



**Central Lancashire
Adopted Core Strategy
Local Development Framework**

July 2012





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যাদের আদি ভাষা ইংরেজী নয় তাদের জন্য কাউন্সিল ইন্টারপ্রিটার বা দো-ভাষী সার্ভিস প্রদান করতে পারে।

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کو نسل ان لوگوں کو ترجمانی کی سروس فراہم کر سکتی ہے جنکی مادری زبان انگلش نہیں ہے۔

Prepared jointly for

Preston City Council, South Ribble Borough Council and Chorley Council

www.centrallancashire.com

Design & Print Centre, Preston City Council GRA00544



Foreword

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

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

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

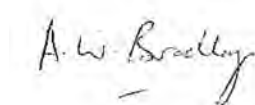
The Core Strategy is a clear statement of the positive benefits of joint working in Chorley, South Ribble and Preston. It is a single strategy for Central Lancashire, and the Councils are committed to applying the policies consistently. Joint working makes sense because the three Districts have much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

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

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



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Contents	Page
Chapter 1: Introduction	8
Chapter 2: Context - Relevance of Other Plans and Strategies	16
Chapter 3: Spatial Portrait - The Character of Local Places and the Roles they Play	26
Chapter 4: Strategic Vision and Strategic Objectives	32
Chapter 5: Spatial Strategy - Managing and Locating Growth	38
Chapter 6: Delivering Infrastructure	52
Chapter 7: Catering for Sustainable Travel	56
Chapter 8: Homes for All	66
Chapter 9: Delivering Economic Prosperity	82
Chapter 10: Achieving Good Design	100
Chapter 11: Health and Wellbeing	114
Chapter 12: Tackling Climate Change	124
Appendix A: Glossary of Terms	136
Appendix B: Strategic Sites Proposals Map Extracts	142
Appendix C: Superseded policies from Existing Local Plan	145
Appendix D: Performance Monitoring Framework	148

List of Policies	Page		Page
Policy: MP	17	Policy 20: Countryside Management and Access	110
Policy 1: Locating Growth	50	Policy 21: Landscape Character Areas	111
Policy 2: Infrastructure	55	Policy 22: Biodiversity and Geodiversity	113
Policy 3: Travel	64	Policy 23: Health	119
Policy 4: Housing Delivery	71	Policy 24: Sport and Recreation	120
Policy 5: Housing Density	72	Policy 25: Community Facilities	121
Policy 6: Housing Quality	74	Policy 26: Crime and Community Safety	122
Policy 7: Affordable and Special Needs Housing	78	Policy 27: Sustainable Resources and New Developments	128
Policy 8: Gypsy and Traveller and Travelling Show People Accommodation	79	Policy 28: Renewable and Low Carbon Energy Schemes	129
Policy 9: Economic Growth and Employment	87	Policy 29: Water Management	132
Policy 10: Employment Premises and Sites	88	Policy 30: Air Quality	133
Policy 11: Retail and Town Centre Uses and Business Based Tourism	91	Policy 31: Agricultural Land	134
Policy 12: Culture and Entertainment Facilities	92		
Policy 13: Rural Economy	95		
Policy 14: Education	96		
Policy 15: Skills and Economic Inclusion	98		
Policy 16: Heritage Assets	102		
Policy 17: Design of New Buildings	104		
Policy 18: Green Infrastructure	105		
Policy 19: Areas of Separation and Major Open Space	109		



List of Figures		Pages	List of Tables		Pages
Figure 1:	Core Strategy Preparation Stages	9	Table 1:	Predicted Proportions of Housing Development by Location	42
Figure 2:	Cross Cutting Themes	15	Table 2:	Proportions of Trips by Different Methods of Travel	57
Figure 3:	The North of England in Context	18	Table 3:	Housing Completions in Central Lancashire 2003/04 to 2010/11 (after demolitions)	69
Figure 4:	The North West in Context	19	Table 4:	Housing Requirements in Central Lancashire	71
Figure 5:	Lancashire in Context	21	Table 5:	Proposed Provision of Employment Land 2010-2026	84
Figure 6:	Central Lancashire in Context	24			
Figure 7:	The Features of Central Lancashire	28			
Figure 8:	The Influence of Sustainable Community Strategies on the Core Strategy	34			
Figure 9:	Central Lancashire Main Travel Flows	58			
Figure 10:	Housing Completions in Central Lancashire 2003/04 to 2010/11 (after demolitions)	69			
Figure 11:	Central Lancashire Housing Trajectory	69			
Figure 12:	Household Tenure in Central Lancashire	75			
Figure 13:	Central Lancashire Retail Hierarchy	90			
Figure 14:	Green Infrastructure Key Assets	106			
Figure 15:	Green Infrastructure Areas for Improvement	107			
Figure 16:	Central Lancashire Green Belt and other Countryside Designations	108			
Figure 17:	The Determinants of Health and Wellbeing in Our Neighbourhoods	116			
Figure 18:	All Age, All Cause Mortality, Middle Super Output Areas, Chorley, Preston and South Ribble	117			
Figure 19:	Key Diagram	Inside Back Cover			

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Introduction



Introduction

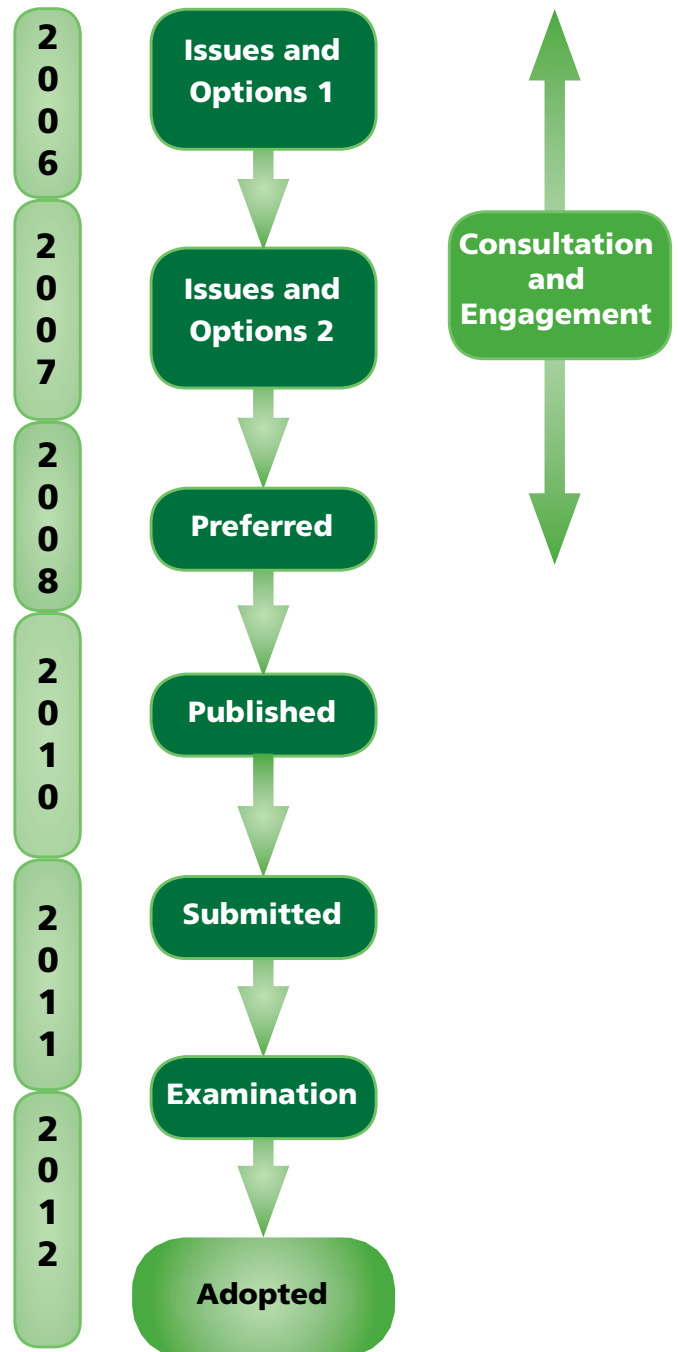
1.1 This is the Adopted Core Strategy and sets out the Central Lancashire authorities' spatial planning proposals for the combined area of Preston, South Ribble and Chorley. It is founded on the initial community involvement exercises which were part of the Issues and Options stages in 2006 and 2007.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

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

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

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

Figure 1: Core Strategy Preparation Stages



Why a Joint Core Strategy?

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

What might the future hold?

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

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

- Population and household growth
- An increasingly aged population as people live longer
- The impacts of high levels of carbon dioxide in the atmosphere
- Stricter environmental safeguards
- Improvements in home living conditions
- People working longer to be financially secure in retirement
- A greater proportion of people acquiring higher level skills and qualifications
- Fluctuating but generally increasing fossil fuel prices
- An increase in people travelling
- Increasing globalisation of production and business services
- Greater use of information and communications technologies
- A widening of prosperity levels in rural areas
- Increasing threats to biodiversity and built heritage



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

- Limited loan finance availability
- Restricted speculative development
- Reduced public sector expenditure compared to the past decade
- Reduced growth in consuming expenditure than pre-recession times
- Relatively high levels of unemployment

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

- Rising standards of health care in local hospitals and GP practices
- Increasing obesity, alcohol and drug abuse
- Falling participation in active pursuits
- Falling levels of reported crime but rising concerns about anti social behaviour
- Rising standards of education/schools performance
- Reducing affordability of housing

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

The Key Spatial Challenges Facing Central Lancashire

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

- Road congestion into and out of Preston is particularly critical in terms of the city's future commercial role
- The motorway and key rail routes are heavily used with the likelihood of them becoming more congested

- New house building activity is currently at a low level due to the recession
- There are pockets of deprivation and some poor housing in the plan area but generally the residential offer is quite attractive albeit there is a shortage of affordable housing
- Although growth industries are well represented in Central Lancashire the economic growth potential of the area is not being fully realised
- Preston City Centre has seen little development of retail and office space in the last 10 years or so and is slipping further behind Manchester and Liverpool as an alternative commercial destination
- Chorley and Leyland town centres risk being in the shadow of Preston and their potential overlooked
- The rural areas are becoming more affluent but this conceals the difficulties local low wage earners have in accessing affordable housing
- The use of standard designs and building densities for new housing is undermining the character of local places
- Urban development pressures risk damaging the character of the countryside and how it interconnects with urban green space.
- An ageing population brings with it issues of health, mobility and dependency
- Poor levels of health are particularly prevalent in the most deprived areas
- Responding to the climate change agenda: significant emissions of carbon dioxide are produced from activities across Central Lancashire

Key Aspects of the Core Strategy

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

Background Evidence

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

- A Housing Viability Assessment Study, which validates the affordable housing proposals included within the Homes for All Chapter (Chapter 8)
- The housing land availability information has been updated with the engagement of representatives of the house building industry
- Infrastructure providers have been contacted and a schedule of essential strategic infrastructure produced
- Perception studies of what people value about places have helped add local distinctiveness to the document
- Potential strategic development opportunities have been re-assessed
- Future growth prospects have been reconsidered in the light of the economic recession
- A retail and leisure review has reassessed the existing provision and future needs for these uses.
- In addition, an Open Space, Sport and Recreation Review and a Playing Pitch Strategy have been carried out.

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

Growth Point

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



Strategic Sites and Locations

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

- Allocate land to be developed as fully fledged Strategic Sites where there is a high degree of certainty over their delivery.
- Indicate the approximate extent of Strategic Locations within which land will be allocated for development in later Development Plan Documents.

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

- Buckshaw Village
- Cuerden
- BAE Systems, Samlesbury
- Cottam

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

1.17 There are also three proposed Strategic Locations:

- Central Preston – including the City Centre with the Tithebarn Regeneration Area, the new Central Business District and Inner East Preston
- North West Preston – including Higher Bartle and Broughton/Land at Eastway
- South of Penwortham and North of Farington

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

- Botany/Great Knowley is proposed as a sub-regionally significant development as referred to in Policy 9.
- The former Whittingham Hospital is no longer considered a Strategic Site as it is not central to the achievement of the Strategy.

Place Shaping

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

Economic Growth

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

Cross Cutting Themes

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

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

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

Key Diagram

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

Sustainability Appraisal

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

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

Habitat Regulations Assessment

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

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

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

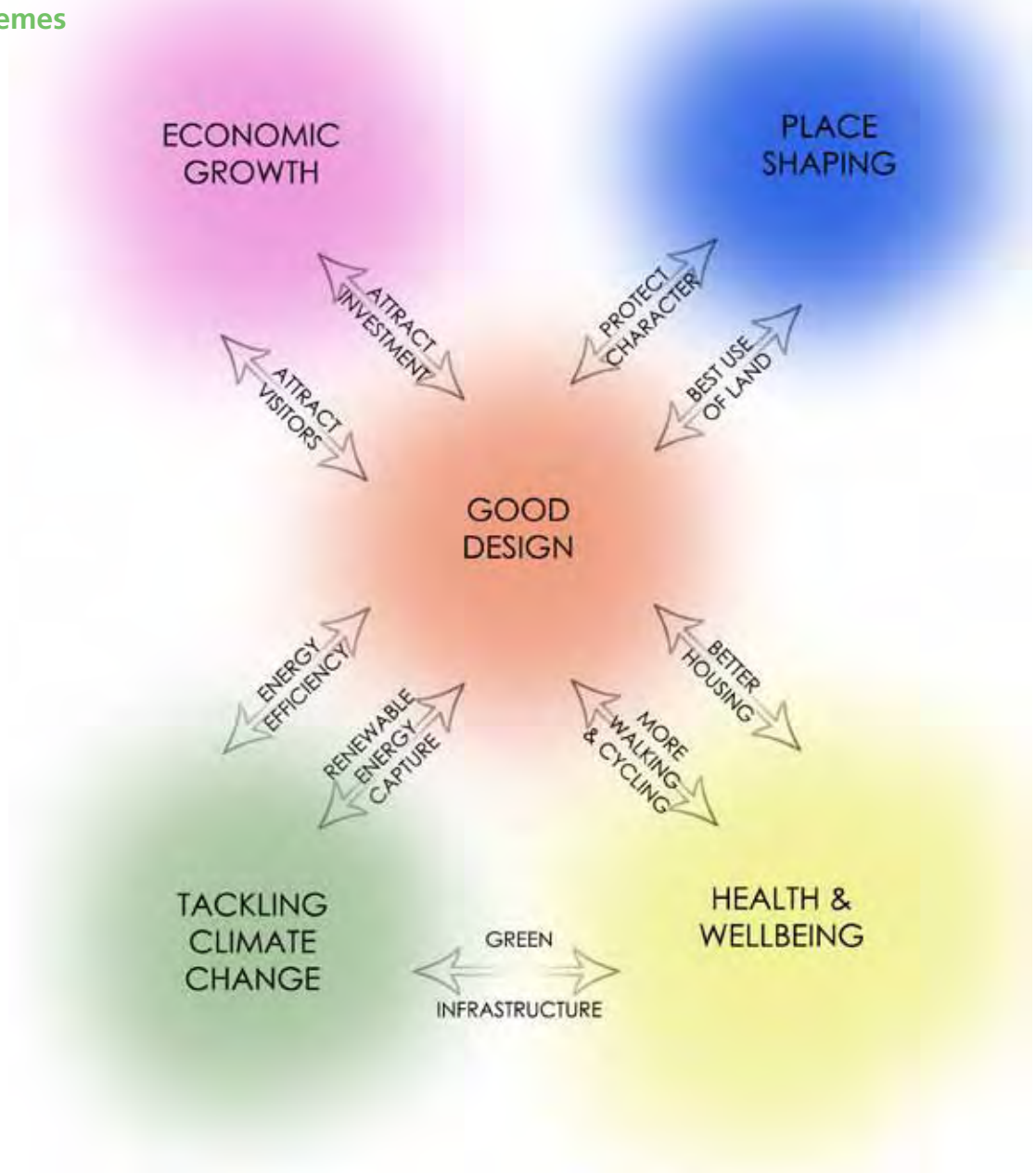
Saved Policies and Further Documents

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

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

- An Equality Impact Assessment
- A Health Impact Screening Assessment
- A Rural Proofing Paper
- An Infrastructure Delivery Schedule
- A Performance Monitoring Framework
- Various Background Topic Papers
- Local Plan Saved Policies

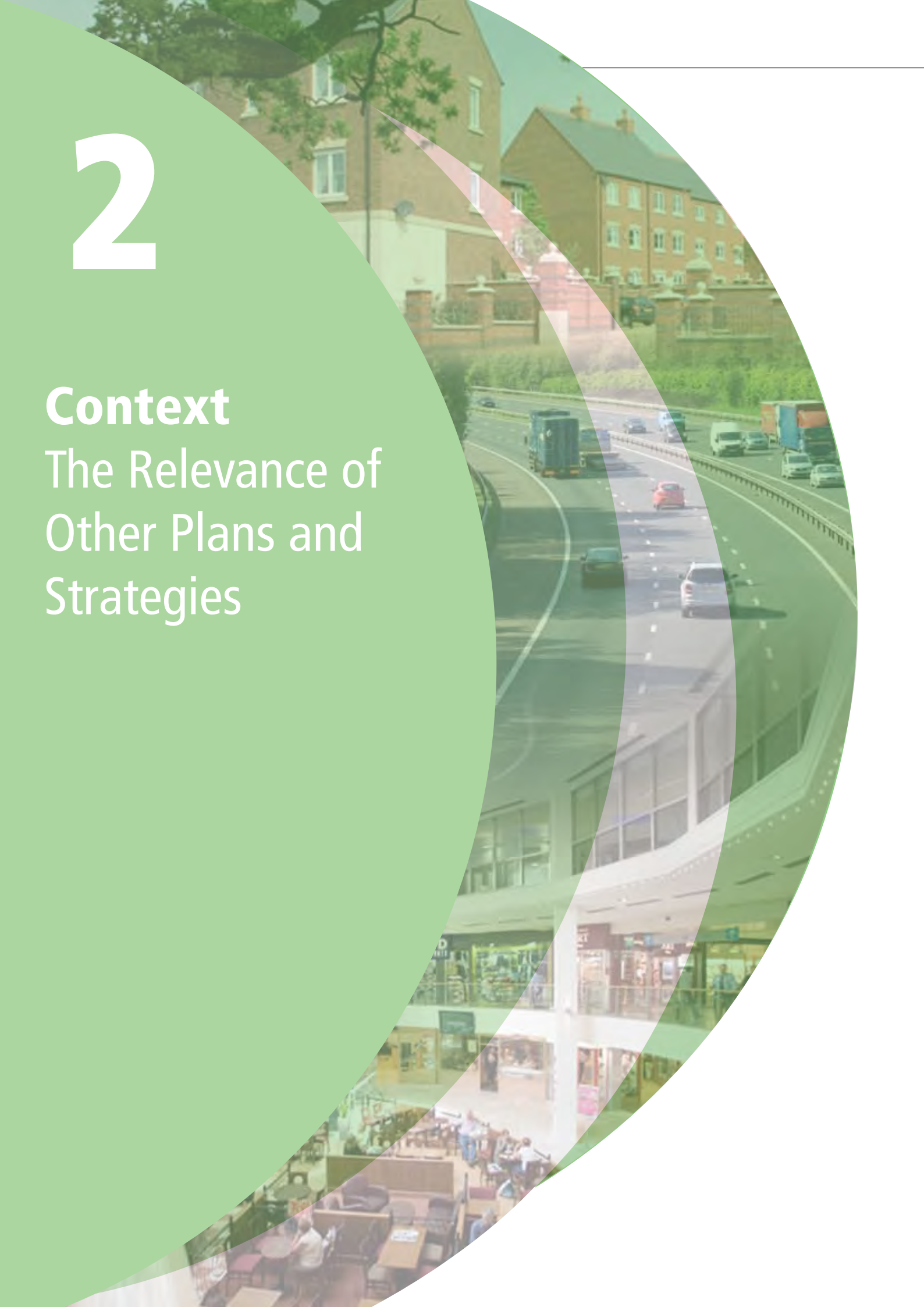
Figure 2:
Cross-Cutting Themes



2

Context

The Relevance of
Other Plans and
Strategies



Integration of Strategies

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

National Planning Policy Framework (NPPF: March 2012)

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

2.2 The National Planning Policy Framework was introduced during the course of the Strategy's preparation on 27 March 2012. It introduced, at the heart of national policy, a presumption in favour of sustainable development. This should be seen as a 'Golden Thread' running through both plan making and decision making. Policy MP has been included in the Core Strategy to clarify the operational relationship between the plan and national policy.

Policy: MP

When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in this Local Plan (and, where relevant with policies in the neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise-taking into account whether:

- a) any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or**
- b) specific policies in that Framework indicate that development should be restricted.**

The Northern Way

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

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

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

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

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

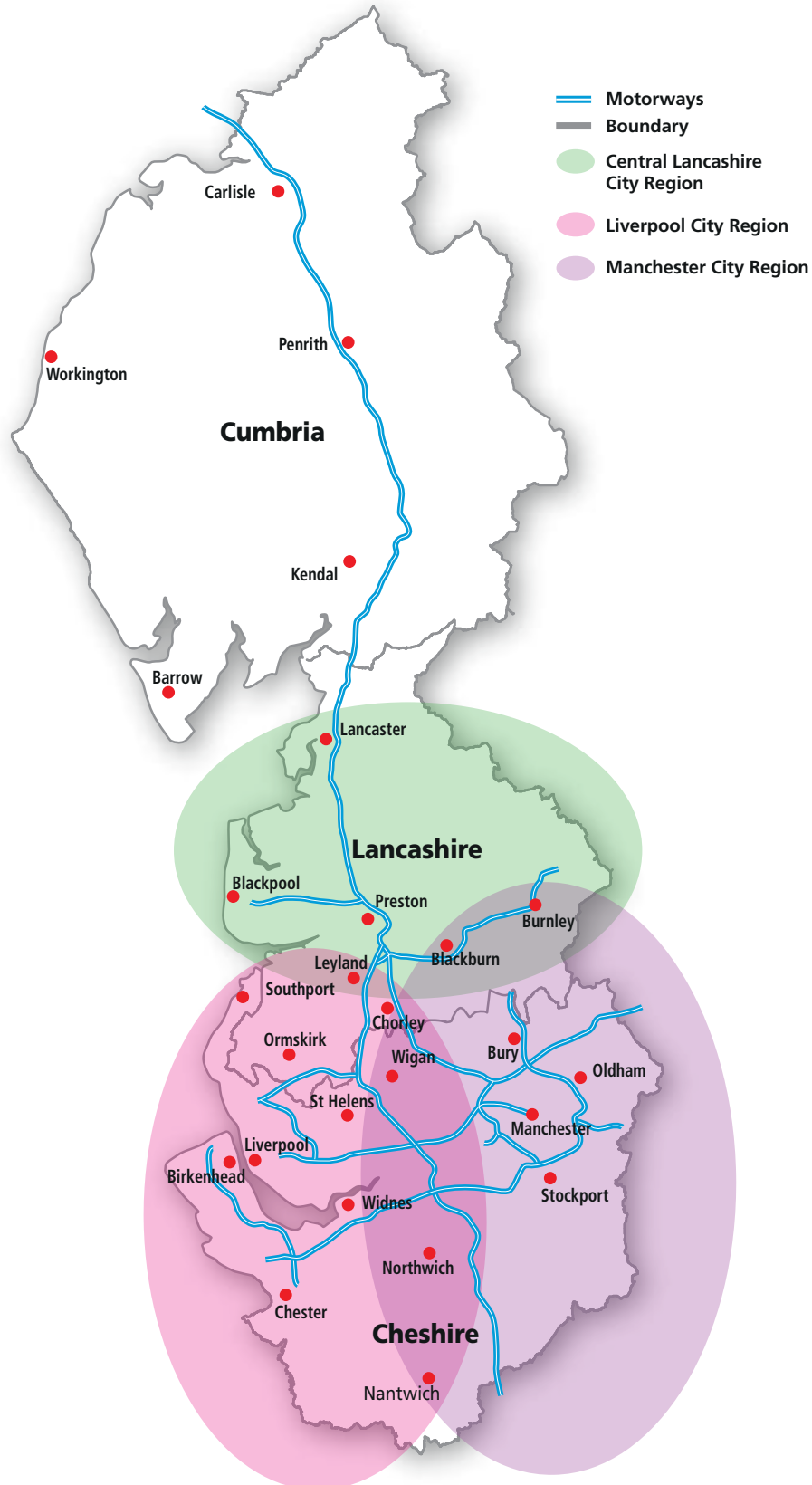
2.5 This Strategy provides the overall framework for development and investment in the North West region to 2021. It establishes a broad vision for the region and sub-regions, prioritised growth and regeneration and provides policies to achieve sustainable development. It also establishes the principle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

Figure 3: The North of England in Context



Source: The Northern way, 2004

Figure 4: The North West in Context



Source: Central Lancashire LDF Team, 2010

Regional Economic Strategy (2006)

key relevance: recognises the key role of Preston City Centre

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

Regional Housing Strategy (2009)

key relevance: establishes a three strand focus for housing matters

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

- Achieving the right quantity of housing.
- Continuing to raise the quality of the existing housing stock.
- Connecting people to the improved housing offer.

Lancashire Green Infrastructure Strategy (2009)

key relevance: promoting the local importance of Green Infrastructure

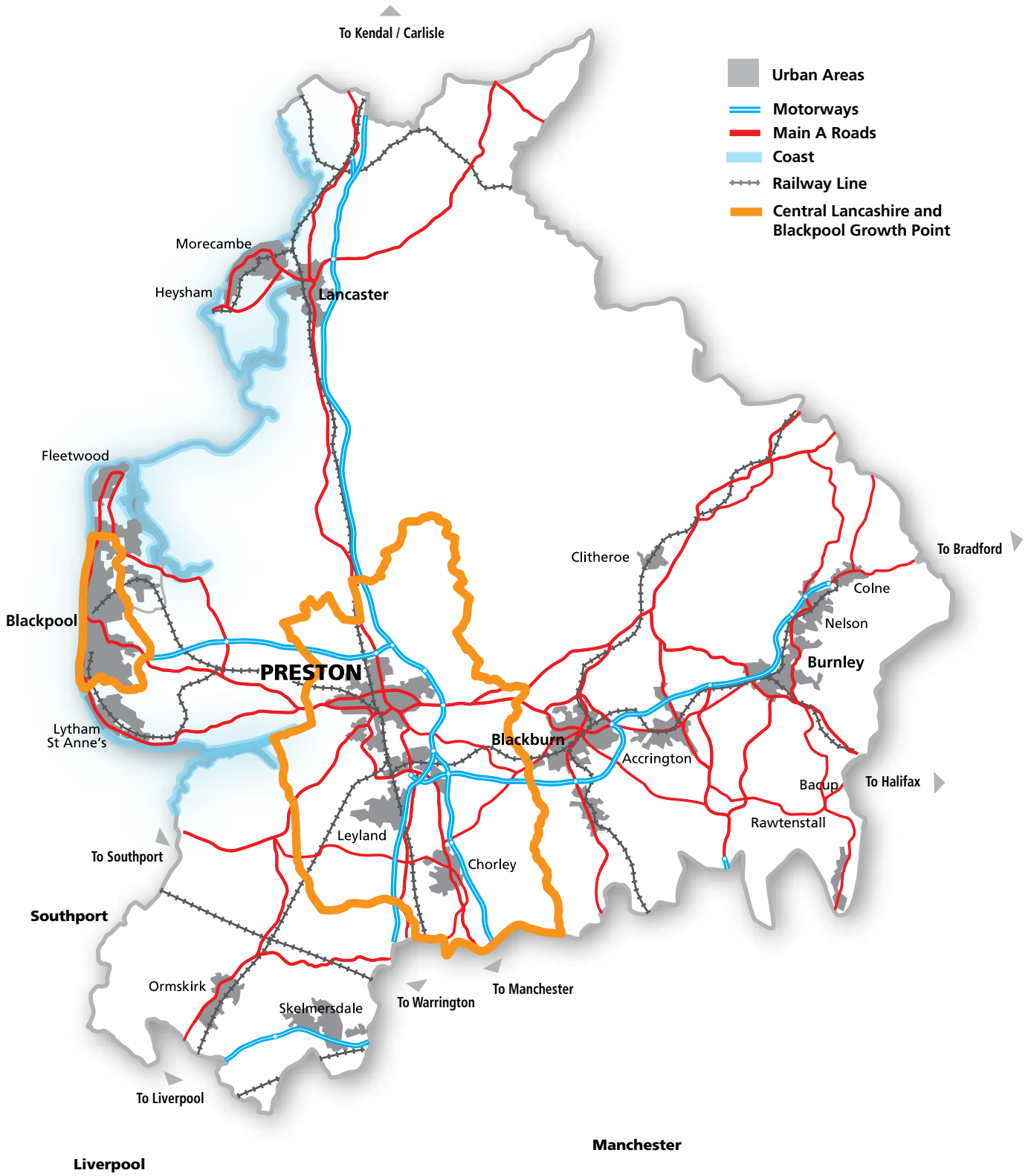
2.8 This Strategy is based upon an understanding of green infrastructure and its potential to contribute to social and economic regeneration, whilst creating an improved, healthier urban and rural natural environment. The Strategy sets out principles of how Green Infrastructure can be developed in Lancashire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

Lancashire Economic Strategy (2006)

key relevance: growth priority of Central Lancashire

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

Figure 5: Lancashire in Context



Lancashire Housing Strategy

key relevance: matching the housing offer with growth potential

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

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

Lancashire Local Transport Plan 3 (LTP3: May 2011)

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

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

Central Lancashire and Blackpool Growth Point

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

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

Mid-Lancashire Joint Working

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

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

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

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

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

Central Lancashire Economic Regeneration Strategy (2010)

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

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

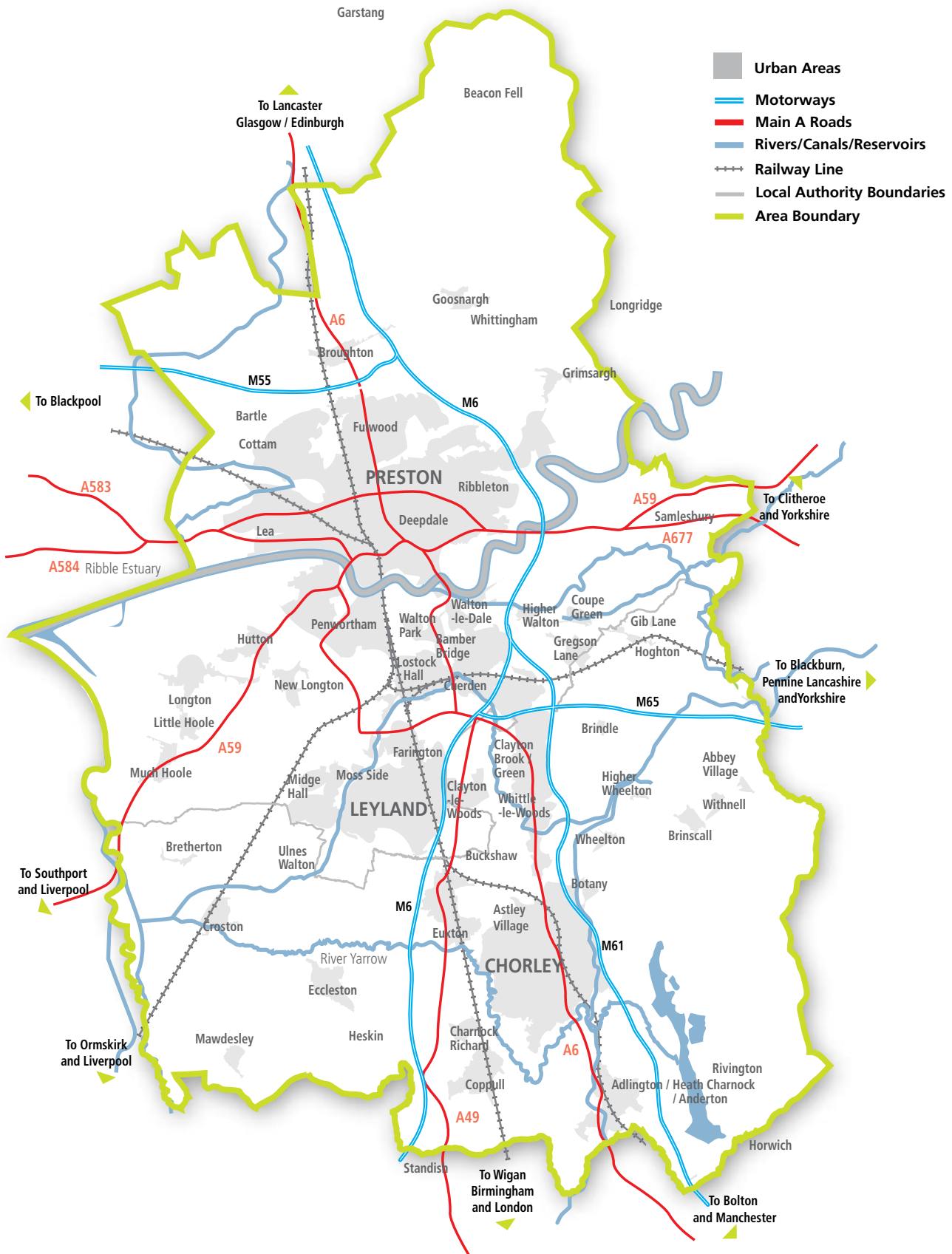
The Lancashire Climate Change Strategy 2009-2020

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

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



Figure 6: Central Lancashire in Context



Place Surveys

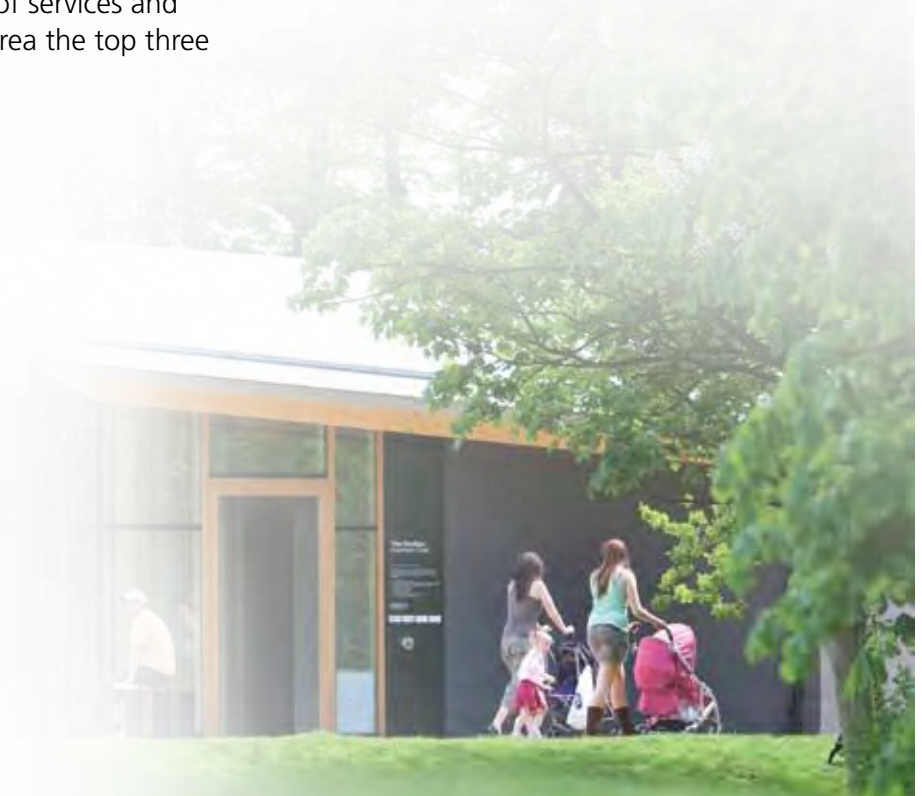
2.18 The Place Survey 2008: England aimed to capture local peoples' views, experiences and perceptions of their local area. The results from Chorley, Preston and South Ribble residents were similar and reveal that the perceived level of crime was paramount in making an area a good place to live. Clean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

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

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

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

- GP surgeries
- Local shops
- Public transport



3

Spatial Portrait

The Character of
Local Places and the
Roles they Play



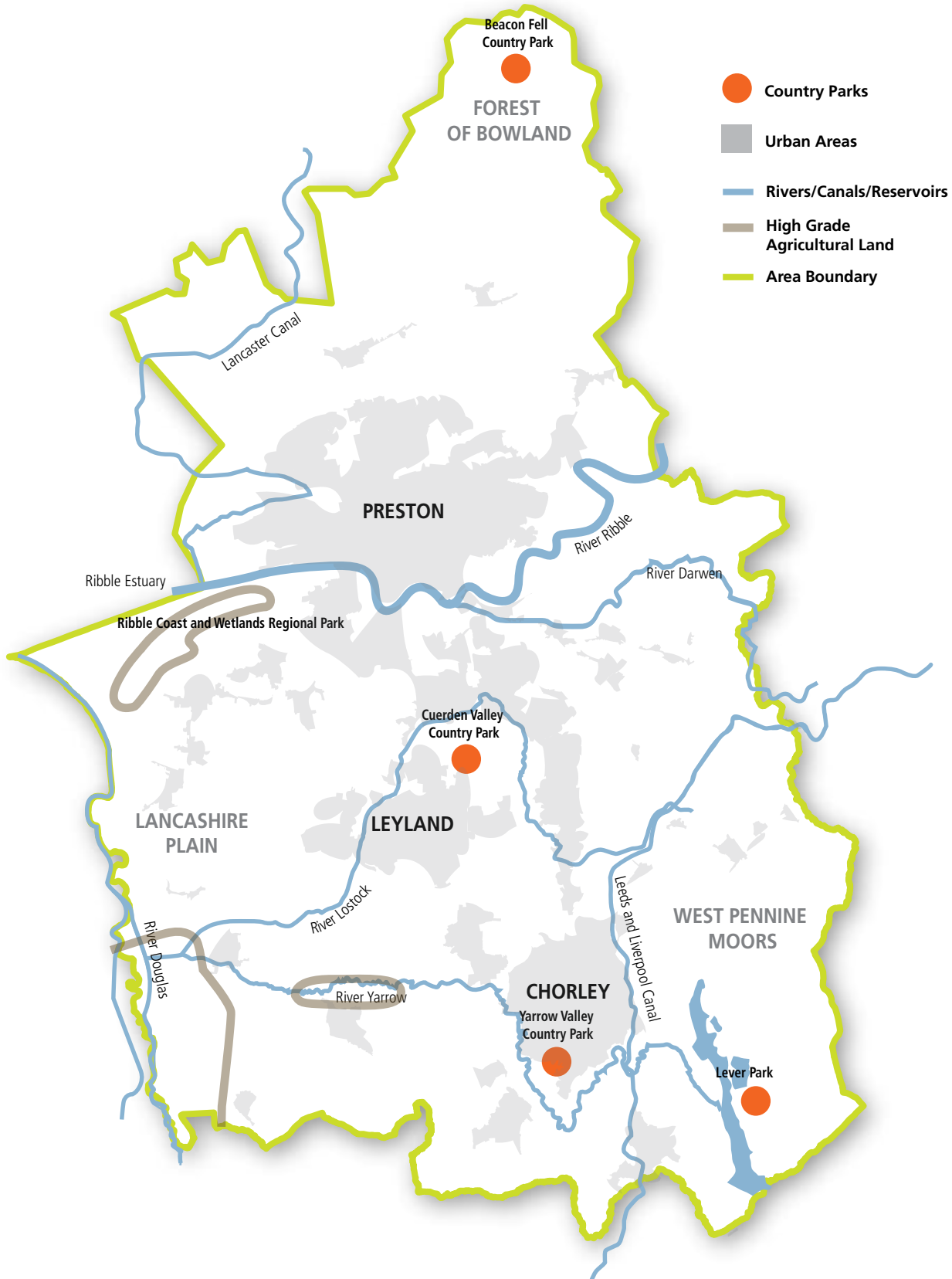
The Character of Local Places and the Roles they Play

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

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



Figure 7: The Features of Central Lancashire



Main Places within Central Lancashire

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

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

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

Heritage and Local Distinctiveness

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

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

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

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

Landscape Context

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

Cross Boundary Issues

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

- The role of Longridge in Ribble Valley
- The scale of retail growth envisaged for Preston City Centre
- The implications of Growth Point status for Pennine (East) Lancashire
- Increased transport connectivity between Central Lancashire and Pennine Lancashire, West Lancashire and the Fylde coast
- Strong economic links along the M61 corridor to Bolton, and the proposed development of the Horwich Loco Works
- Green Infrastructure inter-connections, for example, via inland waterways

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

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

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

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

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

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



4

Spatial Vision and Strategic Objectives



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

A Vision for Central Lancashire in 2026

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

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

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

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

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

Neighbourhoods will be safe, clean and sustainable with healthy, highly skilled and diverse communities. Residents will have easy access to public services, good jobs and decent, high quality affordable homes. Energy use will be minimised with an emphasis on sustainable sources, including mitigation measures and wherever possible, adaptation to Climate Change.

Sustainable Community Strategies

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

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

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

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

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

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

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

Strategic Objectives

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

Strategic Objective	Theme/Issue	Policy
<p>SO 1 To foster growth and investment in Central Lancashire in a manner that:</p> <ul style="list-style-type: none"> • Makes the best use of infrastructure and land by focussing on the Preston/ South Ribble Urban Area, and the Key Service Centres of Leyland and Chorley. • Marries opportunity and need by focussing investment in Preston City Centre and other Strategic Sites and Locations, and Leyland and Chorley town centres. • Supports service provision in rural areas, particularly in the Rural Local Service Centres. 	Spatial Strategy - Managing and Locating Growth	1
<p>SO 2 To ensure there is sufficient and appropriate infrastructure to meet future needs, funded where necessary by developer contributions.</p>	Infrastructure	2
<p>SO 3 To reduce the need to travel, manage car use, promote more sustainable modes of transport and improve the road network to the north and south of Preston.</p>	Travel	3
<p>SO 4 To enable easier journeys into and out of Preston City Centre and east/west trips across South Ribble, improve movement around Chorley, as well as safeguard rural accessibility, especially for mobility impaired people.</p>	Travel	3
<p>SO 5 To help make available and maintain within Central Lancashire a ready supply of residential development land over the plan period so as to help deliver sufficient new housing of appropriate types to meet future requirements. This should also be based on infrastructure provision, as well as ensuring that delivery does not compromise existing communities.</p>	Housing delivery	4
<p>SO 6 To achieve densities for new housing that respect the local character of surrounding areas, whilst making efficient use of land.</p>	Housing density	5
<p>SO 7 To improve the quality of existing housing, especially in Inner East Preston and pockets of poor stock in South Ribble and Chorley Boroughs, and to bring empty properties back into use.</p>	Housing quality	6
<p>SO 8 To significantly increase the supply of affordable and special needs housing particularly in places of greatest need such as in more rural areas.</p>	Affordable housing	7
<p>SO 9 To guide the provision of pitches for Gypsies, Travellers and Travelling Showpeople in appropriate locations if genuine need arises.</p>	Traveller accommodation	8
<p>SO 10 To ensure there is a sufficient range of locations available for employment purposes.</p>	Economic growth and employment	9 and 10
<p>SO 11 To secure major retail and leisure investment in Preston City Centre to enable it to function as a more attractive shopping and commercial destination, complementary to Manchester and Liverpool. To achieve the retail and leisure potential of Chorley and Leyland town centres and ensure the district and local centres provide for local needs.</p>	Retail, town centre and leisure development	11 and 12

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

5

Spatial Strategy Managing and Locating Growth

Strategic Objective

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

- Makes the best use of infrastructure and land by focussing on the Preston/South Ribble Urban Area and the Key Service Centres of Leyland and Chorley;
- Marries opportunity and need by focussing investment in Preston City Centre and other Strategic Sites and Locations, and Leyland and Chorley town centres;
- Supports service provision in rural areas, particularly in the Rural Local Service Centres.



Cross Cutting Themes

Achieving Good Design

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

Promoting Health and Wellbeing

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

Tackling Climate Change

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

Managing Growth

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

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

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

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

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

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

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

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

- The population of the area has grown from 333,400 in 2001 to approximately 345,800 in 2008 and is projected to increase to about 384,000 by 2026. The growth is mainly accounted for by people living longer but birth rates are also rising.
- More important for new housing provision is the future growth in the number of households. The 2006-based estimate predicts there will be 30,000 extra households in Central Lancashire by 2026.
- There is a long term trend of rising consumer expenditure per head of population, and a substantially rising population will mean a significant increase in demand for retail, leisure and related activities.

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

Growth Point

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

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

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

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

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

Locating Growth and Investment

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

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

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

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

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

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

Likely Distribution of Housing Development

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

Table 1: Predicted Proportions of Housing Development by Location

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

* Rounded to the nearest 50

Includes completions in 2010/11

Central Lancashire Service Centres

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

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

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

Strategic Sites and Locations

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

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

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

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

BAE Systems, Samlesbury Strategic Site

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

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

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

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

Cuerden Strategic Site

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

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



Buckshaw Village Strategic Site

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

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

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

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

Cottam Strategic Site

5.39 This Strategic Site comprises mostly greenfield land to the north west of Preston's City Centre, as well as the derelict urban brownfield Cottam Brickworks site. In total the remaining developable area of the Strategic Site includes 60ha of greenfield development and 14 ha of previously developed land. The greenfield land – known as Cottam Hall - is owned by the Homes and Communities Agency (HCA) and forms part of a larger Central Lancashire New Town urban extension that commenced in the 1980s but is only about half complete. The HCA is actively seeking to promote the remainder of Cottam Hall and an Outline Planning Application incorporating a Master Plan has been submitted. Preston City Council has adopted an Interim Planning Statement in support of the redevelopment of the nearby Brickworks site for a mix of uses including retail, residential and employment. It is anticipated that around 1,300 homes could be provided across the Brickworks and Cottam Hall sites.

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

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

Central Preston Strategic Location

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

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

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

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

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



North West Preston Strategic Location

5.47 This is a broad sweep of greenfield land south of the M55 stretching from west of the Cottam area eastwards to the areas known as Bartle (east of Sandy Lane, north of Hoyles Lane / Lightfoot Lane, south of the M55), and extending east of the A6 to incorporate land north of Eastway / south of the M55. The Strategic Location is complementary to the strategic site at Cottam and provides a rounding off of the urban form of Preston with a clearly defined boundary of the M55 to the north, M6 to the east and the local authority boundary with Fylde to the west. The area is well located in relation to employment opportunities in high value, knowledge based industries in Fylde, in particular the Springfields Fuels Ltd establishment and BAE Systems at Warton. Significant improvements are, however, needed in connection with both the road network and public transport provision before there can be substantial development in this area.

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



South of Penwortham and north of Farington Strategic Location

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

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

Delivery of Strategic Sites and Locations

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

Local Service Centres

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

Other Settlements

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

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

Flexibility and Contingencies

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



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

- i. Adlington**
- ii. Clayton Brook/Green**
- iii. Clayton-le-Woods (Lancaster Lane)**
- iv. Coppull**
- v. Euxton**
- vi. Whittle-le-Woods**

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

- i. Brinscall / Withnell**
- ii. Eccleston**
- iii. Longton**

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

*** As defined by Policy 11**

Sustainability Appraisal

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

- * to spread growth and investment across an identified hierarchy with priority locations;
 - * to have the least negative impacts.
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