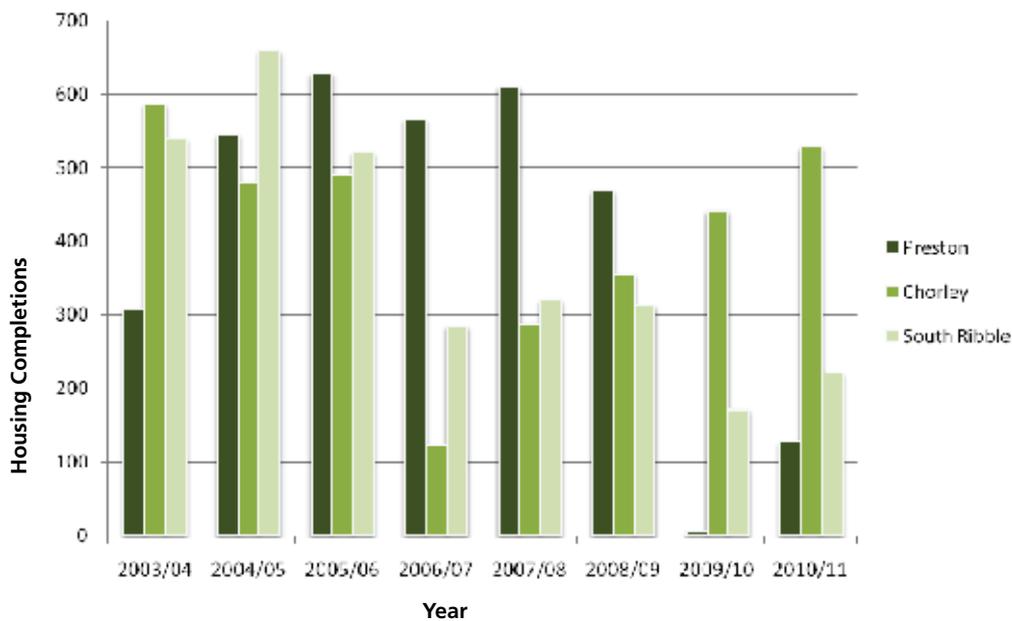
Figure 11: Central Lancashire Housing Trajectory

8. Homes For All
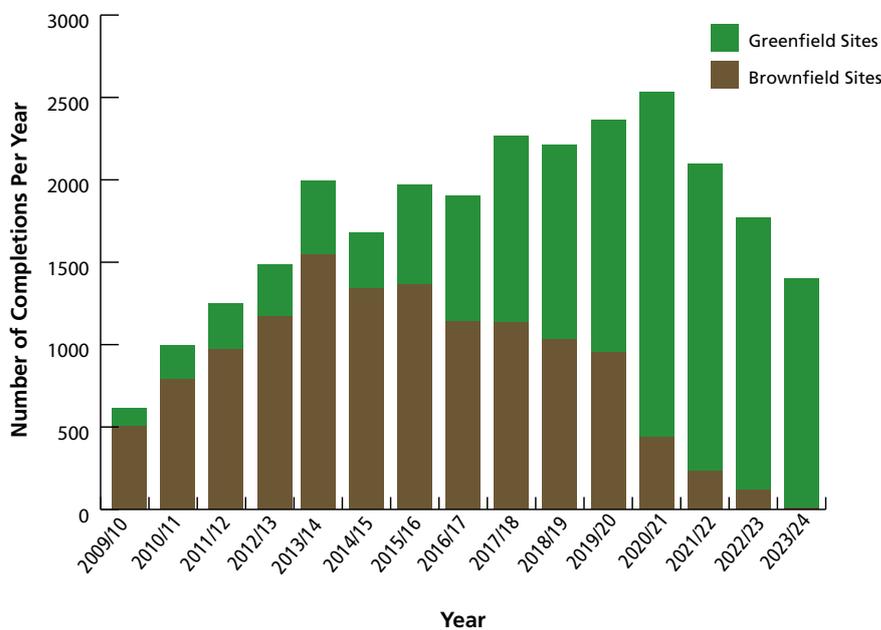
8.10 This short-term pessimism is compounded by a number of factors which came to the fore, or became entrenched, in the summer of 2010:

- Reduced funding for the Homes and Communities Agency and a review into how their local land assets are to be released

- Continued loan finance restrictions for both developers and prospective house owners

- Requirements for local authorities to re-justify the receipt of Growth Point funding

- Severe reductions in overall public sector funding

- Increased inflation

8.11 In addition there are a number of significant short and medium term uncertainties concerning:

- Whether the ending of Growth Point funding will be replaced by other funding streams

- The extent of further cuts in public sector funding

- Financial incentives for house building and government planning policy generally such as in respect of developer contributions

- Infrastructure funding

- The possibility of a 'double dip' recession

8.12 It is appropriate for local planning authorities to be flexible in providing for the delivery of new housing especially given the vagaries of the economy and the housing market.

8.13 Table 4 reproduces the RS housing land requirements for the three Central Lancashire Districts. These are minimum requirements, net of demolitions. The RSS explains this in the following terms. "The overall housing requirement figures ... and the annual average figures are not absolute targets and may be exceeded where justified by evidence of need, demand, affordability and sustainability issues and fit with relevant local and sub-regional strategies."

8.14 It is appropriate to monitor the performance of house building rates over rolling three year periods as it is normal for construction activity to fluctuate from one year to the next both in terms of overall numbers of units built and the respective proportions on green and brownfield sites. The Performance Monitoring Framework identifies a series of contingency options should housing delivery fall below 80% of the housing requirements over a three year rolling average. Under these circumstances the phasing policies in Site Allocations Development Plan Documents could be changed to help bring forward uncommitted developments and closer management of delivery with key partners may be pursued. However care must at all times be exercised to ensure such adjustments do not adversely affect housing markets by exacerbating affordability problems. If these fail to remedy the situation the Councils would consider reviewing policies with the aim of bringing forward additional/alternative sites for housing development.

8.15 The RS sets a target of "at least 70%" of new housing being provided on previously developed (brownfield) land. National planning policy has now reclassified residential gardens as greenfield land. However even after taking account of this change in respect of housing development of such land both in terms of past performance and likely future trends, (derived from the SHLAA evidence) a 70% target is still achievable. In the event that an upturn in the house building market takes longer than expected, authorities will need to be flexible in their approach to meet the housing delivery requirements but there will be no compromise on overall design standards. Regular monitoring will be undertaken and analysis of data to understand trends and predict future outcomes.

8.16 The likely distribution of housing development is set out in Table 1 in Chapter 5.

Table 4: Housing Requirements in Central Lancashire

Authority	RSS Annual Requirement* (dwellings)
Preston	507
Chorley	417
South Ribble	417
Central Lancashire (total)	1,341

* Net of demolitions

Policy 4: Housing Delivery

Provide for and manage the delivery of new housing by:

(a) Setting and applying minimum requirements as follows:

- **Preston   507 dwellings pa**
- **South Ribble   417 dwellings pa**
- **Chorley   417 dwellings pa**

with prior under-provision of 702 dwellings also being made up over the remainder of the plan period equating to a total of 22,158 dwellings over the 2010-2026 period.

(b) Keeping under review housing delivery performance on the basis of rolling 3 year construction levels. If, over the latest 3 year review period, any targets relating to housing completions or the use of brownfield are missed by more than minus 20% , the phasing of uncommitted sites will be adjusted as appropriate to achieve a better match and/or other appropriate management actions taken; provided this would not adversely impact on existing housing or markets within or outside the Plan area.

(c) Ensuring there is enough deliverable land suitable for house building capable of providing a continuous forward looking 5 year supply in each district from the start of each annual monitoring period and in locations that are in line with the Policy 1, the brownfield target (of 70% of all new housing) and suitable for developments that will provide the range and mix of house types necessary to meet the requirements of the Plan area.

(d) Ensuring that sufficient housing land is identified for the medium term by identifying in Site Allocations Documents a further supply of specific, developable sites for housing and in the longer term by identifying specific developable sites or broad locations for future growth.

8. Homes For All

Housing Density

8.17 Another aspect of housing quality is the density at which housing is built. Central Lancashire covers a variety of places with different characteristics, including a mix of inner urban locations typically built at 80-90 dwellings per hectare (dph), and suburban and rural locations at 25-35 dph. Different densities will be appropriate across different areas.

8.18 Density is an important consideration in any proposed housing scheme, however the key objective is to achieve high quality design that responds to the character of the area in terms of existing density, siting, layout, massing, scale, design and landscaping etc. The appearance of a scheme is as much to do with the scale and volume of the buildings as it is with the actual numbers of dwellings on a site.

8.19 The importance of high quality design for all types of new buildings is emphasised in Chapter 10 of this Core Strategy.

8.20 High density does not imply poor design quality, overcrowding and reduced space standards nor does it necessarily mean forcing high quantities of buildings in small spaces. Conversely, applying high density standards can lead to 'standardised developments' with little or no local character and identity. Equally, low density does not imply good design quality or respect of local character if the scale of development or size of buildings is out of context.

8.21 National policy no longer sets out an indicative minimum density of 30 dph but making efficient use of land is a consideration especially in the most sustainable locations, such as urban centres like Preston City Centre, where higher densities will be appropriate. Conversely, there may be other situations such as in rural settings where the site's context and the character of the surrounding area would justify a development with a lower density. Site specific guidance on density will be provided through the Site Allocations Development Plan Documents.

Policy 5: Housing Density

The authorities will secure densities of development which are in keeping with local areas and which will have no detrimental impact on the amenity, character, appearance, distinctiveness and environmental quality of an area, consideration will also be given to making efficient use of land.
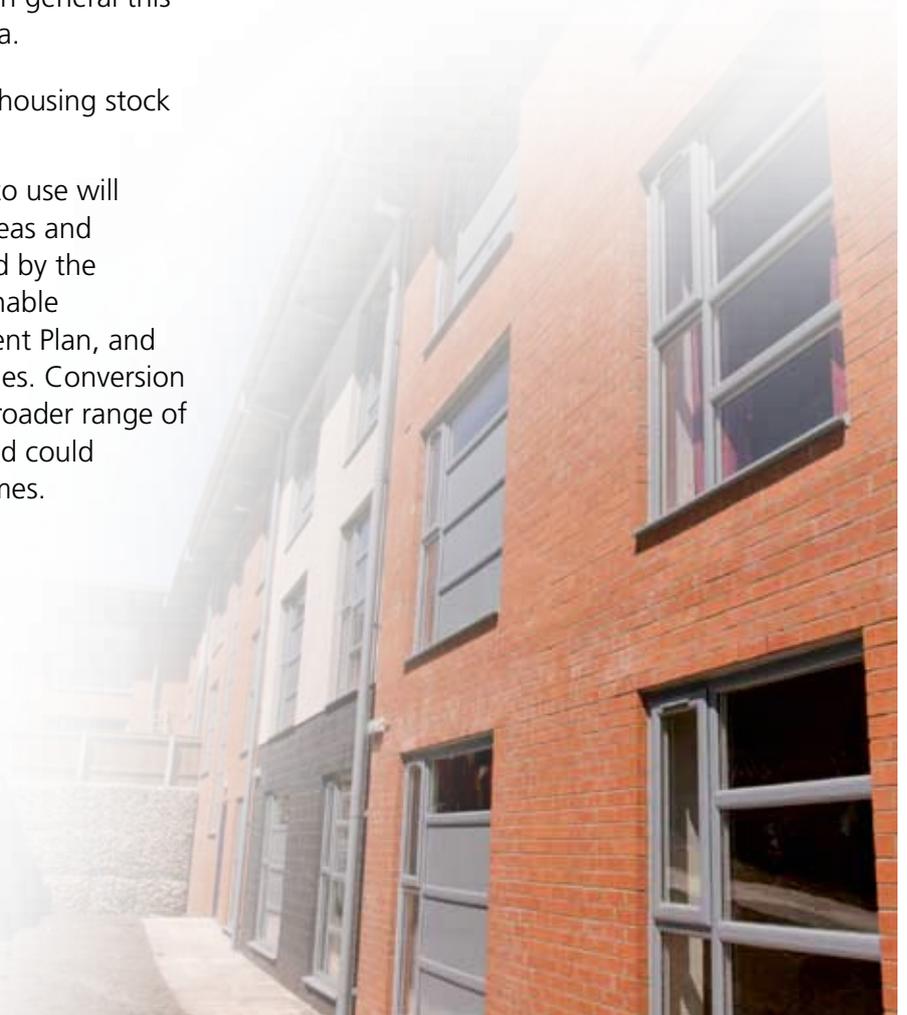
Housing Quality

8.22 Alongside delivering a target requirement of new housing within Central Lancashire is a commitment to improving existing stock and delivering quality housing that reflects the needs of current and future households. By 2026, the majority of housing within Central Lancashire will comprise the existing stock before the plan period began, with new housing delivered throughout the plan period being a small percentage of the overall total. Therefore improving the quality of existing stock is of paramount importance.

8.23 Currently, in Central Lancashire housing stock comprises a variety of ages, types and tenures. The percentage of owner occupied properties is higher within Central Lancashire than the national average, increased also through the 'Right to Buy' initiative where many Council homes were transferred to private ownership. House type is also varied with a significant representation of detached houses, slightly more semi-detached properties as well as fewer terraces and flats than the regional average. There are individual authority variations but in general this pattern exists throughout the plan area.

8.24 Improving the quality of existing housing stock can be achieved in a number of ways:

• Bringing 'empty properties' back into use will improve the quality of residential areas and also realise existing assets, as guided by the Mid-Lancashire Housing and Sustainable Communities Strategy and Investment Plan, and the Councils' Empty Homes Strategies. Conversion of these properties could create a broader range of tenures and types within an area and could increase the stock of affordable homes.

• Raising the energy efficiency of properties can have significant benefits. Many properties are poorly insulated which make them expensive to heat and creates 'fuel poverty' for residents where they need to spend over 10% of their income to heat their homes.

• Targeting co-ordinated regeneration action on poor housing stock, particularly in Inner East Preston and Leyland town centre, both within former Council stock as well as privately owned properties, often used for student accommodation. Risk assessments through the Housing, Health and Safety Rating System can require notices to be served on owners to improve their properties and a range of financial assistance can be secured.

8. Homes For All

8.25 Delivering good quality new housing is also a priority which can be achieved in a number of ways:

- Applying the 'Building for Life standard' which is the national standard for well-designed homes and neighbourhoods. The 20 Building for Life criteria embody the vision of functional, attractive and sustainable housing. The criteria set standards for environment and community, character, streets, parking, design and construction.

- Applying the 'Lifetime Homes' standard which encourages new housing (and neighbourhoods) to be adaptable and flexible to owners' changing circumstances and covers aspects of design, space standards and mobility impairment.

- Raising the standard of private sector housing developments, which are often built to lower standards than housing association developments.

- Applying the 'Code for Sustainable Homes' to encourage the overall increase in sustainability and efficiency of new housing which will influence the increase of overall housing quality.

- Preparing and using a Design Guide Supplementary Planning Document (guided by Lancashire County Council's "Civilised Streets" publication, CABE's "By Design" and the Department of Transport's "Manual for Streets") should improve the design of all new housing, as will applying Policy 17 of the Core Strategy.

Policy 6: Housing Quality

Improve the quality of housing by:

(a) Targeting housing improvements in areas of greatest need ie Inner East Preston, and combine this intervention with wider regeneration initiatives such as in Leyland town centre;

(b) Encouraging the re-use of empty housing for residential purposes through either their re-occupation or conversion including sub-division and amalgamation into other types of housing or to allow a change to other uses complementary to the residential area;

(c) Facilitating the greater provision of accessible housing and neighbourhoods and use of higher standards of construction.

Housing Needs

The Housing Market

8.26 The Central Lancashire Strategic Housing Market Assessment (SHMA) measured the self containment of the Central Lancashire Housing Market Area and found a high proportion (77%) of housing moves were occurring within the area. Not surprisingly, given its location, the least self contained district was South Ribble.

8.27 The Assessment further identified a series of sub-market areas which have since been refined through the Housing Viability Study. Both assessments charted the decline in the housing market due to current adverse market conditions yet recognised the overall increase in house prices since 2003, alluding to an affordability issue to be discussed later in this chapter.

Size/Type of Housing Market

8.28 The SHMA predicts that the on-going trend to smaller households will continue to 2026 with the average size by then being 2.1 persons. There are implications of an increasing aged population and this category of special housing needs is a particularly pertinent issue for those aged over 75. For the 60 to 75 year olds, lifestyles and housing expectations are different but the SHMA found that over 7% of these households felt their home was not suitable and over a quarter of 60 plus households were living in under-occupied accommodation. Despite this, most people wanted to stay in their own homes and have services come to them.

8.29 The SHMA highlighted a high proportion of people aspiring to live in bungalows, possibly due to an ageing population, which raised a particular challenge to the house building industry as typically there is less interest to build bungalows due to their high use of land. In respect of other housing types, there was found to be a preference for 3 and 4 bedroomed detached and semi-detached houses and a low market demand for small flats.

Housing Market Tenure

8.30 There are three main types of housing tenure:

- Owner occupied
- Socially rented
- Privately rented

Figure 12: Household Tenure in Central Lancashire

Figure 12: Household Tenure in Central Lancashire

8. Homes For All
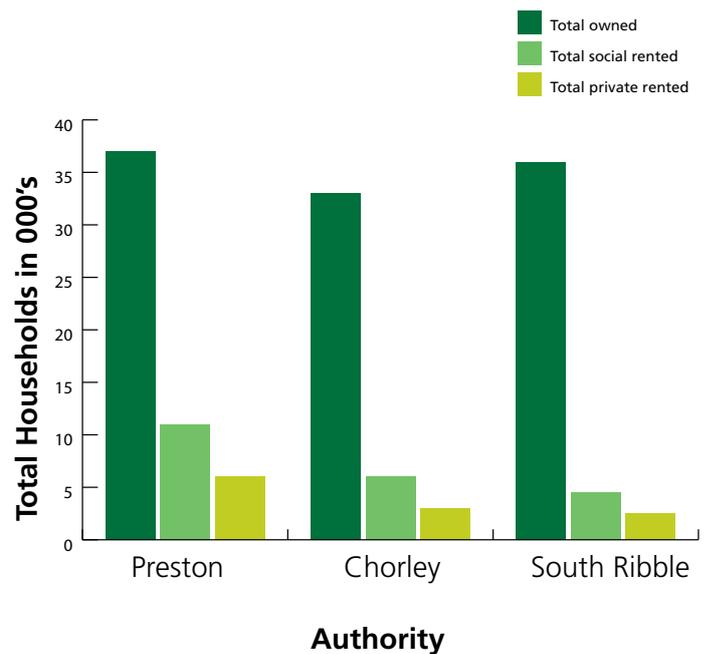
8.31 Most owner occupied housing is acquired with the assistance of a mortgage and usually the repayments vary as borrowing interest rates change over time. Some people purchase a part share of their home with a mortgage type loan and pay rent based on the remaining share.

8.32 Social rented housing, delivered through Housing Associations and Registered Social Landlords allow tenants the opportunity to rent properties at lower than market rental rates. Social rented housing has to meet a strict set of national requirements including being in a good state of repair, and having energy efficiency levels above private housing standards. Privately rented property commonly associated with private landlords allows the rental of properties at market rates.

Affordable and Special Needs Housing

8.33 Delivering affordable housing is a key Government objective aimed at enabling everyone to have a decent home that they can afford. Defined in its most simplistic way affordable housing is cheaper than that normally available on the market, but not cheaper as a result of being in a substandard condition.

8.34 A more sophisticated definition of affordable housing, one that is used by this Core Strategy, is based on a multiplier of average lower quartile household income compared to the average lower quartile house price. A household is considered unlikely to be able to afford to buy a home that costs more than 3.5 times the gross household income for a single income household or 2.9 times the gross household income for a two income household. If possible, any existing equity should also be taken into account. In rental terms a household is considered able to afford market rental prices where the rent payable is no more than 25% of their gross household income.

8.35 Until recently the cost of purchasing housing in Central Lancashire had been rising rapidly, whereas local income levels have risen at a far slower rate. Even when prices fell in 2008, the household earnings ratio to house price ratio exceeded 1:5 and since then prices rose again in 2009 to be close to the long term trend so further exacerbating the issue of affordability.

Level of Affordable Housing Need

8.36 The level of affordable housing required must take account of a current lack of provision for existing households, as well as the needs of newly forming households and future households. The Central Lancashire SHMA identified an annual average shortfall of 1,780 dwellings per year up until 2014, which is more than the Core Strategy annual housing requirement. However, in affluent areas where house prices are high it is common for the need for affordable housing to outstrip the total housing requirement.

8.37 The Housing Viability Study demonstrated that although levels of economic viability varied over the plan area in most locations, market housing developments could support 30% of the scheme being affordable. The study also showed no evidence that smaller sites are less viable than large sites but did recognise the particular circumstances in rural areas with high need and generally smaller sites to justify a 5 dwelling threshold here.

Suitable Mix

8.38 When delivering affordable housing there needs to be a suitable mix of housing types and tenures to suit the broad needs of the population requiring access to affordable homes, the SHMA advises on these matters.

Affordable Housing Type

8.39 Unlike the situation for market housing, the preference for flats was found to be much more pronounced amongst people needing affordable housing, although bungalows were again popular. The numbers seeking sheltered housing was also quite high. Affordable tenure may be broken into two main types:

• Intermediate

• Social Rented

8.40 Intermediate housing may be classified as shared ownership schemes, whereby people purchase a part share of their home with a mortgage type loan and pay rent based on the remaining share. Social rented affordable options charge rents lower than market rates. In these properties, tenants may have the opportunity to buy and if they do so, money secured on the property must be fed back into future affordable housing schemes.

Locational Characteristics

8.41 The successful delivery of affordable housing also requires that it is close to shops and services so as to reduce the need and cost of travel. In rural areas in particular, it is desirable to house local people in their own village in order to maintain local communities. House prices in rural areas of Central Lancashire are significantly higher than in urban areas and although average income levels are also higher, this is because many rural residents commute to better paid jobs in the towns and cities. The wage levels of rural based jobs are generally low. Consequently affordability of housing in rural areas for those households dependent on local jobs is particularly problematic.

8.42 Where a market housing scheme is proposed in a location that is not suitable for a proportion of affordable housing to be provided on-site (because of a lack of local services or because there is already a high proportion of affordable housing available in the vicinity), it will be appropriate to secure a commuted financial sum in lieu of direct provision that can be spent on providing affordable housing elsewhere where needs have arisen. An Affordable Housing Supplementary Planning Document will provide further detail and clarification.

Housing for Older and Vulnerable People

8.43 A range of special housing and support options are required for older and vulnerable people who require assistance to maintain their independence. An analysis is currently being undertaken of the level of need for supported housing using a North West tool which provides an indication of the net requirement for services for a range of client groups by local authority.

8.44 Given that it is only the second year that this complex tool has been used, the figures should be treated with some degree of caution.   However, the model is a significant step forward in assessing the need for supported housing and provides the structure for collating local data in future which will enable us to maximise the opportunities offered by the tool. Draft figures show significant shortages of provision across a range of client groups.

8.45 The Supporting People Partnership is currently developing plans for commissioning supported housing services for most client groups. This includes identifying the level of need for extra care housing.

Policy 7: Affordable and Special Needs Housing

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

(a) Subject to such site and development considerations as financial viability and contributions to community services, to achieve a target from market housing schemes of 30% in the urban parts of Preston, South Ribble and Chorley, and of 35% in rural areas on sites in or adjoining villages which have, or will have, a suitable range of services; on any rural exception sites including those in the Green Belt there will be a requirement of 100%.

(b) Aside from rural exception sites the minimum site size threshold will be 15 dwellings (0.5 hectares or part thereof) but a lower threshold of 5 dwellings (0.15 hectares or part thereof) is required in rural areas.

(c) Where robustly justified, off-site provision or financial contributions of a broadly equivalent value instead of on-site provision will be acceptable where the site or location is unsustainable for affordable or special housing.

(d) Special needs housing including extra care accommodation will be required to be well located in communities in terms of reducing the need to travel to care and other service provision and a proportion of these properties will be sought to be affordable subject to such site and development considerations as financial viability and contributions to community services.

(e) Special needs housing including extra care accommodation will be required to be well located in communities in terms of reducing the need to travel to care and other service provision and a proportion of these properties will be required to be affordable.

(f) An accompanying Supplementary Planning Document will establish the following:

   i.   The cost at and below which housing is considered to be affordable.

   ii. The proportions of socially rented and shared ownership housing that will typically be sought across Central Lancashire.

   iii. Specific spatial variations in the level and types of affordable housing need in particular localities.

   iv. How the prevailing market conditions will affect what and how much affordable housing will be sought.

Gypsies and Travellers and Travelling Showpeople

8.46 Local authorities, under housing and planning acts, have responsibilities to respond to and plan for the accommodation needs of Gypsies and Travellers and Travelling Showpeople. If pitches are needed at a local level, local authorities can identify specific sites through a separate Development Plan Document. The Lancashire Gypsy and Traveller Accommodation Assessment found no proven need for additional pitches in Central Lancashire   However in Preston there is a need generated by the existing traveller Community. Policy 8 indicates how planning applications will be dealt with for Gypsy and Traveller and Travelling Showpeople pitches.

8.47 Gypsy and Travellers and Travelling Showpeople do not have the same cultures or traditions, nor do they have the same needs. Whilst Gypsy and Traveller needs are centred around residential and transit requirements, Travelling Showpeople often require mixed use sites in order to live and store their equipment associated with fairs and circuses.

Policy 8: Gypsy and Traveller and Travelling Showpeople Accommodation

The following criteria, as relevant to the type of pitches sought, should be applied to applications for any proposals for Gypsy and Traveller or Travelling Showpeople sites:

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

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

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

(d) No unacceptable impact on the immediate surrounding areas and the wider landscape.

8. Homes For All

Sustainability Appraisal

* A combination of the proposed options were taken forward into the Core Strategy including targeting housing improvements in areas of greatest need, encourage re-use of existing homes and seeking developer contributions for nearby housing improvements. These were deemed to be the most realistic and sustainable.

* Option C to promote clearance of sub standard housing is not a sustainable option and preference should be given to repairing properties where possible. Option F requiring contributions to Lifetime Homes does not need to be included in the Core Strategy as the requirement is partly covered by the Building Regulations.

* Affordable Housing was an important element of the Sustainability Appraisal and it was identified that seeking a percentage of affordable housing was a positive option. The appraisal also suggested that identifying amounts and allocating sites would be beneficial, however, it is not the role of the Core Strategy to allocate specific sites and as such this will be taken forward in Site Allocations Development Plan Documents, which will be subject to Sustainability Appraisal.

* The Housing Density policy emerged as a new policy within the publication version of the Core Strategy and as such was subject to a full sustainability appraisal. No significant negative effects were highlighted and in combination with other policies this was seen as a positive addition.

* Overall no significant adverse impacts.

9

Economic Prosperity

Strategic Objectives

SO 10 To ensure there is a sufficient range of locations available for employment purposes.

SO 11 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. To achieve the retail and leisure potential of Chorley and Leyland town centres and ensure the district and local centres provide for local needs.

SO 12 To create, enhance and expand tourist attractions and visitor facilities in the City and town centres and appropriate rural locations.

SO 13 To sustain and encourage sustainable growth of rural businesses, taking into account the characteristics of the rural fringe and wider countryside.

SO 14 To ensure appropriate education facilities are available and skill deficiencies are addressed.
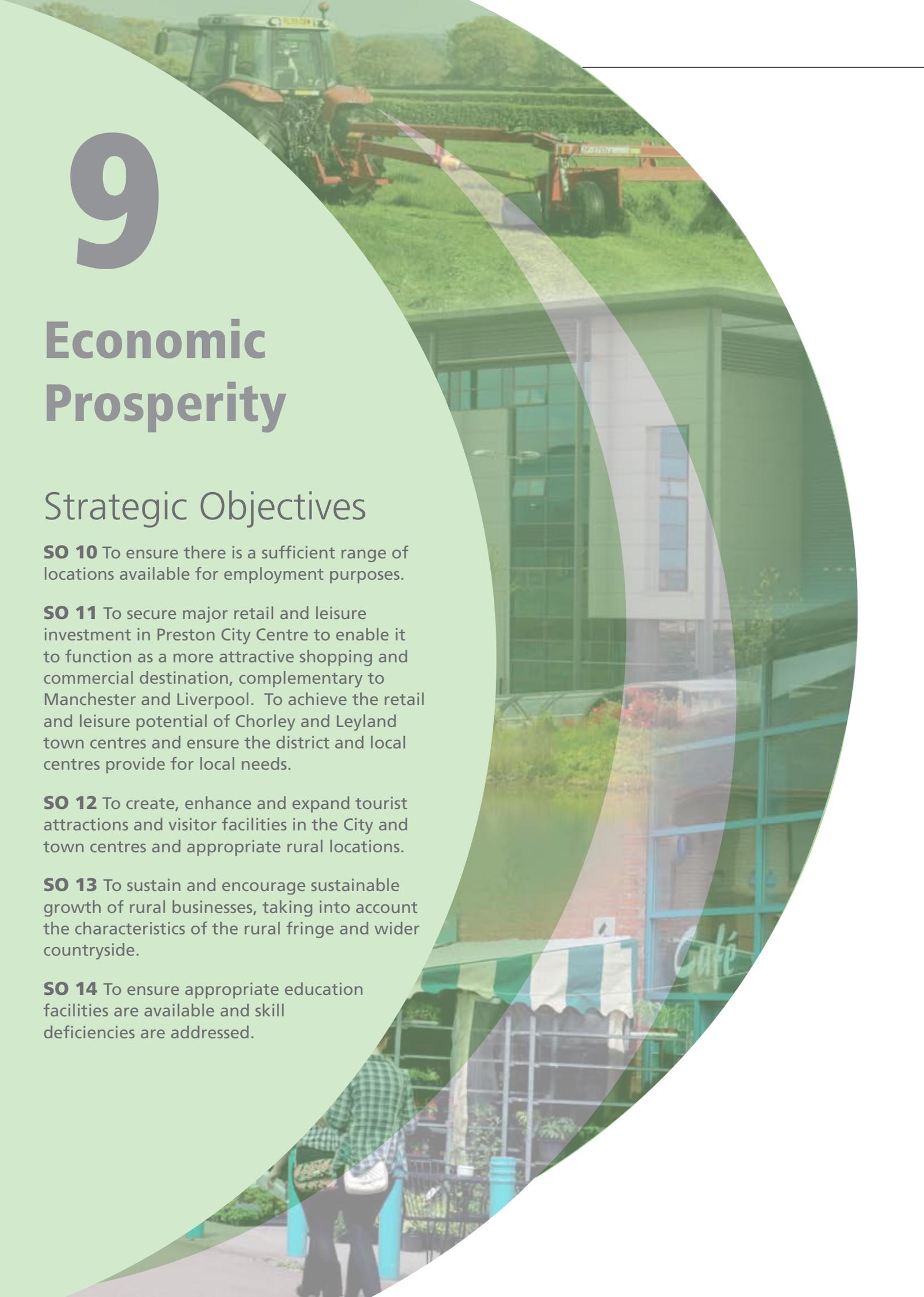
Cross Cutting Themes

Achieving Good Design

The layout of new developments should secure a high quality and inclusive design which takes the opportunity available for improving the character and quality of the area and the way it functions.

Promoting Health and Wellbeing

All economic development should be accessible by a choice of means of transport including walking, cycling, public transport and the car while mitigating the effects on local traffic levels and congestion.

Tackling Climate Change

Any proposal for economic development should be planned over the life time of the development to make the best use of natural resources, limit carbon dioxide emissions and incorporate adaptability to climate change.

Economic Growth and Employment

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

Employment Land Review

9.2 Chapter 5 has already identified that Central Lancashire is well located to do business. A key feature of government guidance and of the Chorley, Preston and South Ribble Employment Land Review 2009 findings is that it is essential to have a wide range of different types of sites – a broad portfolio of land and buildings – suitable for various business uses in the area. This is particularly so in relation to those industrial sectors that are growing and for start-up firms.   Across Central Lancashire the range of sites need to be complementary to one another and not in direct competition. The objective will be to provide a range of employment sites which are suitable, attractive and flexible to be able to cater for the needs of both local firms and inward investors.

9.3 The Employment Land Review found that Preston City has most office floorspace and, although much of it is in the City Centre, the demand is such that there is a shortage of supply here. This finding is backed up by the Lancashire Town Centre Offices Study 2008. South Ribble has more manufacturing floor space than either of the other two Districts, whereas Preston's Inner Area and Western Suburbs have shortages. A total of 43% of Central Lancashire's warehousing and distribution premises are in Preston City. The Review also highlights there is little existing or proposed employment land located in rural areas, with particular shortages in the rural parishes of Chorley and South Ribble.

9.4 The table below sets out provisional amounts of land required for economic development within the B Use Classes B1 (Business); B2 (General Industrial) and B8 uses (Storage and Distribution). The table includes a figure for assumed losses of employment land/premises and development to an alternative use, in particular housing. Existing losses have been averaged between 2004 and 2009 and projected over the remaining 17 year period of the Core Strategy. Losses need to be accounted for as otherwise there will be a significant reduction in the overall stock of employment land and premises across Central Lancashire to cater for a range of businesses and employers.

Table 5: Proposed Provision of Employment Land 2010-2026 (hectares)

	Chorley	Preston	South Ribble
2009 Supply	91	107	179
Allowance for Losses	12	5.5	17.5
Additional Provision to 2026	14	13	27
Minus take-up 2009/10	5	7	0
Total	112	118.5	223.5

9.5 The Employment Land Review considered 218 existing and proposed sites that were evaluated into categories related to the quality of the sites, taking account of market attractiveness and sustainability factors. Some of the sites are fully developed modern industrial estates and business parks. Generally these scored highly on the assessment and are categorised 'Best Urban' or 'Good Urban'.

9.6 Older individual existing premises (such as former mills) generally scored less well in the assessment, usually because they are less well located and less suited to modern uses. Most of these will be classed as 'Other Urban' premises. However many of the 'Other Urban' sites will be quite acceptable to the firms that use them and be in demand from similar businesses as they will often provide affordable accommodation with lower rental levels. Also such premises will often be close to local supplies of labour making journeys to work short and inexpensive.

9.7 On the other hand some of these older premises will be at the end of their useful life as commercial buildings for various reasons and may be more appropriately redeveloped for other uses. Housing is the most common alternative use and attractive to land owners because of the high value that goes with it. However such changes of use/redevelopment need to be carefully controlled because of this valuation effect and such sites will need to be subject to marketing and an assessment of the viability of employment development. The Review also identified the least attractive sites and a few are categorised as 'Other' sites – none of these are envisaged in the Review as suitable for retention as employment premises.

9.8 All existing employment premises and sites including land and premises last used for employment purposes will be protected for employment use. There will be a presumption that 'Best Urban' and 'Good Urban' sites will be retained for B use class employment use. Proposals for re-use or redevelopment (other than for B use class employment uses), including housing will be assessed under Policy 10. A balanced criteria based approach is needed including marketing and an assessment of the viability of employment development. A Supplementary Planning Document will be prepared to provide guidance on the process.

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

9.10 On a much smaller but still significant scale live/work premises allow people to effectively combine their home with an 'attached' work space. Demand for these is likely to rise in the future and needs to be supported from a sustainable development point of view provided the overall location is appropriate and does not affect the amenities of adjacent neighbours. The development of live/work units within rural areas can contribute to a reduction in car travel and support the local economy.   Home working is another form of employment use.   It will not always require permission for a change of use: this will depend on the scale of the business and its potential impact on the surrounding area.

Employment Sites for Regionally Significant Developments

9.11 Land is allocated in Policy 1 for employment use at BAE Systems at Samlesbury, Cuerden and Buckshaw Village as Strategic Sites, and identified at the Central Preston Strategic Location. These are also significant for the North West region. Further details are set out in Chapter 5.

Employment Sites for Sub-Regionally Significant Developments

9.12 There are three employment sites in Central Lancashire identified as being suitable for sub regionally significant developments as they are in good accessible locations.

Botany/Great Knowley

9.13 Botany/Great Knowley is a large (approximately 20 hectares) greenfield site adjoining the Leeds Liverpool Canal in close proximity to Junction 8 of the M61 and ranked as a 'Good Urban' site In the Employment Land Review.

Preston East Employment Area and Millennium City Park

9.14 Preston East and Millennium City Park are large and regularly shaped sites that together have about 38 hectares left to be developed. They are situated close to junction 31a of the M6 and are served by a regular bus route. Both are ranked as 'Best Urban' in the Employment Land Review.

Riversway Preston

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

9. Economic Prosperity

Mixed Use Developments

9.16 The Moss Side Test Track site covers 54 hectares. It provides a good opportunity to deliver integrated employment opportunities with new housing provision, forming an urban extension to Leyland linked to the adjacent established residential and employment areas.

9.17 Lostock Hall Gasworks is a site of approximately 12 hectares. The site is centrally located within the urban core of South Ribble and provides a suitable location for mixed-use (residential, commercial and industrial) development, which will bring new employment that is accessible from existing residential areas as well as expanding the local housing options.

9.18 Former Whittingham Hospital has now been excluded from Policy 9 as it is only proposed to have a small proportion of non-residential development.

Policy 9: Economic Growth and Employment

Economic growth and employment will be provided for in the following ways:

(a) The identification of 454 hectares of land for employment development between 2010 and 2026.

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

(c) Other major developments for employment will be located in the Preston/South Ribble urban area, Leyland and Farington, and Chorley Town with regionally significant schemes at:

    i.   Samlesbury
    ii. Cuerden (Lancashire Central)
    iii. Buckshaw Village
    iv. Central Preston

(d) and sub-regionally significant developments for employment at:

    i.   Botany/Great Knowley
    ii. Preston East/Millennium City Park
    iii. Riversway

(e) Mixed use developments will be encouraged in central and accessible locations including those of sub-regional significance at:

    i.   Moss Side Test Track
    ii. Lostock Hall Gasworks

and others identified in the Employment Land Review subject to the mix of uses taking due account of the impact on neighbouring occupiers and the need to maintain and create balanced communities.

(f)   Live/work units will be encouraged.

9. Economic Prosperity

Policy 10: Employment Premises and Sites

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

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

(b) the provision and need for the proposed use;

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

(d) the location of the site and its relationship to other uses;

(e) whether the ability to accommodate smaller scale requirements would be compromised;

(f) there would be a net improvement in amenity.

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

(g) convincing evidence of lack of demand through a rigorous and active 12 month marketing period for employment re-use and employment redevelopment;

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

Retail, Leisure and Business Tourism

9.19 Retail and other town centre uses, such as leisure, are important elements of the strategy. National policy states that development plans should establish the need for new development and set out a hierarchy of retail centres where this development will be provided. Primary and secondary frontages will be designated through the Site Allocations and Development Management Policies DPDs.

9.20 Preston is the main retail and service centre in Central Lancashire, and is ranked first in the Lancashire sub-region for its non-food (comparison) shopping. It is the centre for commercial and administrative activity, with proposals for a Central Business District development close to the railway station. The City Centre requires further investment if it is to maintain and improve its overall performance, in accordance with RS policies W1 and W5.   Major retail investment in Preston City Centre will benefit the whole of Lancashire by providing higher order comparison shopping within the sub-region, thereby reducing the need for longer trips to Manchester and Liverpool.

9.21 The Tithebarn Regeneration Area is on the eastern edge of the City Centre, and well located to enable regeneration and expansion. It is an appropriate location for large scale mixed use redevelopment. The comprehensive development of the Tithebarn Regeneration Area is an important component of the overall strategy for Preston, which seeks to ensure that Preston fulfils its economic potential as a successful city (and as a centre of knowledge based employment).

9.22 Chorley is a contemporary market town with a mix of national retailers and specialist shops, although further investment is required particularly in the food sector. The town centre provides the greatest concentration of shops and services in the southern part of Central Lancashire and is famous for its markets.

9.23 Leyland town centre comprises a traditional shopping core of Hough Lane, the southern Towngate area, which features a Tesco Extra superstore, and the Churchill Retail Park. These all fall within the town centre but operate distinct from one another. Much of the town centre has a poor environment. The Leyland Town Centre Masterplan seeks to improve the appearance of the town and attract retail investment to the area.

9.24 Chorley and Leyland town centres operate at a different level to Preston city centre but for them to continue to fulfil their Key Service Centre role they require investment to maintain their share of retail expenditure. District and Local Service Centres provide for the day to day needs of local communities. It is important that these are maintained as convenient places to obtain basic goods and services.

9.25 Food retailing (convenience) provision is well provided for within Central Lancashire with the main stores (Asda, Morrisons, Tesco, Sainsburys) attracting some 95% of their trade from the retail Primary Catchment Area (PCA).   Inflow of convenience goods expenditure into the PCA is small (5% or less from the surrounding areas). The main foodstores derive the majority of their trade from their immediate catchment areas.

9.26 The Central Lancashire Retail and Leisure Review 2010 identifies capacity for additional comparison and convenience shopping floor space that can be provided for over the period to 2026. Together with a Tardy Gate Survey, it also recommends a hierarchy of the top retail centres in the plan area as shown in figure 13 overleaf.

9.27 The sale of goods traditionally found in town centres such as clothes, footwear and home wear has recently expanded at out-of-centre retail parks in Central Lancashire. Main town centre uses will be focussed in the defined town centres.

9.28 Business based tourism will be increasingly important within Central Lancashire, especially supporting the Central Business District proposal in Preston and increased business uses throughout the area. Sub-regional provision is appropriate within Preston City Centre, with more local provision in Chorley and Leyland town centres.

Figure 13: Central Lancashire Retail Hierarchy

Preston City

Tier One City Centre

Chorley

Leyland

Tier Two Town Centre

Bamber Bridge

Penwortham

Longton

Clayton Green

Tardy Gate

Cottam (Proposed)

Buckshaw Village Euxton (Proposed)

Tier Three District Centres

Sources: Central Lancashire Retail and Leisure Review, 2010 / Tardy Gate Survey, 2010
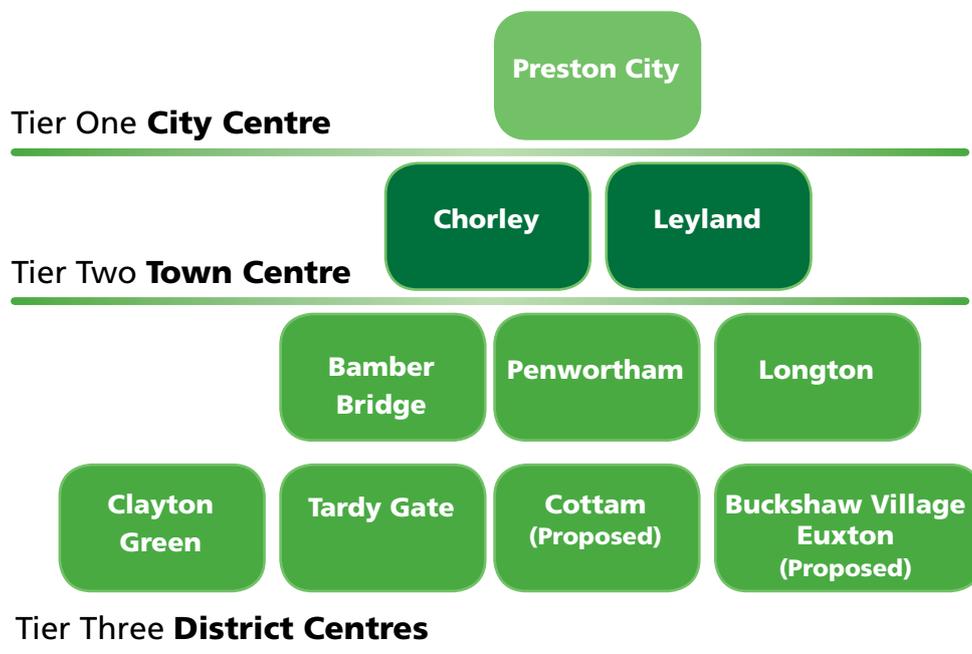
Policy 11: Retail and Town Centre Uses and Business Based Tourism

Retail and other town centre uses of a scale appropriate to the retail hierarchy and in sustainable locations will be supported, provided that the development respects the character of the centre, including its special architectural and historic interest and assists in maintaining its existing retail function.

The key elements of the hierarchy are:

- City Centre: Preston
- Principal Town Centres: Leyland and Chorley
- District Centres: Bamber Bridge, Clayton Green, Longton, Penwortham and Tardy Gate, and those proposed at Buckshaw Village and Cottam

Retail and town centre uses will be delivered in the following ways:

(a) Delivering a mixed-use scheme to facilitate the regeneration of the Tithebarn Regeneration Area of Preston.

(b) Encouraging other retail, office and leisure investment of an appropriate scale in Preston city centre, so as to retain its role as the largest retail, commercial and service centre in the Lancashire as a whole.

(c) Maintaining and improving the vitality and viability of Chorley town centre by building on the success of the Market Walk shopping centre, through investing in further retail development, supporting a range of other retailers and services, as well as improving the centre's appearance and accessibility.

(d) Maintaining and improving the vitality and viability of Leyland town centre, in particular the accessibility, design and environmental improvements put forward in the Leyland Town Centre Masterplan.

(e) Maintaining, improving and controlling the mix of uses in the existing District and Local Centres and proposed centres at Strategic Sites and Locations, so as to appropriately serve local needs.

(f) Focussing main town centre uses in the defined town centres.

(g) Supporting city and town centre development providing for tourists and visitors, particularly business based tourism.

9. Economic Prosperity

Leisure/Cultural Entertainment

9.29 'Culture' includes a wide range of activities and initiatives such as the arts, sports, libraries, museums, heritage, archaeology, archives, architecture, crafts, children's play, reading, parks, tourism, countryside, and recreation. Culture is not just about activities, it's about shared history and values. Healthy, sustainable communities should have ample cultural and leisure opportunities for all. This section also looks at entertainment because this is linked to the arts and to leisure.

9.30 Preston has the largest range of cultural and entertainment assets, including the Guild Hall complex and the Harris Art Gallery and Museum and Central Library. South Ribble's assets include the Worden Arts and Craft Centre and Samlesbury Hall. Chorley is home to Astley Hall Museum and Art Gallery, Hoghton Tower and Camelot Theme Park.

9.31 Culture has an important role in revitalising and regenerating towns and cities. In Preston, the proposals for the Tithebarn Regeneration Area include the refurbishment of the Guild Hall and a new cinema. South Ribble is aiming to develop the family entertainment offer in Leyland. Culture and entertainment are also important in attracting visitors to the area, and in attracting investment and skilled people to live and work in Central Lancashire.

9.32 The culture and entertainment sectors are constantly evolving and the challenge is to protect important assets whilst enabling them to adapt to new challenges. Cultural and entertainment facilities often benefit from being part of a "critical mass", so it makes sense to try and locate new facilities near to established ones. Public realm works (public art) should be located where they will have greatest impact – gateways to the city and town centres.

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

Policy 12: Culture and Entertainment Facilities

Plan for culture and entertainment by:

(a) Promoting Preston City Centre as a sub-regional centre for cultural and entertainment facilities, with the key service centres of Leyland and Chorley providing for local cultural and entertainment requirements;

(b) Protecting existing cultural assets with a view to helping them to adapt to new challenges;

(c) Promoting public art and public realm works in town centres and gateways and seeking developer contribution funding where appropriate;

(d) Encouraging cultural and heritage based tourism and leisure facilities, such as restaurants, cinemas, theatres and museums, particularly in Preston City Centre.
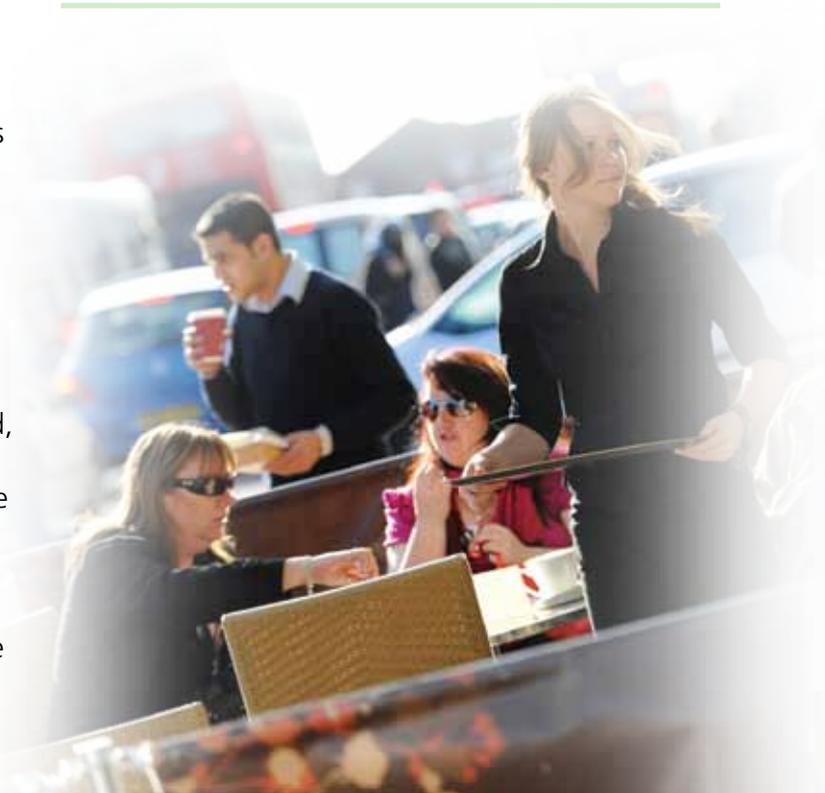
Sustaining the Rural Economy

9.34 This section is concerned with the 'working countryside' – commercial activities in the rural parts of Central Lancashire, where there is often a close interdependence between urban and rural life. The rural economy provides a wide range of important goods and services, including clean water, biodiversity, recreational space and opportunities, food energy and carbon management. Rural land is a vital resource for mitigating and adapting to the various challenges of climate change, such as drought and flooding. The countryside is also home to settlements and communities, where economic activities include agriculture and other farm based industries, as well as businesses associated with countryside pursuits including rural tourism and leisure. Beyond farming, the rural economy in Central Lancashire supports many businesses, including wholesale and retail trade, repairs, manufacturing, health and social work and real estate, renting and business activities.

9.35 Spatial planning has a key role to play in ensuring that the rural economy is viable, meets the needs of existing residents of rural areas and that growth and development is appropriate to the scale of each area. The manner in which Key Service Centres and larger villages (Local Service Centres) relate to the countryside is set out in the Policy 1 of the Core Strategy, as are opportunities for development and investment in adjoining smaller villages. Provision of land for employment uses and the criteria for considering large scale built leisure attractions in rural areas are covered in Policy 12 and 13.

9.36 The Spatial Portrait describes how Central Lancashire is characterised by a more urbanised core stretching from Preston City in the north to Adlington and Coppull in the south. Between and immediately next to these urban settlements is open land (much of it Green Belt), often referred to as 'urban fringe'. Much of this land serves urban demands for recreation and leisure in the forms of country parks, golf courses (and other Green Infrastructure uses), horse riding and garden centres. Further east and north is more typically open countryside given over to pasture in the upland areas of the Forest of Bowland and the West Pennine Moors. To the west of the urban core is the flatter more fertile land of the Lancashire Plain, where more intensive arable and market garden land uses are widespread.

9.37 Farming is the most dominant land use in the countryside, but only a small proportion of local rural employment is in agriculture: 1.1% of employee jobs in Lancashire were in agriculture, forestry and fishing in 2006. Farming is undergoing a period of change: world food prices are rising because of population growth, increased energy costs, changing diets in developing countries and a reduction in crop yields in some parts of the world because of the impacts of drought and other climate changes. These and other global trends are already affecting farming across Britain. It is now widely acknowledged to be more sustainable to source food locally rather than for it be transported thousands of miles. Britain is a net importer of food, so if in the future there is less trade in staple agricultural goods, and more global self-sufficiency, there to be pressure to increase productivity on farmland in Britain (see also Policy 31 on agricultural land).

9. Economic Prosperity

9.38 Global trends in farming and food are likely to lead to an expansion of local agricultural production, particularly of crops using the most fertile land, such as that on the west side of Central Lancashire. There may be some switch to growing bio-fuel crops. Some local producers, especially livestock and poultry farmers, may change from intensive farming to more open, free range practices in order to meet customer demand for local extensively reared produce.

9.39 The investment responses made to the dynamics of farming will be influenced by European Union policies and the availability of finance, including farm subsidies. Changes in farming practices will also affect the environment and the appearance of the countryside. Where farming activity intensifies, there may be pressure for the development of new buildings, including poly tunnels. Where the intensity of farming activity decreases, there will be opportunities to re-use surplus buildings for other purposes. Farm investment and diversification will also create or respond to opportunities for non-farming uses such as visitor facilities, storage, or small scale high technology businesses.

9.40 Rural residents in Central Lancashire have, on average, a higher level of skills compared with residents in neighbouring urban areas, and a greater proportion of rural residents are engaged in professional occupations. As this group often holds the resources to explore self employment and business starts, this is a significant latent business pool. It is important to both recognise this potential and facilitate rural economic development. Primarily this will be micro scale and experience has shown that many business 'start ups' can be accommodated within the home. Live/work development is an important enabler although the operating success of these schemes will often be dependent on the availability of high speed broadband internet connections. The Core Strategy will, where appropriate, encourage the development of incubator business units within village environments, and will encourage flexible or shared uses of buildings in order to safeguard local services. It will also expect proposals to incorporate excellent design, minimise landscape impact, and be adaptable to meet climate change challenges.

9.41 Garden centres, golf courses and horse stabling/riding schools provide employment opportunities and services to local people in the Central Lancashire countryside. Investment in these businesses will be managed sensitively so as to protect the open aspects of the countryside, and minimise the impact of development on the landscape.

9.42 Central Lancashire has a number of regionally important rural based tourist attractions and destinations. Rural based tourism will generally be supported in appropriate rural areas where it is shown to have no environmental harm. The area's inland waterways as well as the Forest of Bowland Area of Outstanding Natural Beauty and the West Pennine Moors are important rural tourist destinations, where sustainable tourism activity that will strengthen and diversify the economic base will normally be supported. Particular emphasis is placed on improving the quality of existing visitor accommodation and the need to broaden the range of attractions.

9.43 Visitors to these features are likely to sustain attractions and employment, which will continue to evolve and create new business opportunities. The Core Strategy is designed to enable appropriate development and flexibility for tourism and leisure operators so that they can invest in or respond to changes in visitor and leisure preferences. For instance, there may be a need for investment in shorter stay accommodation including caravanning and camping if more people take local leisure breaks and their main holidays in this country, as a result of foreign air travel becoming more expensive.

9.44 Further detail on the implications of the policy will be included in a Supplementary Planning Document.

Policy 13: Rural Economy

Achieve economic and social improvement for rural areas by sustaining and encouraging appropriate growth of rural businesses in the following ways:

(a) Working with telecommunications providers to increase the availability of high speed broadband internet services in rural areas.

(b) Supporting rural based tourist attractions, visitor facilities, recreational uses, business and storage activities.

(c) Allowing caravan and camping uses on appropriate sites subject to there being a proven demand.

(d) Managing the development of urban related uses such as horse stabling, garden centres and golf courses, by directing proposals to the urban fringe areas.

(e) Encouraging appropriate new farm buildings and structures where they can be shown to be necessary for increasing food production.

(f) Supporting sensitive conversions and alternative uses of farm buildings no longer needed for agriculture but which enable farm diversification where they:

>   **i.   Sustain and maintain the core farm business;**
>   **ii.   Do not compromise the working of the farm;**
>   **iii. Are located within or near the existing farm complex.**

Allowing limited extension and replacement of existing buildings, with a preference for commercial, tourism and live/work uses.

(h) Encouraging micro growth points within rural areas for knowledge economy development, including live/work units.

(i) Allowing flexible service uses of buildings in recognised District and Local Centres where shared uses (co-location) will ensure the operation of key services, and resisting development proposals which would result in their loss.

In all cases, proposals will be required to show good siting and design in order to conserve and where possible enhance the character and quality of the landscape without undermining the purposes of the Green Belt, the functioning of the Green Infrastructure and the functioning of the ecological frameworks. Development should also be of an appropriate scale and be located where the environment and infrastructure can accommodate the impacts of expansion.

Education, Skills and Economic Inclusion

Education

9.45 Levels of achievement in Central Lancashire schools have generally risen, and are above the county average in South Ribble and Chorley. However, Preston's overall performance is slightly below average, although broadly in line with attainment nationally. There are spatial links between educational achievement and deprivation, with areas in central and east Preston being amongst the lowest 10% in the country. Many schools are in need of capital investment.

9.46 Demographic changes mean that the number of children of school age has declined, and this trend is expected to continue in the secondary schools for a few more years. However, an increase in the birth rate of approximately 15% since 2000 will see primary school rolls increase for the foreseeable future. A significant number of surplus places have recently been removed by the closure of two secondary schools in Preston (together with the opening of an Academy) and primary school provision will be kept under review. Smaller, rural schools can be under threat if pupil numbers drop below a viable level. NPPF Paragraph 74 affords protection to existing open space, sports and recreational buildings and land, including playing fields, which would cover school sites with such facilities.

9.47 The change in demand for school places presents an opportunity to review school provision and perhaps to merge schools to provide better facilities and to free up valuable sites. New schools can help in the overall regeneration effort, particularly if the buildings can also be used for community services. In some areas, particularly where new house building will increase demand, it is important that there is capacity in schools and that the County and District councils work together to ensure that there are sufficient places available to accommodate additional children.

9.48 When carrying out school reorganisation reviews, the location of any new schools at the heart of their communities should result in fewer parents using a car to transport their children to school.

Policy 14: Education

Provide for Education requirements by:

(a) Enabling new schools and other educational facilities to be built in locations where they are accessible by the communities they serve, using sustainable modes of transport.

(b) Asking developers to contribute towards the provision of school places where their development would result in or worsen a lack of capacity at existing schools.

(c) Working in partnership with the education authority in any modernisation programme requiring school closure or new construction.

(d) Supporting the growth and development of higher and further education, through close working with the relevant institutions.

(e) Working in partnership with the education authority and other service providers to identify opportunities for the co-location of services to meet the needs of the community.

Skills and Economic Inclusion

9.49 Post-16 education in Central Lancashire is generally provided at colleges. This includes Myerscough College situated to the north of Preston, just outside the city boundary. It specialises in sport, farming and rural skills and its catchment extends over Central Lancashire. The University of Central Lancashire (UCLAN) has expanded rapidly over the last decade and now has over 30,000 students. The Lancashire Teaching Hospitals NHS Foundation Trust is a major teaching hospital. The University, hospitals and colleges have a vital role to play in ensuring that the workforce in Central Lancashire has the skill base needed to take advantage of the area's economic potential.

9.50 Within Lancashire there is a significant difference between current skills and the skills needed to address the growing economic gap between Lancashire and the Northwest region. The gap between Lancashire and the national economy is even greater, and a step change in skills acquisition is required. Quality higher education, training and skills development are essential to ensure a skilled local labour pool for new and expanding enterprises. The Core Strategy sets the framework for increasing the value of the local economy and providing higher paid jobs. It is important that the local community has the right skills to access these jobs.

9.51 Evidence from the Lancashire Learning and Skills Council shows that a considerable proportion of employment available in Central Lancashire is in lower skilled jobs. The proportion of working-age population with no qualifications is lower (14.7%) than the regional average (15.8%) but higher than the national (13.6%). Those with low or no formal skills often have low incomes or cannot find employment. The Indices of Deprivation 2007 show that Preston has a number of areas, particularly in inner East Preston, that are in the 10% most deprived nationally on the employment and skills indicator. Chorley fares better but it has pockets in the worst 10% within Chorley town, Clayton-le Woods and Coppull. There are some small areas in Leyland in the worst 10%, but areas in Kingsfold and Bamber Bridge are slightly better.   Within these areas it is important that lower level skills are enhanced in order to reduce the number of people finding it difficult to access employment.

9.52 The Learning and Skills Council also indicates that employment growth in Central Lancashire is in sectors requiring higher skills (NVQ level 4). Given this pattern of skilled employment growth, it is notable that graduate retention is low, with only a third of UCLAN graduates remaining to work in the area. Promotion of creative industries, based on the arts and media, has a particular potential to retain these graduates, as will opportunities in higher skilled sectors of the economy, such as ICT, advanced manufacturing and aerospace.

Policy 15: Skills and Economic Inclusion

Improve Skills and Economic Inclusion by:

(a) Working with existing and incoming employers to identify skills shortages.

(b) Liaising with colleges, training agencies and major local employers to develop courses and life-long learning and increase access to training, particularly in local communities that are the most deprived in this respect.

(c) Encouraging knowledge based businesses and creative industries associated with the University of Central Lancashire to enable graduate retention.

Sustainability Appraisal

* Options were concerned with the location of employment sites and the protection of employment sites. Overall, for the first issue it was deemed that the most sustainable option would be to locate employment sites in existing urban areas such as the city and town centres and to pursue development on brownfield land. Secondly, employment sites should be protected from other uses for economic sustainability and released only where existing sites were no longer suitable for their intended use.

* A combination of options was necessary to support the retail and leisure sector through encouraging improved and successful visitor, community and shopping facilities to meet economic and social sustainability outcomes as well as by reducing the need to travel and having a positive impact on environmental sustainability. These themes have been taken forward in the publication policy.

* Locating development within the rural areas and countryside is often a concern for environmental sustainability, however the appraisal recognised the need to support appropriate rural development to sustain the rural economy and enable the survival of rural communities and facilities.

* The sustainability appraisal identified a conflict between the need to open access to jobs and expansion of small businesses. A balanced approach is necessary and the policy taken forward is to support economic inclusion and provide greater access to jobs, in such a way that no significant environmental harm ensued.

* Overall the policies taken forward were deemed to have the fewest negative impacts.

10

Design

Strategic Objectives

SO 15 To foster 'place shaping' to enhance the character and local distinctiveness of the built environment in Central Lancashire by encouraging high quality design of new buildings.

SO 16 To protect, conserve and enhance Central Lancashire's places of architectural and archaeological value, and the distinctive character of its landscapes.

SO 17 To maintain and improve the quality of Central Lancashire's built and natural environment assets so that it remains a place with 'room to breathe'.

Cross Cutting Themes

Achieving Good Design

The high quality design of new buildings and the creation or enhancement of existing green infrastructure will enhance the character of the built and natural environment, ensuring effective place shaping across Central Lancashire.

Promoting Health and Wellbeing

Green Infrastructure can help make space for nature in urban areas, promote better health and affect people's sense of wellbeing, defining how they feel about the places where they live. A high quality built environment, including the development of public art projects, has a positive effect on a community's health and wellbeing.

Tackling Climate Change

All new houses should be constructed to achieve high environmental standards under the Code for Sustainable Homes, thereby reducing their carbon footprint. The creation of new green and blue (water) spaces can offset climate change and provide pollution control, natural air cooling and vegetation cover that helps prevent flooding.

10.1 Ensuring high quality design in both the natural and built environment is an integral part of the Core Strategy and seen as one of the three main cross cutting themes. Design is relevant to all areas of place shaping from protecting heritage assets and encouraging sensitive design, to master planning for new developments. It is important to 'design out' crime, and to 'design in' energy efficiency and other adaptations into new buildings to help reduce running costs, emissions and the impacts of climate change. Positive design is crucial for the natural environment, from maintaining, enhancing and expanding ecological networks and green infrastructure networks, to managing new development in areas of landscape character or environmental designations.

10.2 Central Lancashire has a rich natural, historic and built environment, a strength that high quality design can build upon during the plan period.

Design in the Built Environment

10.3 There are two main strands of the built environment identified within this policy. Firstly, the need to protect and conserve the heritage assets of Central Lancashire and recognise the importance of promoting good design and sensitive management for both heritage assets as well as the sensitive integration of modern design. Secondly, the need for good design for new development that conform to a broad range of building requirements, such as the Code for Sustainable Homes.

Protecting and Conserving Heritage Assets

10.4 Central Lancashire boasts a rich and varied built environment, which includes landscapes, sites, structures and buried remains of significant historic and architectural interest. The individual heritage assets date from prehistoric and Roman times to the present day, although much of the more visible buildings and townscapes stem from the recent industrial past. Heritage assets make a valuable contribution to the areas economic and social wellbeing as well as providing a focus for heritage led regeneration.

10.5 Listed Buildings and Scheduled Ancient Monuments are protected by legislation and English Heritage keep an up to date register of all listed buildings and scheduled ancient monuments and those at risk. Alongside these exist a number of designated heritage assets including Registered Parks and Gardens, Conservation Areas and other areas of historic interest that are protected through the planning process.

10.6 Central Lancashire has over 1,000 Listed Buildings, 26 Conservation Areas, 17 Scheduled Ancient Monuments and 13 Parks and Gardens of Historical Interest. As well as these designated heritage assets the Lancashire Historic Environment Record lists over 3,500 other known assets, some of which are of particular local interest, and merit increased protection by means of a Local List.

Policy 16: Heritage Assets

Protect and seek opportunities to enhance the historic environment, heritage assets and their settings by:

a) Safeguarding heritage assets from inappropriate development that would cause harm to their significances.

b) Supporting development or other initiatives where they protect and enhance the local character, setting, management and historic significance of heritage assets, with particular support for initiatives that will improve any assets that are recognised as being in poor condition, or at risk.

c) Identifying and adopting a local list of heritage assets for each Authority.

High Quality Design within New Developments

10.7 The importance of high quality design is integral to the Core Strategy and thus central to the planning of new developments. The need for development to respect local character and 'build in context' with its surroundings is a key area of the following policy. The 'Building in Context' concept was developed by English Heritage and the Commission for Architecture & the Built Environment (CABE) to stimulate a high standard of design when development takes place in historically sensitive contexts. The founding principle is that successful design solutions depend on allowing time for a thorough site analysis and character appraisal of context. This approach can be applied to all developments, not just those in 'special' areas. Where the local environment is poor, good building design is key to enhancing its identity and sense of place, as well as increasing local pride in an area.

10.8 It is important that new developments take account of layout, landscaping and accessibility in order to be sympathetic to their location, as well as enhancing the area where previous opportunities may have been missed. The design of streets, Green Infrastructure and the wider public realm can further encourage community cohesion, identity and pride and realise the benefits of place shaping.

10.9 There are now no extensive areas of despoiled land in Central Lancashire. Considerable work has already taken place to restore and remediate contaminated and derelict land including the former coal workings in the south of the plan area.   Although there are still some small scale local areas of despoiled land, they are not considered a significant spatial issue. However hazards in relation to old mine workings may still exist so it is appropriate to address these if they arise.

10.10 A Design Guide Supplementary Planning Document (SPD) will be produced alongside the Core Strategy to deal with new developments from housing to retail, commercial and industrial. The aim of the Design Guide will be to encourage high quality design of places, buildings and landscaping; identifying how best to integrate new development into the existing settlement patterns and landscape character across Central Lancashire.
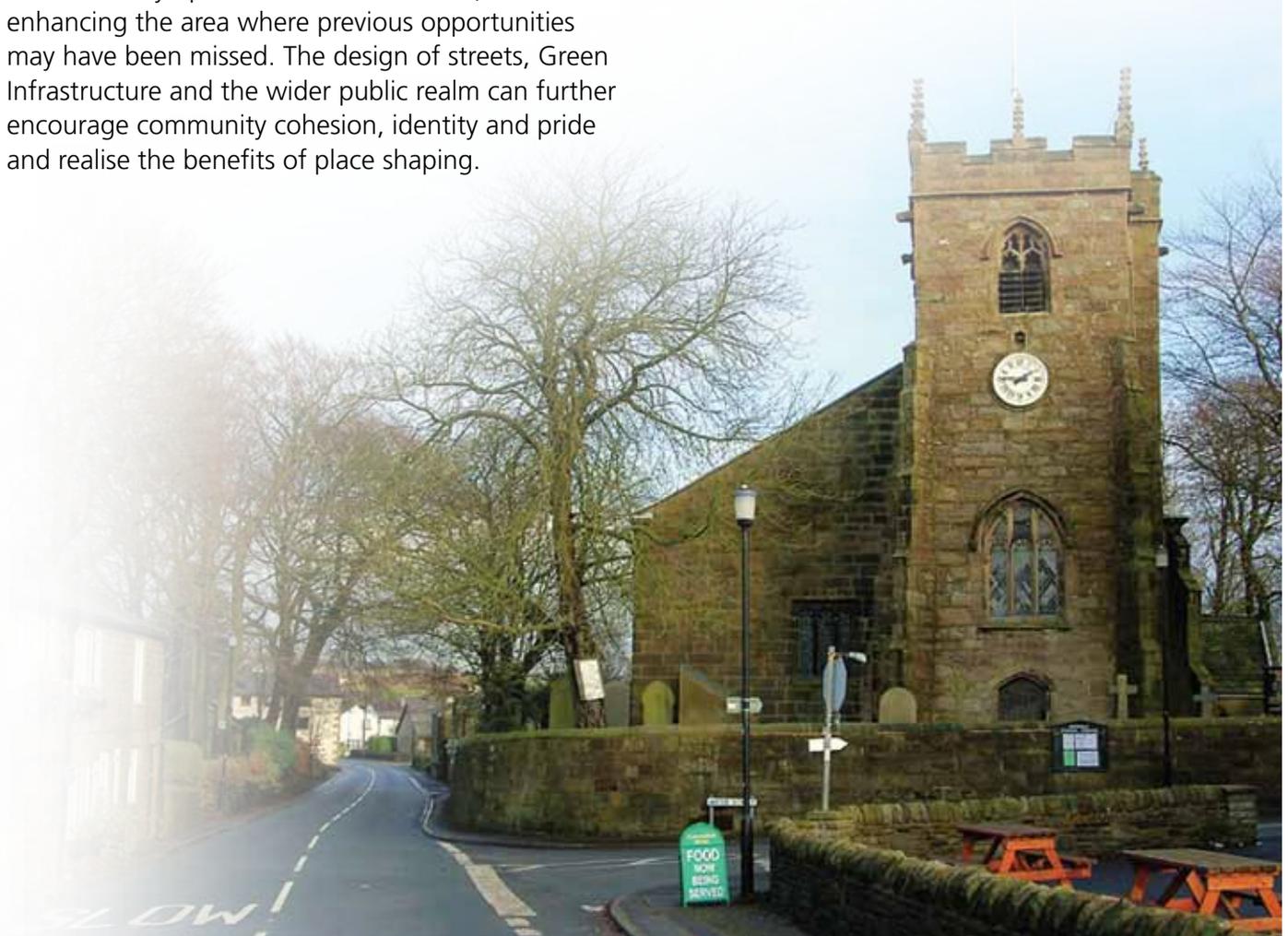
10. Design

Policy 17: Design of New Buildings

The design of new buildings will be expected to take account of the character and appearance of the local area, including the following:

(a) siting, layout, massing, scale, design, materials, building to plot ratio and landscaping.

(b) safeguarding and enhancing the built and historic environment.

(c) being sympathetic to surrounding land uses and occupiers, and avoiding demonstrable harm to the amenities of the local area.

(d) ensuring that the amenities of occupiers of the new development will not be adversely affected by neighbouring uses and vice versa.

(e) linking in with surrounding movement patterns and not prejudicing the development of neighbouring land, including the creation of landlocked sites.

(f) minimising opportunity for crime, and maximising natural surveillance.

(g) providing landscaping as an integral part of the development, protecting existing landscape features and natural assets, habitat creation, providing open space, and enhancing the public realm.

(h) including public art in appropriate circumstances.

(i) demonstrating, through the Design and Access Statement, the appropriateness of the proposal.

(j) making provision for the needs of special groups in the community such as the elderly and those with disabilities.

(k) promoting designs that will be adaptable to climate change, and adopting principles of sustainable construction including Sustainable Drainage Systems (SuDS); and

(l) achieving Building for Life rating of 'Silver' or 'Gold' for new residential developments.

(m) ensuring that contaminated land, land stability and other risks associated with coal mining are considered and, where necessary, addressed through appropriate remediation and mitigation measures.

Design in the Natural Environment

Green Infrastructure

10.11 The North West Green Infrastructure Guide defines Green Infrastructure as 'the region's life support system – the network of natural environmental components and green and blue spaces that lies within and between the North West's cities, towns and villages which provides multiple social, economical and environmental benefits'. These benefits are further identified in the Lancashire Green Infrastructure Strategy.

10.12 Positive design of the Green Infrastructure network can create habitat linkages and reduce habitat and species fragmentation and isolation (in line with the wider requirements and importance of Ecological Networks). In addition it provides good quality, inclusive and sustainable 'green wedges' and open spaces within and throughout the urban core of the sub-region, for a variety of functions including recreation. Green wedges are substantial areas of open space which lie within the main urban areas of Central Lancashire, separating neighbourhoods, providing links to open countryside and acting as wildlife corridors. They may comprise public parks or significant private open spaces, such as golf courses or other outdoor recreational facilities. It is important to protect the integrity of these areas to keep the network of Green Infrastructure intact.

Policy 18: Green Infrastructure

Manage and improve environmental resources through a Green Infrastructure approach to:

(a) protect and enhance the natural environment where it already provides economic, social and environmental benefits;

(b) invest in and improve the natural environment, particularly;

  i. the river valley networks including:

  • the River Ribble at Penwortham and south to Lostock Hall and Bamber Bridge, to create a 'central park' area incorporating footpaths, cycleways and a Local Nature Reserve;

  • Savick Brook upstream of Preston;

  • the River Darwen between Roach Bridge and Walton-le-Dale; and

  • the Yarrow and Cuerden Valley Parks.

  ii. the canal networks including:

  • the Lancaster Canal into Preston; and

  • the Leeds and Liverpool Canal through Chorley and Adlington.

  iii. where it contributes to the creation of green wedges and the utilisation of other green open spaces that can provide natural extensions into the countryside.

(c) secure mitigation and/or compensatory measures where development would lead to the loss of, or damage to, part of the Green Infrastructure network.

Figure 14: Green Infrastructure Key Assets

The Objective of the County Council is to protect and enhance the environment where the asset base is already significant (shown by the darker shading on the map) and where it contributes to economic, social and environmental wellbeing.

Highest

Lowest

Motorways
Rivers/Canals/Reservoirs
Railway Line

Garstang

Beacon Fell

FOREST
OF BOWLAND

Goosnargh
Whittingham
Longridge

Broughton

M55
Grimsargh

Bartle
M6

Cottam
Fulwood

PRESTON

Ribbleton

Savick Brook
River Ribble
Samlesbury

Lea

Deepdale
River Darwen

Ribble Estuary

Walton
-le-Dale
Higher
Walton
Coupe
Green
Gib Lane

Penwortham
Walton
Park
Bamber
Bridge
Gregson
Lane
Hoghton

Hutton
Lostock
Hall

New Longton
Cuerden

LANCASHIRE
PLAIN
Longton
M65

Little Hoole
Brindle

Farington
Clayton
Brook /
Green
Abbey
Village

Much Hoole
Midge
Hall
Moss Side
Higher
Wheelton
Withnell

Clayton
-le-
Woods
Whittle
-le-Woods
Brinscall

LEYLAND
Ulnes
Walton
Wheelton

Bretherton
River Lostock
Buckshaw

Botany

River Douglas
M6
Astley
Village
WEST PENNINE
MOORS

Croston
Euxton
M61

River Yarrow
CHORLEY

Eccleston

Heskin

Mawdesley
Charnock
Richard
Rivington

Coppull
Adlington / Heath Charnock
/ Anderton

Horwich

Standish

Source: Lancashire Green Infrastructure Strategy 2009

Figure 15: Green Infrastructure Areas for Improvement

The Objective of the County Council is to invest in and improve the environment where indicators show a real deficiency (shown by the darker shadings on the map) in the asset base and its contribution to the sub-region.
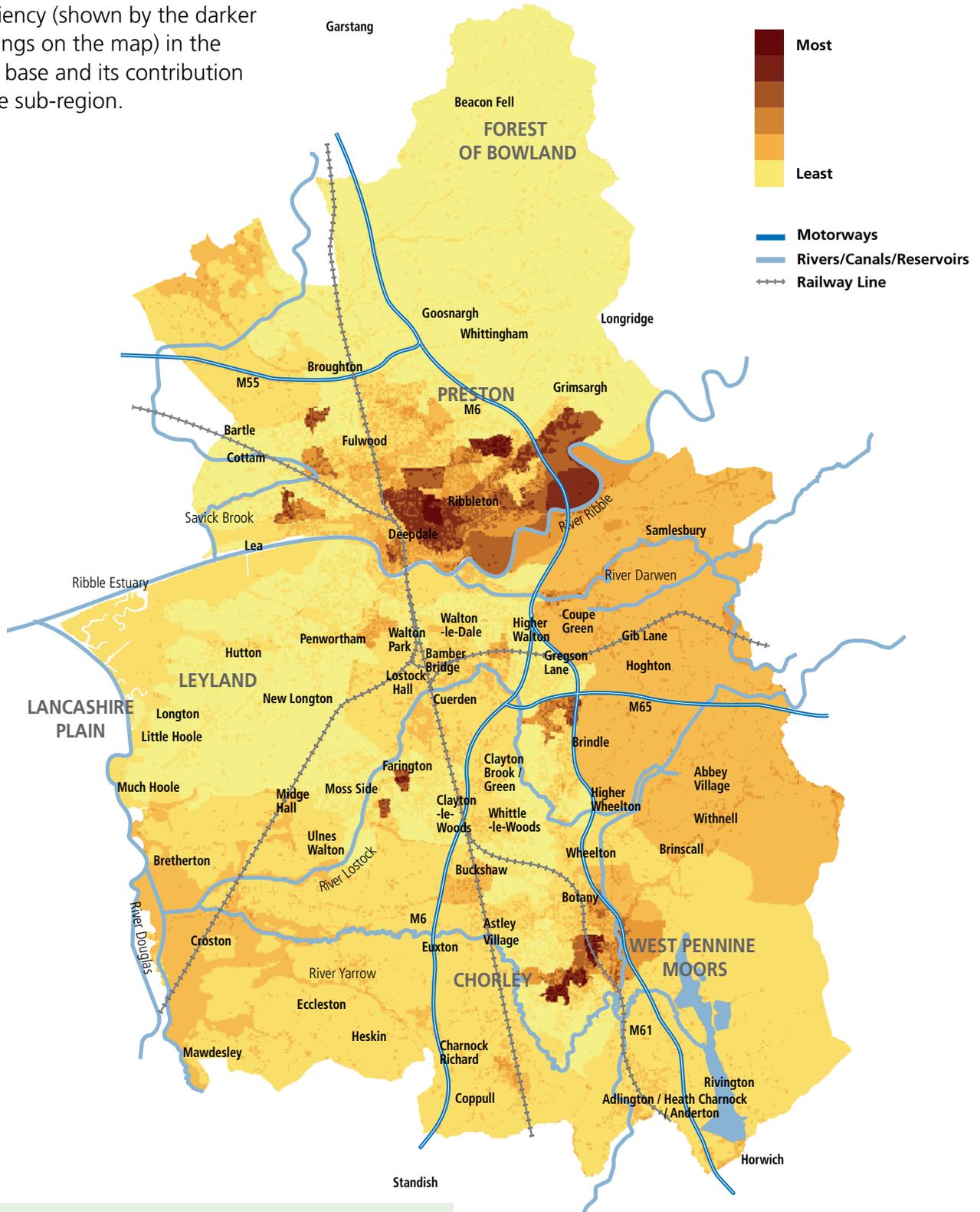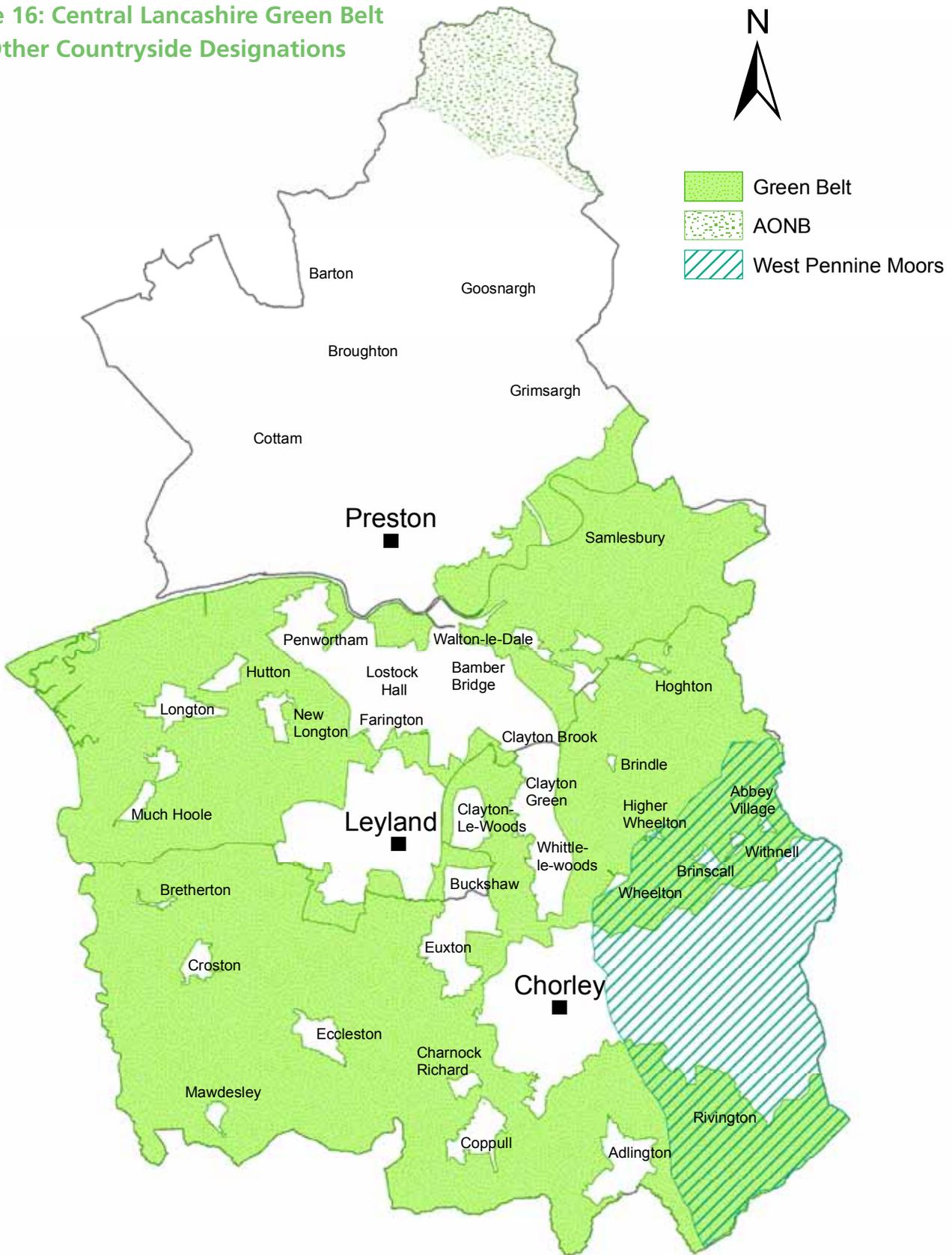

Source: Lancashire Green Infrastructure Strategy 2009

Figure 16: Central Lancashire Green Belt and Other Countryside Designations

N

Green Belt

AONB

West Pennine Moors

Barton

Goosnargh

Broughton

Grimsargh

Cottam

Preston

Samlesbury

Penwortham
Walton-le-Dale

Hutton
Lostock Hall
Bamber Bridge
Hoghton

Longton
New Longton
Farington

Clayton Brook

Much Hoole
Clayton-Le-Woods
Clayton Green
Brindle

Higher Wheelton
Abbey Village

Leyland
Whittle-le-woods
Withnell

Buckshaw
Brinscall
Wheelton

Bretherton

Euxton

Croston
Chorley

Eccleston
Charnock Richard

Mawdesley
Rivington

Coppull
Adlington

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2 km

Source: Lancashire County Council, 2010

Green Belt

10.13 The Green Belt helps ensure that settlements do not coalesce. No changes are anticipated to the strategic extent of the Green Belt within Central Lancashire. There is a general presumption against inappropriate development in the Green Belt, and the very special circumstances needed to justify inappropriate development within it will not exist unless the harm, by reason of inappropriateness and any other harm, is clearly outweighed by other considerations.

10.14 In some parts of Central Lancashire there are relatively small amounts of open countryside between certain settlements. To help maintain the openness of these areas of countryside and the identity and distinctiveness of these settlements, Policy 19 identifies locations where Areas of Separation are needed. The policy will apply to all forms of development including that considered appropriate in the Green Belt.

10.15 Policy 19 also refers to Areas of Major Open Space. These areas differ from Areas of Separation in that they are neither within the Green Belt nor within the open countryside.

10.16 Two locations are identified within the urban boundary of Preston, where Areas of Major Open Space are valued as part of the local Green Infrastructure, and these spaces help to maintain the distinctiveness of the adjoining neighbourhoods and help protect Central Lancashire as a place with room to breathe. Detailed boundaries for these areas will be set out in the Site Allocations Development Plan Documents.

Policy 19: Areas of Separation and Major Open Space

Protect the identity, local distinctiveness and green infrastructure of certain settlements and neighbourhoods by the designation of Areas of Separation and Major Open Space, to ensure that those places at greatest risk of merging are protected and environmental/ open space resources are safeguarded.

Areas of Separation will be designated around the following northern settlements:

(a) Broughton;

(b) Goosnargh/Whittingham; and

(c) Grimsargh;

and between the following central and southern settlements:

(d) Bamber Bridge and Lostock Hall;

(e) Walton-le-Dale and Penwortham;

(f) Farington, Lostock Hall and Penwortham;

(g) Chorley and Whittle-le-Woods; and

(h) Chorley and Euxton.

Areas of Major Open Space will be designated within the Preston urban boundary, in particular areas between:

(a) Ingol/Tanterton and Greyfriars/Cadley;

(b) Sharoe Green and Fulwood.

10. Design

Countryside Management and Access

10.17 The Ribble Coast and Wetlands Regional Park (Ribble and Alt Estuaries) is a National Nature Reserve and is one of the most important wildlife habitats in Europe. The Beacon Fell Country Park manages public access and conserves an upland area in the north east of Central Lancashire, which extend beyond the boundary into the Forest of Bowland Area of outstanding Natural Beauty (AONB). The West Pennine Moors Partnership plays a similar (but less formal) role in helping to co-ordinate the management of the 'Moorland Gateway' upland areas east of Chorley.   Whilst the habitats are supported by international and national legislation, these areas are also important for the development of tourism and recreation and the Core Strategy continues to support their development.

Policy 20: Countryside Management and Access

Support the continued development of plans and proposals for the Ribble Coast and Wetlands Regional Park, Beacon Fell Country Park and the Moorland Gateway to the West Pennine Moors especially for the benefits to land management, nature conservation and sustainable access.

Landscape Character Areas

10.18 Landscape is important in the way that it contributes to an area's distinctiveness and key activities. All the 'natural' landscapes in Central Lancashire have been shaped by human activity over thousands of years. The Landscape Strategy for Lancashire (2000) produced by Lancashire County Council in partnership with the former Countryside Agency and the Lancashire Historic Landscape Characterisation identified a broad range of landscape character areas within Central Lancashire worthy of conserving, protecting and enhancing.

10.19 The character areas relevant for Central Lancashire may be summarised as:

- The moorland hills and fringes of Beacon Fell in the north (including part of the Forest of Bowland AONB) and West Pennine Moors in the south east, together with their industrial foothills;

- Wide areas of undulating lowland farmland to the north and west, and along the Ribble Valley in the east;

- The Ribble Valley itself, a dominating landscape running from the east of Central Lancashire, out to the valley estuary and the important coastal marshes to the west;

- The coastal plains of the Fylde, and the Longton-Walmer Bridge area, close to the urban centre of Preston;

- The mosslands at Hoole and Farrington to the west of Leyland and from Bretherton to Mawdesley.

10.20 This is not a comprehensive list but it highlights the variety of landscape character within Central Lancashire and, whilst not all are nationally significant, they are recognised as locally distinct and highly valued. New development in the countryside can, through its design, use of external materials and siting, integrate well into the local settlement pattern and through associated works can improve as well as conserve the character of the landscape.

Policy 21: Landscape Character Areas

New Development will be required to be well integrated into existing settlement patterns, appropriate to the landscape character type and designation within which it is situated and contribute positively to its conservation, enhancement or restoration or the creation of appropriate new features.

10. Design

Biodiversity and Geodiversity

10.21 Biodiversity is the variety of life in all its forms; Geodiversity is the variety of rocks and landforms together with the processes that form them.   It is important to recognise that the underlying geology affects the landscape of areas and the biological diversity that land can sustain. A wide range of sites important to wildlife habitats and species exist in Central Lancashire, and whilst some areas/sites are afforded greater protection through legislation, the Core Strategy recognises the ecological value of all levels.

10.22 Within Central Lancashire there exist elements of the entire hierarchy of designations. At the European level the Ribble and Alt Estuaries are designated as a Special Protection Area (SPA) for birds, a Ramsar International wetland, a National Nature Reserve and a Site of Special Scientific Interest (SSSI). There are significant areas of European Directive Priority Habitats (mainly saltmarsh and active blanket bog). The area also contains many regional and locally designated sites including several hundred Biological Heritage Sites (BHSs) and a number of Local Nature Reserves. Central Lancashire is home to various protected animals and plant species; Biodiversity Action Plans set out management strategies for their conservation, maintenance and enhancement. There are also 17 Geological Heritage Sites in the plan area.

10.23 The Core Strategy will help ensure that areas/sites with international, national and local designations will not be adversely affected by new development.

Ecological Networks

10.24 Design of the natural environment is equally important when considering the protection, maintenance, restoration and re-establishment and favourable condition of biodiversity and geodiversity. This can help to nurture and conserve habitat and species colonisation, and prevent fragmentation.

10.25 Ecological networks were introduced through national planning policies as an opportunity to design for the future of ecology through spatial planning. Policy 22 conforms to national guidance and will be further developed in future planning documents.

Policy 22: Biodiversity and Geodiversity

Conserve, protect and seek opportunities to enhance and manage the biological and geological assets of the area, through the following measures:

(a) Promoting the conservation and enhancement of biological diversity, having particular regard to the favourable condition, restoration and re-establishment of priority habitats and species populations;

(b) Seeking opportunities to conserve, enhance and expand ecological networks;

(c) Safeguarding geological assets that are of strategic and local importance.

Sustainability Appraisal

* Options have been developed as the most sustainable and in compliance with national policy

* The sustainability appraisal process noted that a combination of the preferred options was the most beneficial, as it allowed flexibility yet also protection for natural environmental assets.

* The options taken forward are as a response to the sustainability appraisal process and are deemed to have no significant adverse impacts.

11

Health and Wellbeing

Strategic Objectives

SO 18 To improve the health and wellbeing of all Central Lancashire's residents and reduce the health inequalities that affect the more deprived areas, particularly Inner East Preston.

SO 19 To improve access to health care, sport and recreation, open green spaces, culture, entertainment, and community facilities and services, including healthy food.

SO 20 To create environments in Central Lancashire that help to reduce crime, disorder and the fear of crime, especially in the more deprived areas which often experience higher levels of crime.

Cross Cutting Themes

Achieving Good Design

Health is created and lived by people within the settings of their everyday lives. Good design can help to shape places so that healthy lifestyles are encouraged for example, by supporting Green Infrastructure and safe, sustainable transport networks, and the provision of a well-designed network of healthcare services. Good design can promote community cohesion and significantly reduce the risk of crime.

Tackling Climate Change

Climate change brings with it new health and wellbeing challenges. For example, more extreme weather events such as heat waves, floods and extreme cold weather spells are expected which have significant health impacts, especially on the elderly and infirm. Measures to promote healthier lifestyles, such as promoting walking and cycling, will lead to reductions in carbon dioxide emissions.

11.1 The World Health Organisation's defines health as "…a state of complete physical, mental and social wellbeing and not merely the absence of disease or infirmity". Wellbeing is recognised as a broader concept, and can be defined as "a positive physical, social and mental state: it is not just the absence of pain, discomfort and incapacity. It requires that basic needs are met, that individuals have a sense of purpose, that they feel able to achieve important personal goals and participate in society."

11.2 The diagram overleaf (Figure 17) shows that many factors influence our state of health and wellbeing. Spatial planning can have a positive effect on these factors, and hence health and wellbeing is identified as one of the Core Strategy's main cross-cutting themes:

- providing and protecting green open spaces, which promote increased physical activity and exercise, and improve mental health and wellbeing;

- reducing motor vehicle traffic which in turn leads to reductions in air and noise pollution and road traffic accidents;

- promoting sustainable transport networks, especially cycling and walking, to provide access to services and employment;

- promoting greater prosperity and access to more and better jobs;

- improving the quality and type of housing available;

- encouraging access to healthy, fresh and affordable food whilst also seeking to manage the location of fast food outlets.

11. Health and Wellbeing

Figure 17: The Determinants of Health and Wellbeing in Our Neighbourhoods

Source: Barton and Grant (2006) based on a public health concept by Whitehead and Dahlgren (1991).

11.3 The general health of people in Central Lancashire is improving but challenges remain, with some public health issues common to all three districts including:
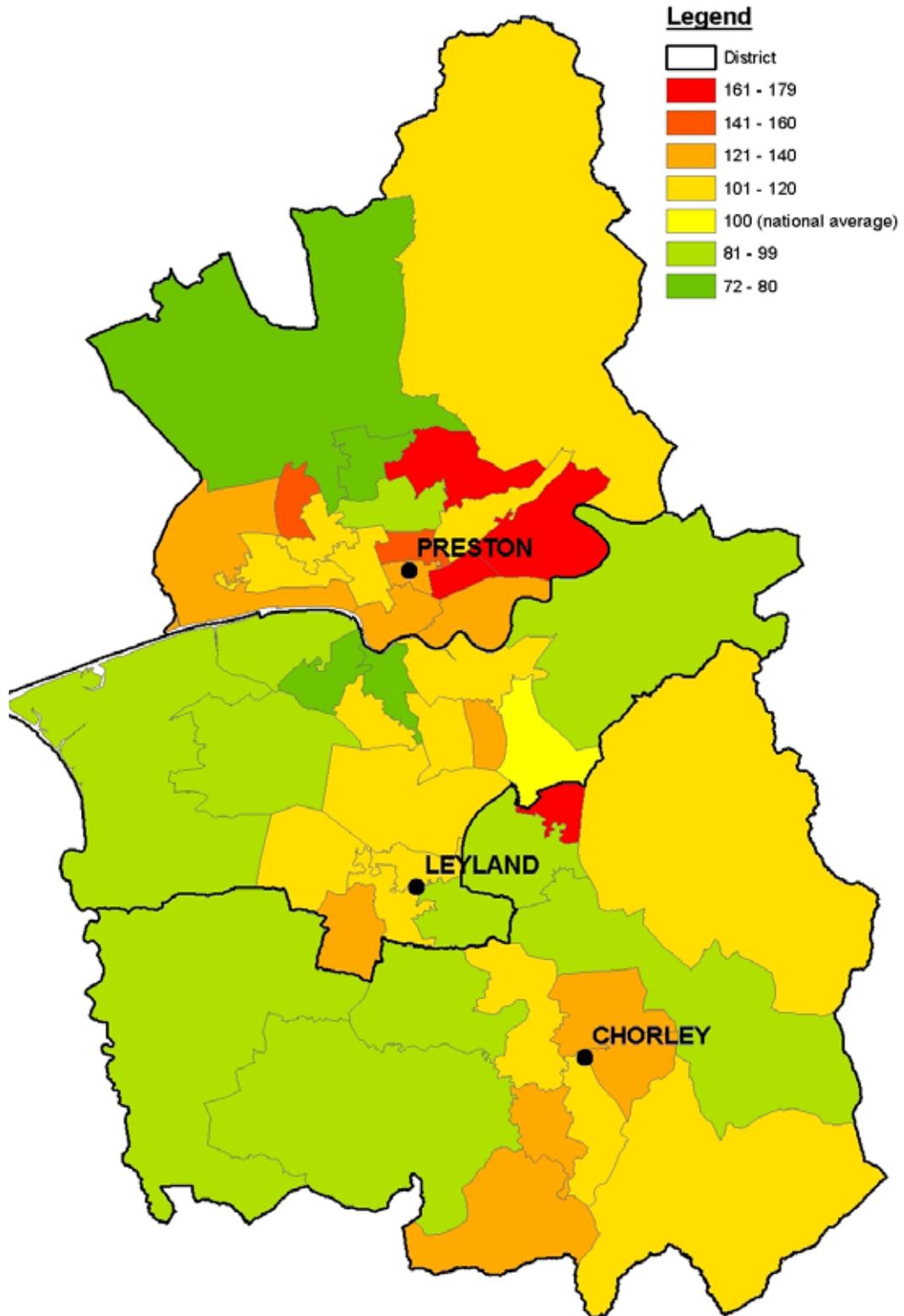
- alcohol abuse (binge drinking and hospital stays due to alcohol related harm);

- a high proportion of over-65s not in good health;

- relatively high levels of road injuries and deaths;

- increasing incidence of mental disorders and obesity-related illnesses.

11.4 There is a strong spatial relationship between social and economic factors that impact on health, such as low income and poor housing, and these issues have been highlighted nationally in the Marmot Review. Reducing health inequalities has been a priority for many years but they remain very persistent. The result is that the more deprived urban neighbourhoods and the eastern suburbs of Preston in particular show high levels of poor health, and so make particular demands on health and support services. Ultimately, health inequality manifests itself through significant differences in life expectancy between areas, and this is illustrated in (Figure 18).

11.5 Addressing these difficult issues requires the co-ordinated efforts of a number of different agencies, including the Primary Care Trusts (PCTs), local authorities and voluntary and community organisations involved in health and wellbeing. Preston is a WHO-designated phase V 'Healthy City'. This is a partnership between the Primary Care Trust and the City and County Councils, with the aim of "mainstreaming" health equity into all policies for local authorities and partnership agencies. It puts a special emphasis on health inequalities and urban planning. Health considerations must, therefore, be integrated into spatial planning.

11.6 Health and wellbeing considerations are referenced throughout this Core Strategy. The following policy concentrates on two particular aspects of healthy urban planning: the provision of health care services, and access to healthy food.

Figure 18: All Age, All Cause Mortality, Middle Super Output Areas: Chorley, Preston and South Ribble

Legend

District

161 - 179

141 - 160

121 - 140

101 - 120

100 (national average)

81 - 99

72 - 80

PRESTON

LEYLAND

CHORLEY

11. Health and Wellbeing

Provision of Health Care Services

11.7 Primary health care (GP surgeries, health centres, clinics, and dental surgeries) is commissioned by the NHS Central Lancashire PCT although the northern parishes of Preston fall within NHS East Lancashire. Access to primary care in rural areas can be difficult, particularly for older people. There are no local GP services in the rural settlements north of Preston so residents must travel to Preston or Longridge. This can be a problem for those with limited access to transport. Mental health services are provided across Lancashire by Lancashire Care NHS Foundation Trust. The Lancashire Teaching Hospitals NHS Foundation Trust provides secondary care services throughout the area via two hospitals – the Royal Preston Hospital and the Chorley and District Hospital. Lancashire County Council also provides care services for older people and for children and young people, as do a number of private and third sector agencies.

11.8 The types of health care services provided and the methods of delivery continue to change. For example, some PCTs are developing "walk-in" centres for primary care, based in town or district centres, whilst others are developing GP led "polyclinics" which are intended to provide more specialist facilities than GP surgeries, and will therefore take some pressure off hospitals. New approaches to service provision in Central Lancashire include the Minerva Centre, a Long Term Conditions Centre within Preston North End football ground.

11.9 Where the PCT or other service provider identifies a need for a new facility, then the local authorities will assist with identifying a suitable site, and if possible, seek to identify land in their Site Allocations Development Plan Documents. Co-location of services (e.g. sharing the use of a building) will be encouraged. New housing development may create a need for new or expanded health care facilities. The local authorities will seek the advice of the Primary Care Trust in establishing whether new facilities are required to serve the development, and if this is the case, will seek appropriate developer contributions.

11.10 The second dimension of the policy is access to healthy food. The correlation between the quality of food we eat and our personal wellbeing is well documented. Concerns are increasing in the UK over levels of obesity and the consequent health issues, which impact disproportionately on poorer and disadvantaged communities. Community food growing schemes can help counter this by providing fresh, affordable food and also promote physical activity and social inclusion. It is important, therefore to safeguard allotments and other urban land that can support local food growing.

11.11 Another aspect to the lack of access to healthy food choices is the concentration of fast food takeaways in some locations, particularly in areas of poor health. The local planning authorities will work with partners to control this as part of a healthy eating and anti-obesity strategy, and consideration will be given to the preparation of a Supplementary Planning Document.

11.12 The effect that planning policies and proposals may have on the health of a community can be tested through "Health Impact Assessment" (HIA). This aims to ensure that any adverse impacts are reduced and positive impacts are maximized for all sections of the community. For the purposes of Policy 23, strategic development proposals are defined as those requiring an Environmental Impact Assessment.

Policy 23: Health

Integrate public health principles and planning, and help to reduce health inequalities by:

(a) Working with health care commissioners to support health care infrastructure and particularly to improve primary care and mental health care access and facilities.

(b) Where required by the priorities of health care commissioners, identifying sites for new facilities reflecting the spatial distribution of need, the importance of accessibility, and opportunities for different service providers to share facilities.

(c) Seeking contributions towards new or enhanced facilities from developers where new housing results in a shortfall or worsening of provision.

(d) Requiring Health Impact Assessment on all strategic development proposals on Strategic Sites and Locations.

(e) Working with partners, including the Primary Care Trust and local authority environmental health departments, to manage the location of fast food takeaways, particularly in deprived areas and areas of poor health.

(f) Safeguarding and encouraging the role of allotments; garden plots within developments; small scale agriculture and farmers markets in providing access to healthy, affordable locally produced food options.

11. Health and Wellbeing

Sport and Recreation

11.13 Regular physical exercise contributes to good levels of health and wellbeing. Aside from its benefits to the individual, increased participation in sport and physical activity can also have wider benefits in tackling social exclusion and reducing anti-social behaviour.   It is important that people in all areas have access to good quality open spaces and the opportunity to participate in formal and informal recreation.   Open spaces often have multiple uses: those designated for outdoor recreation, such as golf courses, bowling greens, public parks, and allotments also form part of the wider Green Infrastructure network (see Chapter 10).

11.14 A high proportion of adults and children do not exercise regularly. Increasing current participation rates in sport, physical activity and recreation requires the co-ordinated efforts of many partner organisations. Spatial planning's role involves protecting existing assets, and promoting provision through the planning process by making sure new development does not result in a shortfall in the provision of facilities. Central Lancashire's growth potential and ageing population means that provision for sport and recreation must keep pace with the community's needs. Based on local research, minimum local standards for provision will be developed and used to identify any shortfalls and to assess the impacts of new development. The Open Space, Sport and Recreation Review and Playing Pitch Strategies were published in mid 2012.

Policy 24: Sport and Recreation

Ensure that everyone has the opportunity to access good sport, physical activity and recreation facilities (including children's play) by:

(a) Devising robust minimum local standards based on quantified needs, accessibility and qualitative factors, through seeking developer contributions (either in the form of new provision or financial payment in lieu) where new development would result in a shortfall in provision.

(b) Protecting existing sport and recreation facilities, unless they are proven to be surplus to requirements or unless improved alternative provision is to be made.

(c) Developing minimum local sport and recreation standards in a Supplementary Planning Document.

(d) Identifying sites for major new facilities where providers have evidence of need.

Community Facilities

11.15 Community facilities, such as village shops, community centres, places of worship and health facilities act as the focus of community activity and contribute towards community cohesion. Community facilities are provided by a wide variety of agencies, including local authorities, other public service providers, churches and other religious organisations, and the voluntary and business sectors.

11.16 Urban and rural communities require access to core community facilities. The requirement for facilities is changing along with changes to the structure of the local population. As the proportion of people over 65 increases so demand for facilities catering for older people will rise. New facilities and services may be needed, particularly where a significant amount of new housing is proposed. In some rural settlements and inner urban areas, community facilities may struggle to remain viable when populations change.

11.17 To reflect the changing needs of the community, new ways of providing facilities continue to develop. For example, recent years have seen major investment in Children's Centres as part of a government initiative to provide integrated health, childcare and other services for pre-school children and their carers. Increasingly, service providers are looking to co-locate.

11.18 Spatial planning can help co-ordinate the provision of new facilities and new housing development, and obtain appropriate developer contributions. It can also resist the loss of existing facilities. The Councils will require that proposals for change of use are supported by evidence that the particular facility is no longer viable and explain the options that have been investigated to maintain the service, for example, through co-location with another complementary service.   As new developments require good access to facilities and create additional demand for existing facilities, so any shortfall in provision must be addressed as part of the development.

Policy 25:
Community Facilities

Ensure that local communities have sufficient community facilities provision by:

(a) Working with public, private and voluntary sector providers to meet demonstrable need;

(b) Encouraging and coordinating new provision at locations that are accessible by all modes of transport;

(c) Resisting the loss of existing facilities by requiring evidence that they are no longer viable or relevant to local needs;

(d) Assessing all development proposals for new housing in terms of their contribution to providing access to a range of core services including education and basic health and care facilities.

11. Health and Wellbeing

Crime and Community Safety

11.19 Crime and the fear of crime, is a major factor in determining people's quality of life. Crime levels are generally below average in Chorley and South Ribble, but the more deprived areas of Preston have crime levels within the worst 10% in England and Wales. The police and local authorities are working to reassure local communities with the advent of neighbourhood policing, and Police and Communities Together meetings. Partnership working between agencies includes Community Safety Partnerships which feed into the respective Local Strategic Partnerships.

11.20 Planning can help address crime through the design and layout of developments and individual buildings. "Secured by Design" is a national police initiative to promote awareness. It produces design guides and also has an accreditation scheme for residential and other types of development. Lancashire Constabulary employs a specialist Architectural Liaison Officer to advise developers and local authorities. Secured by Design principles concern the use of natural surveillance within developments, good lighting and the integration of security measures. Issues of road safety - particularly the reduction of accidents involving pedestrians and cyclists - is a matter relevant to the Sustainable Travel Chapter (Chapter 7).

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

Policy 26: Crime and Community Safety

Plan for reduced levels of crime and improved community safety by:

(a) Working with the police, community safety partnerships and other agencies to co-ordinate analysis and action.

(b) Encouraging the inclusion of Secured by Design principles in new developments.

(c) Providing adequate leisure and community facilities or activities, particularly in high crime areas, and especially for young people.

(d) Aiming to achieve a complementary mix of uses in the City and key service centres with appropriate controls over entertainment uses, taking account of the local authorities' Statement of Licensing policies.

Sustainability Appraisal

* Including a chapter on Health and Wellbeing was a positive addition for the social aspect of the Sustainability Appraisal.

* A combination of the preferred options was suggested to give the greatest opportunity for a sustainable outcome.

* Option B to seek developer contributions for community facilities was not selected as seeking developer contributions from all developments irrespective of need may lead to some projects becoming unviable therefore there would be a negative impact on the economy.

* Overall the policies taken forward are not deemed to have significant adverse impacts.

12

Climate Change

Strategic Objectives

SO 21 To reduce energy use and carbon dioxide emissions in new developments.

SO 22 To encourage the generation and use of energy from renewable and low carbon sources.

SO 23 To manage flood risk and the impacts of flooding especially adjoining the River Ribble and at Croston.

SO 24 To reduce water usage, protect and enhance Central Lancashire's water resources and minimise pollution of water, air and soil.

Cross Cutting Themes

Achieving Good Design

The design and layout of a building has a significant impact on its energy use. Before applying renewable energy technologies to new buildings to reduce carbon dioxide emissions it is therefore important to consider reducing the total energy requirement. This can be achieved by requiring new developments to be constructed to higher levels than those required by the Building Regulations.

Promoting Health and Wellbeing

The predicted effects of climate change, such as more frequent extreme weather episodes, will have a detrimental impact on the health and wellbeing of the population. Reducing energy use, improving insulation and promoting renewable energy generation in Central Lancashire will help tackle the threat that climate change has on health and wellbeing.

Tackling Climate Change

Almost a half of the UK's carbon dioxide emissions come from buildings. Controlling the energy use of new buildings is therefore essential in tackling climate change. Renewable energy has a key role to play in achieving this.

Built Environment

New Building Energy Efficiency and Low Carbon Energy Generation

12.1 Climate Change is the greatest long-term challenge facing the world today. Tackling Climate Change is a key Government priority for the planning system.

12.2 A key part of the government's climate change strategy is reducing carbon emissions to the atmosphere, through increased use of low or zero carbon and renewable energy sources as well as greater energy efficiency in the construction and use of buildings. This chapter sets out a framework for promoting and encouraging the use of renewables, and for low or zero carbon energy generation. It also considers other resource use issues affecting rivers, air and soil.

12.3 Climate change is a key consideration in sustainable development. It is a cross cutting theme throughout the Core Strategy, some aspects of which are dealt with in other chapters.

The spatial location of land use and associated activities can have a profound effect on energy use. Reducing the need to travel and the energy used in transport is considered in Chapter 7.

12.4 Planning for the sourcing and extraction of minerals and waste management is the responsibility of Lancashire County Council and these matters are dealt with in the countywide Minerals and Waste Development Framework, prepared jointly with Blackpool Council and Blackburn and Darwen Borough Council. However this Core Strategy can influence what, and how, materials are used for construction. Government guidance emphasises the importance of setting out locally robust policies for energy efficiency of building fabric and operation, by promoting minimum energy efficiency requirements. It also requires local authorities to set a target percentage of the energy used in new development to come from decentralised and renewable or low carbon energy sources where it is viable. When setting local requirements, local authorities must be able to clearly demonstrate that there are opportunities for significant use of decentralised and renewable or low carbon energy. Studies undertaken by the three authorities demonstrate that, given the specific natural resources of Central Lancashire, in particular wind, there are many opportunities for renewable energy generation to be integrated into developments (micro-generation) and for stand-alone renewable energy schemes.

12.5 Each type of energy capture technology has its own locational characteristics and specific requirements, and developers should consider a range of renewable energy technologies in order to achieve the requirements of Policy 27. Such technologies include wind turbines, hydro-power, solar power, ground source heat pumps and biomass. The same technology can operate at different scales. For example, wind power can be captured at the 'micro-generation' scale such as an installation on an individual building. A medium sized wind turbine could be considered as 'decentralised' generation where it serves a neighbourhood, whereas large scale energy capture includes 'wind farms' comprising several full size turbines. This Core Strategy deals with all these scales.

12.6 On the whole, areas of visual or historic sensitivity within Central Lancashire will be able to accommodate appropriate renewable energy features within the terms of Policy 27. It may be that the special circumstances of the statutory protection (for the building or area) would be compromised by the implementation of this policy. In those circumstances, the requirements of this policy may be waived. However, the Councils would need to be persuaded that a serious attempt had been made to integrate energy efficiency measures and renewable energy capacity in the building design. The fact that a building is listed, for its historic or architectural importance, would not be a reason to set aside the policy.

12.7 Central Lancashire is therefore well placed to provide new build development that can be designed in a sustainable way and incorporating sustainable resources e.g. through product substitution. The considerable natural renewable resources available make it feasible to integrate micro-generation technologies into building design. The Code for Sustainable Homes and the BREEAM standards apply to all relevant schemes as set out in Policy 27 irrespective of their scale. The requirement to meet the higher than national minimum Code Level and all other provisions of Policy 27 will apply unless the applicant can demonstrate, including through the use of open book accounting, that an individual site's circumstances are such that development would not be economically viable if the policy were to be implemented.

12.8 The approach will be to promote the development of renewable energy and to direct it to where the technology is most viable and environmental impacts can be minimised. Impacts may include visual effects, noise, odour or increased traffic arising because of the development. However these considerations, including viability, need to be treated with care because energy capture technologies are rapidly developing.

12.9 A further consideration is the design of individual buildings. Building orientation is significant as is the positioning of buildings in relation to each other and to trees. These factors can all help energy capture and efficiency.   Additionally the 'future proofing' of new buildings should also be taken into account. Climate change is already occurring and in future is likely to bring about more extremes of weather locally such as higher winds, rising sea levels, periods of excessive rainfall, but also longer droughts, and greater extremes of heat and cold.

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

Existing Buildings

12.11 Government guidance promotes more efficient use of land through the re-use of existing buildings and bringing vacant and underused buildings back into use. Although the conversion or re-use of buildings may not require planning permission, it is important that the principles of good design and sustainable development are considered in order to reduce carbon dioxide emissions and enable them to cope more effectively with the impacts of climate change.

12. Climate Change
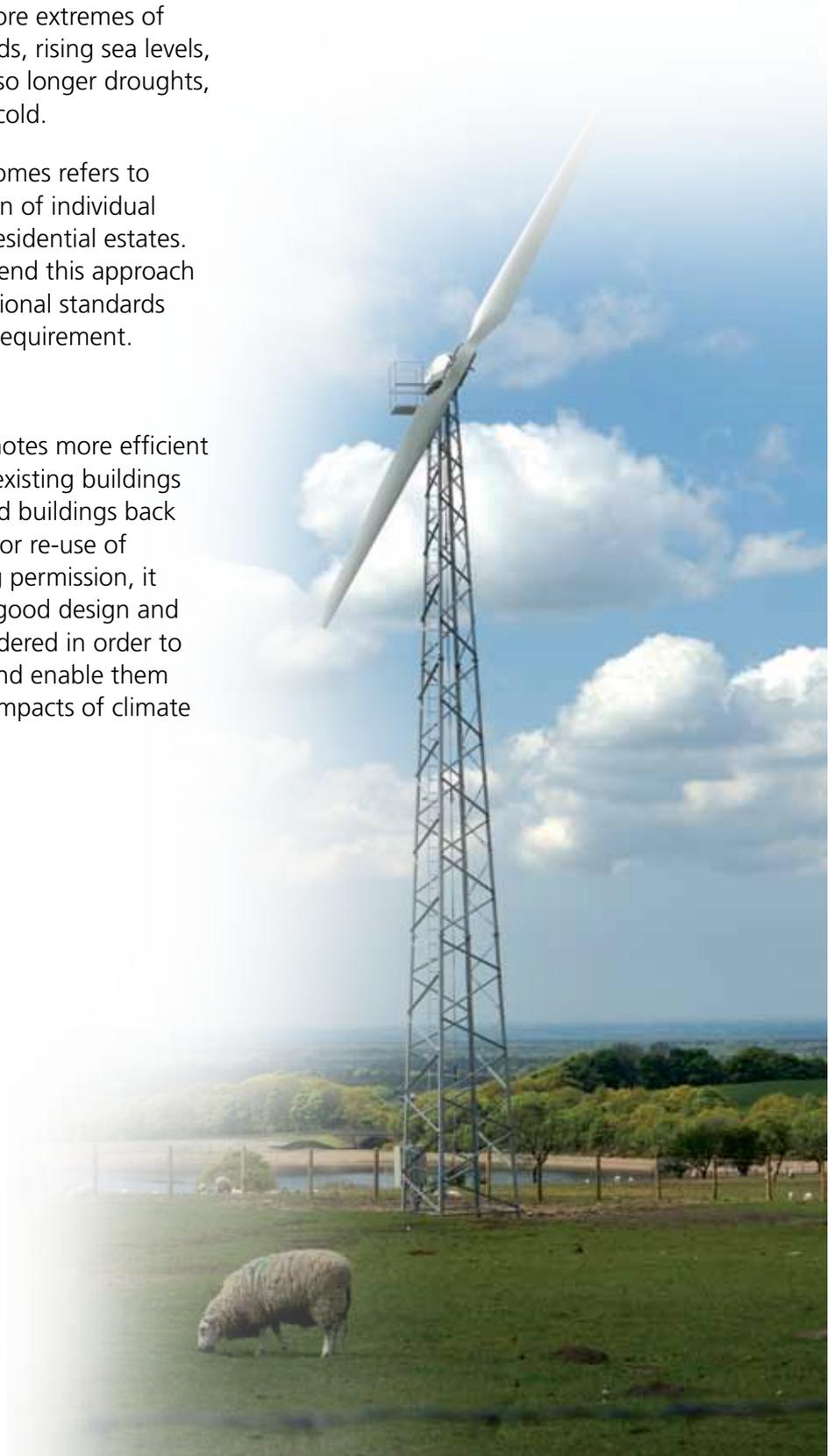
Policy 27: Sustainable Resources and New Developments

Incorporate sustainable resources into new development through the following measures:

All new dwellings will be required to meet Level 3 (or where economically viable, Level 4) of the Code for Sustainable Homes. This minimum requirement will increase to Level 4 from January 2013 and Level 6 from January 2016.   Minimum energy efficiency standards for all other new buildings will be 'Very Good' (or where possible, in urban areas, 'Excellent') according to the Building Research Establishment's Environmental Assessment Method (BREEAM).

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

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

(b) Prior to the implementation of zero carbon building through the Code for Sustainable Homes for dwellings or BREEAM for other buildings, either additional building fabric insulation measures,

or

appropriate decentralised, renewable or low carbon energy sources are installed and implemented to reduce the carbon dioxide emissions of predicted energy use by at least 15%;

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

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

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

Policy 28: Renewable and Low Carbon Energy Schemes

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

(a) The proposal would not have an unacceptable impact on landscape character and visual appearance of the local area, including the urban environment;

(b) The reason for the designation of a site with statutory protection would not be compromised by the development;

(c) Any noise, odour, traffic or other impact of development is mitigated so as not to cause unacceptable detriment to local amenity;

(d) Any significant adverse effects of the proposal are considered against the wider environmental, social and economic benefits, including scope for appropriate mitigation, adaptation and/or compensatory provisions.

12. Climate Change

Water

Water Management

12.12 The Spatial Portrait refers to the environmental assets and water features in the area. These range from the internationally important estuary area to rivers, streams, canals and reservoirs that all play an important part in life in the area. They are vital natural resources that provide drinking water, wildlife habitats, and play a key role in recreational activity.

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

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

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

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

12.17 Changing the way that water is used makes good sense and contributes to the sustainable use of resources.   It is important to ensure that new developments at least achieve the minimum standards for potable water efficiency as defined in the Code for Sustainable Homes.   However, there is scope to go further.   Annual rainfall levels are quite high in Central Lancashire and there is considerable scope to continue this within buildings such as for toilets, as well as re-use of 'grey' water (that was previously used for washing purposes) for watering gardens and other landscaping areas.

12.18 New developments will be expected to deal with surface water run-off. Traditional drainage practice is designed to move rainwater as quickly as possible to main watercourses or soakaways. This has implications in terms of flood risk, pollution and depletion of groundwater resources.   National planning policy on development and flood risk states that local authorities should promote the use of Sustainable Drainage Systems (SuDS) for the management of surface water run-off (and thereby reduce flood risk). The regional water company - United Utilities - will not adopt SuDS structures although they do encourage their installation. Under the Flood and Water Management Act 2010 Lancashire County Council may be required to adopt and maintain SuDS serving more than one property. Once the legislation is enacted Lancashire County Council, as the SuDS Approval Body for its area (unless the Minister makes other arrangements), would have to adopt and maintain those SuDS it approves in relation to construction work as defined under the Act.

Flood Risk

12.19 A phase 1 Strategic Flood Risk Assessment (SFRA) for Central Lancashire was completed in December 2007.   It forms the key to meeting national policy requirements in relation to flood risk issues.   The evidence base demonstrates that the catchments of three main rivers, the Ribble, Douglas and Wyre, define the main hydrological influences of Central Lancashire.   Parts of these catchments in the west are tidally influenced.   In summary, the evidence base identifies that the fluvial and tidal flood risk is low.   Parts of Croston, Penwortham and Walton-le-Dale are identified as being at particular risk, together with a number of other smaller areas. The risk of sewer flooding is most likely to affect areas in Grimsargh, Walton-le-Dale and Euxton.

12.20 There is little risk of groundwater flooding although after sustained rainfall Preston and areas immediately south of Preston are at some risk of flooding to basements or underground car parking facilities.   The risk of flooding from the canal network or reservoirs is also identified as low, though a residual risk remains.

12.21 The most appropriate approach is to direct development away from areas of flood risk and this is addressed in Chapter 5.   Where this is not possible (having followed the 'sequential approach' set out in national policy) the development would need to provide wider sustainability benefits, be on brownfield land and be able to demonstrate that the site/area will be safe and will not increase risk elsewhere.   Any site proposed for development in high flood risk areas will need to be subjected to more detailed assessment.

12.22 As they are interrelated, water supply and flood risk should be addressed together. This will help achieve the effective management of water and the delivery of the Water Framework Directive.

12. Climate Change

Policy 29: Water Management

Improve water quality, water management and reduce the risk of flooding by:

(a) Minimising the use of potable mains water in new developments;

(b) Working with the regional water company and other partners to promote investment in sewage water treatment works to reduce the risk of river pollution from sewage discharges;

(c) Working with farmers to reduce run-off polluted with agricultural residues into watercourses;

(d) Appraising, managing and reducing flood risk in all new developments, avoiding inappropriate development in flood risk areas particularly in Croston, Penwortham, Walton-le-Dale and southwest Preston;

(e) Pursuing opportunities to improve the sewer infrastructure, particularly in Grimsargh, Walton-le-Dale and Euxton, due to the risk of sewer flooding;

(f) Managing the capacity and timing of development to avoid exceeding sewer infrastructure capacity;

(g) Encouraging the adoption of Sustainable Drainage Systems;

(h) Seeking to maximise the potential of Green Infrastructure to contribute to flood relief.

Air Quality

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

12.24 The AQMAs show that there are no major industrial sources of air pollution in Central Lancashire. They also show that transport and congestion are major contributors to air pollution locally and there is often a direct link between poor air quality and the main transport corridors. In view of this, improvements to air quality will be best achieved through the implementation of the Travel Strategic Objectives and policies. Chapter 5 considers how growth and development can be accommodated in locations that will reduce reliance on the car and seeks to encourage more sustainable transport arrangements.

12.25 There are many other ways in which this Core Strategy will contribute to overall improvements in air quality. For example improvements will be achieved by protecting, enhancing and investing to improve the Green Infrastructure network as set out in Chapter 10. This will include a number of factors that contribute directly to air quality improvements such as protecting existing trees and woodlands and encouraging the planting of more trees where opportunities exist.

Policy 30: Air Quality

Improve air quality through delivery of Green Infrastructure initiatives and through taking account of air quality when prioritising measures to reduce road traffic congestion.

12. Climate Change

Agriculture

Soil

12.26 National policies set out the need to maintain and enhance the resilience and quality of soils, and to encourage the sustainable use of soil resources, including protecting the best and most versatile agricultural land. Central Lancashire has large areas of good quality agricultural soils, especially in the west. Fertilisers and pesticides play an important part in the agricultural quality of land, but there is some evidence that farm run-off does pollute local rivers. Upland blanket bog on the moorland east of Chorley is an effective carbon store and is also a useful water management measure for controlling downstream flooding.

12.27 Chapter 9 refers to the likely changes in local agriculture and this will re-emphasise the importance of making good use of the best farmland as well as the need for responsible chemical applications to fields and crops. Achieving a balance between productivity needs and pollution and biodiversity implications is required.

Policy 31:
Agricultural Land

Protect the best and most versatile agricultural land, (Grades 1, 2 and 3a) that occurs in the west of Central Lancashire when considering both agricultural and other forms of development to avoid irreversible damage to, and instead achieve the full potential, of the soil.

Sustainability Appraisal

* The sustainability appraisal assessed a number of options and found the most sustainable option was a combination of all of the preferred options suggested.

* Option B on micro generation was identified as the most sustainable option overall however, micro generation alone could not reach national and regional targets to reduce carbon dioxide emissions.

* Option A avoiding development on all areas of flood risk was considered too restrictive as some sites were more prone to risk of flooding and to varying degrees but a combination approach with other proposed options would offer a more balanced approach.

* The climate change policies are a combination of the preferred options taken forward into the publication version and thus the most sustainable option with no significant adverse impacts.

Appendix A: General Glossary of Terms

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

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

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

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

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

Building to Plot Ratio
The ratio of the area of the ground floor/footprint of a building to the area of the site.

Central Lancashire
The collective name for the administrative area covered by Preston, Chorley and South Ribble, which is the area covered by this Core Strategy.

Core Strategy
The key overarching policy document in the LDF that other DPD's and SPD's must conform with.

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.

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

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

Green Belt
Statutorily designated land around built-up areas intended to limit urban sprawl and prevent neighbouring settlements joining together. There is a strong presumption against inappropriate development. Not all greenfield land is in the Green Belt. There is no Green Belt land around the north of Preston or east of Chorley Town.

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

Green Infrastructure   Open land in both the natural and built environments, from countryside through to urban parks and play areas that provide a range of functions, such as contributing to biodiversity, alleviating flood risk and provides recreation.

Growth Point   An initiative designed to support local communities who wish to pursue sustainable growth, including new housing, through a partnership with Government. Growth point funding will not continue after 2010/11.

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).

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.

Key Diagram   A diagramatic map showing the approximate location of spatial policies in a Core Strategy.

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

LDF   Local Development Framework – A folder of all the documents that comprise the Local Development Plan and support it.

LDS   Local Development Scheme - A programme for production of the Local Development Framework (LDF) and identifies and describes what Development Plan Documents (DPDs) and Supplementary Planning Documents (SPD's) will be produced and when.

Appendix A: Glossary of Terms

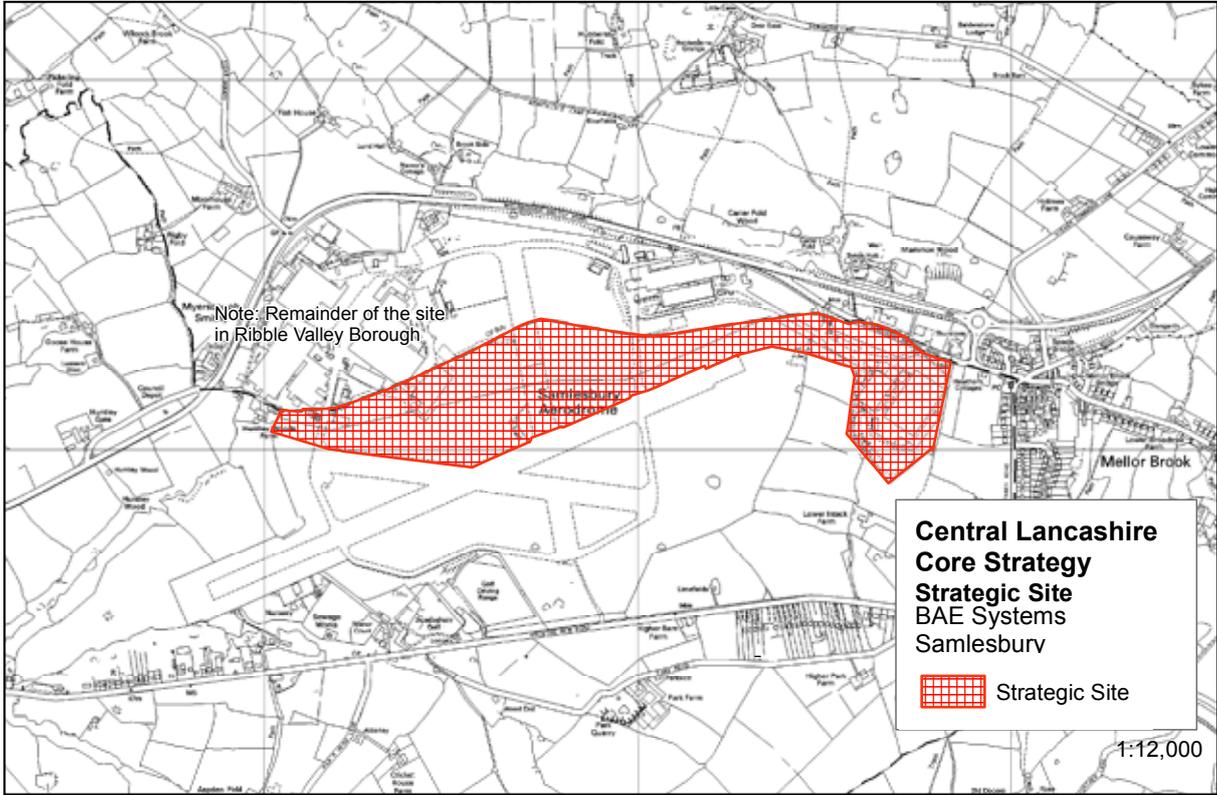|	
Lifetime Homes	A home that is built to 16 specific design standards so that is accessible and adaptable and is suited to for a wide range of household types, from couples with young children through to older single people.
Local Centres	Include a range of small shops of a local nature, serving a small 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.
Local Plan	Another name for the 'Development Plan', It is the terminology that the Inspector used for this Core Strategy in his final report into the Examination, referring to it as the 'Local Plan-strategic part'.
LSP	Local Strategic Partnership - An umbrella group of businesses, voluntary and statutory bodies, who are working together in an administrative area to deal with local priorities.
Major Developed Sites	Those as designated in the Green Belt on the Chorley and South Ribble Local Plan Proposals Maps.
MWDF	Minerals and Waste Development Framework – That part of the development plan that sets out policies for future minerals and waste development. The MWDF focuses on issues such as mineral extraction, waste management and recycling, protecting mineral resources and restoring minerals and waste sites.
The National Planning Policy Framework	The NPPF sets out the Governments planning policies for England and how these are expected to be applied. It also sets out the Government's requirements for the planning system to the extent that it is relevant, proportionate and necessary to do so. It must be taken into account in the preparation of local and neighbourhood plans, and is a material consideration in planning decisions.
Northern Way	A cross regional strategy developed by 3 Regional Development Agencies in the North of England, and their partners, to create a step-change in economic growth across the regions and to reduce the gap in economic performance with the South of England (now no longer in existence).
NWDA	North West Development Agency – Responsible for preparing the Regional Economic Strategy - now abolished.
NWRA	North West Regional Assembly – The RPB (refer below) for the North West Region who prepared the North West RSS and became known as 4NW – now abolished.

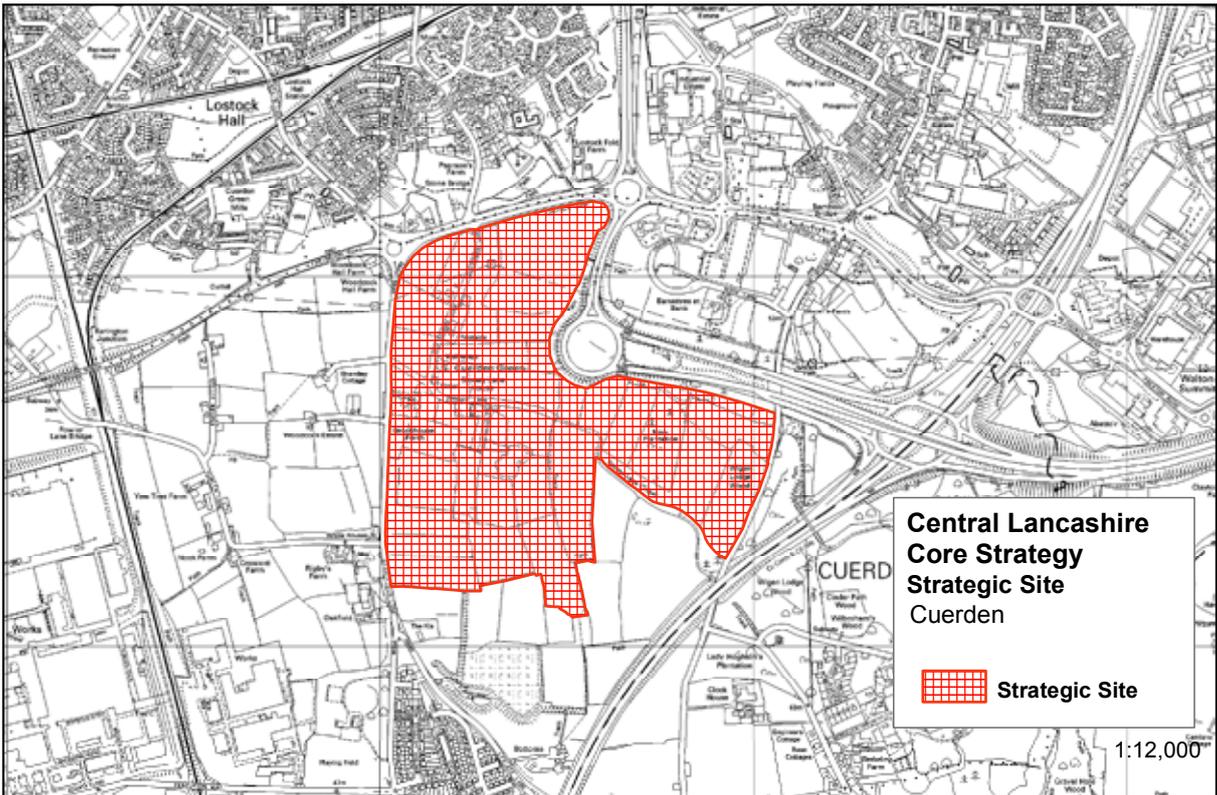|	
PCT	Primary Care Trust – Sub-regional agency that commissions a range of health care related services, activities and advice.
PINS	Planning Inspectorate – Responsible for the processing of appeals against the refusal of planning permissions and also for examining DPD's.
Preferred Option	When considering how to deliver the Strategic Objectives (below), there is typically a range of options available, all of which must be considered. Having regard to a range of considerations and the evidence available the Preferred Option will be the one that is considered best delivers the policy objective.
Proposals Map	A map that shows allocated sites for development, other land use proposals and protected sites.
RES	Regional Economic Strategy – A statutory document that takes an integrated and sustainable approach to economic development and regeneration by tackling business competitiveness, productivity and the underlying problems of unemployment, skills shortages, social exclusion and physical decay.
RPB	Regional Planning Body - Now no longer in existence but was responsible for developing and coordinating a strategic vision for improving the quality of life in the region. They were also responsible for preparation of the Regional Spatial Strategy (RS).
RS	Regional Strategy - Provides broad development strategy for the region for a 15 to 20 year period. The intention to abolish the RS is set out in the Localism Act but is still currently in existence.
Rural Exception Site	A site that is within or adjoins existing rural communities which may be subject to policies of restraint, such as Green Belt, and which would not otherwise be released for housing, but may only be developed in order to provide affordable housing to meet local needs in perpetuity.
SA	Sustainability Appraisal - An assessment that considers the environmental, social and economic effects of a plan and appraises them in relation to the aims of sustainable development. Refer to SEA below.
SCI	Statement of Community Involvement - Sets out how, when and where a council will consult with local and statutory stakeholders in the process of planning for the local authority area.

Appendix A: Glossary of Terms

SCS	Sustainable Community Strategy - Prepared by Local Strategic Partnerships as a set of goals and actions which they wish to promote.
SEA	Strategic Environmental Assessment - A process of environmental assessment of certain plans and programmes which are likely to have significant effects on the environment. Authorities which prepare and/or adopt such plans or programmes must among other things assess the likely significant environmental effects.
SFRA	Strategic Flood Risk Assessment – Required to meet national and regional policy requirements in relation to flood risk in a local area.
Spatial Planning	Planning (used in preparing the LDF) which goes beyond traditional land uses to integrate policies for the development and use of land with other (non-planning) policies and programmes which influence the nature of places and how they function.
Spatial Vision	The overall vision for an area that sets out how it should be at a date in the future.
SPD	Supplementary Planning Document - Gives guidance on specific policy topic areas or detailed guidance on the development of specific sites.
Strategic Locations	Broad areas identified as having strategic significance in implementing the Core Strategy.
Strategic Sites	Sites that have been identified as implementing being central to the Core Strategy and are allocated as such on the Proposals Map.
Strategic Objectives	These are a series of high level objectives that are aimed at achieving the Spatial Vision.
SuDS	Sustainable Drainage Systems – Used to help control surface water run-off from developments.

Appendix B: Strategic Sites Proposals Maps

Note: Remainder of the site in Ribble Valley Borough

Central Lancashire Core Strategy
Strategic Site
BAE Systems Samlesbury

Strategic Site

1:12,000

Central Lancashire Core Strategy
Strategic Site
Cuerden

Strategic Site

1:12,000

**Central Lancashire
Core Strategy
Strategic Site**

Royal Ordnance
(Buckshaw Village)

Strategic Site

1:20,000

Appendix B: Strategic Sites Proposals Maps

Cottam Strategic Site

Central Lancashire
Core Strategy

Cottam Strategic Site

1:12000

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Appendix C:
Superseded Policies from Existing Local Plans

South Ribble Local Plan 2000 Policy	Superseded by
D1 – New Development	Core Strategy Policy 1 – Locating Growth
D11 – Best & Most Versatile Agricultural Lane	Core Strategy Policy 31 – Agricultural Land
EMP5 – Business Use	Core Strategy Policy 10 – Employment Premises and Sites
ENV16 – Article 4 Directions	Core Strategy Policy 16 – Heritage Assets
ENV19 – Coastal Zone	Core Strategy Policy 20 – Countryside Management and Access Core Strategy Policy 29 – Water Management
ENV20 – Flood Risk	Core Strategy Policy 29 – Water Management
ENV21 – Groundwater Resources	Core Strategy Policy 29 – Water Management
ENV 22 – Pollution	Core Strategy Policy 29 – Water Management
ENV23 – Water Resources & Development	Core Strategy Policy 29 – Water Management
ENV25 – Hazardous Substances & Installations	Covered by Pollution Control Regulations
ENV26 – Development of Renewable Energy Schemes	Core Strategy Policy 27 – Sustainable Resources and New Developments Core Strategy Policy 28 – Renewable and Low Carbon Energy Schemes
H1 R – Housing (Interim Planning Policy)	Core Strategy Policy 4 – Housing Delivery
H2 R – Housing (Interim Planning Policy)	Core Strategy Policy 4 – Housing Delivery Core Strategy Policy 17 – Design of New Buildings Central Lancashire Design Guide SPD
H3 R – Housing (Interim Planning Policy)	Core Strategy Policy 10 – Employment Premises and Sites
H4 R – Housing (Interim Planning Policy)	Covered by NPPF
H5 R – Housing (Interim Planning Policy)	Core Strategy Policy 17 – Design of New Buildings Core Strategy Policy 27 – Sustainable Resources and New Developments
HP2 R – Affordable Housing (Interim Planning Policy)	Core Strategy Policy 7 – Affordable & Special Needs Housing
HP3 – Affordable Housing – Site Specific Targets	Core Strategy Policy 7 – Affordable & Special Needs Housing
HP5 – Rural Areas Exception Policy	Core Strategy Policy 7 – Affordable & Special Needs Housing

South Ribble Local Plan 2000 Policy	Superseded by
HP9 – Caravan Sites for Gypsies	Core Strategy Policy 8 – Gypsy and Traveller and Travelling Show People Accommodation
OSR9 – Golf Courses	Core Strategy Policy 13 – Rural Economy Core Strategy Policy 24 – Sport and Recreation
OSR10 – Commercial Stables	Core Strategy Policy 13 – Rural Economy
OSR12 – Recreational Routes	Core Strategy Policy 18 – Green Infrastructure Core Strategy Policy 19 – Areas of Separation and Major Open Space
OSR13 – Disused Transport Routes	Core Strategy Policy 18 – Green Infrastructure Core Strategy Policy 19 – Areas of Separation and Major Open Space
OSR15 – Tourism Development	Core Strategy Policy 11 – Retail and Town Centre Uses and Business Based Tourism Core Strategy Policy 12 – Culture and Entertainment Facilities Core Strategy Policy 13 – Rural Economy
OSR16 – Small Scale Tourism	Core Strategy Policy 13 – Rural Economy
OSR17 – Holiday Caravans	Removed
QD12 – Telecommunications	Covered by other legislation - NPPF
T4 – Park & Ride	Core Strategy Policy 3 – Travel
T6 – Control of Development Affecting Trunk Roads	Policy not taken forward
T7 – Implications of Development for Non Trunk Roads	Core Strategy Policy 3 – Travel
T8 – Traffic Management	Core Strategy Policy 3 – Travel
T9 – Traffic Calming	Core Strategy Policy 3 – Travel
T13 – Pedestrian Movement	Core Strategy Policy 3 – Travel
T14 – Facilities in Highway Schemes	Core Strategy Policy 3 – Travel
T15 – Pedestrianisation	Core Strategy Policy 3 – Travel
Preston Local Plan 2004-Policy	**Superseded by**
DS3: Density of Housing Development	Core Strategy Policy 5 – Housing Density
DC16: Surface Water and Ground Water Supplies	Core Strategy Policy 29 – Water Management
DP3: Development and Flood Risk	Core Strategy Policy 29 – Water Management
H4: Caravan Sites for Gypsies	Core Strategy Policy 8 – Gypsy & Traveller & Travelling Show People Accommodation
RE2: Wind Energy	Core Strategy Policy 28 – Renewable & Low Carbon Energy Schemes

| Chorley Borough Local Plan Review 2003-Policy	Superseded by
GN5:Design and Impact of Development	Core Strategy Policy 17 – Design of New Buildings
DC9 : Landscape Character Areas	Core Strategy Policy 21 – Landscape Character Areas
EP5: Wildlife Corridors	Core Strategy Policies 18 - Green Infrastructure Core Strategy Policy 22 – Biodiversity & Geodiversity
EP10: Landscape Assessment	Core Strategy Policy 21 – Landscape Character Areas
EP17: Water Resources and Quality	Core Strategy Policy 29 – Water Management
EP18: Surface Water Run-Off	Core Strategy Policy 29 – Water Management
EP22: Energy Conservation	Core Strategy Policy 27 – Sustainable Resources & New Developments
EP23: Energy from Renewable Resources	Core Strategy Policy 28 – Renewable & Low Carbon Energy Schemes
EP24: Wind Farms	Core Strategy Policy 28 – Renewable & Low Carbon Energy Schemes
HS4: Design and Layout	Core Strategy Policy 17 – Design of New Buildings
HS5: Affordable Housing	Core Strategy Policy 7 – Affordable & Special Needs Housing
EM3: Diversification of the Rural Economy	Core Strategy Policy 13 – Rural Economy
EM4: Protection of Employment Sites in Rural Settlements	Core Strategy Policy 10 – Employment Premises & Sites
EM9: Redevelopment of Employment Sites for Non- Employment Uses	Core Strategy Policy 10 – Employment Premises & Sites
PS 13: Travelling Showpeople	Core Strategy Policy 8 – Gypsy & Traveller & Travelling Show People Accommodation
PS14: Gypsies and Other Travellers	Core Strategy Policy 8 – Gypsy & Traveller & Travelling Show People Accommodation

Appendix C: Superceded Policies from Existing Local Plans

Appendix D: Performance Monitoring Framework

No	Policy	Indicator	Target	Trigger	Contingencies
1	1: Locating Growth	Provision of housing developments by location	Cumulative housing completions from April 2011 located within: Preston/South Ribble Urban Area: 48% (25% within Strategic Sites & Locations) Buckshaw Village: 10% Key Service Centres: 25% Urban Local Service Centres: 9% Rural Local Service Centres and elsewhere: 8%	+/- 20% variance from distribution of development	A. Identify the problem and causes of the variance B. Consider if it is appropriate to change the policy phasing of sites C. Work closer with key partners, developers and landowners to better manage the delivery of development (eg access to finance, including grants, consider reviewing s106 agreements and contributions) D. Consider a review of the Policy
2	2: Infrastructure	Value of developer contributions collected (and spent on infrastructure priorities)	Monitor each year	Decrease in s106/CIL infrastructure funding of more than 20% on a rolling three year average	A. Identify the problem and causes of the variance B. Work closer with key partners, developers and landowners to better manage the delivery of development (eg access to finance, including grants, consider reviewing s106 agreements and contributions) C. Consider reviewing the operation of CIL D. Consider a review of the CIL Charging Schedule
3	3: Travel	Changes to road traffic congestion	Year on year reduction	Increase in road traffic congestion by more than 5% on a rolling three year average.	A. Identify the problem and causes of the variance B. Seek to introduce high vehicle occupancy lanes earlier than planned C. Re-prioritise Park and Ride site developments and Bus Rapid Transit routes
4	4: Housing Delivery	Net additional dwellings completed	Annual housing completions against requirement targets	Shortfall of housing completions (by quantity) of more than 20% on a rolling three year average.	A. Identify the problem and causes of the variance B. Consider if it is appropriate to change the policy phasing of sites C. Work closer with key partners, developers and landowners to better manage the delivery of development (eg access to finance, including grants, consider reviewing s106 agreements and contributions) D. Consider a review of the Policy

					Actions
5	7: Affordable Housing	Number of affordable homes built	Annual affordable housing completions against requirement targets: Preston: 46 South Ribble: 30 Chorley: 50 Total: 126 pa	Shortfall of new affordable housing completions of more than 20% on a rolling three year average	A. Identify the problem and causes of the variance B. Consider if it is appropriate to change the policy phasing of sites C. Prioritise the use of local authority land and/or led acquisitions to bring forward sites D. Work closer with key partners, developers and landowners to better manage the delivery of development (eg access to finance, including grants, consider reviewing s106 agreements and contributions)
6	9: Economic Growth and Employment	Employment land take-up	Cumulative take-up of land for employment development from April 2009 compared to plan period requirements: Preston: 118.5ha South Ribble: 223.5ha Chorley: 112ha	Shortfall of (pro-rata) employment land release of more than 20% on a rolling three year average	A. Identify the problem and causes of the variance B. Consider if it is appropriate to change the policy phasing of sites C. Work closer with key partners, developers and landowners to better manage the delivery of development (eg access to finance, including grants, consider reviewing s106 agreements and contributions) D. Consider a review of the Policy
7	15: Skills and Economic Inclusion	Working age population qualified to NVQ Level 4 or higher	Better or equal to regional averages in each Council	Lower than the regional average performance for three years running	A. Identify the problem and causes of the variance B. Seek to enable additional land/facilities available for educational and training uses if appropriate C. Develop a training charter with job centres/local employers/colleges/ UCLAN D. Work closer with key partners including *LCC/ colleges/UCLAN* to provide improved/increased education facilities
8	16: Heritage Assets	Number of Heritage Assets at Risk	No net increase No Heritage Assets at risk by 2026	No progress at reduction on a rolling five year time period Any increase in the number of Heritage Assets at risk	A. Identify the problem and causes of the variance B. Prioritise conservation advice and provide assistance where appropriate C. Investigate funding availability from a variety of sources (eg CIL, EH, HLF or other grants) D. Activate compensation, enforcement or mitigation mechanisms

Appendix D: Performance Monitoring Framework

	Policy	Theme	Target	Trigger	Corrective Action
9	17: Design of New Buildings	Higher quality building design	All housing developments (over 5 hectares) to achieve a 'good' Building for Life rating by 2016, and 'very good' by 2021. All major non-residential developments to achieve a score of 3 in the Places Matter assessment, increasing to 4 by 2021.	More than 5% of all developments assessed failing to meet required standards, on a rolling three year average	A. Identify the problem and causes of the variance B. Work harder with developers at pre-application stage to ensure 'Building for Life' or 'Places Matter' criteria are incorporated into scheme designs
10	18: Green Infrastructure/ 24: Sport and Recreation	Amount of sport, recreation and informal open space lost to other uses	No net loss	Any significant unmitigated loss to other uses of sport, recreation and informal open space	A. Identify the problem and causes of the loss B. Undertake further work with Leisure Services departments, key partners, developers and landowners to protect and enhance sport, recreation and open space C. Investigate funding availability from a variety of sources (eg CIL, HLF or other grants) D. Enforce corrective action or mitigation on individual schemes or features
11	22: Biodiversity	Change in areas of biodiversity importance	No net loss	Any loss in areas of biodiversity importance	A. Identify the problem and causes of the loss B. Work closer with key partners, developers and landowners to protect and enhance biodiversity significances C. Activate compensation, enforcement or mitigation mechanisms
12	23: Health	Improving community health	Undertake Health Impact Assessments (HIA) for major planning applications on Strategic Sites and Locations, with outcomes implemented	Any consents granted on relevant sites without an HIA	A. Identify the problem and causes of the variance B. Devote more time to working with development land owners to produce viable and suitable schemes, incorporating HIA requirements C. Enforce corrective action or mitigation on individual schemes
13	27: Sustainable Resources and New Developments	Planning to adapt to climate change	All housing developments to meet the Code for Sustainable Homes standards: January 2013: Level 4 January 2016: Level 6 All non-residential developments to be BREEAM rated Very Good or Excellent by 2016, and Outstanding by 2026	More than 5% of all developments failing to meet required standards, on a rolling three year average	A. Identify the problem and causes of the variance B. Increase use of planning briefs and partnership working with developers to facilitate compliance with the latest standards C. Enforce corrective action or mitigation on individual schemes

Figure 19: Key Diagram

Legend:
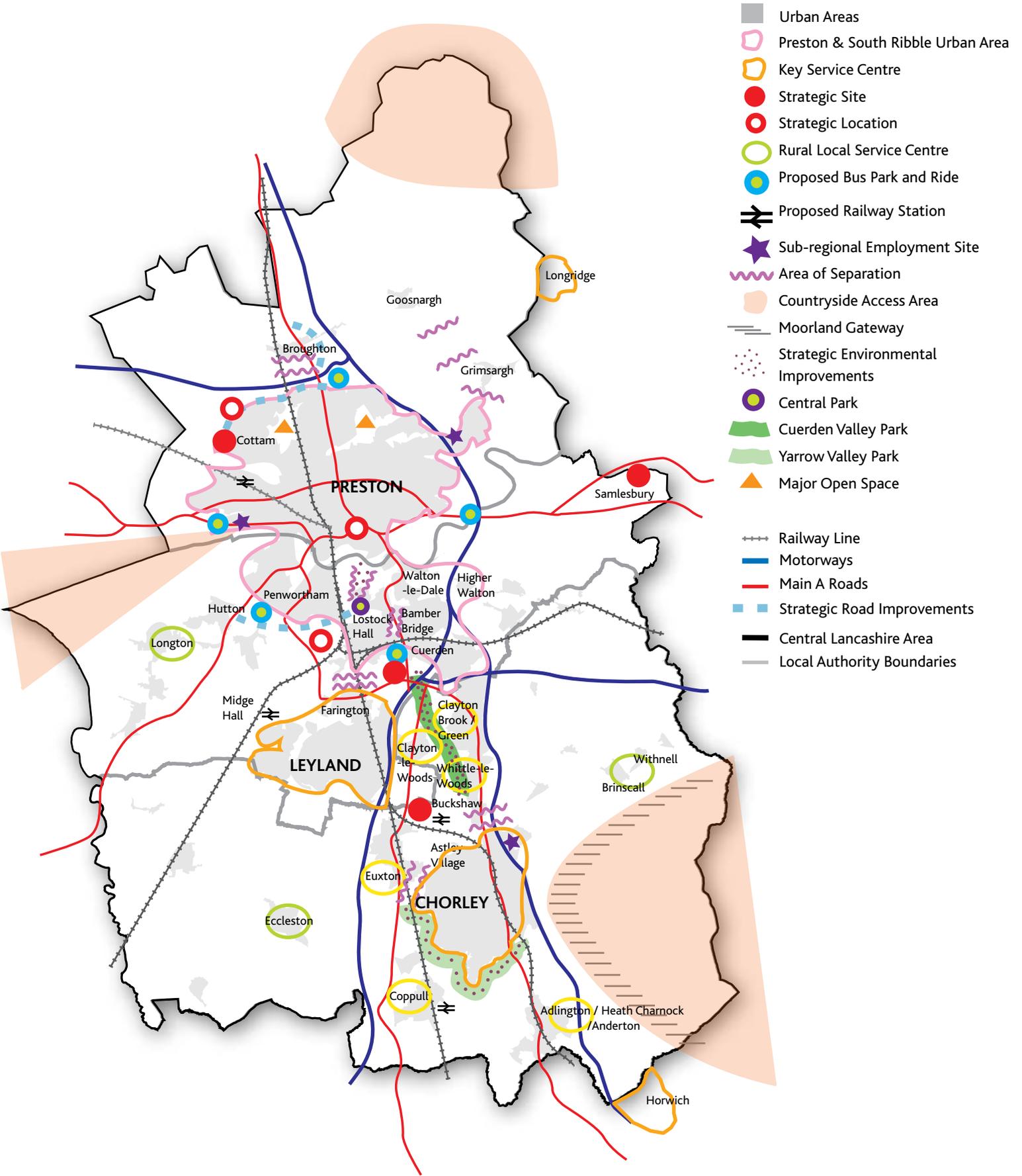
- Urban Areas
- Preston & South Ribble Urban Area
- Key Service Centre
- Strategic Site
- Strategic Location
- Rural Local Service Centre
- Proposed Bus Park and Ride
- Proposed Railway Station
- Sub-regional Employment Site
- Area of Separation
- Countryside Access Area
- Moorland Gateway
- Strategic Environmental Improvements
- Central Park
- Cuerden Valley Park
- Yarrow Valley Park
- Major Open Space

- Railway Line
- Motorways
- Main A Roads
- Strategic Road Improvements
- Central Lancashire Area
- Local Authority Boundaries

Map labels:

Goosnargh, Longridge, Broughton, Grimsargh, Cottam, PRESTON, Samlesbury, Walton-le-Dale, Higher Walton, Penwortham, Hutton, Lostock Hall, Bamber Bridge, Cuerden, Longton, Midge Hall, Farington, Clayton Brook / Green, Clayton-le-Woods, Whittle-le-Woods, Withnell, Brinscall, LEYLAND, Buckshaw, Astley Village, Euxton, Eccleston, CHORLEY, Coppull, Adlington / Heath Charnock / Anderton, Horwich