



# Inner East Preston

Neighbourhood Development Plan 2014-2029

April 2015

Friends of Fishwick and St Matthews (FOFS)



# Contents

Welcome

Statement from the Chairman of  
'Friends of Fishwick and St Matthews' (FOFS)

- 1** National and Local Planning Context
- 2** Inner East Preston in Context
- 3** How the Plan was Prepared
- 4** What the Plan Aims to Achieve
- 5** The Vision and Objectives
- 6** Policies
- 7** Regeneration: 'The Big Local Plan'



## Welcome

Welcome to the Inner East Preston Neighbourhood Plan which has been prepared to enable the neighbouring areas of Fishwick and St Matthews to function better as a community. The Plan has evolved following the opportunity offered by the Government's Localism Bill in early 2011 and has been subject to full scale consultation throughout the process.

The wards of Fishwick and St Matthews in Preston came together in 2011 to form a Neighbourhood Forum ('The Friends of Fishwick and St Matthews': FOFs) in order to prepare a Neighbourhood Plan. Work has been ongoing and sustained through the dedication of the Forum and its members to see the Neighbourhood Plan adopted by Preston City Council.

Separately, the 'Friends of Fishwick and St Matthews' (FOFS) have also been awarded £1,000,000 from the Big Local Fund which will help to regenerate the area and the two strands combine to enable this to happen in a streamlined fashion; with a 'Big Local Plan' to follow this Neighbourhood Plan which will focus on the regeneration issues which the 'planning umbrella' doesn't cover.



# Statement

## from the Chairman of 'Friends of Fishwick and St Matthews' (FOFS)

I am delighted to present the Inner East Preston Neighbourhood Plan. The plan covers most of Fishwick and St Matthew's ward. We hope it will help us see improvements to the way the area develops over many years.

FOFS is a resident led group that was formed in 2010. We had a vision to create Fishwick and St Matthew's into a better, safer and healthier place to live and work in, and we were determined to take advantage of any opportunities that came our way. We have developed many community projects and activities in the past few years but moved to a different level when we started on the Neighbourhood Plan journey. We are very proud that we became one of the first groups in the country to develop a plan in an inner, urban area and we were accepted as a 'Neighbourhood Forum' under the Government's Front Runner scheme in 2011.

We started a one year programme of community consultation in September 2012 and held meetings, events, attended schools, undertook surveys and questionnaires to find out how local residents and businesses would like to see things change and importantly, to see how things they valued would be enhanced and preserved.

Many of the issues raised in the consultation can't be influenced by planning

processes but we will ensure they feature in a second document that will address the facilities and regeneration needs across our community.

We have been given lots of support by Planning Aid, Preston City Council Planning and Community Engagement Sections and County and District Councillors to produce the contents of the plan.

I would like to thank you on behalf of FOFS for your contributions so far but please take the time to visit [www.preston.gov.uk](http://www.preston.gov.uk).

We would love to hear from you and welcome new residents and businesses to help us secure a better future for everyone in Fishwick and St Matthew's.

**John Rochford**

# 1 Inner East Preston: An Overview

Although Fishwick and St Matthew's wards are both predominantly low income areas and as a result, have many challenges and needs, they are also areas which have much to celebrate and value. There is a wealth of community assets and community strengths in the area. This became increasingly evident through the Neighbourhood Plan consultation period.

The area has many physical features that are mixed and diverse. The former factory sites denote a rich industrial heritage, there is access to one of the city's most beautiful landscapes and nature reserve, the schools' performances are on a par with more affluent areas, the area accommodates one of the two public leisure centres and there is a wealth of community facilities, groups, activities, places of worship and shops, which reflect the cultural diversity of its residents.

The consultation revealed that residents and businesses like the location because it is convenient and accessible. It has an excellent public transport service and close to the motorways and city centre. People valued facilities such as the schools, the shops and community groups and they also highlighted a cohesive community with good neighbours and diverse cultures getting along together.

However, like many inner city areas across the country, there has been a long period of economic decline in Inner East Preston that has resulted in some dereliction, reduced employment opportunities, long-term empty properties, poor environmental features. Densely populated with high turnover of residents and businesses, incidents of crime and anti-social behaviour (and associated fear of crime) and, because of the location, a high volume of traffic with limited parking and recreational spaces. This has resulted in major disadvantages for local people with health and employability outcomes being much lower than the Preston average.

People told us that they want the image of the area to change, particularly the derelict buildings and empty run-down shops, the rubbish, litter and dog fouling on the streets. They want better and safer play areas for children and more sports and leisure services generally. They would like to see better traffic management, safer crossing areas and parking facilities, improvements and better access to green space and protection and investment in the community facilities and groups they value the most.

# 2 National and Local Planning Context

## 2.1 The Basic Conditions

The right for communities to prepare Neighbourhood Plans was established by the Localism Act in 2011, which was accompanied by the Neighbourhood Planning Regulations 2012. As a result, Neighbourhood Plans are required to meet a number of basic conditions which are detailed within Schedule 4B of the 1990 Act, as inserted by the provisions of Schedule 10 of the Localism Act. The basic conditions are addressed in the Basic Conditions Statement and require that:

- The neighbourhood plan is prepared having regard to national policies and advice issued by the Secretary of State,
- The making of the neighbourhood plan contributes to the achievement of sustainable development, and
- The making of the neighbourhood plan is in general conformity with any strategic policies contained in the development plan for the area of the authority.

The policies set out in this Neighbourhood Plan comply with the national planning guidance, the Central Lancashire Core Strategy and the emerging Local Plan, all of which have been separately appraised against the objectives of sustainable development through SA (Sustainability Appraisals). A Screening Opinion has been carried out (see accompanying Basic Conditions Statement Appendix) and it is considered that this Neighbourhood Plan does not need to be separately assessed, and that its contents comply with SA and SEA (Strategic Environmental Assessment) Directive regulations.



## 2.2 The National Planning Policy Framework

The National Planning Policy Framework notes that there are three elements to sustainable development; economic, social and environmental, and as such the planning system (of which this Neighbourhood Plan will be part), needs to perform three roles:

- The economic role: contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
- A social role: supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and
- An environmental role: contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

Paragraph 8 and 9 of the NPPF highlights the needs for these three roles to be addressed in an integrated way:

*'These roles should not be undertaken in isolation, because they are mutually dependant. Economic growth can secure higher social and environmental standards, and well-designed buildings and places can improve the lives of people and communities. Therefore to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system. The planning system should play an active role in guiding development to sustainable solutions'.*

Pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life, including (but not limited to):

- Making it easier for jobs to be created in cities, towns and villages;
- Moving from a net loss of bio-diversity to achieving net gains for nature;
- Replacing poor design with better design;
- Improving the conditions in which people live, work, travel and take leisure; and
- Widening the choice of high quality homes.



### **2.3 The adopted Central Lancashire Core Strategy**

The adopted Central Lancashire Core Strategy (July 2012) which has been produced by Chorley, South Ribble and Preston Councils, sets out 24 objectives for sustainable growth in the Central Lancashire Region. In order for these objectives to be achieved, the Core Strategy contains a number of policies. To be in conformity with this Core Strategy (as the key document which sets out the strategic planning policies relating to Inner East Preston), the Neighbourhood Plan needs to contribute to the delivery of these objectives. Therefore each objective is taken in turn (see the Evidence Base), and discussed with regards to the implications of the Inner East Preston Neighbourhood Plan. As such the Neighbourhood Plan policies within the document comply with the provisions of the Central Lancashire Core Strategy.

Policy 1 of the Core Strategy identifies Inner East Preston as an area which needs to focus on regeneration opportunities to encourage growth and investment, which is something which is specifically encouraged by this Neighbourhood Plan and will be encouraged by the provisions of the 'The Big Local Plan' (see chapter seven)

### **2.4 The emerging Preston Local Plan 2012-2026, Publication Version**

The emerging Local Plan July 2013 sets out the policies relating to land use in the Preston area and is in turn compliant with the provisions of the Core Strategy and National Planning Policy Framework. To demonstrate that the proposed Neighbourhood Plan is in conformity with the emerging Local Plan, each of the four objectives is considered in Table Four of the Appendix, in relation to the emerging Local Plan policies. As such the Neighbourhood Plan policies within this document comply with the provisions of the emerging Local Plan.



# 3 Inner East Preston in context

## 3.1 Preston Context

Preston gained City status in 2002; it consists of a city centre and a core urban area located on the north bank of the Ribble and has a rural hinterland which stretches northwards and includes part of the Forest of Bowland. Preston has a population of approximately 131,900. It is strategically located within the Central Lancashire sub-region and functions as the capital of the county of Lancashire. It is highly accessible from outside the area due to its location on the strategic road and rail network, served by the West Coast Main Line, and the M6 Motorway. Its accessibility is a contributing factor to its past strong economic growth.



## 3.2 Inner East Preston Context

Inner East Preston is part of the inner suburbs that radiate around the city centre on the north side of the River Ribble. Historically it is an area of town expansion and displays a highly urban character which has remained largely unchanged over time. It covers an area of approximately 1.6km<sup>2</sup> and its boundaries have been largely defined by physical features that contain the area. Inner East Preston contains most of the Fishwick and St Matthew's wards and its population is estimated to be around 11,000. To the south of the area is Greenbelt land; Fishwick Bottoms. Figure 1 shows the Inner East Preston area as the majority of Fishwick and St Matthews wards in relation to the city centre and its surroundings.

The area contains a varied mix of uses (with the most predominant being residential and industrial uses), and a range of shops and social facilities, including schools and a leisure centre. A large percentage of the housing is made up of terraced properties dating from the late 19th Century. There is also a significant amount of social housing. The area has a number of areas which are listed in the worst 10% nationally for deprivation, some of which are in the worst 3%. Approximately 30% of the area's population are from a Black and Minority Ethnic (BME) background.

The inner ring road at Stanley Street/London Road forms the western edge of the area and connection with the city centre, and the outer ring road at Blackpool Road (A5085) forms the eastern extent. The disused Longridge railway line forms the northern boundary to the area. The two main arterial roads, Ribbleton Lane and New Hall Lane are important as they carry traffic into and out of the city centre, and effectively dissect the area into three long sections. This is shown in Figure 2 on the next page.

Figure 1: Inner East Preston Context Plan.

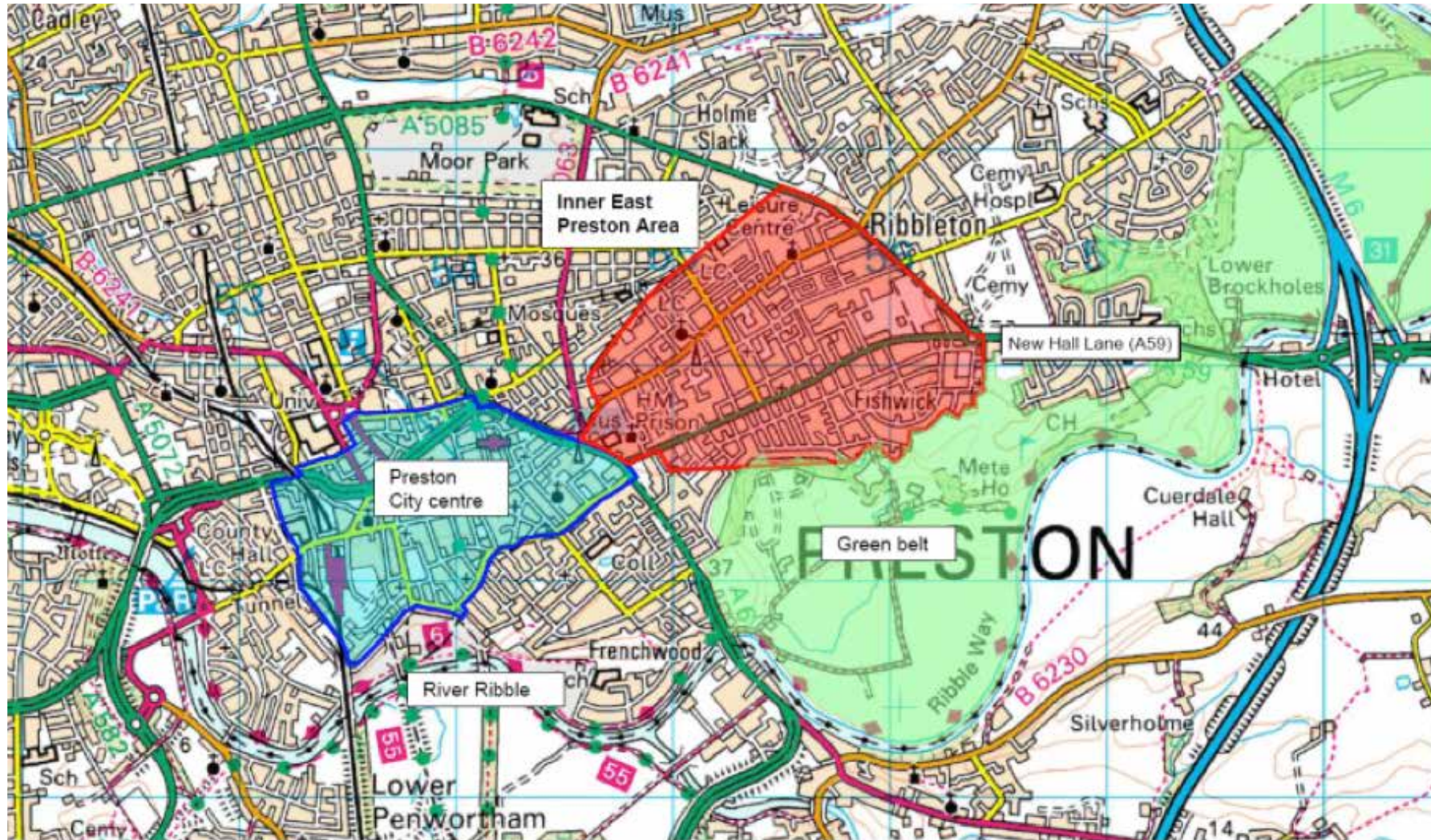
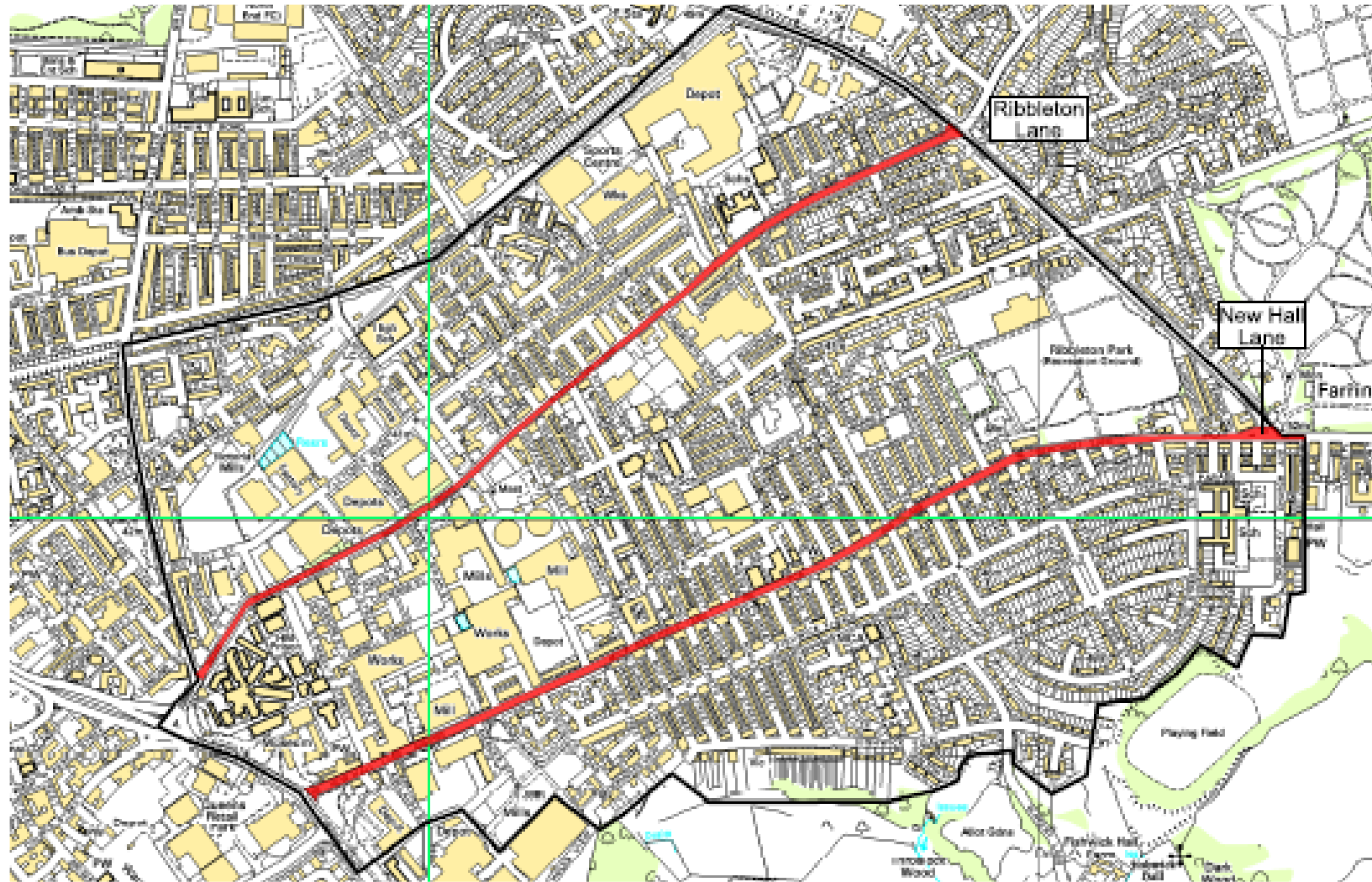


Figure 2: Inner East Preston Context Plan, showing the main through routes.



### 3.3 Inner East Preston History

The earliest references to New Hall Lane can be dated back to the 1700s when it was part of a main east to west route outside the town's boundaries. Preston's prison (House of Correction) was built on the fringe of the town in 1789. From The early 19th Century, and especially between 1850 and 1911, the area experienced rapid industrialisation associated with textiles, making way for new factories and homes for an expanding population.

Large mills appeared on the fringes closest to the town, one of which was named New Preston Mill, recalling the name of this part of Preston in the first quarter of the 19th Century. Other mills included the now demolished New Hall Lane Mill (1856), Alliance Works (1854), Manchester Mill (1864) and Centenary Mill (1895). House building took place close to the new factories, initially unfettered by public laws or requirements, giving rise to terraced houses. Before 1850, these gave way to through lobby houses which continued to be built on gridiron patterns, altered only by the introduction of back roads to service the yards following new controls imposed by the Preston improvement Act (1850). This distinctive and highly urban pattern of housing still dominate the area today.



### **3.4 Inner East Preston's other projects**

- The Inner East Preston area has benefited from additional regeneration funding streams; such as the Single Regeneration Budget 3 (SRB 3), Neighbourhood Renewal Fund (NRF), the Safer and Stronger Communities Fund (SSCF) and more recently from Energy Saving schemes. The resulting improvements include:
  - **Traffic calming on most minor roads, and alley gating schemes**
  - **Housing Renewal Grants for improved energy efficiency and property frontages**
  - **CCTV in Fishwick (Callon Estate)**
  - **Investment in schools including breakfast and after school clubs**
  - **Seven Rivers flats and other Fishwick properties insulation schemes**
- Preston City Council's housing stock was transferred to Community Gateway Association (CGA) November 2005. This resulted in a housing improvement programme to bring the stock up to Decent Homes Standards.
- Unity FM was one of four Neighbourhood Management Partnerships managed by Preston City Council, which operated in Fishwick and St Matthew's wards from 2006 until March 2011. It was successful in engaging with communities and had a 50% resident membership on the Partnership Board. It successfully established action groups, initiatives and projects which all aimed to tackle its four key priorities: community safety, young people, the environment and employment.

A lot of the issues relating to the quality and amenity of streets and public places, community safety and health inequalities have been re-iterated in the Neighbourhood Planning process and are still emotive issues in the area.

The Friends of Fishwick and St Matthew's is a legacy of Unity FM; the residents involved with the partnership endeavoured to set up independently when the funding came to an end. Unity FM benefited the area with additional capital investment to include:

- **CCTV in St Matthew's (Robin Street area)**
- **Police vehicle and ARP equipment**
- **Refurbishment of All Weather Pitches**
- **Home security improvement to CGA properties in the Porter Street Area**

- **Junior Climbing Wall at West View Leisure Centre**
  - **Two minibuses for the area (Callon Kids and Fishwick Rangers)**
  - **Mercer Street Gardens landscape and community arts scheme**
  - **Additional Sports Coaches deployed in the area and leisure / recreation equipment for all local groups working with young people**
  - **Beacon Back Alleys and Community Gardens**
- Preston City Council continues to support community initiatives and partnerships, including FOFS. The FOFS Community Garden, initially working alongside Lancashire Wildlife Trust is highly successful and an innovative Community Art project there successfully commemorates Preston Guild 2013.
- The Big Local has recently allocated £1m funding over ten years to Inner East Preston. They are one of 150 neighbourhoods across the UK to benefit from the funding awarded to areas that have not benefited from significant funding programmes in recent years. FOFS are the lead organisation and have achieved a lot in the last year. They employed a temporary Community Development Officer to administer a small grants programme and undertake further consultations that is targeted towards social and economic issues that affect the area. The issues raised in the Neighbourhood Plan consultation that do not relate to planning will be picked up by the Big Local plan and investments to the areas.



# 4 How the Plan was Prepared

This Neighbourhood Plan has been prepared by the residents of Fishwick and St Matthews, supported by Preston City Council, and in particular, the members of 'Friends of Fishwick and St Matthews' Neighbourhood Forum (FOFS), which was formed in 2011. The Neighbourhood Area was designated in November 2012 in accordance with the Neighbourhood Planning (General) Regulations 2012 and following that, work progressed on the Neighbourhood Plan. The Neighbourhood Area can be seen in detail in Figure 3.

Preston City Council supported a bid for grant funding under the 'Neighbourhood Planning Front Runners Programme' to Support the Neighbourhood Plan for Inner East Preston in November 2011. This bid was successful and Preston City Council was informed of the decision by the Department of Communities and Local Government in March 2012.

The local community, in what are two of the most deprived wards in the City, has been working closely with Preston City Council to develop a plan for the area that will address some of the major deprivation issues and create/protect much needed infrastructure, greenspace, regeneration and employment opportunities to benefit the local community and residents.





FOFS started the process by holding a large-scale stakeholder meeting in August 2012 to decide the Neighbourhood Plan's Vision and consultation themes. The representatives at this initial meeting comprised of local residents (FOFS members), Neighbourhood Police, Voluntary, Community and Faith Sector organisations, Social Housing Providers, Local Authority Officers and Elected Members. The consultation themes were agreed as; Environment and Image, Housing and Jobs Health and Wellbeing, Infrastructure Community Facilities, Community Safety and Community Cohesion. This was followed in October and November 2012 by four public meetings in key locations across the area using the council's mobile IT centre; The Citizenone. FOFS attended these meetings and supported people to 'map' issues and assets.

Due to the difficulty that was experienced in gaining public interest and engagement, FOFS and Preston City Council decided it was best to take themselves out into the community and increase their presence. As a result the engagement of the neighbourhood in the process was dramatically increased and excellent results were achieved. The full detail of the consultation will be provided in the 'Consultation Statement' which accompanies this Neighbourhood Plan.

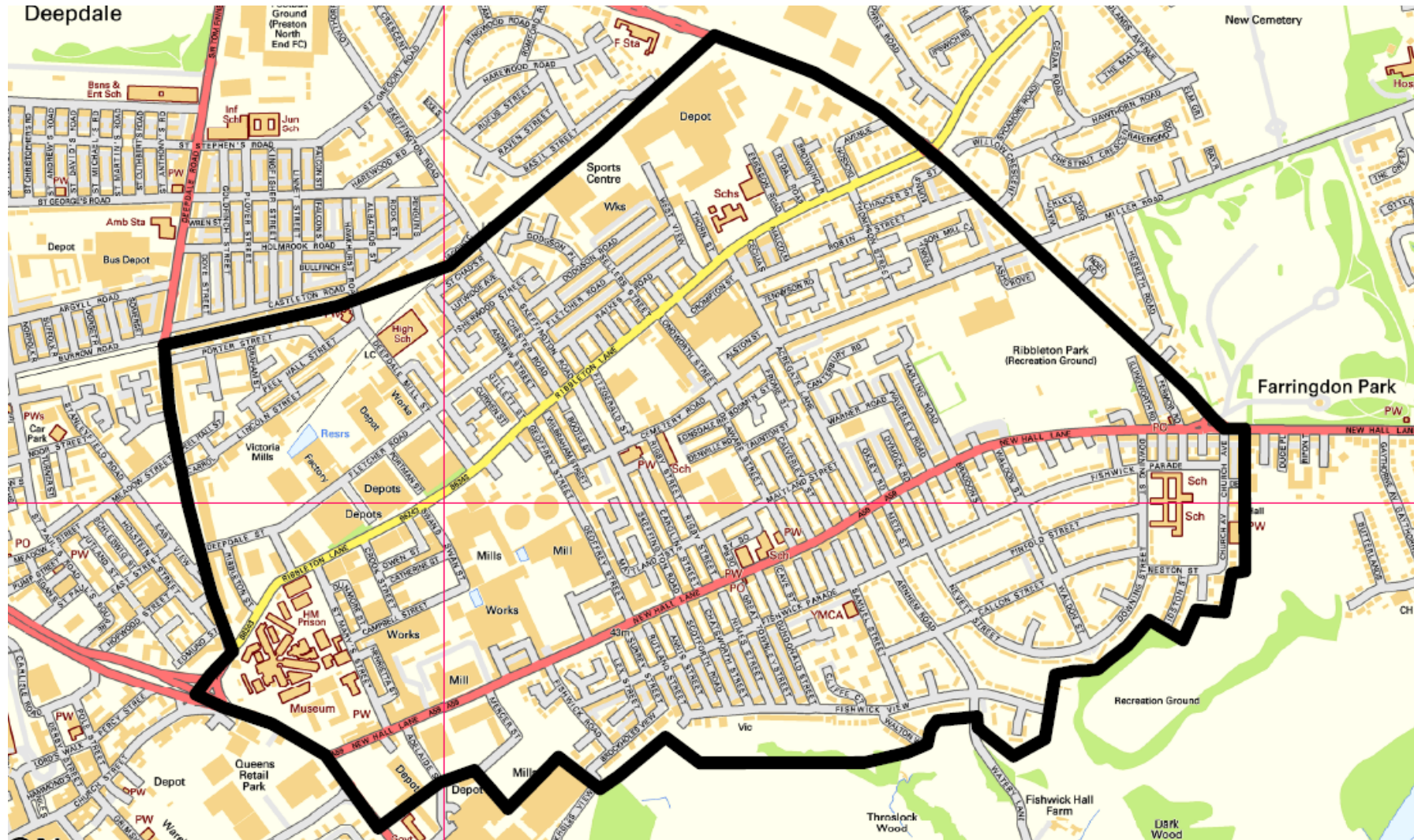
During the process of consulting with local people and the evolving development of the Neighbourhood Plan, it has become apparent that there is a great number of regeneration and non-planning issues which have been highlighted as being important to the community. As such it is the intention of FOFS to develop an additional regeneration strategy in addition to this Neighbourhood Plan called 'the Big Local Plan'. Chapter Seven provides more detail on this.

The remaining chapters of the Neighbourhood Plan set out the following:

- What the plan aims to achieve: This sets out the main challenges facing Inner East Preston and how the Neighbourhood Plan addresses them.
- The Inner East Preston Neighbourhood Plan: The Vision
- Policies
- Regeneration: 'The Big Local Plan'



Figure 3: Boundary Plan of the Inner East Preston Neighbourhood Area.



# 5 What the Plan Aims to Achieve

Communities were given the opportunity to develop Neighbourhood Plans through the Localism Act 2011 and the rules governing the work were set out in the Neighbourhood Planning Regulations published in 2012. These rules allow communities to have a say in how their local areas are planned and how planning rules should be assessed.

In particular it is stated that Neighbourhood Plans must do the following:

- Meet the requirements of certain EU directives relating to human rights and habitat protection;
- Be in keeping with policies that determine how UK planning decisions should be made which are set out in the National Planning Policy Framework; be in compliance with the most important strategic policies prepared by the local Planning Authority, in this case Preston City Council;
- Explain how the plan seeks to achieve sustainable development; and
- Explain how the community and organisations have helped to prepare the neighbourhood plan.

Once this Neighbourhood Plan has completed the examination stage and been voted for by the local residents in the referendum, it will be made by the City Council as part of the statutory Development Plan for the area, and as such will be given full weight in decision making. For clarification, that means when an application for development is received by the Council's planning department, it will need to be considered as to whether or not the proposal is compliant with the policies in the Inner East Preston Neighbourhood Plan.

Therefore, in planning terms, the policies set out in Chapter Six of this plan are the most important part of the Neighbourhood Plan. However, there were many other issues raised during the consultation stage which are not strictly issues which can be dealt with under the umbrella of 'planning', but they are more regeneration focused; to improve the area and make it a more attractive place to live, play and work.

As such a regeneration strategy will be produced, which will be incorporated in 'The Big Local Plan' at a later stage to deal with the more regeneration issues in the area; these are noted in more detail in Chapter Seven.



# 6 The Vision and Objectives

**'To improve the image and reputation of Fishwick and St Matthews and make Inner East Preston a better, safer, cleaner and healthier place for everyone to live and work in.'**



It is the aim of the FOFs to ensure that Inner East Preston will become a great place to live and work, close to the amenities of the city centre and well linked to the surrounding area; it will become known as one of the best parts of the City in which to live.

The area is known for its strong community cohesion, its urban character and friendly disposition. It faces challenges which will be overcome to enable the vision to be achieved.

The objectives of the Neighbourhood Plan, which have been highlighted through community consultation and the natural progression of the Neighbourhood Plan, are detailed in Table One. The original objectives can be found in Appendix Two in the Evidence Base, along with details of how these objectives have been dealt with in order to finalise the objectives for this Neighbourhood Plan.

**Table One: Objectives of the Neighbourhood Plan**

<b>Objectives of the Neighbourhood Plan</b>	
<b>Local Centres</b>	To enhance the character and local distinctiveness of the Local Centres of New Hall Lane and Ribbleton lane, including public realm and highway improvements and to create vibrant shopping centres for residents and visitors to enjoy.
<b>Green Spaces</b>	To enhance and protect the existing green spaces within Fishwick and St Matthews wards which are not already protected by the emerging local Plan, to ensure that they remain for the benefit of the community and are protected for future acceptable use.
<b>Local Enterprise</b>	To improve employment and training prospects for local people in the Neighbourhood Area by allocating specific sites for employment use which can be used for the purpose of local enterprises, including social enterprises.
<b>Community Assets</b>	To ensure that community assets are protected and enhanced now and in the future, and not lost to development unless suitable alternative accessible locations can be found.



# 7 Policies

Planning decisions are guided by planning policies when planning applications are made to Preston City Council. The Localism Act in 2011 has allowed communities to develop their own policies against which any development will be considered through the Neighbourhood Planning process. Provided that these policies are based on sound evidence, community input and the proper principles of planning they will become a statutory part of the Development Plan for the area.

The policies in this plan have been developed through extensive community consultation and have been considered against existing planning policies to ensure that they do not conflict. They seek to influence planning and development outcomes and help to achieve FOFS vision for Inner East Preston.

The policies are compliant with UK Government policies set out in the National Planning Policy Framework (NPPF), strategic policies set out in the Central Lancashire Core Strategy, and the emerging Site Allocations and Development Management document, also known as the emerging Local Plan.

The consultation that was carried out showed that the following policy areas were of particular high concern to residents and as such have become the focus of this Neighbourhood Plan. As has been previously mentioned, there are many regeneration issues important to residents of the area which cannot be dealt with through this Neighbourhood Planning process as they are not under the 'umbrella of planning' and as such these will be dealt with in 'The Big Local Plan'.

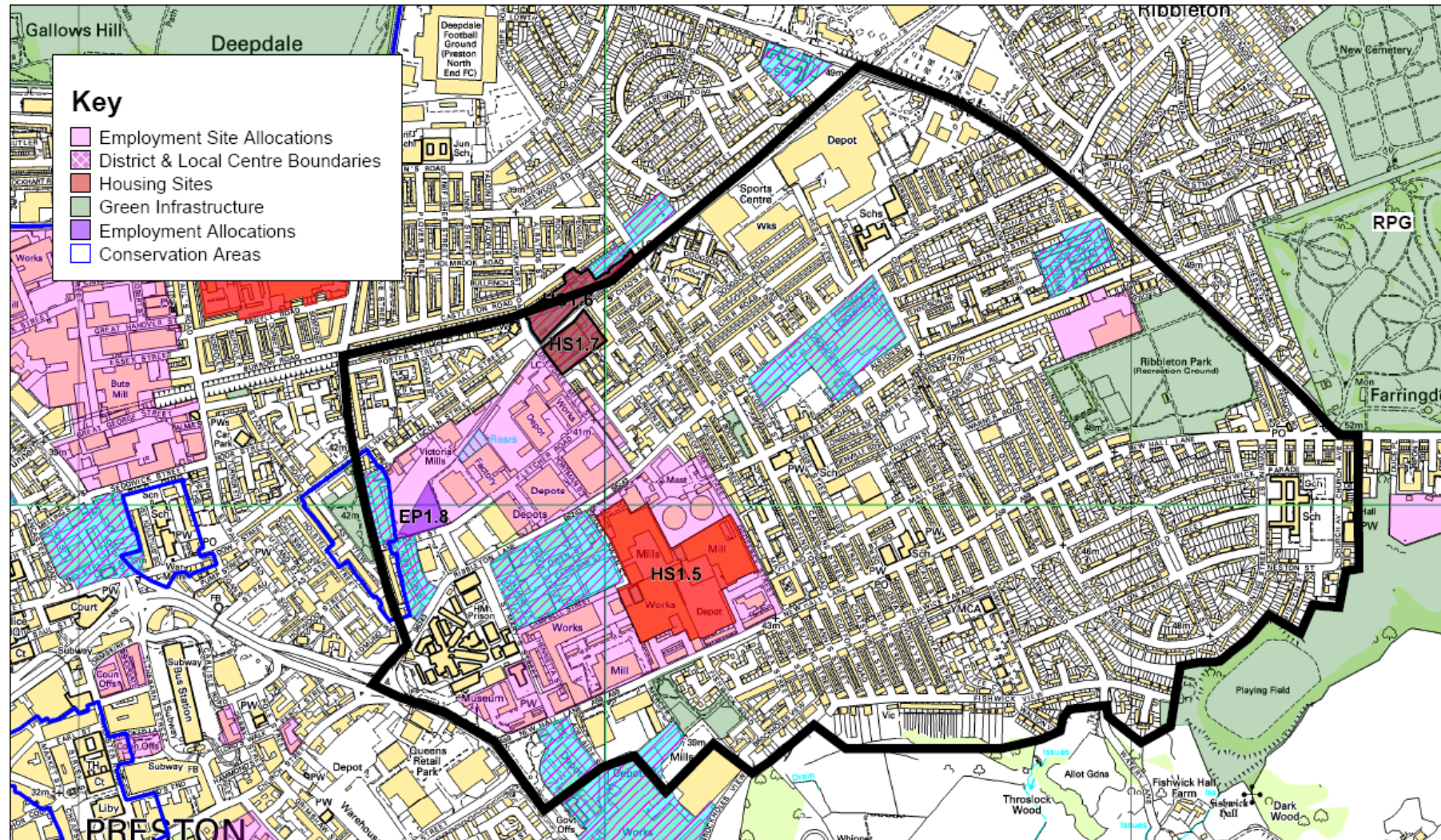
## 7.1 Main Policy Areas

In line with the principles of sustainable development, which require that planning addresses environmental, social and economic issues, the main policy areas are specified under each of the four headings below:

- **Local Centres (social and economic issues)**
- **Green Spaces (social economic and environmental issues)**
- **Local Employment and Enterprise (social and economic issues)**
- **Community Assets (social, economic and environmental issues)**

Figure 4 shows the existing allocations within the emerging Local Plan for the Neighbourhood Area. HS1.5 and HS1.7 Housing allocations, EP2: Existing Employment Areas, EP3 and EP4 District and Local Centres, EN2 and EN8: Green Infrastructure and Registered Parks and Gardens.

**Figure 4: Existing Allocation of the Emerging Local Plan for the Inner East Preston Area**



## 7.2 Local Centres

The Local Centres at New Hall Lane and Ribbleton Lane are located within the Neighbourhood Plan Area boundary, details are provided on Figure 5 and 6 below. The Local Centres play an important role in Preston's retail provision as well as acting as social centres and places of employment providing the function of convenience shopping, a range of services and community services to a local population.

**Two issues came out as important to residents during the consultation process:**

- **Too many non A1 (shops) uses in the Local Centres:**

in both New Hall Lane and Ribbleton Lane Local Centres the provision of A1 retail uses along the frontage has fallen over the years and this has, in turn, led to a build-up of non-A1 uses such as Hot Food Takeaways. These uses have detracted from the day time hub-bub of the areas, impacted on the popularity of the centres for shopping for day to day needs and it is felt they have contributed to poor health in the area, especially amongst children. Figures show that for the number of residents in very bad health, Fishwick is ranked 13 out of the 22 wards in Preston and 405th out of 935 in the North West. St Matthews is ranked at 19th out of the 22 wards in Preston and 615th out of the 935 areas in the North West (May 2013).

- **Poor image of the Local Centres:**

through the consultation process, it became apparent that the image and appearance of the Local Centres is also a significant issue for residents. For example the shutters and poor shop frontages were highlighted. As such it is considered important that the Neighbourhood Plan addresses both these issues and help to ensure that the Local Centres of both New Hall Lane and Ribbleton Lane remain vibrant and well-used local centres for local shopping needs.

The Neighbourhood Plan will work to enhance and protect the local distinctiveness of the Local Centres of New Hall Lane and Ribbleton Lane, and to create vibrant shopping centres for residents and visitors to enjoy. This will help to achieve the vision of improving the image and reputation of Fishwick and St Matthews and make Inner East Preston a better, safer, cleaner and healthier place for everyone to live and work in.



Figure 5: New Hall Lane Local Centre

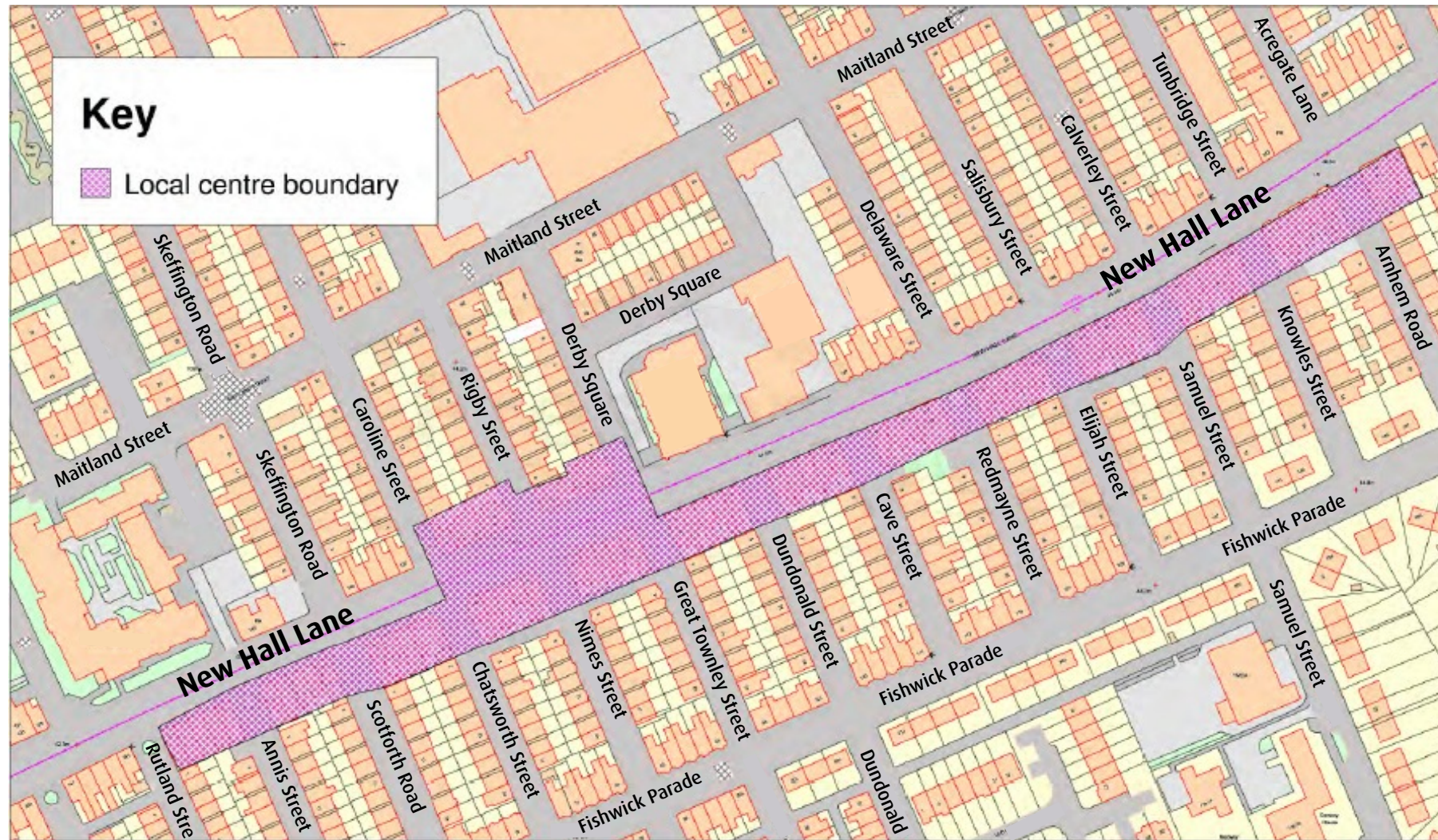
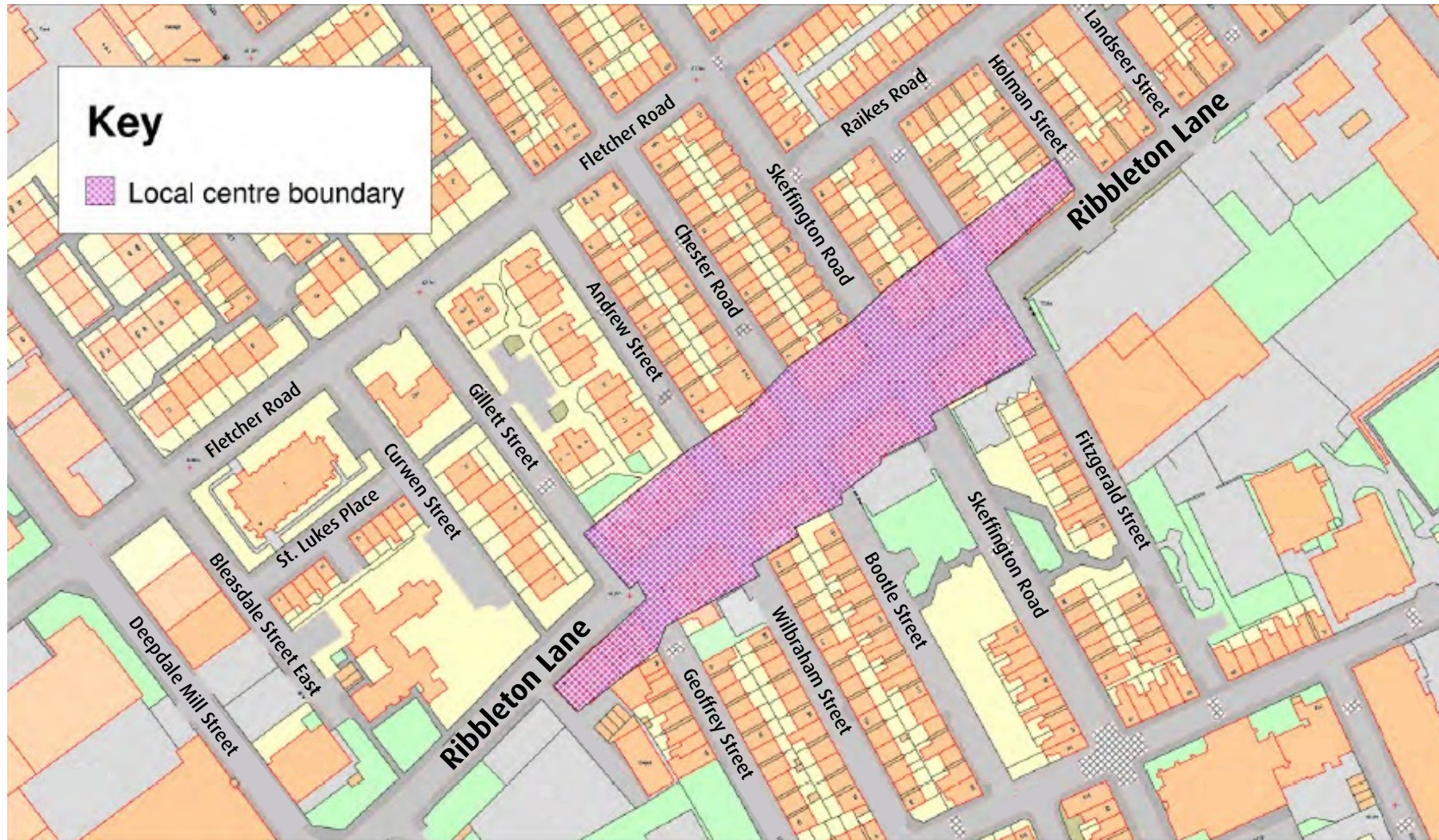




Figure 6: Ribbleton Lane Local Centre



There was much discussion within FOfS of how to deal with these issues and it has been decided that the following policies will be provided.

## **Policy LC1:**

### **Protection and Enhancement of the Local Centres Vitality and Viability**

Planning permission to change use of A1, A2 or A3 units within the Local Centres of New Hall Lane and Ribbleton Lane will not be permitted if the change of use would result in the percentage of A1, A2 and A3 units falling below 55% for New Hall Lane and 45% for Ribbleton Lane.

## **Policy LC2:**

### **Retail Frontages**

New or renovated shop fronts within the allocated Local Centres of New Hall Lane and Ribbleton Lane should be of a high quality design and where possible improve the character and distinctiveness of the shopping areas. Signs for shop fronts should be well designed at a suitable scale and be lit appropriately and discreetly. Shutters should not be solid and should be powder coated black.

Policy LC1 is provided to ensure that the level of A1 uses within the Local Centres will not drop below the current percentage of 55% on New Hall Lane and 45% in Ribbleton Lane. This will help to ensure that the Local Centres retain a good mix of uses, with retail making up approximately half of the units.

When a planning application is considered against this policy it will be necessary to carry out a survey of the uses within the Local Centre in line with the way it has been carried out for the preparation of this policy. This information is provided within the Evidence Base supporting the IEPNP (Inner East Preston Neighbourhood Plan). In essence it will be necessary to count all the units in the Local Centre in terms of current and most previous use. This should be done by undertaking a survey of the Local Centre independently and then querying any units which it is hard to pinpoint their most previous use with the records held by the Local Planning Authority.

It has been taken into account that Permitted Development rights in relation to A1 uses are evolving and changing, and that it is now possible to change to more uses without planning permission, however it is still felt that this policy will help to ensure that the level of A1 use is retained, whilst still allowing other local services and provisions to locate within the Local Centres, keeping them as a hub for local use.

Policy LC2 is provided to ensure that improvement to shops can be secured when new planning applications are received. Improving the quality of shop fronts, including signage and shuttering, would have a positive impact on the appearance and general character of the Local Centres. This will in turn help to improve the visual amenity of the area and address the issues raised relating to this through the consultation phase. In future, if funds can be raised for existing shop owners to make improvements to their shop fronts, this will help to ensure that a uniform approach is adopted throughout the Local Centres. It is advised to seek the advice of the Local Planning Authority with regards to suitable shop front design.

Improvements to the public realm were also an issue raised at consultation and making these improvements would have a positive impact upon the shopping environment in the two Local Centres. Proposals to improve these areas of public realm should also consider the opportunity to improve footfall through improvements to the pedestrian environment. Some previous ideas for public realm improvements in the Local Centres, especially in New Hall Lane are included in a previously prepared draft SPD (Supplementary Planning Document) for Inner East Preston which can be seen in Appendix 2 of the Evidence Base. These are not considered exhaustive or binding to the development of the Local Centres for the future, but they are accepted as a good starting point to be considered. Work is also underway with Lancashire County council through investment via the City Deal, for the area and this will be welcomed by the community. Work will be included in 'the Big Local Plan' in relation to this. Again details of how to access these proposals by Lancashire County Council are available in the Additional Resources of the Evidence Base accompanying this document.



## 7.3 Local Green Spaces

Green space is a vital resource for any community, not least deprived inner city areas such as Inner East Preston. Access to local greenspace boosts people's morale, allows them to spend time outside and has positive impacts on health. Throughout the consultation process it was made clear by the community that green space is highly valued and they want more accessible local greenspace and leisure provisions, with play areas for children being a high priority.

There are some green spaces in the area which are afforded some protection by Policy EN2 of the emerging Local Plan; these can be seen on Figure 4.

During the consultation stage it became apparent that the local community highly values green spaces and access to them. FOFS have surveyed the area and have found nine local green spaces in the Neighbourhood Area which do not benefit from the protection of the emerging Local Plan Policy EN2, and as such are keen to protect these specific areas from any future development in order to retain them as local green spaces for the use of the community. These surveys are available to view in the Evidence Base. It is envisaged that some of these spaces could be used in future for uses to benefit the community such as food growing, small urban farms, outdoor gathering spaces and the much sought after children's play areas, whilst retaining the greenspace character of the site. Table Two and on Figure 7 below show these areas in detail.

Policy GS1 is provided to ensure these green spaces are retained in the future for the enjoyment of the local community.





## Policy GS1:

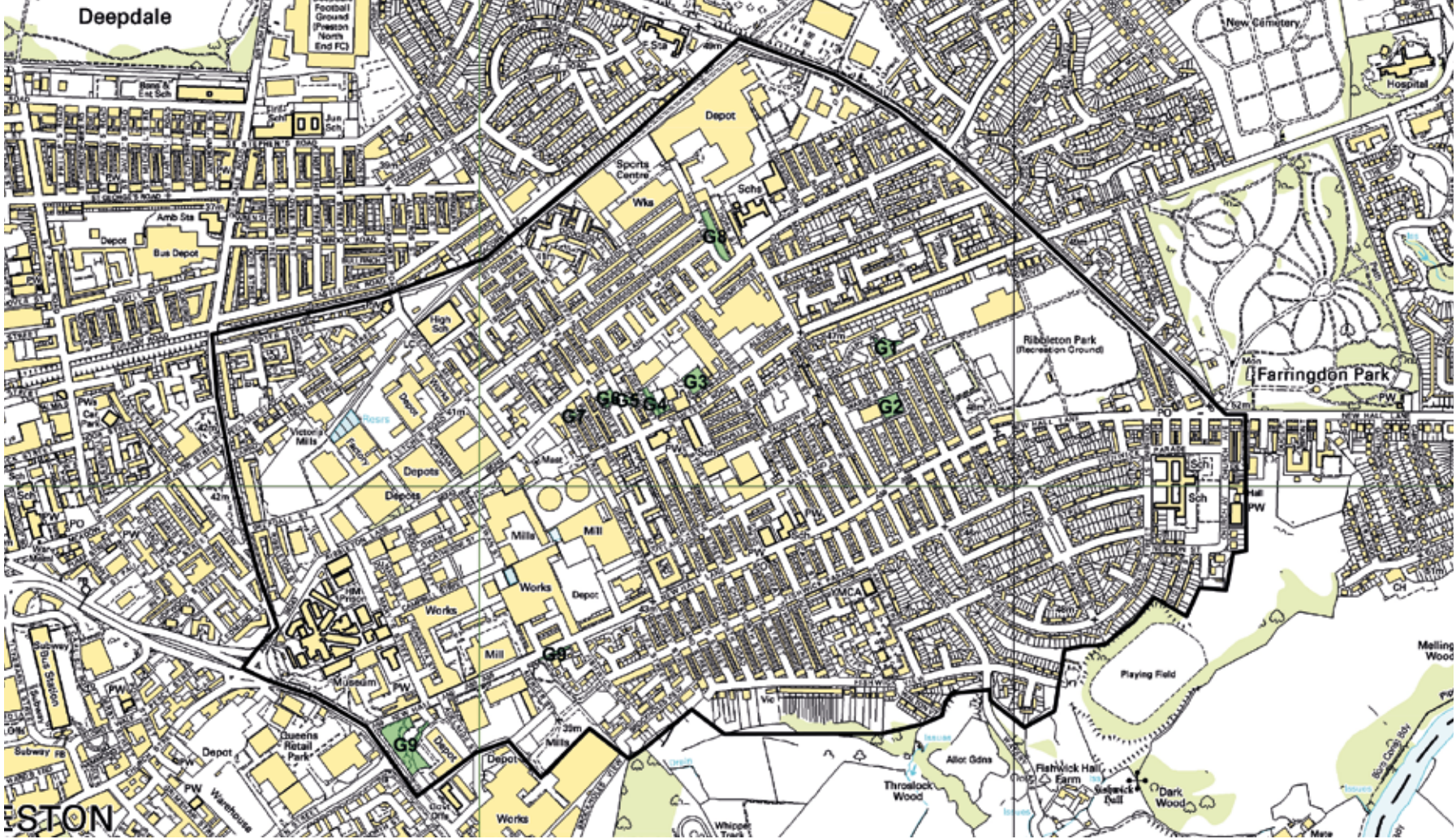
### Protection of Local Greenspace

'Development which results in the loss of Local Greenspace identified in Table Two and Figure 7 of this Neighbourhood Plan, or that results in any harm to the character, setting, accessibility, appearance, general quality or amenity value of that Local Greenspace will not be permitted'.

**Table Two: Local Green Spaces protected by the Inner East Preston Neighbourhood Plan.**

Local Greenspace	
G1	Canterbury Road
G2	Acregate Lane Club
G3	St Joseph's Club Bowling Green
G4	Fitzgerald Street
G5	Skeffington Road A
G6	Skeffington Road B
G7	Wilbraham Street
G8	West View
G9	New Hall Lane/London Road

Figure 7: Greenspace protected under the Neighbourhood Plan





## 7.4 Local Employment and Enterprise

As an area of deprivation, Inner East Preston suffers from high unemployment, and low education and training standards. As such the lack of local employment and training opportunities was something that was specifically highlighted during the consultation stage. Fishwick has a total of 23.1% unemployed and St Matthews 28.3%. The average unemployment across Preston as a whole is 15.4% (May 2013). Fishwick has a total of 36.1% with no qualifications, and St Matthews a total of 34.5% (May 2013).

FOFS have considered various ways to make improvements to education and training and to increase local employment levels in the area and have concluded that the most suitable way to tackle this is to ensure the direct support of local businesses and in particular, encourage new businesses, such as social enterprises, to remain in the area. This support will, in turn, benefit the community by providing local jobs and training opportunities for local people and in the long term, help to reduce local unemployment levels and improve the overall employability of the local people. The way FOFS are approaching this is by the provision of areas dedicated to Local Employment and Enterprise which can directly benefit the community. It is in these areas that these types of uses will be permitted.

The emerging Local Plan allocates Employment Sites for the whole of Preston. The Employment Land Review states that there is an oversupply of employment land within Preston as a whole. As such, developing these Local Employment and Enterprise Sites as part of this Neighbourhood Plan could be considered as adding to the oversupply. However, due to the specific problems that the Neighbourhood Area suffers with regards to high unemployment and low education and training standards, it is appropriate to provide specific employment and enterprise areas to cater for small scale local businesses and social enterprises. Many of the units are small and as such are perfect for small start-up businesses. The locations are central and easily accessible on foot or by public transport.

It is envisaged that as a result of the two new Local Employment and Enterprise sites, local businesses such as social enterprises will be encouraged to remain in the local area and occupy sites which will specifically cater for them. Future funding could also be targeted to enable the development of these sites and ensure that the community benefits directly from this investment.

Maitland Mill (which is part of the LEES2 allocation in the Neighbourhood Plan) is a Grade II listed building and whilst the Neighbourhood Plan encourages the development of this mill and associated area for employment and enterprise use, it is essential to embrace the opportunities provided by the historic environment to improve the attractiveness of the area. Therefore it is anticipated that funding can be received to help secure the future of this heritage asset and contribute to the success of the Local Employment and Enterprise sites in Inner East Preston.

Table Three and Figure 8 show the location of the new Local Employment and Enterprise sites. Further information relating to ownership is provided in the Evidence Base.

**Table Three: Allocated Local Employment and Enterprise Sites**

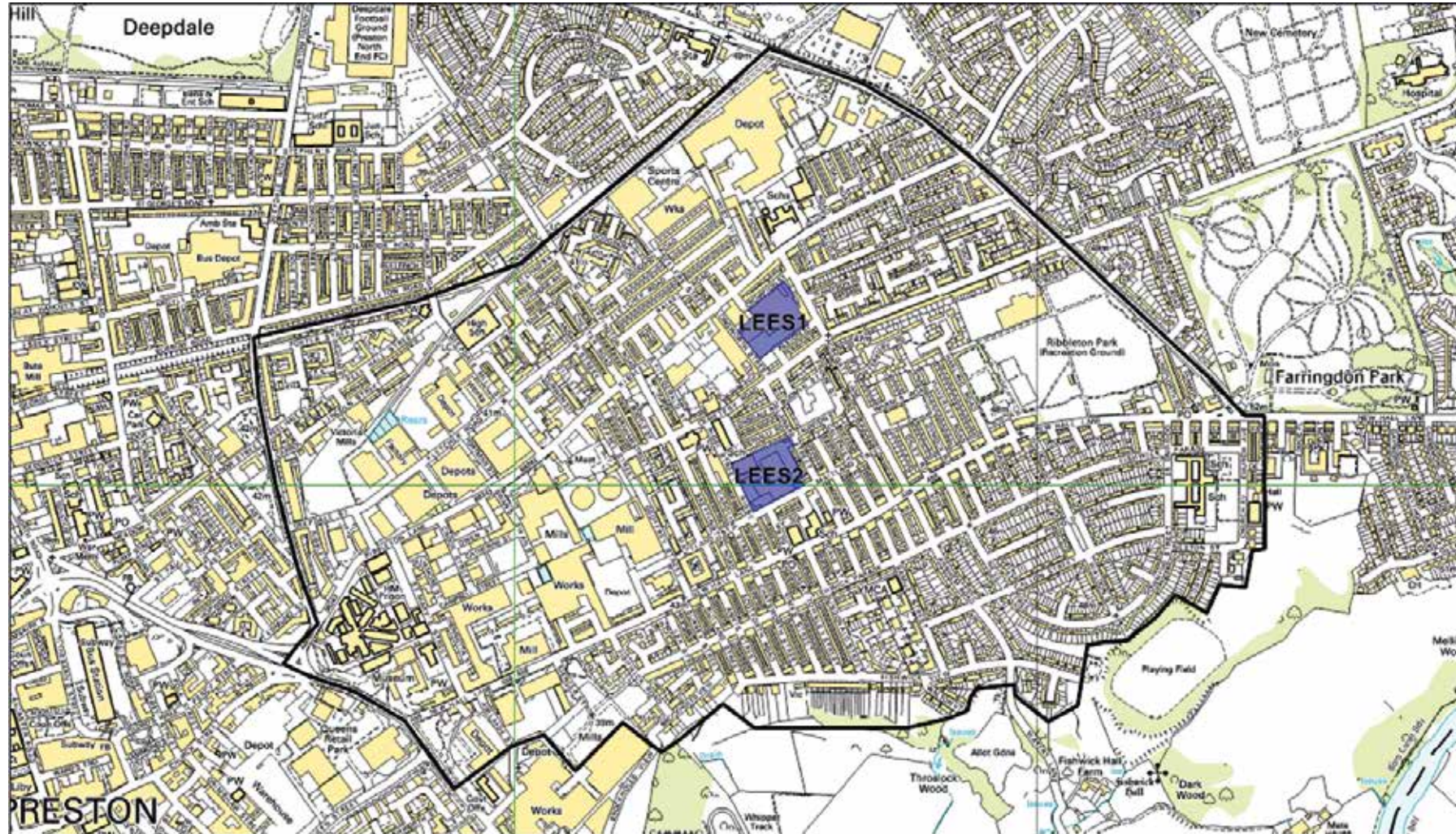
Local Employment and Enterprise Site location		Site description/ current use	Benefits of the site
LEES1	Harrison's Bakery	Underused site with large depot area. Used as large distribution centre	Centrally located Small units Public transport Large depot area Parking on site
LEES2	Maitland Mill	Various uses, including storage and distribution, builders merchants, kitchen showrooms,	Various size units, Centrally located Accessible and central location

Policy LEE1 is provided to encourage the development of small scale social enterprises and other local enterprises to use these sites LEES1 and LEES2 (Harrison's Bakery and Maitland Mill sites) to result in a hub of local enterprise in these areas which will help to improve employment figures and provide training and education facilities.

## Policy LEE1: Local Employment and Enterprise

Proposals for local employment and enterprise on sites LEES1 and LEES2 shown on Figure 8 of the Neighbourhood Plan will be permitted provided that they support the development of Neighbourhood Area businesses that meet the needs of the community through providing jobs, education and training for people living within the Neighbourhood Area.

Figure 8 Local Employment and Enterprise Sites within the Neighbourhood Area.



## 7.5 Community Assets

Community assets such as those listed in Table Four, act as the focus of community activity and contribute towards community cohesion. It became evident through the consultation exercises that these venues/sites were highly valued assets for the area and residents expressed a clear preference to maintain a community use and purpose for them.

The emerging Local Plan does contain a policy which protects existing community facilities; to include community assets such as community centres, villages and church halls, places of worship, public houses and neighbourhood convenience stores. However it is felt that this is not sufficiently prescriptive for Inner East Preston which needs to protect the important community assets which it has.

As such, this Neighbourhood Plan aims to take this protection one step further, and specifically identify the community assets to benefit from a protection and future enhancement policy.

It may be the case that a partial change of use application could be required to enable dual use of the sites; this would also actively be encouraged provided that it is a suitable use of the area in which it would be located, as it would be likely to lead to the enhancement of, and investment in, the community asset.

Policy CA1 is provided to ensure that the community assets allocated by this plan shown in Table Four, are protected from future development or change of use and remain areas available for the benefit of the community. It should be noted that site C10 in the plan is already covered by the Proposals Map (protected under the emerging Local Plan's Parks and Public Open Space Policy). However this is a use which is highly valued by the community within Ribbleton Park and as such it is considered important to be listed in the Table and allocated additional protection under this plan.





# Policy CA1:

## Protection of Community Assets

Development proposing the change of use/loss of a community asset listed in Table Four of this Neighbourhood Plan, whether land or premises, currently or last used as a community asset will be permitted where it can be demonstrated that:

- a) The use no longer serves the needs of the community in which it is located; and
- b) There is adequate alternative provision within the Neighbourhood Plan Area which has the capacity to meet the needs of the community which the lost use previously served; and
- c) The use is no longer financially viable long-term.

**Table Four: Community Assets to be protected and enhanced.**

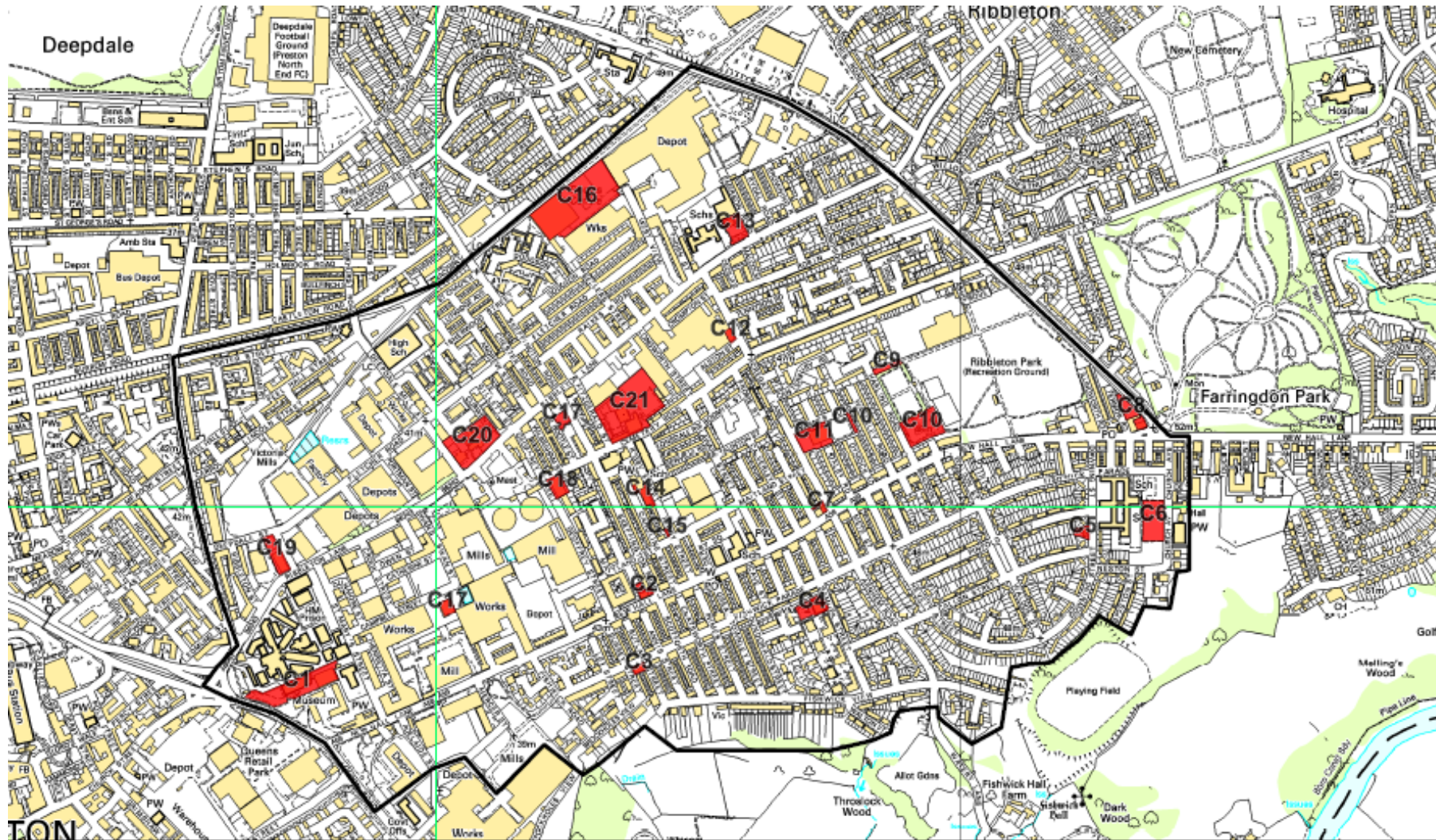
Community Asset location	
C1	Museum of Lancashire
C2	Belle Vue: New Hall Lane
C3	Sahara: 48-54 Fishwick Parade
C4	YMCA: Samuel Street
C5	Callon Kids Club: 16-18 Downing Street
C6	All Weather Pitches: To the rear of St Theresa's and Fishwick schools
C7	Acregate Pub: 225 New Hall Lane
C8	Hesketh Arms: 421 New Hall Lane
C9	Ribbleton Park Community Garden: Harling Road (already allocated as part of Ribbleton Park,)
C10	Waverley Road Community Garden: Back of Acregate Club
C11	Acregate Club: Acregate Lane

## Community Asset location

<b>C12</b>	Acregate Lane Mission
<b>C13</b>	Ribbleton Avenue Community Centre
<b>C14</b>	St Joseph's Art and Sports Centre: Rigby Street
<b>C15</b>	Rigby Street Garden: corner of Rigby Street/Maitland Street
<b>C16</b>	West View Leisure Centre
<b>C17</b>	Gymnastic Club: Campbell Street
<b>C18</b>	Wilbraham Street Club: Geoffrey Street
<b>C19</b>	Jubilee Street Club: St Mary's Street
<b>C20</b>	Emmaus: 165 Ribbleton Lane
<b>C21</b>	St Josephs Club Site



**Figure 9: Allocated Community Assets Sites**





## 8 Regeneration: 'The Big Local Plan'

Throughout the consultation process it became apparent that there are various issues in the area which cannot be dealt with under the 'planning umbrella' of the Neighbourhood Plan. However these issues were extremely important to the community and it is clear that these are areas which need to be addressed and dealt with to provide the results that the local people want to see.

Whilst working through the Neighbourhood Planning process, FOFs have considered the best way to deal with these issues and have decided that they would be best dealt with in the 'Big Local Plan', which would deal specifically with the regeneration issues in the area.

Those issues to be dealt with are provided in more detail in the Evidence Base and will provide the basis for the 'Big Local Plan'.

'The Big local Plan' will take account of the aspirations of the local community as communicated during the consultation period. While Neighbourhood Planning examination guidelines do not make provisions for non-planning issues, it is felt crucial by FOFs as the Neighbourhood Forum that the views expressed by the residents should be captured in the most appropriate format. It has been decided that this will be in the form of the 'The Big Local Plan'.

The aim of 'The Big Local Plan' will be to make available to potential developers, funders or investors in the area a document which contains the collective vision and aspirations of the local residents for the area. It is hoped this this will enable developers, funders or investors to better understand the local context

Table One in the Evidence Base Appendix 2 highlights all the issues which were considered important to the community at the consultation stage, (whether planning or regeneration issues), and the second table in that appendix details which issues have been covered by this Neighbourhood Plan, and which will be covered by the later 'Big Local Plan'.





## **Additional documentation accompanying this Neighbourhood Plan**

- o Inner East Preston Neighbourhood Development Plan: Basic Conditions Statement 2014
- o Inner East Preston Neighbourhood Development Plan: Consultation Statement 2014
- o Evidence Base
- o Additional Sources
  - Emerging Local Plan
  - Central Lancashire Core Strategy
  - Lancashire Highways Masterplan





**Preston**  
City Council

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*Friends of*  
**Fishwick & St Matthews**

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