

Part Two: Budgetary Implications

2.1 Indicative Capital Costs for Strategic Open Spaces

The table below provides indicative capital costs of creating four strategic green infrastructure sites plus a separate sum for allotment provision within the masterplan area. The costs are based on the initial concept designs outlined in Part 1 of the report.

Capital Costs for Strategic Open Spaces		
Site Reference/Item	Site Area (Ha)	Cost
Western Park -North	13.87	£773,565
Western Park-South	7.80	£554,737
Eastern Park	5.07	£309,301
M55 English Woodland Buffer	4.56	£66,698
Allotments	2.16	£30,404
	Sub Total	£1,734,705
Allowance for Prelims and Contingencies, Fees (15%)		£260,206
	Grand Total	£1,994,911

Note: Capital costs should be considered outline only and have been based on concept designs, more specific costing information can be provided if the designs are progressed to the next design stage. The figures exclude any capital costs for creating Guild Wheel Cycle Route within the sites as it is understood this will be funded from other sources. If the Guild Wheel Route does not proceed it would generate the need for additional cost allowances. All costs for land acquisition are also excluded from the above figures. All costs exclude VAT.

2.2 Indicative Long Term Management Costs

The estimates shown below have been prepared to provide guidance on the annual revenue requirements for managing and maintaining the concept designs for each of the strategic sites listed above, in perpetuity. The figures provided should be considered indicative only and aim to assist in identifying the budgetary requirements. The estimates have been generated from the information contained within this report.

Indicative Annual Revenue Costs Strategic Open Spaces		
Site Reference	Site Area (Ha)	Cost
Western Park North	13.87	£28,711
Western Park South	7.80	£16,146
Eastern Park	5.07	£10,495
M55 English Woodland Buffer	4.56	£9,441
		Grand Total £64,793

Note: The total revenue costs noted in the above table represent the ongoing annual costs for managing the different packages of land. The calculations have incorporated the costs for 2.5 days of a Site Ranger and 2.5 days of an Assistant Site Ranger's time per week, plus overheads across the listed sites. These costs exclude certain establishment costs that will be incurred in the early years which will depend on part on the final design of the sites. These figures also exclude costs site accommodation/base which is assumed to be provided by others. All costs exclude VAT.

2.3 Endowment for Strategic Open Spaces

In calculating the overall endowment required to generate the annual revenue costs a number of other factors are also have to be taken into consideration. In particular allowances are included within the endowment calculation to cover early additional early establishment costs required by newly created landscapes. The figures also include for the replacement of site components at the end of their life cycle, for example replacement of fencing etc. The table below shows a high level breakdown of the how the endowment figure is built up.

Endowment Allowances	
Endowment to Fund Permanent Operations (Annual Revenue)	£1,856,147
Endowment Allowance for Capital Replacements	£939,677
Endowment Allowance to cover Early Establishment Costs	£103,031
Other Costs	£446,479
Sub Total Net	£3,345,333
VAT	£581,797
Total Gross	£3,927,131

The Land Trust estimate that the level of endowment that will need to be secured and invested to generate the revenue defined in the above table would be in the order of **£3,345,333 plus VAT** (the final figure will depend on the date of transfer.)

Currently £5.2 million of City Deal resources have been identified to layout the Strategic Open Spaces and to endow their long term management, no costs from this sum have been allowed for land acquisition. The table below summarises calculations to date associated with creating the Strategic Open Spaces plus the required level of endowment to generate revenue resources to manage and maintain these sites in perpetuity, and compares the estimates to the financial resources identified within City Deal.

Comparison	
Endowment Forecast (Net)	£3,345,333
Capital Costs Strategic Open Spaces	£1,994,911
Total	£5,340,324
<i>Note: Endowment Figure with VAT is £3,927,131</i>	
City Deal Resources	£5,200,000

Disclaimer – please note that all plans and estimates are indicative only. The masterplan should be seen as a long term indicative vision (over 20+ years). The plans and estimates will therefore be subject to periodic review, change and refinement over the long term.

2.4 Other Areas

East-West Link Road (EWLR)

At the client's requests separate calculations have been carried out to estimate the endowment required for the East-West Link Road.

The capital costs of delivering the East West Link Road have been incorporated in Lancashire County Council's proposals for the new road and are funded from other sources. The Land Trust have been requested to provide a guidance figure for annual revenue costs to manage and maintain green infrastructure that is being implemented as part of the road scheme for areas which will not be included within standard highway maintenance regimes and budget.

In order to calculate a figure the Land Trust has made a number of assumptions, regarding the extent of the areas of landscape that need to included in the Land Trust calculations. These assumptions have been based on the followed package of drawing information provided for reference by Lancashire County Council.

- Project Title: Preston Western Distributor and East West Link Road
- Drawing Title: Draft Landscape Enhancement and Mitigation Scheme
- Dated: November 2015
- Drawing 6,7,8,9 of 14

The Land Trust assumes that all capital costs for constructing the hard and soft landscape shown on these drawings will be funded by Lancashire County Council road budget or other sources.

Land Trust assume that "adoptable highway corridor" comprising all the hard surfaces i.e. the road and the cycle path or footway and the soft surfaces between these hard surfaces; also the roundabouts and a minimum of 1m from the road will be maintained by the Highway Authority and funded separately.

At the time of producing this report there remains a lack of clarity with regard to the exact site boundaries for the areas that will be managed and maintained through a Land Trust endowment. Therefore we have included greenspace outside the assumed adopted highway.

There is a need to carry out further work to ascertain specific areas and further ascertain required maintenance standards and the interface between the Highway Authority's grounds maintenance inputs and inputs provided through the Land Trust Model before these figures can be consolidated. This will require detailed discussions with the Highway Authority as the road project moves forward.

The estimates prepared exclude areas beyond where the EWLR is being provided by a developer (e.g. Redrow Application).

The annual revenue maintenance costs for soft landscape

only based on the assumptions noted above is £6,932 and for an assumed area 3.15 hectares.

The endowment required to generate revenue costs in perpetuity will be **£298,169 plus VAT** (the final figure depending on date of transfer).

East-West Link Road		
Annual Revenue Cost (in perpetuity)		£6,932
Endowment Forecast (Net)		£298,169
Note: Endowment Figure with VAT is £350,025		

Disclaimer – please note that all plans and estimates are **indicative only**. The masterplan should be seen as a long term indicative vision (over 20+ years). The plans and estimates will therefore be subject to periodic review, change and refinement over the long term.

Allotments

Estimates have also been requested regarding the annual revenue costs and required endowment for managing and maintaining allotments within the strategic sites. The below defines the annual revenue costs and the associated additional endowment that would be required to generate the annual revenue requirements.

Revenue and Endowment for Allotment Provision		
Annual Revenue Cost (in perpetuity)		£7911
Endowment to Finance Revenue (Net)		£296,726
Note: Endowment Figure with VAT is £348,330 The annual revenue cost calculation assumes that a ranger 1.0 day per week to maintain and manage the allotments. The ranger would be employed for 2.5 days per week to establish and manage the allotment during the first year of setting up the provision and for 1.0 day per week thereafter. The endowment includes early establishment costs but excludes provision of power and water to the site.		

2.5 Potential Future Added Value ‘Further Community Infrastructure’ budget and CIL’s

Open space can be used in a variety of ways and has many benefits for the local and wider communities and for biodiversity and the strategic open spaces offer many opportunities. It can be used to improve both physical and mental health, for education, training and community cohesion.

The Land Trust management of the strategic open space offers opportunities within the available budget, but there is the possibility for much wider benefit to be gained. There may be potential to enhance open space through the City Deal's 'Further Community Infrastructure' budget.

We note that this budget line could support the costs of re-alignment of the Guild Wheel in NW Preston, taking advantage of the new open spaces to re-route this valued cycle route off the roads in this area – improving both safety and amenity for cyclists and other users of the route. We have factored in such a re-alignment in our designs for the strategic open spaces and into our estimates of on-going maintenance costs, but not into the initial capital costs.

Other opportunities to apply the Further Community Infrastructure budget within the strategic open spaces in NW Preston, and for which we believe the Western and Eastern Parks in particular offer an appropriate location, include:

- Improving health and well-being by creating trim trails within the parks and setting up a health walks programme and organised outdoor fitness sessions in conjunction with voluntary groups and the health sector
- Facilitating local food-growing opportunities by complementing allotments with community orchards and areas of edible fruit bushes
- Locating public art features within the parks, such as on the ground mosaics, art features and bespoke site furniture etc.

- Fostering educational use of the parks via the creation of outdoor classrooms, opportunities for safe 'pond dipping' and other school-run activities.

These and other 'added value' activities are wholly aligned with the charitable objectives (discussed further in Part 3 of the Land Trust and we believe that the local community, with the support and encouragement of the Trust, can be encouraged to both seek external funding and to make an invaluable 'in kind' contribution by becoming actively involved as volunteers in the delivery of such activities.



Part Three: Alternative Management Models for Open Space

3.1 Introduction

In the past, the ‘traditional’ approach to the management of such newly created open spaces was for a local authority to formally adopt them, taking on all ownership rights and obligations and in return receiving a commuted sum from the party creating the open spaces. As with many other aspects of planning-related policy, guidance notes were issued by Government, not least the former PPG 19 that outlined what the commuted sums should cover and how they should be calculated. Local authorities adopted open spaces on terms that, in time, placed an on-going call upon the authority’s general budget. Consequently, many local authorities are declining the opportunity to formally adopt new open spaces, looking instead to the developer to set in place alternative solutions for managing and maintaining these open spaces.

We understand that adoption of the open spaces by Preston City Council is not an option at NW Preston and therefore alternative solutions need to be explored and assessed against the objective of achieving a coherent and integrated development across the Masterplan area, whilst ensuring that the open spaces are well managed into the long term.

Our objective is to outline the range of options that may be available for NW Preston and, thereby, provide Preston City Council with a basis against which to make informed decisions about how best to manage and maintain the open spaces to be created across NW Preston – whether those created via City Deal funding or those created by the various developers.

3.2 Open Spaces and Quality of Place

Open spaces are a crucial part of the ‘social infrastructure’ of any community, delivering a range of significant benefits for residents and businesses.

What is just as important as the creation of new, high quality open spaces is the early consideration of how these places are to be maintained long after the period of construction has ended.

3.3 Lessons from Elsewhere

Past initiatives, not least the New Towns programme, have demonstrated that perhaps the comparatively easy part is creating exciting new spaces but sustaining them thereafter is far more difficult. Once the initial momentum of development is lost, what were once truly local assets can all too readily become financial and social liabilities – as they literally and metaphorically ‘go to seed’, becoming the focus for anti-social behaviour rather than social interaction.

In several former New Towns, local authorities were wary of taking on the obligations of the former development corporations and the ‘community-related assets’ (or CRAs) and they were perceived as financial liabilities for the prospective successor bodies. In some cases, such as Milton Keynes and Peterborough, where the required critical mass of open spaces existed, local Parks Trusts were successfully created. Employing the requisite skilled staff and with professional but voluntary boards, and typically funded by endowments comprising a mix of capital grants and income-generating commercial property. These major trusts have proved successful in managing and maintaining their extensive open space portfolios. Elsewhere, smaller community trusts have proved to be less durable, lacking the critical mass of the major trusts and all too often dependent upon local voluntary effort to deliver both day-to-day activities and the strategic oversight. In some cases, responsibility for the open spaces fell back on the appropriate public body – typically, the Commission for the New Towns and English Partnerships (EP).

It was this experience – of dealing with the legacy of the various CRA sites and the other less successful ‘experiments’ – that stimulated the then English Partnerships to find a more durable solution to securing the future of new open spaces.

The result was the creation of Land Restoration Trust (LRT) – a special purpose vehicle created with various partners to receive the new open spaces that were being created together with the means to maintain them for public benefit in perpetuity.

Following a successful pilot within EP, the LRT was given its independence and re-branded as the Land Trust in 2010 as a charitable body with a national remit to manage and maintain open spaces for community benefit, typically operating in conjunction with and actively supporting local partners who deliver the day-to-day activities under the Trust’s direction.

Given the advent of the Land Trust, legacy sites are no longer an unresolved liability to pass on to successor bodies, but become true community assets whose management will make no further call upon the public purse.

3.4 The Background to the Land Trust

Since 2010, the Land Trust has operated as an independent charitable body, with a remit to manage newly created open spaces for public benefit and in perpetuity. It is independent of EP (and its successor body, the Homes & Communities Agency - HCA), led by a non-executive Board of Trustees and works with a wide range of partners in the management of a broad range of sites that enable the Trust to pursue its charitable objectives, namely:

- to strengthen communities and encourage social cohesion;
- to improve health and well-being;
- to provide meaningful educational resources;
- to enhance biodiversity; and
- to enable new economic opportunities, and transform places and local economies so they no longer need long term subsidy.

By April 2015, the Trust's diverse portfolio of sites had grown to almost 60 in number and with an aggregate area of some 2117 hectares. This portfolio is supported by a mix of funding streams, comprising both endowments (now totalling over £110m) under professional fund management in the City of London and the ability to collect service charges from property owners in the immediate locality of the sites. Our sites are varied – country parks, heritage sites, multifunctional wetlands, coastal areas, inner city parks, restored cultural attractions, community woodlands, an ecology park and a record breaking land sculpture (Northumberlandia) – and they can be found

at locations across the country .

The Trust has a proven track record, gained over more than a decade of management of open spaces, which together with its charitable objectives comprises our unique service to local communities.

3.5 Alternative Management Solutions

Below, a range of management solutions for public open space is outlined, using the adoption model as a benchmark. Each solution attributes the various roles and responsibilities differentially to the developer, to the residents and to the local authorities, as summarised in tabular form below.

3.5.1 The Adoption Model

Previously, the default position for newly created open spaces was for the relevant local authority to adopt them, receiving a commuted sum based upon the estimated cost of upkeep for an agreed, but finite, initial period. Developers were obliged to lay out the new spaces to an agreed specification and provide the commuted sum. However, following adoption, the local authority carried all the longer-term financial obligations of managing the newly created open spaces and, ultimately, of replacing the facilities at the end of their life. In other words, commuted sums for adopted open spaces were insufficient to meet whole life costs and implicitly replacement costs and long term revenue costs were anticipated to be met from local authorities' general budgets.

Increasingly, fewer local authorities are willing to formally adopt open spaces; foregoing the ability to receive a commuted sum but at the same time looking to the developers to put in place alternative arrangements that secure the long term management and maintenance without any call upon the public purse.

The development industry's response to the increasing reluctance of local authorities to adopt new areas of open space has taken several forms.

3.5.2 The Parish or Town Council Model

One alternative solution pursued in some areas is for a smaller local authority – a parish or town council – to step into the role of the larger local authority. This means acquiring the new open spaces typically with a commuted sum from the developer, or more recently, CIL monies. This carries an obligation to maintain it into the future from its own resources, raised from a local 'precept' on the Council Tax collected by the district or unitary council.

Many areas are not 'parished' in this way and even when such councils have been established they may well lack the appropriate professional expertise. Without access to specialist public open space or financial investment expertise, the long term risks and costs of managing open space may not be fully appreciated by parish councils, nor that the impact on the future level of precepts may be acute. A parish or town council in receipt of the typical commuted sum may, before too long, face the same financial 'squeeze' that has discouraged larger local authorities from taking on open-ended commitments for

public open space.

An additional issue may arise in settlements where proportionately large developments are planned which may take a decade or more to build out. In such circumstances, it might well become apparent just how great the obligations assumed by the parish council are becoming, and that the costs become the key upward pressure on the level of precepts for residents. Parish precepts are levied equally on all Council Tax payers in the parish – whether residing in the established areas or newer developed areas – whereas the new open spaces might be perceived as disproportionately benefiting the newer residents and tensions could therefore arise. The developer of larger schemes, such as NW Preston that may well take a decade or more to build out, could well be adversely effected – either as maintenance standards decline in the earlier phases, and/or pressures mount on developers to make a greater financial contribution on later phases.

The parish council model has yet to be proven as wholly durable, certainly not for larger developments (where a developer has an especial and fairly immediate interest in ensuring a quality outcome), nor into the longer term (say, when replacement costs start to mount).

3.5.3 The ‘In-house’ Model

Perhaps the simplest alternative to adoption, whether by the district or parish council, is for a developer to retain ownership, control and responsibility for future management of the open space created on their new developments, typically forming an in-house team charged with maintaining the open spaces, either directly or via a contracted-in service.

For a developer, more used to a ‘clean break’ from a scheme once the last home has been sold and by which time the local authority has adopted the open spaces (as well as the highways), this option raises a several issues.

On the one hand, it has the attraction of avoiding the need for the developer to finance a significant commuted sum for the initial upkeep of the new open spaces. However, the in-house model brings with it an open-ended commitment for the developer to maintain the open spaces to the standards required by the local authority. Such costs can rise materially when features – paths, fences, play equipment etc – require replacement and, if not well maintained, such spaces can have an adverse impact on housebuilders’ reputations.

There are also issues for house purchasers who face a degree of uncertainty as to who will maintain ‘their’ open spaces to the standards that they might expect. Standards may well slip once the developer has completed the last property on the scheme, especially so as time passes and ‘legacy’ open spaces become perceived as

a distraction from their ongoing business. Also limited liability development companies are subject to takeover and even insolvency. Failure to deliver to desired standards, for whatever reason, will probably have adverse impacts on the marketability, and hence resale value, of the individual homes.

To summarise, for both the developer and the residents, the in-house model is perhaps more of a stopgap than a permanent and durable solution. Like many local authorities before them, developers may find the financial burden of managing open spaces in-house becomes increasingly onerous over time but hard to divest. In-house management at a developer’s own cost may simply be a case of postponing the issue, and the long-term durability of this course of action must be in doubt.

For local authorities, especially if facing local political pressure to ‘do something’ when open spaces have become degraded, it remains unclear what its response might be. The planning enforcement process is a blunt tool in this regard and, of course, the developer may have ceased trading, such that the degraded open spaces have become ‘orphan sites’ without a known owner against whom to take action.

3.5.4 The Management Company Model

A further refinement by developers, who might otherwise take on in-house responsibility for the open spaces, is to set up a management company (ManCo) with an ability to raise service charges on new homeowners to meet the costs of maintaining the newly created open spaces and associated facilities. Typically, each new homeowner – whether owner-occupiers, ‘buy to rent’ private landlords or registered providers (RPs) of social housing – within a development receive a share in the ManCo and an obligation to contribute the service charge demanded.

It is the shareholders (i.e. homeowners rather than the developer) who direct the ManCo in the day-to-day maintenance of ‘their’ open spaces and associated facilities (often by means of managing agents contracted by the ManCo). Also, it is the shareholders that have the ultimate responsibility to meet the obligations, as set out in the planning agreements, to manage and maintain the open spaces, not simply just an obligation to contribute to the costs of the ManCo.

The management company model in many ways affords a developer the desired ‘clean break’ exit but at the cost of establishing the ManCo and of its activities, especially during the early phases of any development as it is progressively built out and occupied. If all goes to plan, the future of the open spaces is assured and all responsibilities and costs are delegated to the new residents, as shareholders of the ManCo.

However, matters could well go awry. First, there may be

a degree of resistance by some purchasers of essentially freehold properties to the prospect of an on-going service charge, levied by a company, for the management of open spaces – especially so, if charges appear to be at risk of escalating without effective checks.

Furthermore, only a minority of homeowners are experienced in operating as a shareholder or a director in a company, especially one owned jointly with their neighbours. Thus, the ManCo may, over time, fail to deliver the management standards set by the local authority – much as many unadopted roads are maintained at far poorer standards than adopted roads. As a consequence, residents may over time find that their homes are harder to sell; developers may find that in larger developments the latter phases become harder to market; and, as a last resort, the local planning authority may feel obliged to take enforcement action to deliver the desired standards.

Under all of these scenarios, the developer’s reputation may suffer, such that despite no legal obligation to step in to address the management issues, a developer may feel obliged to do so, and at significant financial and other cost.

Only time will tell whether establishing local management companies proves to be a durable solution to the effective long term management of open spaces that meets the needs of all stakeholders – developers, residents and the local planning authority. Reports on success are varied and it appears that success or failure is mainly due to the competence and personality of the individuals who become involved in the management company. If successful, the

ManCo model may prove to differentiate such localities as well cared-for and desirable (as is the case in the early ‘model’ garden towns and suburbs). Alternatively, the outcome may be a visibly ‘neglected’ public domain undermining the competitiveness of an area, resulting over time in escalating social problems.

3.5.5 The Land Trust Model

The Land Trust offers another option for the management of open space.

The Trust undertakes to take over a developer’s obligation for the long-term management of open space, but without the requirement for the developer to set up a dedicated local management company and without an obligation on homeowners to assume any ownership or management responsibilities.

The Land Trust looks to agree with the developer:

- an appropriate management regime that responds to the requirements of the planning conditions and the marketing ambitions of the developer; and
- how an income, by which the Trust can meet the whole life management costs, can also be assured.

The source of income, can take the form of a capital sum / commuted sum/ endowment (see boxes, below); or a service charge arrangement (dependent upon the developer providing the Trust with a legal right to levy service charges on homeowners within the new

development); or a hybrid of the two. The Land Trust, is flexible about how an agreed income stream is to be constructed, but guarantees that no cross-subsidisation between different developers (or developments) will take place.

Other, typically smaller, income streams – such as grazing licences, car parking, playing field and allotment charges etc., can complement these main sources of income. Also, as a not-for-profit body, the Trust has a proven track record in securing ‘in kind’ income in the form of volunteers assisting with the upkeep of the open spaces. As a charity, the Trust is also able to access third party funds, such as grants, that might be closed to a ManCo or indeed a local authority, and for which a local voluntary group might lack the skills to prepare a compelling bid. Such funds can be used to further enhance the open spaces and the activities within them without additional calls upon residents, developers or the public purse.

The Land Trust and Endowments

An endowment is calculated based on whole life costs, which not only includes annual maintenance, but also looks to the long term to include capital replacement of site furniture (e.g. benches, bins, fencing, signs etc.).

The endowment is invested by the Trust to generate the required income every year, in perpetuity. The endowment is also 'grown' with inflation, so that in the long term the required maintenance can be sustained to the same standard. We invest our endowments with a fund management company and achieve a favourable rate of return, whilst each endowment for each individual site is separately accounted for.

In Part 2 above, the endowment has been calculated using standard rates to provide an indicative figure at this stage. However going forward we would firm-up the costs as the designs become more detailed. Typically when we acquire sites under our management we provide strategic management and employ a local Managing Partner (or less commonly a contractor) to carry out the day-to-day maintenance on our behalf. We will carry out a tender process to ensure value for money and our management costs (as a charity) are without profit.

Managing Partners can be another local charity or organisation which already has connections with the community and can add value, such as Groundwork, TCV, Forestry Commission, National Trust, Wildlife Trusts, Parish Councils or a local authority's in-house maintenance team.

The Land Trust and Service Charges

Under this funding option, the developer is saved the effort of forming and establishing a specially created ManCo and is also free to negotiate with the Land Trust the balance to be struck between capital contributions (that can be scheduled to reflect the build-out of the scheme) and the level of a service charge, if any, to be paid by homeowners. Furthermore, if a developer chooses to involve the Land Trust from the design stage onwards, it can provide a ‘whole life’ cost perspective to the proposed open spaces (i.e., not simply the initial costs of creating these spaces), thereby helping to achieve a more cost-effective overall solution.

Homeowners are also saved the obligation to own and direct a ManCo in collaboration with their new neighbours. They may be obliged to meet a service charge, but at a level that simply meets the cost of operations and of creating a sinking fund for planned future replacement.

In all cases the Trust undertakes to manage the open spaces in the best interests of the local community, consulting how to best respond to local aspirations, consistent with the relevant planning obligations and the Trust’s charitable objectives. The Trust is supervised by the charity’s Trustees and, ultimately by the Charity Commissioners.

The Trust also looks to involve the local community and stakeholders in various ways such as setting up steering groups, ‘Friends’ groups, resident liaison through newsletters, websites, events, residents’ meetings or via established groups (such as the NW Preston Community Liaison Group).

Residents contributing a service charge can therefore be confident that the service charge resources are dedicated to ‘their’ open spaces and in ways that they can materially influence. Local authorities can similarly be confident that the management of the newly created open space is placed on a sure footing, with little danger that their quality might become de-graded or become ‘orphan sites’, and developers are assured that their purchasers expectations will be met – both during the remainder of the development phase and thereafter.

Based upon its experience elsewhere, the Land Trust believes its model provides a durable and robust solution to the long-term management of open space, assuring local residents, developers and statutory bodies that the open space is in safe hands in perpetuity.

3.6 Delivering Stakeholder Expectations

Ultimately, the choice of which management model is best suited to a particular situation rests upon the comparative ability of each to meet the expectations of the various stakeholder groups:

- the local community
- the developers
- the local authorities

The tables below seek to summarise, subjectively, these perspectives under each model.



54 The Land Trust's 'Northumberlandia' site

ADOPTION MODEL	Residents	Rating	Local Authorities	Rating	Developers	Rating
Costs	Indirect only, via Council Tax or local precept. Likely to be perceived as free at point of delivery.	3	Very acute issue. Commuted sums are not in perpetuity endowments, so revenue gap will appear in the medium term and yet open space is a non-statutory service.	1	Acutely aware of LAs' escalating expectations for commuted sums but once agreed provides a 'cap' on financial exposure, but cost increasingly seen as too high ?	2
Influence over outcomes / Accountability to particular stakeholder group	Indirect at best, only via elected Members or via lobby groups / Parish Councils asserting pressure.	2	A non-statutory service, so perceived by elected Members as low priority unless facing high profile lobby groups or pressure from Parish or Town Council?	3	Negotiation with LPA / LA not always evenly balanced resulting in over-specification and / or increased costs.	1
Quality of Outcomes / Value for Money (VFM)	Temptation in face of budget constraints and non-statutory function to cut corners on expenditure (eg remove damaged equipment rather than replace).	2	Very much in doubt once the commuted sums are exhausted - capital expenditures especially difficult?	2	Few guarantees as to quality of delivery in the medium term, so concerns that over time spaces will become degraded delivering poor VFM.	3
Durability of Model	Increasingly at risk of being reduced to LA only responding to sustained lobby pressures or H&S considerations?	1	Unstable funding regime as commuted sums cannot always be 'ring fenced' such that open space likely to degrade over time, perhaps rescued by special initiatives.	1	Problems typically arise after conclusion of most development periods and so are not often attributed to the developer.	2

Rating Key: 1 = Unacceptable, 2 = Could be better, 3 = Satisfactory, 4 = Above Average, 5 = Excellent.

IN-HOUSE MODEL	Residents	Rating	Local Authorities	Rating	Developers	Rating
Costs	Negligible (unless a service charge is imposed).	3	None - wholly defrayed to developer, other than generic enforcement costs (minimal?).	5	Unfunded expenses (unless service charge imposed) and open-ended responsibility, but ultimately within direct control.	4
Influence over outcomes / Accountability to particular stakeholder group	Practically none for residents - open space management privately determined by developer, subject only to LPA enforcement.	2	Limited to initial planning conditions and enforcement action.	2	Developer has high degree of discretion so long as meeting planning obligations.	5
Quality of Outcomes / Value for Money (VFM)	Wholly dependent upon developer's decisions - may well degrade over time with potential adverse impact on house values.	2	Dependent upon goodwill of developer, which may deliver outcomes that are below residents' and LPAs' expectations.	2	Initial provision as expected by LPA, ongoing maintenance at developer's discretion.	5
Durability of Model	Wholly dependent on the developer's willingness to continue to meet the costs - and ultimately dependent upon the company continuing to trade.	2	Continues only so long as developer remains in business. Risk that obligations could fall back on LA.	3	Obligations are open-ended, with high-cost means of passing on responsibilities to others.	2

Rating Key: 1 = Unacceptable, 2 = Could be better, 3 = Satisfactory, 4 = Above Average, 5 = Excellent.

ManCo MODEL	Residents	<i>Rating</i>	Local Authorities	<i>Rating</i>	Developers	<i>Rating</i>
Costs	Fundamentally depends upon the scale of service charges, albeit subject to LPA enforcement of standards and statutory rights.	4	None - wholly met by residents, other than any enforcement costs.	5	Limited to layout costs and set-up costs for ManCo.	5
Influence over outcomes / Accountability to particular stakeholder group	Residents determine objectives of the ManCo and use tendering to contain costs of delivery, subject to gaining consensus among neighbours.	5	Limited to initial planning conditions and enforcement action.	2	Limited, even if developer retains a share in the ManCo, but little adverse impact on reputation?	3
Quality of Outcomes / Value for Money (VFM)	Residents determine standards via the ManCo, subject to arriving at a consensus among neighbours and identification of competent directors. Failure to agree could adversely impact resale values.	3	Dependent on residents' consensus, such that standards can be unpredictable, but little direct impact on LPA?	4	Reflects residents' preferences, which can be variable.	4
Durability of Model	Dependent upon the residents being able to maintain into the long term a consensus and to identify individuals willing to act as directors of the ManCo.	3	Dependent upon community being able to maintain consensus and run the ManCo. 'Political' pressure may mount on LA if ManCo fails.	4	Dependent upon residents being prepared to run the ManCo, but little comeback on developer other than reputational risk if ManCo fails.	4

Rating Key: 1 = Unacceptable, 2 = Could be better, 3 = Satisfactory, 4 = Above Average, 5 = Excellent.

LAND TRUST MODEL	Residents	Rating	Local Authorities	Rating	Developers	Rating
Costs	Depends upon the service charges (determined by agreed formula and statute), less any endowment received from developers, and subject to meeting planning obligations.	4	None - wholly defrayed to Land Trust (funded either by residents' service charge and/or Developer endowment), other than any enforcement costs.	5	Result of negotiation with Land Trust, to agree balance between up-front endowment and service charges for residents.	5
Influence over outcomes / Accountability to particular stakeholder group	Residents viewed by Land Trust as primary stakeholder with whom to liaise when meeting standards set out in planning conditions.	4	Limited to initial planning conditions and enforcement action.	4	Responsibility delegated wholly to Land Trust, but within an agreed framework that will ensure quality.	4
Quality of Outcomes / Value for Money (VFM)	Residents, as consultees of Land Trust, have major say in setting targets and standards. Land Trust fundraising expertise and use of voluntary partners contains costs.	5	Dependent upon Land Trust - but excellent track record elsewhere. Minimal risk of fallout for LA.	4	Agreement with Land Trust underwrites quality of outcomes. Mix of endowment and service charges offers very good VFM.	5
Durability of Model	Land Trust, charitable status ensures in perpetuity solution, and effective guardianship of any endowment.	5	Land Trust as national charity provides 'long stop' in face of any succession planning.	5	Land Trust as national charity provides guardian of any endowment.	5

Rating Key: 1 = Unacceptable, 2 = Could be better, 3 = Satisfactory, 4 = Above Average, 5 = Excellent.

Part Four: Accountability to the Wider Community in NW Preston

4.1 Introduction

Open spaces in urban areas fulfil a wide range of functions and, perhaps most critically, contribute to the ‘quality of place’ and thereby to the quality of life of local residents. Consequently, local residents, whether individually or collectively, have a direct interest in the manner in ‘their’ open spaces are managed and maintained. For many individuals this ‘stake’ is handled indirectly, whilst others become far more directly involved.

Each of the management models, as described in Part 3, offer different opportunities and means for stakeholder engagement in the management of open spaces. In turn, each of these is described below, and summarised in tabular form, overleaf.

4.2 The Adoption Model

Under these arrangements, the local authority assumes full responsibility for the open spaces within its ownership and for taking all decisions, both operational and strategic, about the future of these spaces. Via the democratic process, it seeks to resolve competing calls and pressures on the open spaces. The local authority is also the accountable body for its open spaces, acting as the ‘backstop’ for resolving all problems that might arise and having legal responsibility for all statutory and other

duties that pass with ownership of the land.

The local authority therefore determines, the level of resources to be applied to the upkeep and management of the spaces, albeit within statutory constraints. As with many local authority services, public open space is typically ‘free at the point of use’ but is ultimately funded by tax revenues (albeit supported by trading revenues) and so the actual costs of upkeep are at best opaque to most users.

Local residents – acting individually or via a particular interest group – are able to influence such decisions only indirectly, via lobbying elected Members, raising issues at an operational level or by direct contributions through Friends’ Groups and other voluntary activity.



Winter Bird Walk at Port Sunlight River Park

Summary of Local Accountability

4.3 Parish or Town Council Model

Parish or Town Council arrangements are very similar to those involving larger district, unitary or county councils – the council assumes full operational and financial responsibility for the open spaces and typically has the title for the land vested in it.

In many ways therefore the relationship with the various stakeholders is much as for the traditional ‘adoption’ model, save that a parish council operates on a more local scale and so can be more accessible to individuals and particular interest groups.

Model	Key features relevant to local accountability
'Traditional' Local Authority Adoption	POS free 'at point of use' Actual costs faced by users rather opaque Indirect influence only, via elected Members or by lobbying, on both setting of strategy and on day-to-day operations
Parish or Town Council Adoption	POS free 'at point of use' Actual costs more readily identifiable At a more local scale but still only indirect influence on both setting of strategy and on day-to-day operations
In-house Management by the Developer	POS free 'at point of use' Actual costs hidden in original purchase price Developer (or successor) has absolute discretion on strategy and day-to-day decisions, constrained only to planning enforcement
Bespoke Management Company created	Homeowners wholly and directly responsible for costs via Service Charge ManCo directed wholly by residents acting collectively, constrained only by planning enforcement
The Land Trust	Various agreed funding sources - endowments, service charges, trading income - meet costs of delivery Trust bound by its charitable objectives to reflect community needs, both when setting strategy and in its day-to-day operations Local community participation actively encouraged and facilitated

4.4 The ‘In-house’ Model

Under this scenario, the relationship between the user and the owner-manager of the open spaces is more precisely defined – it is one a formal contract between specific homeowners (not necessarily the same as the residents of these homes) and the original developer (or its successor).

Typically, the open spaces created are open to all, not just the immediate estate residents, but users are effectively entering onto privately-owned land and it is the landowner who determines what the spaces might be used for, the on-going management and the longer term maintenance of their features. Similarly, in the final analysis, it is the developer who determines the level of resources to be applied to the upkeep of the spaces. Of course, the scope of the developer is constrained by the original planning obligations attached to the development of the estate, but only to the degree that these can be monitored and enforced by the local planning authority.

The ability of the local community to influence the developer is limited – whether by the original terms of the house sales, or by informal pressure on a developer who may well not be local to the area.

4.5 The Management Company Model

The Management Company solution is in effect a ‘privatisation’ of the adoption model, whereby ultimate responsibility for all aspects of the new open spaces passes directly to the new homeowners within a given estate – ownership of the new homes brings with it a collective ownership of the open spaces associated with that development.

It is the home owners – who may not always be the residents – who, collectively, assume the full financial and legal responsibility to fulfil all planning and other obligations that pass with the land. It is the homeowners who are also responsible for the consequences of all decisions, whether taken collectively or by a delegated sub-group or by a contractor. Nearby residents who are not homeowners have no right to determine how the spaces are maintained, who is afforded access to them, nor the activities that are permitted on these spaces.

Again, as with the in-house model, the wider community has a degree of control, but only insofar as the original planning obligations can be monitored and enforced by the local planning authority.

4.6 The Land Trust Model

First and foremost, the Land Trust takes responsibility for the delivery of the agreed management plan for all its open spaces. The Trust therefore assumes full responsibility to deliver this ‘core’ obligation, on behalf of the developer, the local authority and the wider community.

In addition, the Trust considers community engagement in the management of public open spaces as central to its ethos. Whilst the Trust holds and manages open space for community benefit, it also seeks to ‘add value’ to these open spaces through the pursuit of its five charitable objectives.

The Land Trust has the ability to harness local enthusiasm and enhance the skills and capabilities which communities may not have on their own.

Throughout, the Land Trust accepts the backstop function traditionally fulfilled by the local authority – as landowner, as fundholder and the ‘client’ who (on behalf of the local community) manages the contractual relationships with those engaged on day-to-day, on-site management of the spaces. The Trust, as landowner, also manages the relationships with external regulators – whether the local planning authority, Natural England, Historic England, the Environment Agency and even bodies such as National Grid and Sports England – who can have an interest in how many open spaces are managed.

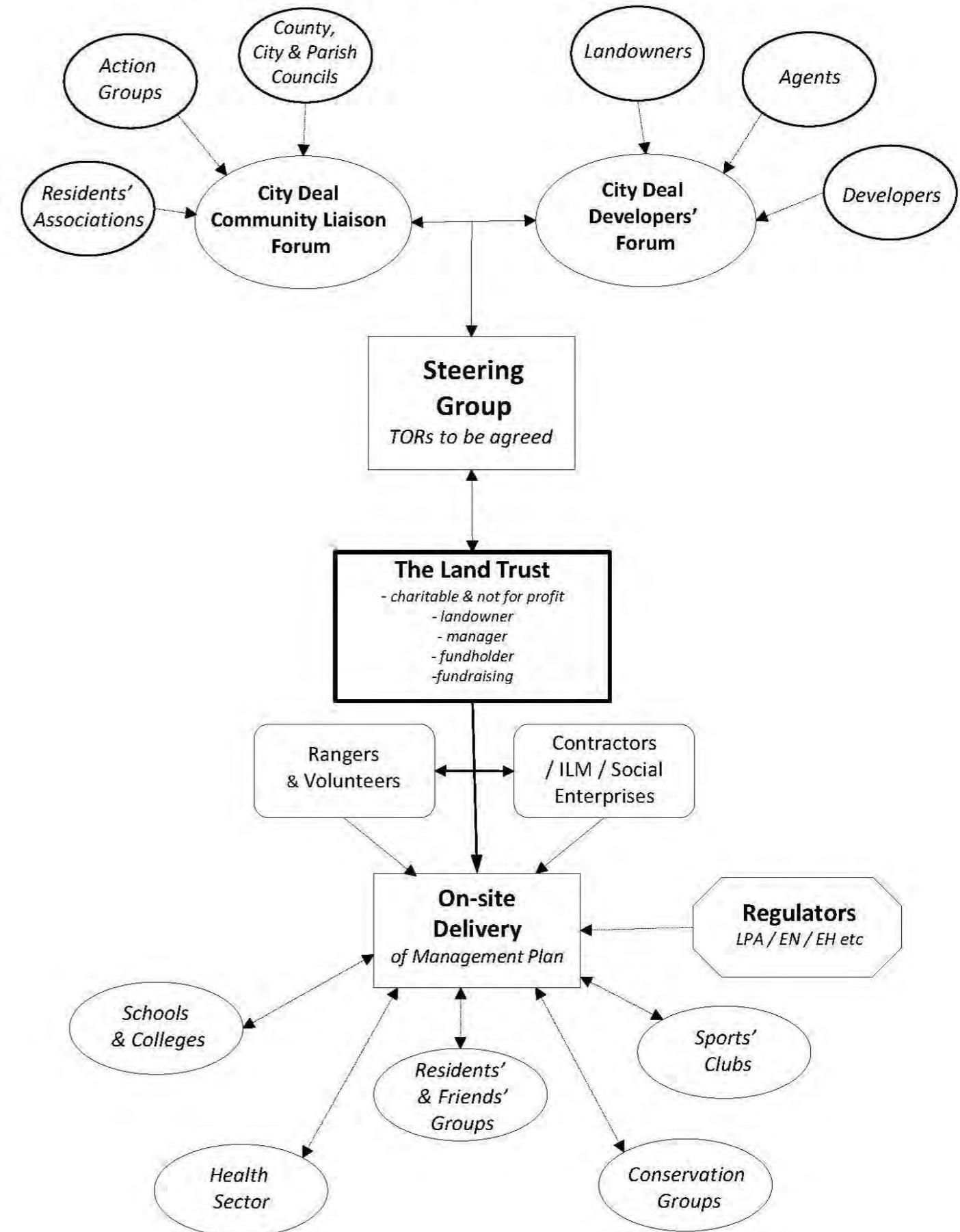
The Trust, therefore, sits at the centre of a web of relationships between the various stakeholders that have a legitimate interest in how and why the open spaces in their community are managed and maintained. These relationships are illustrated diagrammatically overleaf, showing how the Land Trust as the owner and manager of the open spaces would engage with stakeholders. The proposed arrangements, are capable of assuming responsibility for the full range of new open spaces to be created in the course of development across NW Preston, both strategic and the ‘on site’ spaces to be created within the various development areas. The Land Trust model is, , able to accommodate sites funded by developer endowments and / or service charge regimes put in place by developers.

The arrangements have been tailored specifically to the NW Preston situation, and reflect the following roles:

- Setting the Management Strategy: For all its open spaces, the Trust prepares a medium term management strategy, initially responding directly to the appropriate planning obligations but overtime evolving as community needs and opportunities emerge. The strategy is not determined by the Trust acting alone, rather it seeks to engage with stakeholders, either informally or via a special purpose steering group, to determine priorities and how differing (and at times competing) perspectives can be accommodated. In the case of NW Preston we would propose that the Steering Group could comprise the two already-established City Deal liaison groups – the Community Liaison Forum and the Developers’ Forum.

- Managing and maintaining the funding: The Land Trust has clearly demonstrated a track record in managing the funds available to manage and maintain open spaces; whether in the form of endowments or arising from service charges raised from residents, or CIL's from Parish Councils.

Stakeholder Engagement in POS Management



For sites that are managed through income from endowments, the invested sums that currently total £110m, are professionally managed by CCLA in the City of London under terms that yield both an annual return and maintain the real value of the endowments. Funds are accounted for separately for each site within our portfolio, therefore ensuring that all resources are strictly ring-fenced to a particular site. However, investments are managed collectively to achieve net yields over and above what might be achieved for any one site in isolation.

For any sites that are managed through income from service charges, the Land Trust sets up wholly-owned management companies (ManCo's) for each site, again creating effective ring-fencing. The ManCo's fulfil all the statutory obligations to service charge payers, in terms of annual accounts and forward plans, avoiding the need for developers to set up bespoke arrangements, or for residents to identify directors from amongst their number.

In these ways, the Trust is able to receive predictable incomes streams that are applied to the on-going management of the open spaces and the delivery of the agreed management strategy.

The Trust has a professional in-house finance team who manage these external relationships and ensure that forward planning of planned capital replacement of equipment and such like are taken into account. In addition, the Trust has a small, dedicated fund-raising team that, often in conjunction with local groups, submits bids for third party funding for features and activities

that are compatible with the open spaces' objectives but for which the local group might lack the skills to prepare a compelling bid. Such external resources can, over time, materially enhance the open spaces in the Trust's control.

On-site Delivery: Day-to-day operations are managed by the Trust's Estates Managers who manage contractors or Managing Partners. At some sites rangers are employed by our Managing Partners and are the public 'face', engaging with local groups and individuals (such as local schools, playgroups etc, who wish to make use of the open spaces for community benefit or who wish to actively contribute to the management of the open spaces as volunteers. Similarly, the Trust and its managing partners are well placed to engage with special interest groups who wish to assume responsibility, under the direction of the Trust, to maintain a particular aspect of the open spaces – say, managing the relationship with individual allotment holders or anglers, maintaining sports facilities and enhancing nature conservation.

4.7 Conclusion

Based on the concept designs currently the £5.2m City Deal Budget is broadly sufficient to deliver both the capital works to build the four open spaces and to maintain them in perpetuity (depending on the date of transfer). However, additional resources will be required to maintain East West Link Road associated green spaces and allotments.

Part of the Further Community Infrastructure Budget of £4.9m could be used at NW Preston to enhance further our proposals to create a place worth living... for life.

The Land Trust Model offers a comprehensive solution to foster engagement of local stakeholders in setting and delivering the objective of creating and maintaining open spaces.

The Land Trust arrangements allow it to take on land in phases and additional areas of open space as they are created.

It also enables developers, land owners and councils to have a truly 'clean break' solution, if they require.





Appendices 1-5

APPENDIX ONE: LANDSCAPE CHARACTER

A.1 Landscape Character Analysis

A.1.1 National and Regional Landscape Character

The landscape character of the area is set out at both the national and county level. The National Character Area (NCA) Profile 32: Lancashire and Amounderness Plain describes the character and attributes at the national level and sets out a series of environmental opportunities to support the retention of landscape character. At the county level, the areas falls within Landscape Character Type 15d: The Fylde (within 'A Landscape Strategy for Lancashire: Landscape Character Assessment, 2000).

A.1.2 Character Area Description

The gently undulating farmland of the Fylde occurs between Blackpool to the west and Preston and the M6 corridor to the east. Generally below 50m, this landscape type is characterised by lowland farmland divided by ditches in west Lancashire and by low clipped hedges elsewhere. It has been formed of boulder clay deposits which lie on soft Triassic sandstones and mudstones and is naturally poorly drained. Field ponds are a particularly characteristic feature of this area and provide important wildlife habitats.

The plain is dissected by wide, meandering rivers and an extensive network of rectilinear raised drainage ditches and dykes, with wind pumps that form distinctive features in the landscape, a reminder of the area's heritage of wetland reclamation from mosses and meres.

The predominant land use is dairy farming on improved pasture and lowland sheep farming with a small amount of arable on the freer draining soils. Red brick nineteenth century two storey farmsteads with slate roofs and red brick barns are dominant built features of this landscape character area; occasional windmills also reflect the historic importance of the area for corn milling. Other features of the area are the brine fields around Stalmine which have been reclaimed by ICI and form a rare and distinctive land use. Field size is large and field boundaries are low clipped hawthorn, although hedgerow loss is extensive. Blocks of woodland are characteristic, frequently planted for shelter and/or shooting and views of the Bowland fells are frequent between the blocks. There are many man-made elements; electricity pylons, communication masts and road traffic are all highly visible in the flat landscape. In addition, views of Blackpool Tower, the Pleasure Beach rides and industry outside Blackpool are visible on a clear day.

APPENDIX ONE: LANDSCAPE CHARACTER

A.1.3 Physical Influences

At the centre of the Lancashire and Amounderness Plain lie the estuary and lower reaches of the River Ribble. The Ribble catchment has a history of flooding, with the flood risk concentrated in Preston and upstream in Ribchester. Glacial and post-glacial deposits of clays, sands and marine alluvium have completely masked the solid geology of mudstones and sandstones. The landscape is strongly influenced by the surface drift which constitutes boulder clay, penetrated by pockets of glacial sand and gravel and deposits of post-glacial blown sand which form distinctive landscape features. The landscape is gently rolling, and, until recently, peat accumulated in low-lying areas within the glacial till to form mosses which have largely been reclaimed for agriculture.

The land is highly productive and has a very low proportion of semi natural vegetation. Wildlife habitats are therefore typically small scale and fragmented. Ancient woodland is rare, although estate plantations offer important refuges for many species of flora and fauna. Flooded marl pits which are an integral part of the agricultural landscape together with more occasional brick clay working s and subsidence pools are often rich in species diversity, for example Longton Brick Pits.

A.1.4 Human Influences

Population increased during the 12th to 13th centuries, along with changes to agricultural systems. There was a rapid extension of pasture to supply wool for the growing English and Continental markets. However the plain remained largely unpopulated until the early 16th century, when pressures on available land forced further improvements and reclamation of mosslands. Market gardening became important to the local economy. The Leeds and Liverpool Canal created important links to the cities for the export of produce and the import of manure and ash for fertilisers. The flat topography and strong prevailing winds have historically provided good conditions for wind power. Wind pumping mills aided the drainage of the landscape and windmills were used for grinding grain. Important local industries from the early modern period include the widespread clay extraction for brick making and also the exploitation of salt from the brine wells to the west of Pilling. These have resulted in significant flooded quarries and subsidence pools respectively.

Preston forms a large population centre within the character area, but the surrounding plain remains largely rural in character. There is a dense infrastructure network; meandering roads connect the farms and villages while major roads and motorways provide a fast route across the landscape, linking major towns.

APPENDIX ONE: LANDSCAPE CHARACTER

A.1.5 Recreation

There are many opportunities for informal recreation, particularly along the Fylde coast. The Ribble Way serves as a long distance path across the character area and the Preston Guild Wheel National Cycle Route loops around the city of Preston. The Lancaster Canal offers extensive recreational opportunities, including walking, fishing and boating. Public right of ways also offer significant opportunities for birdwatching on private farmland. Although not formally designated, Cuerden Valley Park offers a valuable amenity space for local residents and a number of the nature reserves within the area are free and open to the public, and offer opportunities for quiet recreation and enjoyment of the natural world. All the major conurbations have municipal parks.

There is a high density of relict pastoral field ponds on the eastern side of the NCA.

4. A rectilinear network of lanes and tracks, usually without fences or hedges, subdivides the landscape, and isolated brick farmsteads occur in rural areas.
5. A complex network of wide meandering rivers, raised drainage ditches and dykes divide and drain the landscape. Along with fragmented relicts of reedbeds and mosses, and historic place names, these provide a reminder of the area's heritage of wetland reclamation.
6. Mixed arable and pastoral farmland habitats support a nationally important assemblage of breeding farmland bird species.
7. A complex network of channelised rivers, canals, drainage ditches and dykes supports a nationally important population of water vole.
9. The Lancaster Canal crosses the character area

A.1.6 Key Characteristics

1. A rich patchwork of pasture, arable fields and drainage ditches, on a relatively flat to gently undulating coastal landscape.
2. Thickly blanketed by glacial till, with poorly-drained peat-filled hollows that give rise to mosses and meres (now mainly remnants).
3. Medium-sized to large fields form an open, large-scale agricultural landscape. Pasture is more dominant north of the Ribble Estuary, with arable to the south.

A.1.7 Environmental Opportunities

The National Character Area Description for Lancashire and Amounderness Plain sets out four Statements of Environmental Opportunity (SEO), concerned with water management, the preservation of farmland features, alleviating pressures from development and enhancing opportunities for recreation.

APPENDIX ONE: LANDSCAPE CHARACTER

SEO 1: Water Management

The preservation of the networks of drains, ditches and dykes within the area is important, to reduce incidences of flooding, whilst opportunities exist within the Upper Ribble and Hodder sub-catchments to provide flood storage and to create habitats that could reduce the downstream flood risk. Features of interest that relate to the areas drainage history provide opportunities for access and interpretation. Proposals to increase wet woodland and wet grassland, combined with the creation of flood storage areas would be encouraged. The creation of woodland to reduce surface water run-off flows would also be welcomed.

SEO 2: Farmland Features

Fields ponds, hedgerows and hedgerow trees are distinctive farmland features in this area and should be retained in order to preserve the dominant ancient and postmedieval landscape and marl pond pattern. Existing woodlands should be brought under sound management, and those with links to ancient woodlands should be managed to improve their biodiversity and heritage interest.

SEO 3: Developmental Pressures

Green spaces should be incorporated into new developments, in particular around the urban fringe. Where possible, green spaces should be connected with semi-natural habitats and provide communities

with recreational green space and wildlife corridors. The distinctive character and countryside setting of the rural landscape should be reflected within development proposals. Landscapes associated with major infrastructure developments such as the M6 and M55 corridors should be enhanced.

SEO 4: Access and Recreation

Opportunities should be identified to create new permissive routes, especially around larger settlements, linking with existing rights of way within settlements and into the surrounding countryside. Public access to existing woodlands should be increased, and new community woodland creation schemes encouraged. Where appropriate, surfaced paths for use by all levels of ability should be implemented, opening up access to the area's many historic, natural and cultural assets. Valuable recreational opportunities offered by the Preston Guild Wheel and Ribble Way, together with the Lancaster Canal should be promoted. These provide a chance to engage in a range of activities including walking, fishing and boating. The historic environment should be appropriately managed to ensure its contribution to local character and sense of identity. Opportunities to work with local communities and schools to interpret the area's historic landscape should be encouraged. Good-quality interpretation and education should be developed about habitats, wildlife, geology and history at key sites.

APPENDIX TWO: GREEN INFRASTRUCTURE

A.2 Green Infrastructure Analysis

A.2.2 Naturally Occurring Green Infrastructure

In order to assess the accessible green infrastructure that will be available to prospective residents within the Masterplan Area, a 5km radius was drawn around the Masterplan Area, with the centre point taken from the greenway prior to crossing the M55.

Preston has benefitted enormously from the rich diversity of natural heritage associated with the River Ribble. This natural watercourse, with associated tributaries has formed a series of distinctive landscape features that, over time, have been utilised to provide a series of very high quality and readily accessible series of recreational resources, at comparably little cost.

Brockholes Nature Reserve and associated visitor centre is the jewel in the crown of Preston's green infrastructure. The distinctive arrangement of lakes and associated habitats provide educational and health benefits, whilst also serving as a high quality events venue.

Grange Park and Brockholes Wood provide a tranquil escape from the built up environment of the City, whilst preserving valuable habitats for wildlife.

Cuerden Valley Park functions very much as a country park, although not officially designated, and links up with the Fishwick Bottoms. The Ribble Way forms a long distance linear route along the River that serves to link up these landscape assets seamlessly.

Further north, Mason's Wood and Hindley Hill Woods provide a more local resource, following the valley sides of the Savick Brook, but provide a valuable function in terms of wildlife, water management and healthy living.

The health and well being benefits derived from these natural assets are considerable, whilst opportunities for community events and curricular activities abound.

When considered within the context of the Masterplan Area, Mason's Wood and Hindley Hill Woods are accessible within the 5km radius, particularly for the allocations located to the east, but the riverside amenity afforded by the River Ribble is further away.

Residents may choose to drive to these locations, instead of using more sustainable modes of transport.

APPENDIX TWO: GREEN INFRASTRUCTURE

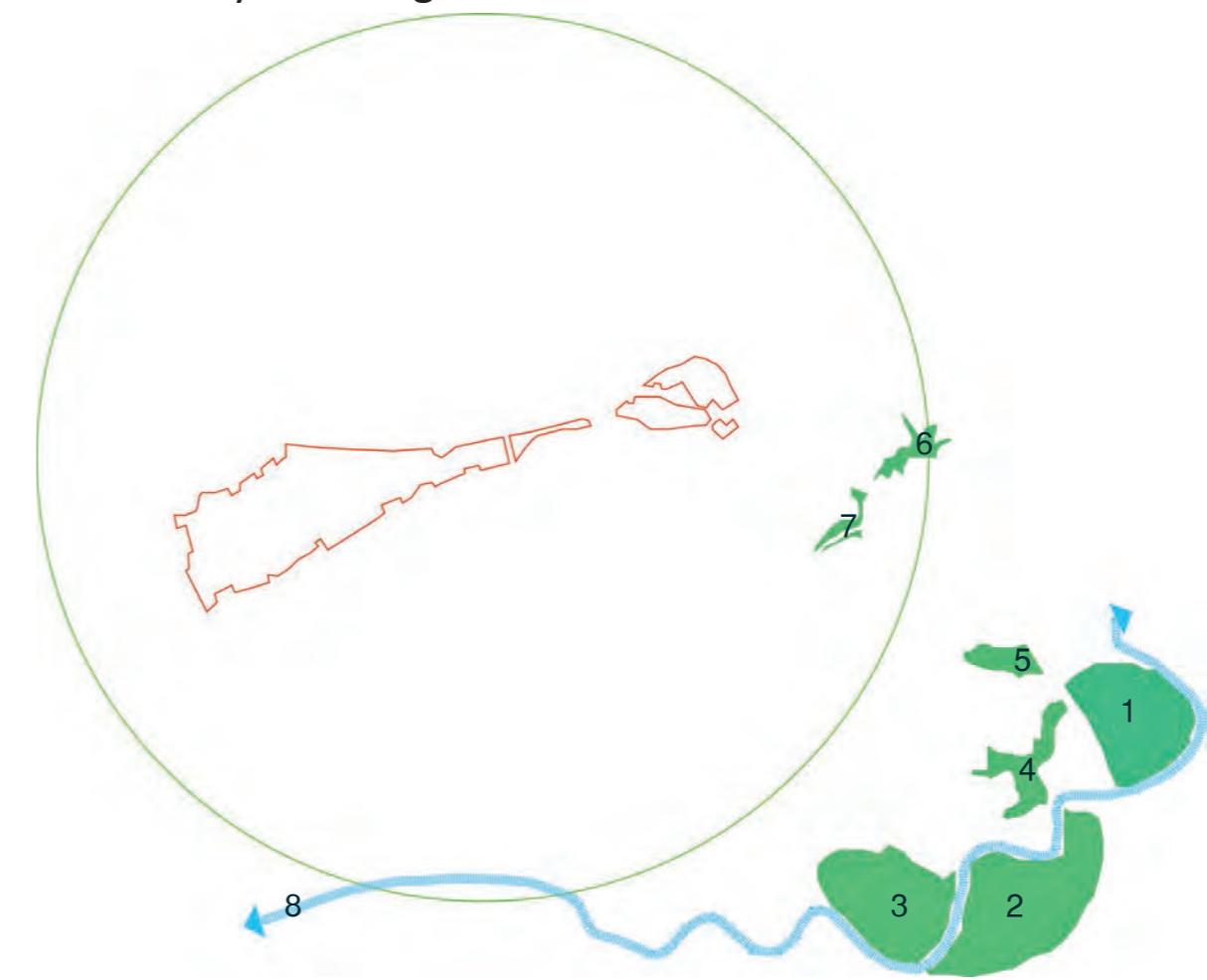
Brockhole Visitor Centre



- 1 Brockholes Nature Reserve
- 2 Cuerden Valley Park
- 3 Fishwick Bottoms
- 4 Brockholes Wood
- 5 Grange Park
- 6 Mason's Wood
- 7 Hindley Hill Woods
- 8 River Ribble



Naturally Occuring Green Infrastructure Plan



APPENDIX TWO: GREEN INFRASTRUCTURE

A.2.3 Man-made Green Infrastructure

Haslam Park, Moor Park, Avenham and Miller Parks and Ashton Park are consciously designed landscapes situated to the north of the River Ribble, and provide fantastic recreational opportunities for residents living within the urban centre of Preston. The offer that they provide is slightly different to the naturally occurring landscapes, offering opportunities for events and play provision, in addition to the recreational opportunities that are afforded by a consciously designed layout. Ashton Park, Haslam Park and Moor Park all fall within the 5km radius.

The Lancaster Canal and Riversway Docklands are engineered water features that also fall within the 5km radius. These historic structures have adapted over time and now provide high quality recreational infrastructure, with sustainable links to the surrounding countryside. The Lancaster Canal wraps around the western edge of the Master Plan Area, offering a future opportunity to create a loop link. The canal also supports cycle travel to work in Preston.

Man-made Green Infrastructure Diagram



- 1 Ashton Park
- 2 Haslam Park
- 3 Moor Park
- 4 Avenham and Miller Parks



Avenham and Miller Park



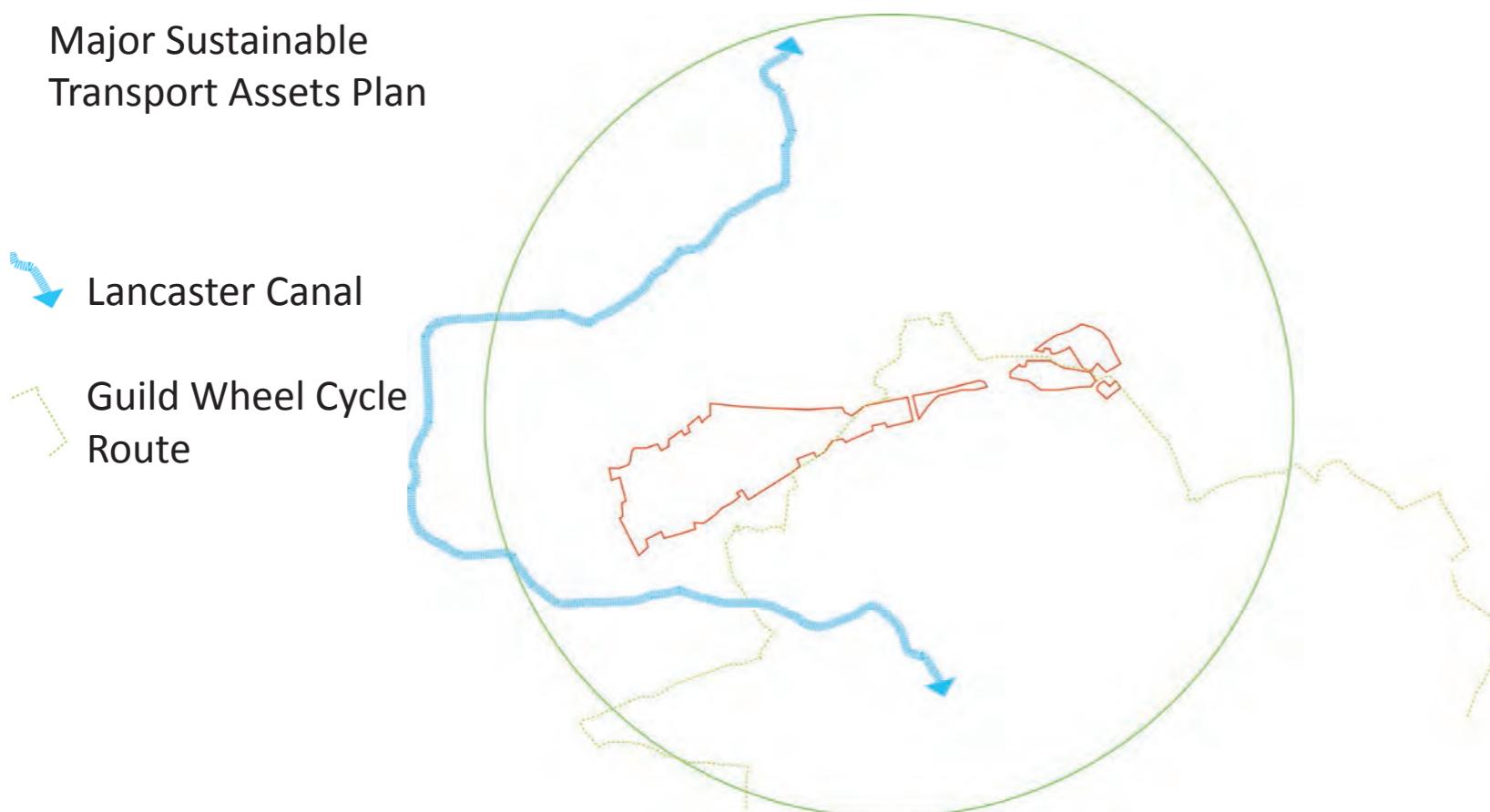
Haslam Park



Moor Park

APPENDIX TWO: GREEN INFRASTRUCTURE

Major Sustainable Transport Assets Plan



A.2.4 Golfing

Preston Golf Club, Ingol Village Golf Course and Ashton and Lea Golf Club provide green infrastructure in close proximity to the Masterplan Area. They function to alleviate surface water drainage issues and modify micro-climates in close proximity to the city. The visual amenity that they provide provides an aspirational landscape context that forms an attractive offer for affluent families, and public right of ways cross each of the golf courses, allowing for pedestrian permeability to support sustainable transport linkages.

A.2.5 Major Sustainable Transport Assets

The Guild Wheel Cycling Route passes through the Masterplan Area boundary and provides a cycling route that crosses the southern section of the 5km radius from east to west, linking with the long distance route of the Ribble Way, and associated riverside setting. The route passes through residential areas as well as cycle friendly lanes.

The Lancaster Canal wraps around the western section of the Masterplan Area, and provides an off-road route that supports cycling, walking, fishing and bird watching, as well as providing links to the neighbouring villages of Woodplumpton, Barton and Cuddy Hill. The closest link to the canal from the Masterplan boundary is via Darkinson Lane and Lea Lane, leading south to Lea Town.

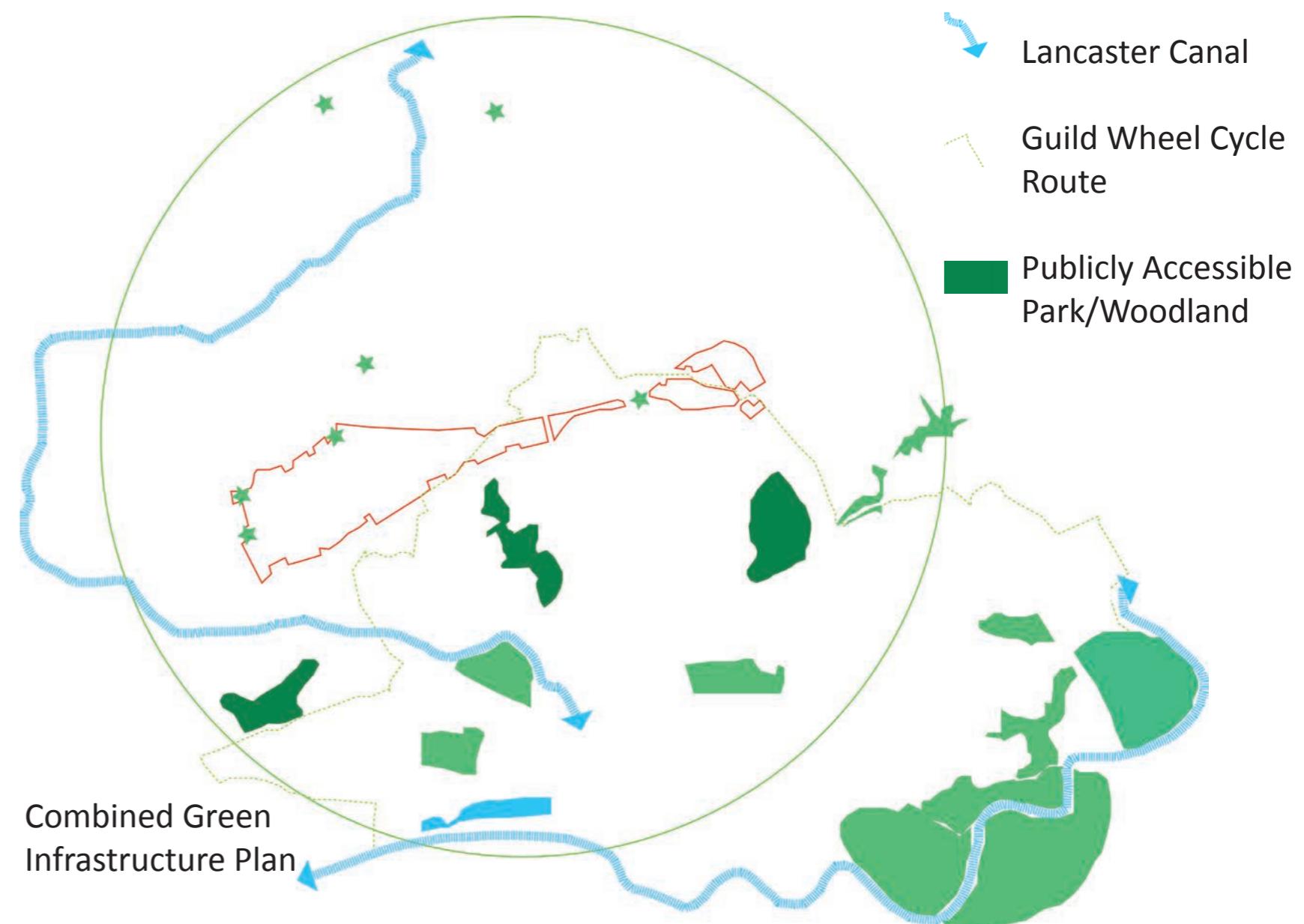
APPENDIX TWO: GREEN INFRASTRUCTURE

A.2.6 Summary of Existing Green Infrastructure

Within the urban area of Preston, the mosaic of public parks, riverside nature reserves, woodlands and golf courses function to alleviate urban micro-climates and support surface water management that helps to prevent localised flooding, whilst strengthening the distinctive riverside setting of Preston. Within the context of climate change, Preston has the green infrastructure assets available to be resilient to changes in weather conditions in the longer term.

Within the 5km radius, the network of public parks and woodlands to the south of the Masterplan Area supports healthy lifestyles, whilst providing play opportunities. These green infrastructure features also serve as an educational resource to support school curricula activities in respect of local history and wildlife. They are accessible by the linkages created from the major assets of The Lancaster Canal and The Guild Wheel Route. These sustainable linkages also support the more everyday routine activities, such as travelling to work in the city centre.

The public parks are situated close to the high density urban core, and are free to the public. Green infrastructure provision further north from the city centre becomes more restricted in terms of access, providing pedestrian linkages only, unless paying subscription membership to a club.



APPENDIX THREE: WESTERN PARK

A.3 Western Park Site Analysis

The allocated area set aside for the Western Park is located to the south of the Lower Bartle and to the north of Cottam, following the alignment of a high tension power line, and covers an area of approximately 15.5 hectares. The park is intended to be publicly accessible and has the potential to form a combination of uses such as cycle routes, footpaths, nature conservation, natural play, sports pitches, allotments and parkland trim trails.

A site survey has been undertaken, using both desk-top and site survey methods. Due to much of the site lying in private ownership, site access was restricted, using publicly accessible footpaths only. The site boundary as shown has been extrapolated from the Masterplan, and may be subject to amendment in the future.

In similar manner to the Eastern Parksite, the un-developed nature of the site, combined with the existing inter-related system of water channels and field boundaries support a landscape that has the capacity to be resilient when placed under environmental pressures and the character is typical for the wider area, and helps to support local distinctiveness.



APPENDIX THREE: WESTERN PARK

Established field boundaries provide habitats for birds and small mammals, and fulfill a valuable function in respect of supporting local bio-diversity. The pattern of privately owned land currently restricts the use of the area to support health, play and learning. Publicly accessible footpaths have the capacity to provide recreational amenity, but the poor condition of footpaths limits this potential.

By way of constraints, the overhead power lines present some interesting design challenges in order to reduce the visual impacts of the power line and provide a safe and accessible public realm that is multi-functional in serving the needs of future residents. The proposed East-West Link Road will divide the park and careful consideration will need to be given in order to overcome this successfully. Interfaces with existing dwelling in close proximity to the site need to be carefully planned. The minor road that defines the north eastern boundary of the park could potentially present significant hazards, in respect of vehicular traffic and school children.

However, there are significant opportunities that can be brought forward from what is currently a relatively blank canvas. There are opportunities to connect with and upgraded existing footpaths and greenways in close proximity to the site, thereby increasing permeability for sustainable transport modes in this area. Allotments and tree planting are possible in specific locations under the power lines, which may assist with healthy eating,

habitat enhancements, surface water management and micro-climate temperatures. The existing hedgerow field boundaries provide an existing landscape framework that can be built upon, in order to structure the park and retain the mature landscape features that are very characteristic of the rural area.

A.3.1 Landscape Features

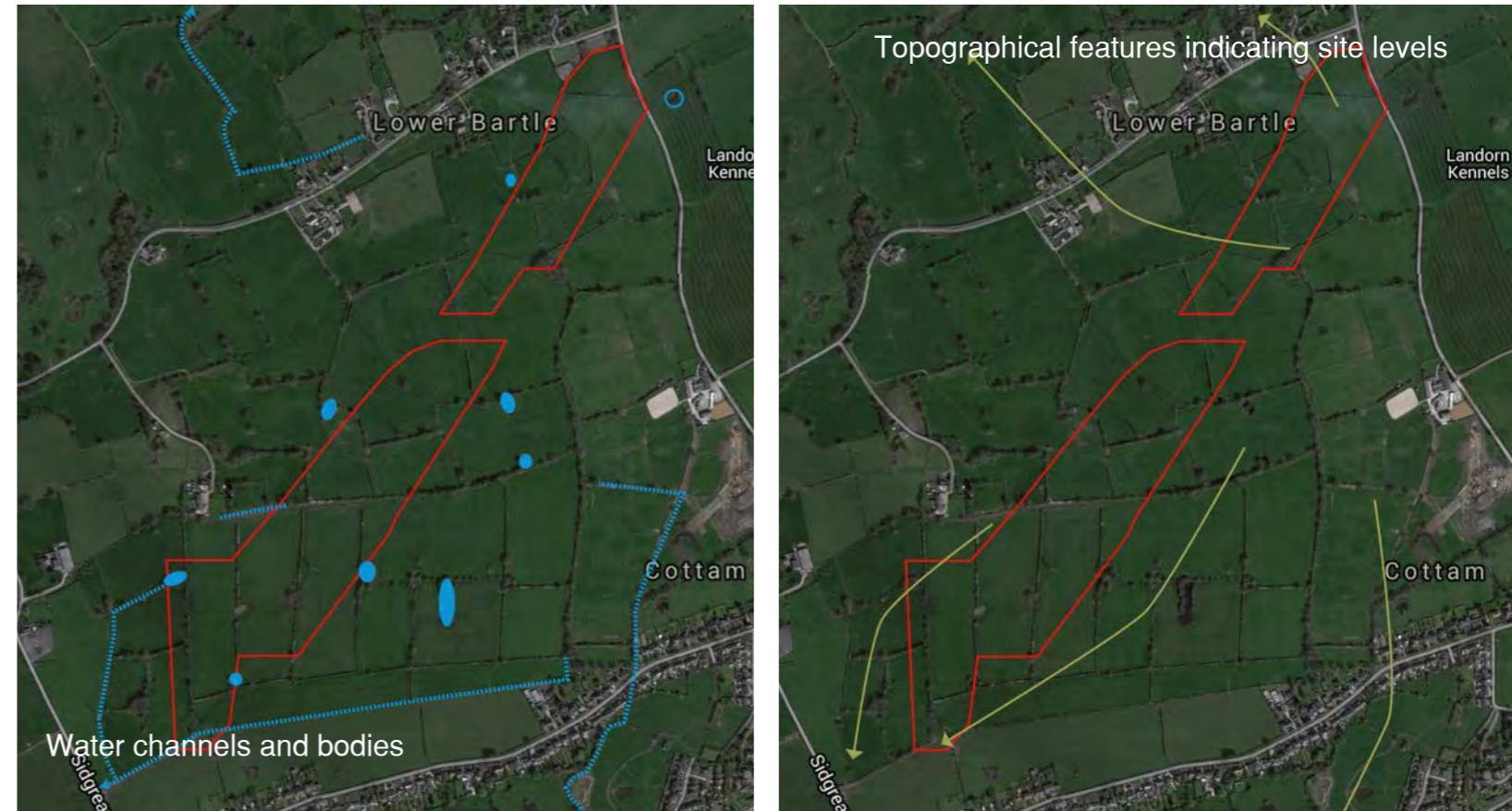
There are a number of water bodies and channels that occur within and adjacent to the allocated site. Three water-courses flow to the south, west and north of the site, draining into surrounding brooks. Small field ponds link up with this network. These water-courses are not included within the site boundary, but numerous field ponds occur on or in close proximity to the site boundary, often situated on the line of hedgerows, suggesting a network of ditches that follow the line of field boundaries. The site is currently functioning well in terms of surface water attenuation, but the field ditch pattern will be inter-related with adjacent ditches situated outside of the site. Any alteration in drainage arrangements will impact upon the site's ability to absorb and remove surface water.

OS map spot heights show the highest point sitting at 37m above sea level, with contours dropping away to 30m. The northern most section of the site is situated on a higher level than the lower section, but localised undulations in the land form are evident on site in places. Land gradients

APPENDIX THREE: WESTERN PARK

fall away from this northern most high point, allowing surface water to flow into the existing water channels.

An inter-related network of hedgerows and ditches form the field boundaries within and adjacent to the allocated site. Trees tend to be located within the hedgerows, forming hedgerow trees, of native species. Mature deciduous trees also occur within gardens associated with dwellings in the area. The existing pattern of field boundary hedgerows and ditches that have been used to enclose and define field boundaries are very characteristic of the wider rural landscape. The field ponds also form very characteristic features of the landscape.

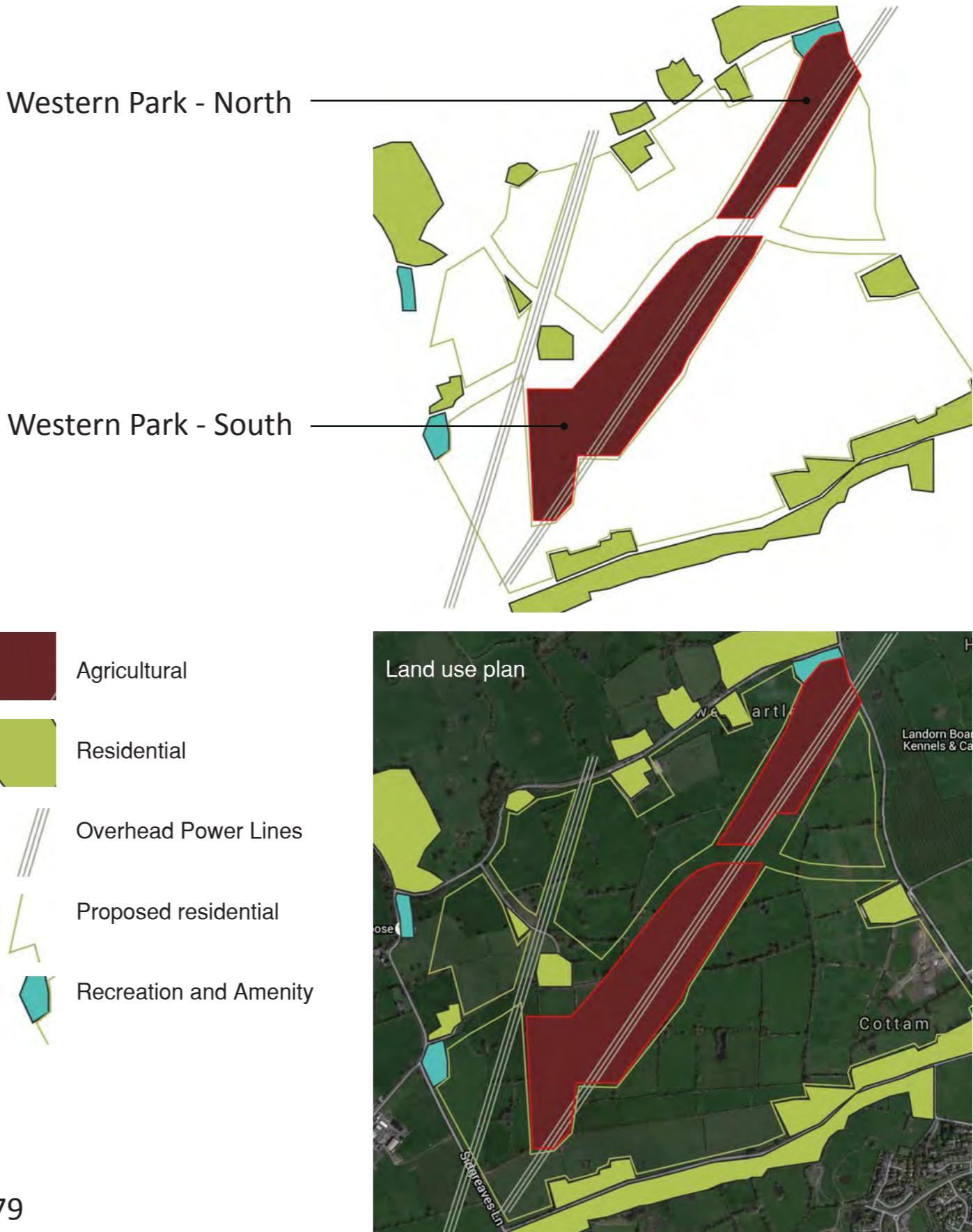


APPENDIX THREE: WESTERN PARK

A.3.2 Existing Land Uses

An electricity pylon is situated on a north east to south west axis, and is located centrally within the site. Whilst vegetation can be planted underneath the powerline, minimum clearance distances must be retained. The minimum clearance distance is dependent upon the wattage of the line, but 4.5m distance is typical for vegetation, to allow for line sag on a hot day. Activities must also be controlled under the power line, and activities such as kite flying and fishing discouraged.

Land uses within the site boundary are predominantly agricultural, with land used for grazing, including surrounding areas, but ribbon development and isolated dwellings occur around the periphery of the area, following the existing road layout. Much of the land is in private ownership. Proposed residential development is planned to cover much of the existing agricultural landscape around the site. Residential development will significantly impact upon the existing rural character of the area, and have an effect upon existing surface water flows and ecology.

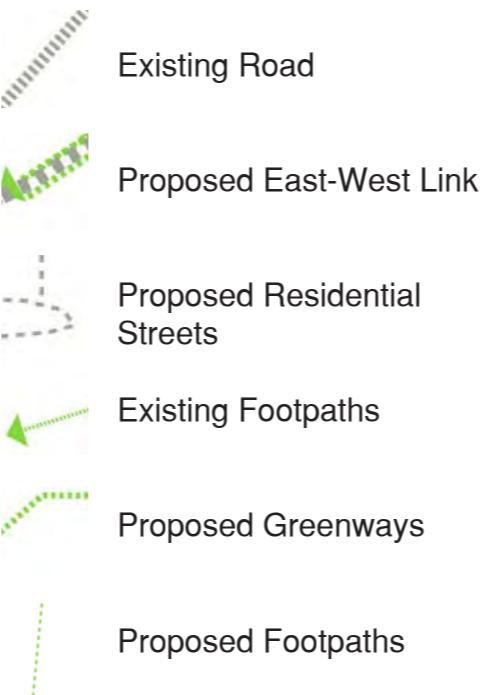


APPENDIX THREE: WESTERN PARK

A.3.3 Movement and Linkages

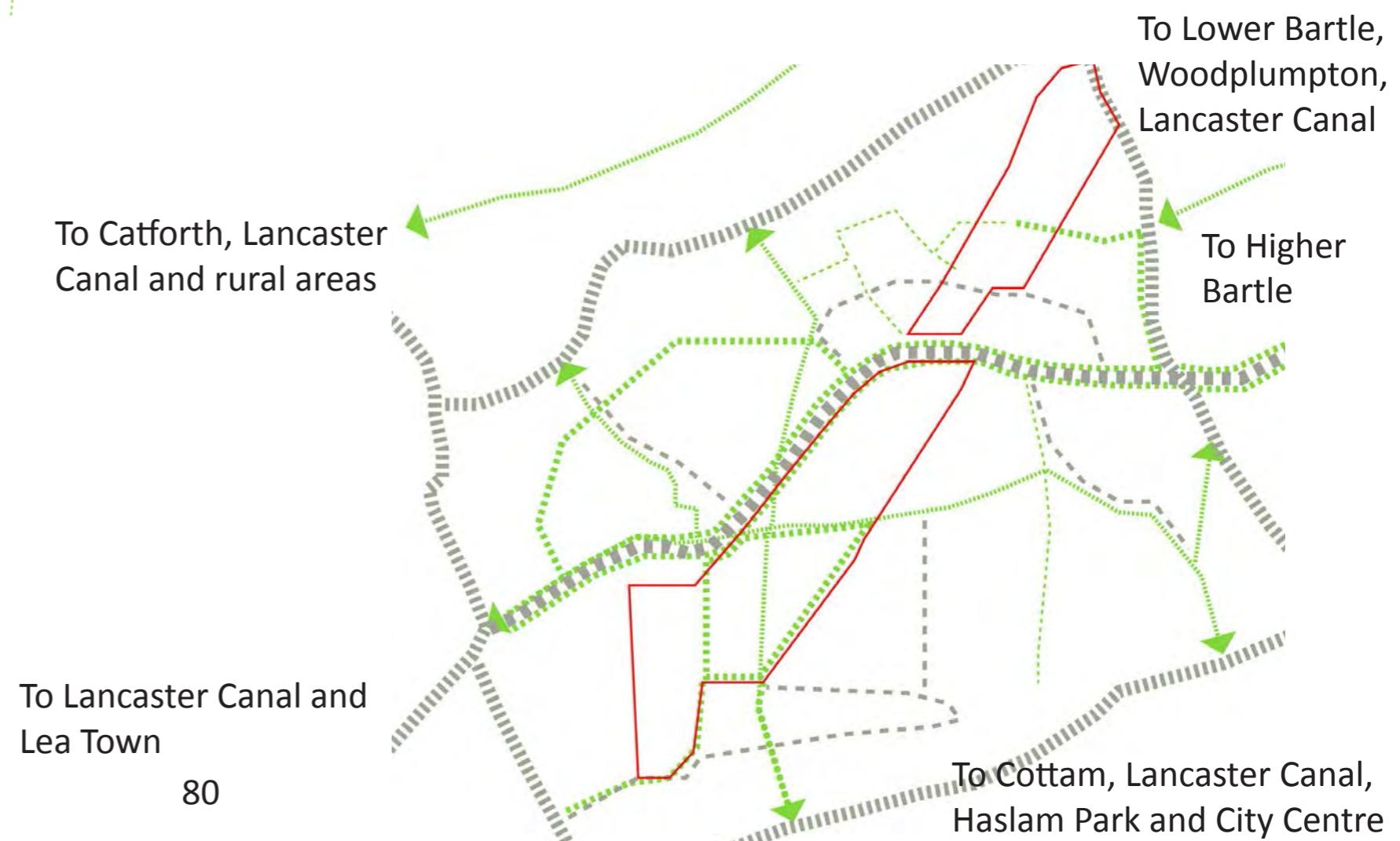
The northern park boundary abuts a minor road linking Cottam to Woodplumpton. No other existing roads cross through or are adjacent to the site. Within the Masterplan proposals, an East-West Link Road is proposed through the site, serving as a multi-modal transport route. This route will sever the allocated site into two parts, and crossing points will be required to facilitate pedestrian and cycle access between the northern and southern sections. A residential street is also proposed at this stage, to the north of the East-West Link Road. This route will also sever the park boundary, leaving an isolated central section. However, the Masterplan proposals give outline proposals only, and this may be subject to amendment at a later planning stage.

Two existing public right of ways are located within the southern section of the Western Park, crossing from east to west and north to south, through agricultural land. These links provide routes towards the villages of Lower Bartle, Lea Town, and Cottam. The footpaths are surfaced with grass, so are not suitable for inclusive access or cycling, but the footpath located on an east to west axis is set within an existing farm track that is enclosed by native hedging. It is proposed to upgrade access in this area, incorporating an off-road greenway loop to encourage cycling within and through the park, linking to the wider areas of Cottam. To the northern section of the site,



there are currently no public right of ways, but an off-road greenway is proposed to link with Higher Bartle and the East-West Link Road, supplemented by proposed footpaths towards Lower Bartle.

Proposed pedestrian and cycling permeability has the potential to provide a permeable network of both on- and off-road routes that will help to link with the City Centre and wider rural areas. It is important that these routes are appropriately designed to encourage sustainable transport modes within the Masterplan Area.



APPENDIX THREE: WESTERN PARK



1. High tension power line



2. Existing public right of way on field track



3. Existing field pond



4. Mature hedgerow trees



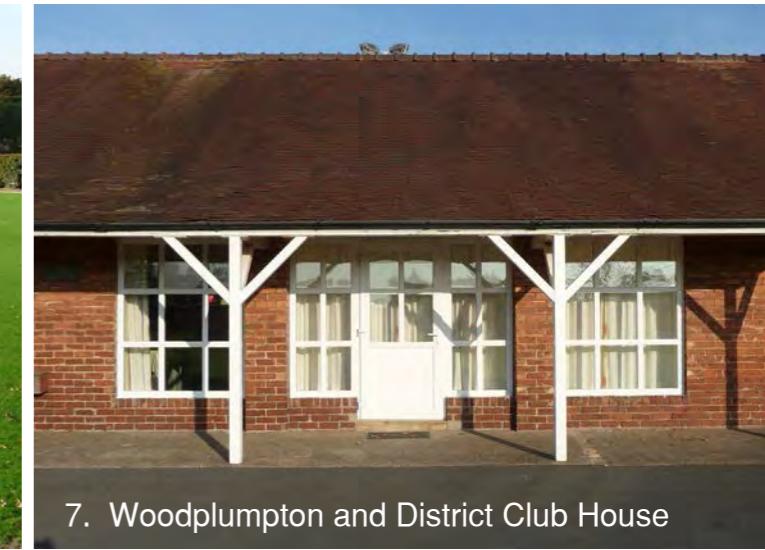
5. Views into existing property boundaries



6. Public House with play provision



7. Woodplumpton and District Bowling Green



7. Woodplumpton and District Club House

APPENDIX FOUR: EASTERN PARK

A.4 Eastern Park Site Analysis

The allocated area set aside for the Eastern Park is located to the south of the M55, and covers an area of approximately 3 hectares. The park is intended to be publicly accessible and has the potential to form a parkland environment that supports uses such as cycle routes, nature conservation, and natural play.

A site survey has been undertaken, using both desk-top and site survey methods. Due to much of the site lying in private ownership, site access was restricted, using publicly accessible footpaths only. The site boundary as shown has been extrapolated from the October 2014 AECOM Master Plan, which may be subject to further amendment.

The un-developed nature of the site, combined with the existing inter-related system of water channels and field boundaries support a landscape that has the capacity to be resilient when placed under environmental pressures, such as increased rainfall.

The character is typical of the wider area, and helps to support local distinctiveness. The existing pattern of privately owned land currently restricts the use of the area to support health. Play and learning are also restricted, for similar reasons. Public rights of way have the capacity to provide recreational amenity, but the poor condition of footpaths limits this potential.



APPENDIX FOUR: EASTERN PARK

The analysis has uncovered the following opportunities:-

- The un-developed nature of the site provides a relatively blank canvas.
- Existing water bodies and channels can be utilised to incorporate distinctive features within the park.
- There are opportunities to connect with and upgrade existing footpaths and greenways in close proximity to the site, thereby increasing permeability for sustainable transport modes in this area.
- An increase of tree cover is possible, which may assist with healthy eating, habitat enhancements, surface water management and micro-climate temperatures.
- The proposed location of the primary school provides opportunities to incorporate learning associated with school curricula activities.

The following constraints have also been identified:-

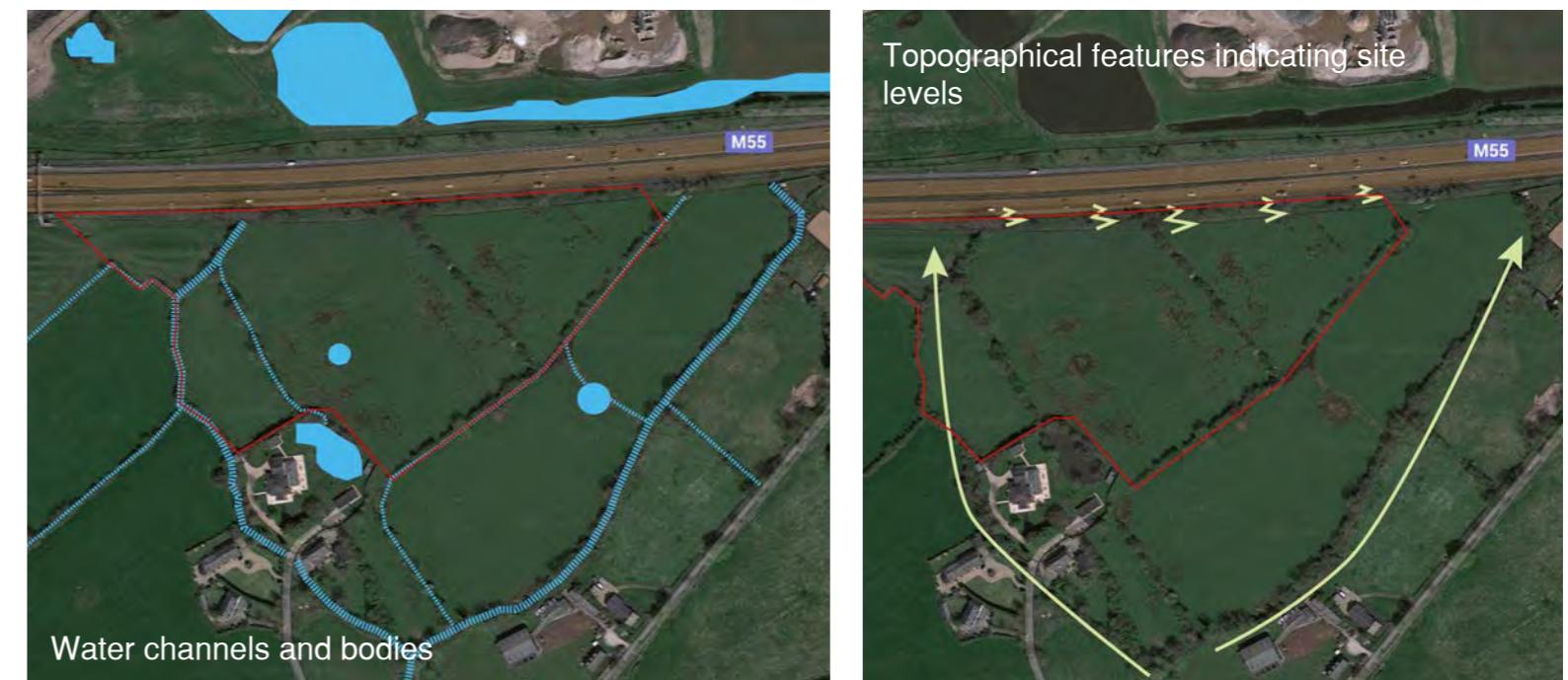
- The M55 serves as a barrier to movement, with limited crossing points.
- Interfaces with existing residential properties will need to be carefully considered.
- Whilst presenting opportunities for locally distinctive features, existing water bodies and channels will need to be considered very carefully, in order to secure continued and effective surface water management. This is particularly important, given the proposed land take for residential land uses.

APPENDIX FOUR: EASTERN PARK

A.4.1 Landscape Features

There are a number of water bodies and channels that occur within and adjacent to the allocated site. A small water-course flows in what appears to be a northerly direction to the east of the site. A small field pond links up with this network. This water-course is not included within the site boundary. A second water-course is situated on the western site boundary, and a farm pond is located just to the south of the southern boundary, with a connecting ditch that leads across the site. A desk-top analysis suggests a marl pond is centrally situated within the site boundary. These watercourses appear to be collected in large ponds to the north of the M55 that have been formed from quarrying, although the M55 obscures views of these flows. The Blundell Brook is situated to the north of these ponds, allowing for drainage of water towards the coast. The site is currently functioning well in terms of surface water attenuation, but the field ditch pattern will be inter-related with adjacent ditches situated outside of the site. Any alteration in drainage arrangements will impact upon the site's ability to absorb and remove surface water.

The M55 has been channelled through a localised increase in levels, as is evidenced by the embankment, but the embankment is not continuous. The forked arrangement of water flows feeding from the south appears to have occurred due to a localised obstruction, such as localised rises in topography. The combination of the embankment, combined with the location of water channels suggest that rises in topography occur at the centre of the northern site boundary. Land gradients are likely to fall away from this high point, allowing surface water to flow into the existing water channels. The embankment helps to absorb sound waves originating from the motorway network, but traffic noise is very audible on the site.



APPENDIX FOUR: EASTERN PARK

An inter-related network of hedgerows and ditches form the field boundaries within and adjacent to the allocated site. Trees tend to be located within the hedgerows, forming hedgerow trees, of native species. Deciduous broad-leaved tree planting has occurred on the motorway embankment, but has not yet matured. Trees also occur within gardens associated with dwellings in the area.

The existing pattern of field boundary hedgerows and ditches that have been used to enclose and define field boundaries are very characteristic of the wider rural landscape. The field ponds also form very characteristic features of the landscape.



APPENDIX FOUR: EASTERN PARK



- █ Agricultural
- █ Residential
- █ Proposed residential
- █ Highways Infrastructure



- █ Existing Greenway
- █ Existing Footpath
- █ Proposed greenway

A.4.2 Land Uses

Land uses within the site boundary are predominantly agricultural, with land used for grazing. Much of the surrounding land is also used for grazing, but isolated dwellings occur to the south and east of the site, with many former farms being converted for this purpose. Much of the land is in private ownership. Proposed residential development is planned to cover much of the existing agricultural landscape to the west and south east of the site. Residential development will significantly impact upon the existing rural character of the area, and have an effect upon existing surface water flows and ecology. The M55 defines the edge of the northern site boundary and serves as a barrier to movement.

A.4.3 Public Access

An existing public right of way is located on the western site boundary, linking from Hoyle's Lane to Woodplumpton, with a crossing point across the M55 situated at the most north western boundary of the site. The path is informal in character and recreational amenity is restricted. Access points to the footpath are situated adjacent to residential boundaries in some instances, with associated brick wall boundaries, but are uninviting. Timber bridge crossings allow for access across the field ditches. The footpath has the potential to form a significant link to the wider rural area, subject to improvements.

APPENDIX FOUR: EASTERN PARK

Sandyforth Lane forms part of the Guild Wheel Cycle Route, and is situated to the south east of the site boundary. Affording access to dwellings, traffic flows are minimal on this route and it has adapted very well to function as a pleasant walking and cycling greenway.

The Masterplan sets out proposals for additional greenways and cycling routes. The proposed locations for these greenways are shown on the analysis plan for public access, and will help to link the site with the surrounding road and greenway network.

No public access provision is currently located within the site, but the creation of a park in this area will enable public access as part of the proposals.



2. Mature hedgerows and field ditches



1. Agricultural grazing land



3. Timber bridge crossing across field ditch



4. Uninviting entrance adjacent to dwelling

APPENDIX FIVE: M55 WOODLAND BUFFER

A.5 Motorway Border Analysis

Land adjacent to the western section of the M55 Motorway is in agricultural land use. Existing hedgerows define field boundaries, with associated hedge trees. Some tree planting has occurred adjacent to the motorway boundary, but elsewhere, views into the site are available from this major routeway. In order to reduce noise levels for proposed dwellings, existing planting will have to be supplemented. Timber post and rail fencing defines the boundary with the M55.

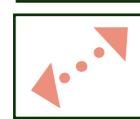
A field pond is located to the southern boundary of the western section, and there is potential for this area to enhance ecological values in this location.

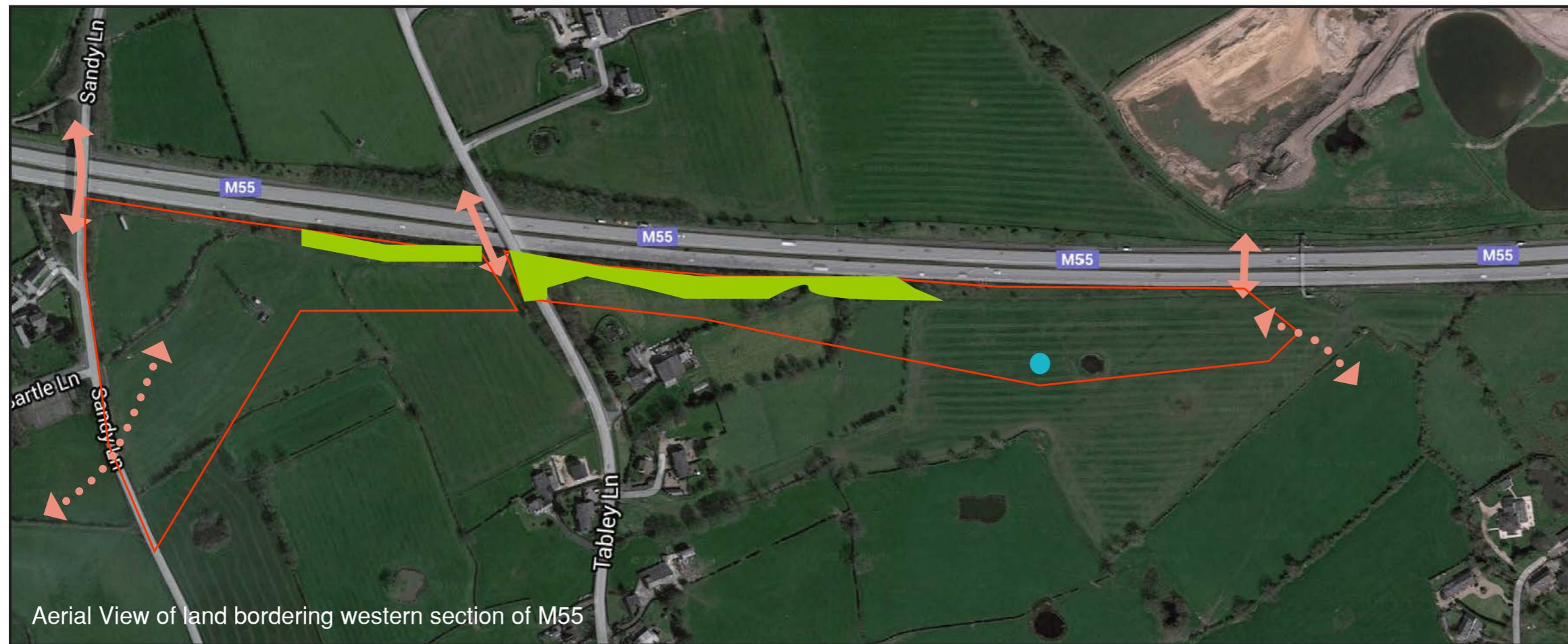
The M55 functions as a barrier to movement, but there are three crossing points available to nearby properties in this location, namely Sandy Lane bridge, Tabley Lane Bridge and a pedestrian footbridge. These crossing points allow for access to the wider rural environment. Access across the pedestrian footbridge is restricted however, due to the stepped access, on approach.

The western section of the site is located adjacent to the proposed Western Park boundary, and Woodplumpton and District Tennis and Bowling Club. The high tension power line also crosses over this site, so planting will be restricted. Crossing points at this location would greatly assist with access to the Western Park, and associated routes towards the city centre.

The eastern boundary of this site is located adjacent to the Eastern Park boundary, with good potential for links to Sandyforth Lane.

APPENDIX FIVE: M55 WOODLAND BUFFER

-  Extrapolated boundary of buffer
-  Existing tree cover
-  Existing field pond
-  Existing access point
-  Proposed access point





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