North West Preston Masterplan

Supplementary Planning Document (SPD)

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- SPD Doc 02 NW Preston Masterplan Main Doc (c.50pages)
- SPD Doc 03 East West Link Road Corridor Guide (c.80pages)





North West Preston Masterplan

Doc 01:User Guide / Overarching Statement





SPD Document 01

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A. Introduction

- 1. Supplementary Planning Documents (SPDs) were introduced by the Planning and Compulsory Purchase Act 2004. Although not forming part of the statutory development plan, one of the functions of an SPD is to provide further detail on policies and proposals within the Local Plan. SPDs must be consistent with national planning policies and those set out in the Local Plan.
- 2. This SPD has been prepared in accordance with the Town and Country Planning (Local Planning) Regulations 2012 and the National Planning Policy Framework (The Framework), conforming and responding to all relevant local and national policies, and is based on a robust and up-to-date evidence base.
- 3. SPDs do not contain policies nor do they seek to allocate land but are to be considered alongside policies in the Central Lancashire Core Strategy and Local Plan Documents. SPDs are afforded significant weight as a material consideration in determining planning applications, and their guidance should therefore be taken into consideration from the earliest stages of the development process.

Purpose of the SPD

- 4. The purpose of this SPD is to assist developers in the preparation and submission of planning applications in the North West Preston strategic location, and to aid infrastructure delivery. The SPD does not confirm the exact scale and location of uses. It provides guidance about how the Council would like to see its vision for the area, in accordance with the specific criteria set out in Policy MD2 of the adopted Local Plan, implemented.
- 5. The SPD contains a suite of documents which, when read together, provide an <u>indicative framework</u> for development and **general** design principles to assist in the delivery of a co-ordinated and comprehensive development of the area and the necessary infrastructure (as specified in Policy MD2). The SPD will assist residents and interested parties to understand the preferred approach and to ensure consistency and efficiency in the decision making process, particularly for development proposals which accord with the criteria of Policy MD2 and the relevant SPD guidance.

B. Planning Policy

National Planning Policy Framework

6. Guidance on planning policy is issued by central Government in the form of the National Planning Policy Framework. Local planning authorities have to take the contents of the Framework into account as a material consideration when determining planning applications and when preparing their Local Plans.

7. At the heart of the Framework is a presumption in favour of sustainable development, which is a golden thread running through all planmaking and decision-taking. Local planning authorities should positively seek opportunities to meet the development needs of their area, and all plans should be based upon and reflect the Framework's presumption in favour of sustainable development. This SPD sets out how the presumption should be applied locally.

Local Policy

- 8. There are two <u>key policies</u> which are central to the development of the North West Preston strategic location, and which underpin the guidance contained within this SPD. These are:
 - Policy 1 of the adopted Central Lancashire Core Strategy, and
 - Policy MD2 of the Adopted Preston Local Plan 2012-26.

Adopted Central Lancashire Core Strategy Policy 1: Locating Growth

- 9. The Central Lancashire Core Strategy was adopted in July 2012. Policy 1 identifies North West Preston as a strategic location for growth and investment. The inclusion of this area as a strategic location establishes the principle of development in the area.
- 10. Policy MD2 of the adopted Local Plan expands on the level of detail and sets out certain criteria to assist in the delivery of the strategic requirements for North West Preston identified in Policy 1.

Adopted Preston Local Plan 2012-26 Policy MD2: North West Preston

- 11. The Preston Local Plan (Site Allocations and Development Management Policies) 2012-26 was adopted in July 2015. Policy MD2 of the Local Plan is the key policy for the North West Preston strategic location and sets out the required infrastructure and the specific criteria for assessing development proposals in the area.
- 12. Development of the scale envisaged in Policy MD2 requires careful planning and co-ordination, particularly in light of the highway and other infrastructure requirements and the number of different landowners and developers involved in the area. This SPD expands on the requirements of Policy MD2 and sets out how the Council expects to see the criteria of Policy MD2 implemented. The SPD acts as a material planning consideration when determining development proposals in the area.
- 13. Core Strategy Policy 1 and Local Plan **Policy MD2** are repeated in full, below:

Adopted Central Lancashire Core 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. Adlinaton
- ii. Clavton 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

Adopted Preston Local Plan - Policy MD2: North West Preston

Land is identified on the Policies Map at the North West Preston Strategic Location for a residential-led mixed-use development comprising the erection of approximately 5300 dwellings and associated local centres together with the infrastructure to facilitate the creation of a sustainable community.

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

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

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

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

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

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

C. How to apply this SPD to development proposals

- 14 This SPD comprises a suite of documents to provide the level of supplementary detail required to meet the strategic aspirations of Core Strategy Policy 1 and the specific infrastructure and design requirements set out in Local Plan Policy MD2.
- 15. This **User Guide / Overarching Statement (SPD Doc 01)** seeks to assist developers in applying the SPD to all development proposals within the strategic location, and links all the other sub-documents together. Each document should be read in conjunction with any other relevant SPD documents, all within the wider context of **meeting the key aspirations and criteria of Local Plan Policy MD2**. Any other relevant policies within the Development Plan for Preston will continue to apply, as will any other material planning considerations. **The North West Preston Masterplan SPD comprises the following inter-linked documents:**

SPD Documents:				
SPD Doc 01	SPD User Guide / Overarching Statement			
SPD Doc 02*	The North West Preston Masterplan (including indicative Framework Map) – The Main Document			
SPD Doc 03**	East West Link Road (EWLR) Corridor Design Guidance			
Supporting document(s)***				
Delivery and Implementation Plan (in preparation / under review)				

- 16. * SPD Doc 02: The Masterplan is the main document within this suite of SPD guidance. It sets out the vision and design principles for the area, including an indicative framework map (useful as a first point of reference for all development proposals).
- 17. ** SPD Doc 03: EWLR Corridor Design Guidance sits alongside the Masterplan, and is an <u>additional layer of indicative design</u> detail for development proposals along the EWLR corridor, including a main (and other) local centre(s).
- 18. *** <u>Supporting document(s)</u> seek to assist in the delivery and implementation of the key infrastructure, and will be particularly relevant to certain development proposals dependent on their location (in the context of the indicative Masterplan Framework Map refer to Chapter 4 of the Masterplan) and the type/size/scale of development proposed.
- 19. There is a varying degree of overlap between the guidance in all of the above documents. Below is an overview of each SPD document; an outline of how it meets with the criteria of Policy MD2; and some useful key overlaps with sister documents (these are not exhaustive).

D. North West Preston Masterplan (NWPM) - SPD Doc 02

Overview

- Main SPD document.
- Applies to all development proposals within the North West Preston strategic location.
- Sets out a vision and how the Council would like to see the requirements of Policy MD2 implemented.
- Provides the context and a policy overview, area appraisals, maps, existing planning permissions and land ownership details.
- Provides an indicative Masterplan Framework Map, based on Garden City principles.
- Identifies the likely route of the East West Link Road, and transport and access considerations.
- Provides indicative locations for the required community infrastructure, including local centres (indicative locations identified for a
 main local centre and other local centres), and schools (indicative locations identified for two primary schools, and a secondary
 school).
- Identifies indicative locations for the key green infrastructure (parks, pedestrian / cycle routes, woodland buffer to the M55, and "greening" of the EWLR corridor / adjoining spaces).
- Sets out the key design principles, and identifies a hierarchy of street character types:
 - Type 1: EW Link "Boulevard" Character;
 - Type 2: Main Streets "Avenue" Character;
 - Type 3: Greenways. Potential SUDs/ecology links; and
 - Type 4: Green Lanes "Country Lane" Character.
- 20. Preparation of a Masterplan for the area was commissioned in April 2013, and the Council approved the Masterplan as guidance in February 2014. The Masterplan has since been updated further following detailed consultation with key stakeholders, including Lancashire County Council and developers.

Meeting the criteria of Policy MD2

21. Policy MD2 of the Local Plan envisages the "delivery of approximately 5,300 dwellings and associated local centres together with the infrastructure to facilitate the creation of a sustainable community". It also states that proposals should "provide or financially support the provision of.. key infrastructure" and should "support an integrated and coordinated approach" to the development of the strategic location. Proposals should be "designed in order to create a high quality townscape.. including the delivery of a clear hierarchy of streets and spaces across individual sites and the area as a whole".



22. The Masterplan is the main document in this suite of documents which make up the SPD for North West Preston. Chapter 4 of the Masterplan provides an **indicative Masterplan Framework Map** and establishes the line of the East-West Link Road as the primary transport corridor and main bus route. It sets out general design principles and provides a comprehensive indicative framework to guide the development of the area in accordance with the aspirations of Policy MD2 and provides a clear understanding of the necessary infrastructure and phasing to serve such large scale proposals.

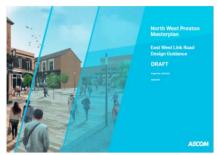
Key overlaps with sister documents within this SPD

- 23. The Masterplan is relevant for all proposals in the strategic location. However further detailed guidance for all development proposals on or in close proximity to the East West Link Road, including all spaces and buildings fronting on to the link road, can be found in the East West Link Road Design Guidance (Doc 03).
- 24. The Masterplan identifies indicative locations for the provision of appropriate local centres (including a main local centre) for services such as shops, health and education. Further indicative guidance for all development proposals related to these community facilities, including the local centre(s) and schools, can also be found in the East West Link Road Design Guidance (Doc 03).
- 25. The Masterplan recognises the need for well-designed green infrastructure to meet the recreational needs of the new community, as well as protecting and enhancing biodiversity. It identifies indicative locations for four strategic green spaces: a large "Western Park" following the alignment of high tension power lines, a smaller "Eastern Park" abutting the M55; an English Woodland Buffer along the edge of the M55; and the "greening" of the corridor of the new East West Link Road and adjoining spaces.
- 26. The table below summarises some of the key overlaps between the North West Preston Masterplan and other guidance contained within this SPD suite of documents. This is not an exhaustive list.

SPD Doc 02: The Masterplan	Key overlaps
Design guidance for development on or in close	Link to Doc 03: East West Link Road Design Guide, in particular:
proximity to the EWLR	Chapter 2 (including Figure 2.1): Character Areas, and Chapter 3: (including Figure 3.1): Design Guidance.
Community facilities, including	Link to the Doc 03: East West Link Road Design Guide , in particular:
Main Town Centre and Local /	Chapter 3 (Section 3.5): Design Guidance: Main Centre.
Village Centre, and schools	Chapter 3 (Section 3.2): <u>Design Guidance: Village Centre</u> . Chapter 3 (Section 3.3): <u>Design Guidance: The Proposed Primary School Area</u>
Delivery of key infrastructure	Link to supporting document: Delivery Plan (in preparation / under review).

E. East West Link Road Corridor Design Guidance – SPD Doc 03

Overview:



- Additional layer of indicative design detail (to be read alongside SPD Doc 02: the Masterplan):
- Applies to all proposals connected on or in close proximity to the East West Link Road (EWLR), including all spaces and buildings fronting on to the link road, informing the design of the road itself and all development proposals interacting with it.
- Sets out and how the Council would like to see the requirements of Policy MD2 implemented.
- Seeks to balance the highway needs of the road with the place making aspirations of the Masterplan.
- Provides design solutions and <u>indicative detail</u> of how the link road could look, including junctions and crossings, footways and cycle ways, materials, landscaping, signage, access and egress to/from the link road to all other areas in the masterplan, and potential location for SUDs.
- Seeks to define the character of the route and identifies different <u>character areas</u> along the full length of the link road, outlining a <u>general development approach for each character area</u> (including indicative detail of how the public realm could look):
 - Western approach to the Local (Village) Centre (3.1);
 - The Local (Village) Centre (3.2);
 - Primary School Area (3.3)
 - Western approach to the (Main) Local Centre (3.4);
 - The (Main) Local Centre (3.5)
 - Tabley Lane junction (3.6).
- In summary the indicative design concepts for the local centres illustrated in the guide are that the western local centre is for a smaller green "village" centre type. The Main local centre concept is indicatively shown as a more "urban" type (higher density) centre. **NOTE**: any references to "village" or "main" centres etc. relates to proposed <u>local</u> centres.

Meeting the criteria of Policy MD2

27. Policy MD2 identifies the need for an East-West Link Road (EWLR), and states that development proposals should "support an integrated and coordinated approach to development in North West Preston" and "promote connectivity, ease of movement and legibility both within the individual development site and across the area as a whole". It also states that proposals should be "designed in order to create a high quality townscape.. taking account, where appropriate, of the relationship with the East-West Link Road".

- 28. The route of the EWLR was established in the production of the Masterplan, through close working with Lancashire County Council and other stakeholders. Whilst the Masterplan also outlines a number of characteristics of the EWLR, the strategic importance of the road warrants the need to elaborate on the nature, design and features of this new route. Given the spine road will be the main thoroughfare for access/egress to and from the Masterplan areas, additional detailed design guidance to expand on the design principles was considered necessary.
- 29. The EWLR Design Guidance therefore provides further guidance for all development proposals on or in close proximity to the link road. It identifies distinctly different character areas along the full length of the road, and sets out a different design approach for each area. It aspires for the road to become more than just a distributor road dominated by car travel and seeks to create a sense of place and cohesion by knitting the north and south parts of the North West Preston strategic location together. This further design guidance is in addition to the design principles and street character types referred to in the Masterplan.
- 30. Where development proposals will require physical works to the East West Link Road, it is expected that the developer will enter into a Section 278 legal agreement with the Highways Authority (Lancashire County Council) to ensure the necessary works are undertaken.

Key overlaps with other documents

31. This table highlights the key overlaps between the East West Link Road Design Guidance and other guidance contained within the SPD suite of documents. This is not an exhaustive list.

SPD Doc 03: EWLR Corridor Design Guidance	Key Overlaps
Design principles, including overall vision and defining character areas along the	Link to Doc 02: The Masterplan , in particular: Chapter 4 (Section 4.0): The Masterplan Framework Map; Chapter 5 (Section 5.3): Key Design Guidelines, and
EWLR route	Chapter 5 (Section 5.4): Street Character Types / hierarchy.
Main Local Centre	Link to Doc 02: The Masterplan , in particular: Chapter 4 (Section 4.0): The Masterplan Framework Map; Chapter 4: (Section 4.2): Community Infrastructure, Chapter 5 (Section 5.3): Key Design Guidelines, and Chapter 5 (Section 5.4): Street Character Types / hierarchy.
Local (village) Centre	Link to Doc 02: The Masterplan , in particular: Chapter 4 (Section 4.0): The Masterplan Framework Map; Chapter 4: (Section 4.2): Community Infrastructure, Chapter 5 (Section 5.3): Key Design Guidelines, and Chapter 5 (Section 5.4): Street Character Types / hierarchy.

Green Infrastructure and SUDs

Link to **Doc 02: The Masterplan**, in particular:

Chapter 4 (Section 4.0): The Masterplan Framework Map;

Chapter 4 (Section 4.5): Green Infrastructure, and

Appendix 6.2: Green Infrastructure Provision.

F. Supporting Document: Delivery Plan (in preparation / under review)

Overview

- Will be a Supporting document to assist in the delivery and implementation of the key infrastructure identified in Policy MD2.
- Will apply to all development proposals in the Masterplan area.
- Will address implementation issues such as **deliverability**, **viability**, and **equalisation**.
- Will be reviewed on a regular (annual) basis.
- 32. The key infrastructure required in NW Preston is set out in APLP Policy MD2 (requiring developers to provide or financially support the provision of roads, schools, and green infrastructure, etc). The National Planning Policy Framework (NPPF) states, at Para 153, that "Supplementary Planning Documents should be used where they can help applicants make successful applications or aid infrastructure delivery, and should not be used to add unnecessarily to the financial burdens on development".
- 33. The delivery of the identified infrastructure roads, community and greenspace will be set out in a new supporting document: The NW Preston Delivery & Implementation Plan (DIP). The DIP will identify the type and cost of the infrastructure required along with the appropriate mechanisms (CIL, S106, S278) for their implementation.
- 34. The Delivery Plan will also set out a method to address the issue of equalisation between those landowners/developers who are providing land for infrastructure and those that are not. The proposed mechanism will look to use the legislation in the CIL regulations so that those landowners/developers who provide land make a reduced CIL payment. It is intended that the Delivery Plan will be reviewed and updated regularly (annually) incorporating ongoing viability work being undertaken by consultants.

G. Screening and Habitats Regulations Assessment

- 35. The SPD has been screened for likely significant effects on the environment as required under the Environmental Assessment of Plans and Programmes Regulations (EAPPR) 2004, in consultation with three statutory bodies: the Environment Agency, Natural England, and Historic England. It was concluded that there would not be any significant environmental effects as a result of the SPD and on this basis neither a Sustainability Appraisal (SA) nor a Strategic Environmental Assessment (SEA) is required.
- 36. The need for Habitats Regulations Assessment has also been assessed, as required by the Conservation (Natural Habitats &c) Regulations 1994 (as amended in 2007). It was concluded that the SPD will not trigger the need for further any further assessments and that the SPD will not have any significant effect on any site of international nature conservation importance. The Screening Report for SEA, which includes the Habitats Assessment, is referenced in Section J of this statement.

H. Monitoring and Review

- 37. The Framework requires planning policies to be based on robust and up-to-date assessments. The development of the North West Preston strategic location is a long term vision (over 20+ years). The plans will therefore be subject to periodic review, update and refinement over the long term.
- 38. It is anticipated that the SPD will be reviewed on a regular basis as the infrastructure takes shape and to reflect any future changes in planning law and policy. If any of the documents within this suite of documents are subsequently altered/amended or removed, or if other documents are added to the current suite of documents, the SPD will be updated accordingly. This fluid approach is consistent with the Framework.

I. Further Information

39. The SPD will primarily be implemented through the Development Management process in the determination of planning applications. The SPD has been produced to assist developers in the submission of planning applications in the North West Preston area. However charges may apply for detailed pre-application discussions. See link below for further details on the City Council website: http://www.preston.gov.uk/yourservices/planning/planning-applications/application-advice/major-development-advice/

J. References and Evidence Base

- 40. The following documents form the evidence base for this SPD and are available to view on the website http://www.preston.gov.uk/yourservices/planning/planning-policy/
 - Central Lancashire Core Strategy, and associated documents Adopted July 2012
 - Preston Local Plan (Site Allocations and Development Management Policies) 2012-26 and associated documents Adopted July 2015
 - NW Preston Baseline report and other reports/assessments by consultants URS (2013 2014)
 - NW Preston Masterplan SPD Screening Report Updated March 2017
 - NW Preston Masterplan SPD Consultation Statement Updated March 2017
 - (Working Draft) proposals for NW Preston Strategic Greenspace by The Land Trust (June 2016)
- 41. For regular updates there is also a dedicated page for North West Preston on the City Council website, which can be accessed via the quick web link below:
 - www.preston.gov.uk/masterplan
- 42. The Consultation version of the masterplan (June 2016) contained a draft document (Proposals for Strategic Greenspace) by The Land Trust. The Land Trust is currently engaged by the council to progress this work. The latest draft(s) will be available via the masterplan website above.

Disclaimer:

The development of the North West Preston strategic location is a long term vision (over 20+ years). The plans are <u>indicative</u> only and will therefore be subject to periodic review, update and refinement over the long term. Every effort has been made to ensure plans are correct at time of publishing. Please report any significant (potential) errors to Preston City Council – contacts via the website above.