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Appendix A

Planning Policy Context and Supporting Studies and Strategies

There are a number of planning policy documents, studies and strategies which are particularly relevant to the new Central Business District Supplementary Planning Document (SPD) and should be referred to in conjunction with this SPD.

National Policy

National planning policy must be taken into account when local authorities are preparing plans and making decisions on development proposals. A number of national Planning Policy Statements (PPSs) and Planning Policy Guidance documents (PPGs) are relevant to this SPD:



PPS1: Delivering Sustainable Development

- Deliver environmental and social benefits through economic development.
- Provide suitable locations for industrial, commercial, retail and leisure developments so the economy can prosper.
- Provide for improved choice and competition to cater for the requirements of modern business.
- Promote good quality development, which is sustainable.



PPS1 Supplement: Planning and Climate Change

- Secure the highest viable resource, energy and reduction in emissions when shaping places where people work.
- Deliver patterns of urban growth that help secure the fullest possible use of sustainable transport and which overall reduce the need to travel, especially by car.



PPS4: Planning for Sustainable Economic Growth

- Achieve sustainable economic growth by planning to improve the economic performance of cities.
- Delivering sustainable patterns of development thereby reducing the need to travel by car.
- Promoting the vitality and viability of existing centres by focusing new growth and development of main town centre uses in central locations.



PPS5: Planning for the Historic Environment

- Development must account for the wider social, cultural, economic and environmental benefits of heritage conservation.
- Historic environment utilised to be a catalyst for regeneration and economic development.
- Ensuring the historic environment provides a stimulus to inspire new development and promote high quality design.



PPG13: Transport (Revised)

- Promote accessibility to jobs, shopping, leisure and services by public transport, walking and cycling.
- Reduce the need to travel, especially by car.
- Pursue a plan-led approach to identifying preferred areas for office/retail/leisure uses which are highly accessible by public transport, walking and cycling. Provide flexibility in the range of uses appropriate in these areas.



PPS22: Renewable Energy

- Positive planning facilitating development of renewable energy technologies to maintain a high and stable level of economic growth through job creation and economic diversification.
- Opportunities for small-scale renewable energy schemes need to be considered in all new developments.

Regional Policy

North West of England Plan: Regional Spatial Strategy to 2021 (RSS)

Following the decision of the Courts on 10 November 2010, the Queen on the application of Cala Homes (South) Limited v. Secretary of State for Communities and Local Government (CO/8474/2010), the North West of England Regional Spatial Strategy has been reinstated. It is therefore still part of the development plan. RSS policy RDF1 identifies Preston in the third priority for growth, seeking to focus development in Preston, Blackpool, Burnley, Blackburn and other towns and cities in the city regions. Policy W1 emphasises the need to promote economic opportunities within the Central Lancashire City Region to strengthen the North West economy, specifying the advanced manufacturing and engineering, environmental technology, biomedical, tourism and conferencing sectors. Finally, policies CLCR1 and CLCR2 specify the need to focus investment and sustainable development in Preston, Blackburn, Burnley and Blackpool to raise economic performance.

Lancashire County Council Economic Strategy 2010: Framework of Priorities

The strategy seeks to radically improve the economic performance of Lancashire by focussing on five key strategic priorities: Economic Growth, Knowledge and Innovation; Spatial; Skills and Employment; Infrastructure, and; Partnership Development. The strategy highlights the importance of harnessing University assets as centres of learning and research to contribute to the growth of the economy. The need for Lancashire to be more attractive to private investors and high value economic activities is great, and the strategy identifies Preston and Central Lancashire as being best equipped to drive forward the investor offer.

In spatial terms, Preston must realise its full potential as a location to *'spearhead Lancashire's emergence as a regional centre for learning, financial & professional services and retail'*.

Local Policy



Preston Local Plan (2004)

The Preston Local Plan was adopted in 2004. The Government introduced a new system of plan-making in September 2004; the policies in the Local Plan were then 'saved' for a period of 3 years to allow new policies to replace them. In September 2007 a selection of Local Plan policies were saved for an extended period of time; a number of these policies are relevant to this SPD/IPS:

Policy W1: Provision for New Business and Industrial Development

Allocates specific sites for business and industrial development, including a site at Hill Street (0.4ha) and Ringway/Falkland Street (1.8ha) within the proposed CBD area.

Policy SS2: Appropriate City Centre Uses

Identifies sites off the main pedestrian and vehicle routes in the City Centre where change of use to a range of uses, including offices, will be permitted. A number of these sites are within the CBD area with frontages onto Corporation Street, north of Ringway.

Policy SS3: Land Adjacent to Ringway/Falkland Street

Allocates the site bounded by Ringway, Corporation Street, Falkland Street and the railway line for office uses.

Policy SS6: University of Central Lancashire

Designates the area of the university as appropriate for educational development, or other appropriate uses related to the operation of the university.

Policy SS9: Hill Street/Ringway

Allocates the site for business use.

Policy SS10: Site of Former St Mary's Church, Friargate Brow

Allocates site for a mixture of uses including business, residential and leisure.

Policy SS11: Hope Street/Corporation Street

Allocates site as suitable for business use, education use and student accommodation.

Policy SS12: Walker Street/Great Shaw Street

Allocates site as suitable for a range of uses including business, general industry, student accommodation and leisure.

A number of Local Plan policies relating to conservation of the historic environment, transport, shopping and design of new development are set out in Chapter's 8, 9, 13 and 15 (respectively) of the Plan. These comprise:

Policy Number	Policy Title	Preston Local Plan Page Number
Conservation of the Historic Environment		
C1	Development and Conservation Areas	46
C2	Demolition of Listed Buildings or Buildings in Conservation Areas	47
C3	Conservation Areas – Change of Use	48
C4	Setting of Listed Buildings	48
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Transport		
C1	Public Transport: Railway Lines and Stations	57
C1	City Centre: Traffic Management/ Pedestrian Priority Proposals	60
C1	City Centre: Public Off-Street Car Parking	63
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D15	Retail Warehousing and Industrial Development	123
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Supplementary Planning Guidance (SPG) was prepared to provide more detailed guidance and advice for two of the above sites which are subject to site specific policies (SS3 and SS9). The SPGs are however superseded by this SPD.

Preston Local Development Framework

Central Lancashire Joint Core Strategy Publication Version (2010)

The Core Strategy forms part of the Local Development Framework (LDF) for Preston. Upon adoption the LDF will replace the saved policies of the Preston Local Plan.

The Central Lancashire Core Strategy is being produced jointly with neighbouring authorities South Ribble Borough Council and Chorley Borough Council, and is due to be adopted during 2011.



The Core Strategy envisages that by 2026 Central Lancashire will be recognised as a highly sought after place to live and work in the North West playing a leading role in Lancashire's world class economy. It will have sustainable economic growth based on the area's unique assets and 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'.

Together with the other towns of Central Lancashire, Preston will attract investors and visitors taking advantage of retail, heritage, education, business and a high-quality city and centre. 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 transformed city, recognised as an alternative destination to Manchester and Liverpool for high quality retail, cultural, entertainment, business and higher education. Part of this transformation of the city centre will occur through the attraction of a critical mass of new office development.

Policy 1: Locating Growth

Focuses growth and investment in the Central Preston Strategic Location, identifying regeneration opportunities in the New CBD Area, along with Tithebarn and Inner East Preston.

Policy 3: Travel

Aims to plan for travel by improving pedestrian facilities with high quality designed city centre paving schemes and safe and secure urban footways linking with public transport and other services. In addition the policy seeks to manage car use by - managing car parking provision in Preston, public car parking charges, reviewing work place car parking and setting and applying car parking standards.

Policy 9: Providing for Economic Growth and Employment

Identifies the CBD area, along with the Tithebarn Regeneration Area, as being the main locations in Central Lancashire for regionally and sub-regionally significant office development.

Policy 11: Retail and Town Centre Uses and Business Based Tourism

Policy places Preston City Centre at the top of the retail hierarchy in Central Lancashire and encourages retail, office and leisure investment of an appropriate scale to retain its role as the main retail, commercial and service centre in Lancashire.

Policy 12: Culture and Entertainment Facilities

Policy promotes Preston City Centre as a sub-regional centre for cultural and entertainment facilities, and encourages appropriate facilities (such as restaurants, cinemas and museums) in the city centre. The policy also promotes public art and public realm works in existing centres and gateways.

Policy 15: Skills and Economic Inclusion

Aims to improve skills and economic inclusion by encouraging knowledge based businesses and creative industries in association with the University of Central Lancashire to improve graduate retention.

Policy 16: Heritage Assets

Policy seeks to protect and enhance heritage assets by safeguarding from inappropriate development.

Policy 17: Design of New Buildings

New buildings will be expected to take account of the character and appearance of the local area, specifically the siting, layout, massing, scale and design, the built and historic environment, and including public art in appropriate circumstances.

Policy 26: Crime and Community Safety

Policy plans for reduced levels of crime and improved community safety by encouraging the inclusion of Secured by Design principles in new developments and aiming to achieve a complementary mix of uses in the city centre.

Policy 27: Sustainable Resources and New Developments

New developments expected to incorporate sustainability measures including minimum energy efficiency standards in urban areas, where possible, of 'Excellent' according to the BREEAM. Appropriate decentralised, renewable or low carbon energy sources required to reduce carbon emissions associated with energy use by 15% (20% from January 2015).

Sites for Preston – Issues and Options Discussion Paper

The Site Allocations and Development Management Policies Development Plan Document



(DPD) will, along with the Core Strategy, form part of the LDF for Preston. Its job is to identify sites and allocate land for development in accordance with the overall spatial vision set out in the Core Strategy.

The Discussion Paper reaffirms the proposal to allocate the new CBD for office development alongside other major employment development within the Central Preston area.



Tithebarn Regeneration Area Supplementary Planning Document

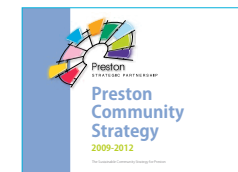
The Tithebarn Regeneration Area lies immediately to the east of the CBD area. The Supplementary Planning Document (SPD) does not allocate any land within the area, simply recognises that it is an area of significant regeneration potential to greatly enhance the City's retail and leisure offer.

Planning permission has been granted for a retail-led mixed-use comprehensive redevelopment of the area, which includes 20,000m² of replacement office floorspace. The scheme is another key component in delivering the vision for the City Centre it is adjacent to and will be complemented by the new CBD.

Other Relevant Strategies

Preston Sustainable Community Strategy 2009-2012

The Community Strategy describes Preston as a key growth pole in the North West region. Economic growth and competitiveness are seen as critical in enhancing the future prosperity of the City. The key components of growth are seen as the Tithebarn development, the new CBD and harnessing the full benefits of the university. Preston's vision for 2012 is to be a prosperous, economically competitive City



of European stature utilising closer and more productive links between business and education utilising the contribution of UCLan. The new CBD has been identified as the preferred location by the City Council for this new office development which will need to be supported by complementary mixed uses.

The area offers a unique opportunity to meet this aspiration through the creation a new, vibrant, office quarter with enhanced historic assets and public realm and which is fully integrated with the rest of the city centre.

Blackpool and Central Lancashire Growth Point Programme of Development (2009)

Growth Point is the rationale for delivering new homes and the economic well-being of local communities. The vision is to accelerate growth and regeneration to provide a sustainable future. The Programme of Development highlights the strong potential to expand the business base, and attract new knowledge sector employment in the region, expanding the workforce and providing the housing to meet this growth potential. Preston City Centre is identified as an 'Economic & Investment Hub'.

Preston Economic Regeneration Strategy and Prioritised Action Plan (2005)

This combined strategy and action plan identifies the City of Preston as being economically successful, but has not always been recognised as a good place to do business.

The strategy goes on to highlight the potential for Preston to deliver transformational change in the City Region and to compete with other European cities in a similar role to Liverpool; however the strategy recognises for this to be achieved, a successful and reputable commercial quarter is needed.

There is an obvious demonstrable level of demand for office space in Preston City Centre; thus the creation of an appropriate business climate is crucial if Preston is to become attractive to new sources of investment. The new commercial quarter will provide space that meets modern day occupier requirements for new and existing businesses and provides space that adopts the highest quality environmental design conforming to the 'green' environmental policy requirements set at national, regional and local levels.

Central Lancashire City Office Needs Assessment 2006

The purpose of the Office Needs Assessment study was to determine the level of office need of the Central Lancashire City Region (CLCR) in terms of future land provision up to 2021.

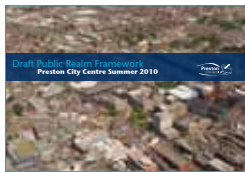
Key messages from the report are summarised below:

- clear policy indication (national & regional) that office developments so far as possible should be located in Regional Centres & Regional Cities and Towns;
- the Northern Way Growth Strategy (NWGS) identifies Preston as the northwest's third major city behind Manchester and Liverpool;
- highlighted the difficulties of creating a successful CBD without first constraining peripheral supply and improving public transport infrastructure;
- Preston is leading the way and showing the most dynamism in comparison to the rest of the Central Lancashire City Region in terms of its commitment to securing new economic growth.



Central Lancashire Economic Regeneration Strategy (2010)

The vision for Preston is that by 2026 the City will be transformed and will be recognised as the alternative destination to Manchester and Liverpool for high quality retail, culture, business and higher education. To achieve this vision, the priority economic actions and projects include the need to deliver City Centre redevelopment schemes such as Tithebarn and the new CBD to act as a catalyst for further development and job creation. Also key to economic regeneration is the enhancement of major gateways, such as the railway station, and to the north of the new CBD area. The Strategy also focuses on the growth of specialised business, and developing the knowledge base by working with educational establishments and improving graduate retention.



Public Realm Framework Final Draft (2010)

The Public Realm Framework identifies two key gateways into the City Centre within the new CBD area, at the railway station and to the north at the roundabout where Fylde Road, Moor Lane, Friargate and Corporation Street converge. The development of the new CBD is highlighted as an opportunity to reinforce its role as a major gateway into the City Centre and create a strong link between the railway station to the south and the university to the north.



Lancashire Local Transport Plan 2006-2010

The second five year Lancashire Transport Plan covers the period 2006-2010. In planning for redevelopment and regeneration in the City Centre and accommodating the growth required to fulfil Preston's economic potential, the Plan aims to take every opportunity to upgrade public transport facilities (including bus/rail integration) whilst ensuring a safe and pleasant environment conducive to growth. Specific measures proposed include controlled access to areas of the City, a greatly improved pedestrian environment and improved pedestrian opportunities across Ringway to improve links to the university campus, bus priority and improved cycle route linkages to the City Centre.

Joint Lancashire Local Transport Plan 2011-2021

The third Local Transport Plan is due to be approved and published in March 2011, and will cover the period to 2021. The underlying objectives of the new Transport Plan include the need to support economic development in the City Centre, reduce congestion into the City Centre at peak times, improve air quality and improve road safety. Recommendations from the evidence base supporting the new Transport Plan include the need to improve railway stations (and provide new railway stations), improve bus networks and provide new bus schemes and priority measures, create new park and ride sites and improve highway safety and pedestrian and cyclist facilities in the City Centre. Amongst the suggested priorities are improvements to the highway and public realm in the new CBD.

Planning Obligations in Lancashire Policy (Adopted Nov 2006, Updated Sept 2008)

The purpose of this policy is to put forward principles, methods and good practice with the aim of developing a consistent and robust approach to planning obligations across Lancashire. The policy identifies all the main subject areas where planning obligations can be identified, and for each sets out the nature of the service, any known identified needs and a method for assessing contributions. Where appropriate, development thresholds and calculation formulae are included.

The main relevant subject areas identified include;

- Transport
- Cultural Heritage
- Landscape Character & Design
- Public Realm & Public Art
- Crime & Disorder
- Utilities

Guidance on Transport Assessment (March 2007)

This guidance was issued by the Department for Transport to supplement PPG13 (Transport) and provide more detailed advice on the requirements of Transport Assessments. Transport Assessments should be prepared where new development is likely to have significant transport implications.

The guidance states that the key principles of Transport Assessments should be environmental sustainability (reducing the need to travel, accessibility), management of the existing network (accessibility of the highway network, utilising existing transport infrastructure) and mitigating residual impacts (improvements to existing roads, public transport and walking/cycling facilities).

Economic Potential of Preston, Northwest Development Agency, (2009)

Produced as part of the evidence base requirements for the forthcoming Integrated Regional Strategy, the report represents a comprehensive baseline and positioning of Preston as a key regional economic driver and sets out five key priorities for more focussed investment going forward. One of these priorities is to ensure the delivery of the City Vision projects, specifically the Tithebarn Regeneration Area (TRA) and the City Centre Commercial Zone (CCCZ).