6

Delivering Infrastructure

Strategic Objective

SO 2 To ensure there is sufficient appropriate infrastructure to meet future needs, funded where necessary by developer contributions.

Cross Cutting Themes

Achieving Good Design

High quality design of new infrastructure and the expansion and integration to existing infrastructure can make places more accessible and functional.

Promoting Health and Wellbeing

Well planned transport infrastructure can provide better walking and cycling facilities, more efficient interchange between modes of transport benefiting health and wellbeing.

Green Infrastructure can provide areas for nature conservation and recreation having a positive impact on health and wellbeing.

Tackling Climate Change

Improving transport infrastructure and accessibility to transport infrastructure can reduce the number of trips, give transport alternatives and reduce overall carbon dioxide emissions. Green Infrastructure can offset carbon dioxide emissions.

6.1 What has been established for this Core Strategy are the essential pieces of infrastructure that will be needed to help deliver development and the particular requirements relevant to the Strategic Sites and Locations (see Chapter 5). There is a variety of infrastructure providers.

6.2 The 'public' utility services – electricity, gas and telecommunications, are provided for profit by private sector companies although their investment plans are overseen by public regulators. Local public sector providers – e.g. health, education, are supported by national government sources of funding but this is generally aimed at catering for existing demand plus some 'natural' growth and refurbishment/replacement programmes.

6.3 Increased infrastructure services arising from demand associated with new development is generally provided and/or paid by developers. Although in practice the price paid for the land should reflect all the development costs, including infrastructure.

6.4 The way new developments can be required to provide infrastructure through planning permissions is changing. 'Developer contributions', as they are known, is the process of reaching separate individual legal agreements under Section 106 of the Planning Act. Such contributions are also used to mitigate other adverse impacts of a development. This process is currently evolving into a standard charge type approach whereby a Community Infrastructure Levy or tariff is applied to each unit of development, such as per dwelling.

6.5 The advantages of a levy are that the process of negotiation for each development is curtailed, developers and landowners know in advance what such costs will be charged and the monies collected can be used for a range of infrastructure related purposes not necessarily connected to individual developments. The difficult aspect for local planning authorities is establishing the range of infrastructure that will require developer contributions and setting the levels of the levy for each type of development which take account of economic viability.

6.6 In respect of residential levy, work done through the Housing Viability Assessment Study suggests that that a levy of up to £10,000 per dwelling would be viable in most parts of Central Lancashire. The Study was conducted mainly to establish the proportions of affordable housing that could be viably achieved from market housing schemes. A further factor taken into account by the research was the cost of dwelling construction particularly taking account of the different 'Code for Sustainable Homes' levels. Establishing the economic viability of development therefore requires a multi-faceted assessment which will vary for different land uses. Also individual sites may have genuinely unforeseeable abnormal costs (such as unrecorded mine workings) that necessitate the standard charge being varied.

6.7 Establishing a workable levy type approach with tariffs that are set at appropriate levels will require further research as well as consultation with the development industry and infrastructure providers in addition to wide community engagement. The key to avoiding adverse impacts of new developments on existing and new communities is the timely provision of the necessary infrastructure and other mitigation measures.

6.8 A separate Infrastructure Delivery Schedule itemises the essential strategic requirements as the first part of a full Infrastructure Delivery Plan that will be worked up alongside preparation of the Site Allocations Development Plan Documents and the development of a levy Standard Charging Schedule. Policy 2 covers all physical, social and green forms of infrastructure provision.

Policy 2: Infrastructure

Work with infrastructure providers to establish works and/or service requirements that will arise from or be made worse by development proposals and determine what could be met through developer contributions, having taken account of other likely funding sources.

If a funding shortfall in needed infrastructure provision is identified, secure, through developer contributions, that new development meets the on and off-site infrastructure requirements necessary to support development and mitigate any impact of that development on existing community interests as determined by the local planning authority.

In such circumstances developer contributions in the form of actual provision of infrastructure, works or facilities and/or financial contributions will be sought through one off negotiations and/or by applying a levy as appropriate. This will ensure that all such development makes an appropriate and reasonable contribution to the costs of provision after taking account of economic viability considerations.

The levy to be charged on a specific development will take account of cases where actual provision of infrastructure, works or facilities normally covered by the levy is provided as part of the development proposals.

The local planning authorities will set broad priorities on the provision of infrastructure, which will be linked directly to the commencement and phasing of Development. This will ensure that appropriate enabling infrastructure is delivered in line with future growth, although some monies will be specifically collected and spent on the provision of more localised infrastructure. The infrastructure provision will be coordinated and delivered in partnership with other authorities and agencies.

Sustainability Appraisal

* This policy is a relatively new addition to the Core Strategy process and evolved as a result of representations received at the Issues and Options stage.

* It is a positive inclusion within the sustainability appraisal process as it supports the inclusion of a broad range of infrastructure including transport, utilities and green infrastructure which cover all three aspects of social, economic and environmental sustainability.

* No options were proposed for this policy as there are strict government guidelines relating to developer contributions.

* Overall no significant adverse impacts.

7

Sustainable Travel

Strategic Objectives

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.

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.

7.1 Increasing accessibility and promoting sustainable travel is a key theme within this chapter. Currently, most journeys in Central Lancashire are undertaken by car, commuting to and from work, causing peak hour traffic congestion. Long term predictions of future car use indicate a rise in the number of trips, despite increased fuel prices and more opportunities to work and shop from home. The majority of trips undertaken are short – fewer than two miles and many could be made by walking or cycling instead of in cars. Sustainable travel alternatives need to be supported and promoted through the plan period. This includes enabling the use of alternative fuels for transport purposes such as electric vehicle charging stations.

Cross Cutting Themes

Achieving Good Design

The layouts of new developments should include safe and secure pedestrian routes and cycleways linking with local services including public transport connections to enable necessary longer trips.

Promoting Health and Wellbeing

Walking and cycling are good forms of exercise increasing cardio-vascular activity and reducing the risk of heart related diseases. There are lottery funded 'cycling for health' schemes in Preston, South Ribble and Chorley.

Tackling Climate Change

Car travel produces high proportions of carbon dioxide (and other polluting emissions) per vehicle occupant; walking, cycling and public transport produce far fewer emissions.

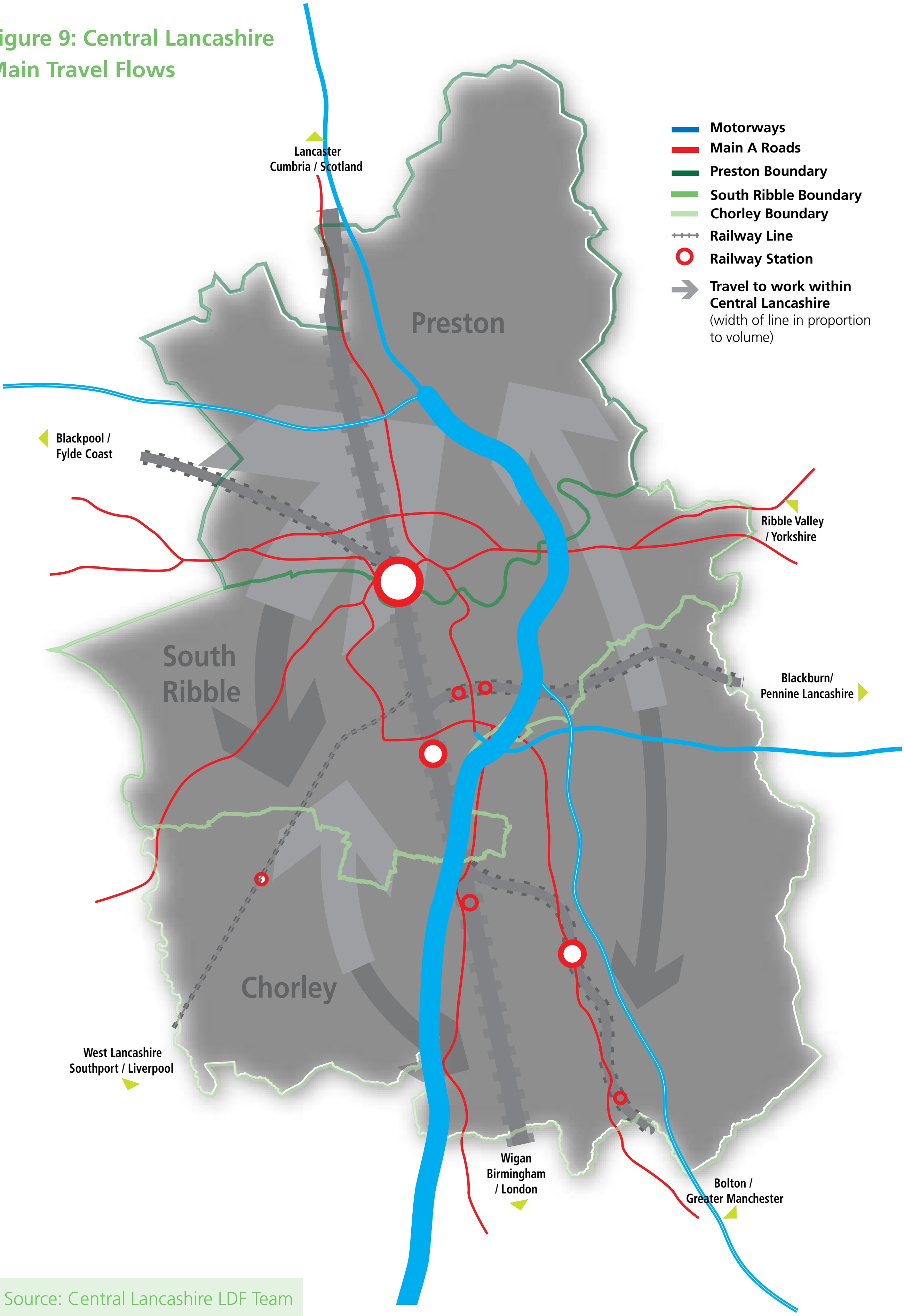
Table 2: Proportions of Trips by Different Methods of Travel

Method of Travel	England & Wales	Chorley	Preston	South Ribble
	% of total trips			
Work mainly from home	9.2	9.3	7.4	8.1
Drive car	55.2	65.5	55.9	64.6
Car Passenger	6.3	7.3	7.5	7.4
Bus	7.4	3.3	11.2	5.8
Train	4.1	1.8	0.7	1.0
Motorcycle	1.1	1.0	0.9	1.3
Bicycle	2.8	1.8	2.6	3.9
Walk	10.0	9.2	12.9	7.2
Other	4.0	0.8	0.9	0.7

Source: Census of Poulation, 2001

7.2 The Census of Population (2001) travel to work data illustrates the pattern of commuting travel. The table shows that Central Lancashire has an above average car use and all bar South Ribble have below average bicycle use. The wide availability of long-stay public parking and free private workplace parking makes such trips by car attractive. Train use is below the national average. Bus use is also below the national average, except in Preston.

Figure 9: Central Lancashire Main Travel Flows



Source: Central Lancashire LDF Team

Transport Model

7.3 The newly built Central Lancashire Transport Model will be used to further understand existing travel patterns and predict the likely impact of development proposals (including the cumulative effects). The Model will be used to identify the most appropriate transport solutions to accommodating growth.

7.4 Information from the Transport Model will contribute to shaping Lancashire County Council's Local Transport Plan (LTP) 2011-2021. The LTP Implementation Plan for 2011/12 to 2013/14 commits to the delivery of a Highways and Transport Master Plan for Central Lancashire. The Master Plan will set out future highways and transport strategy linked to economic development and spatial planning priorities, including those set out in the Central Lancashire Core Strategy. It will also identify priorities for investment.

Reducing the need to travel

7.5 Reducing the need to travel and minimising traffic congestion will have a positive effect on air pollution. Locating development in accessible locations as supported by Chapter 5 will reduce trips and thus reduce air pollution. Further details on air quality can be seen in Chapter 12.

7.6 Preston has the greatest concentration of jobs within Central Lancashire, with the majority of trips made to or within the City. Sustainable travel decisions in Preston will have the greatest beneficial impact. With new development proposed in the City Centre and elsewhere in urban areas including Leyland and Chorley, increased population will increase travel demand and require a variety of sustainable travel solutions.

Changing Travel Attitudes

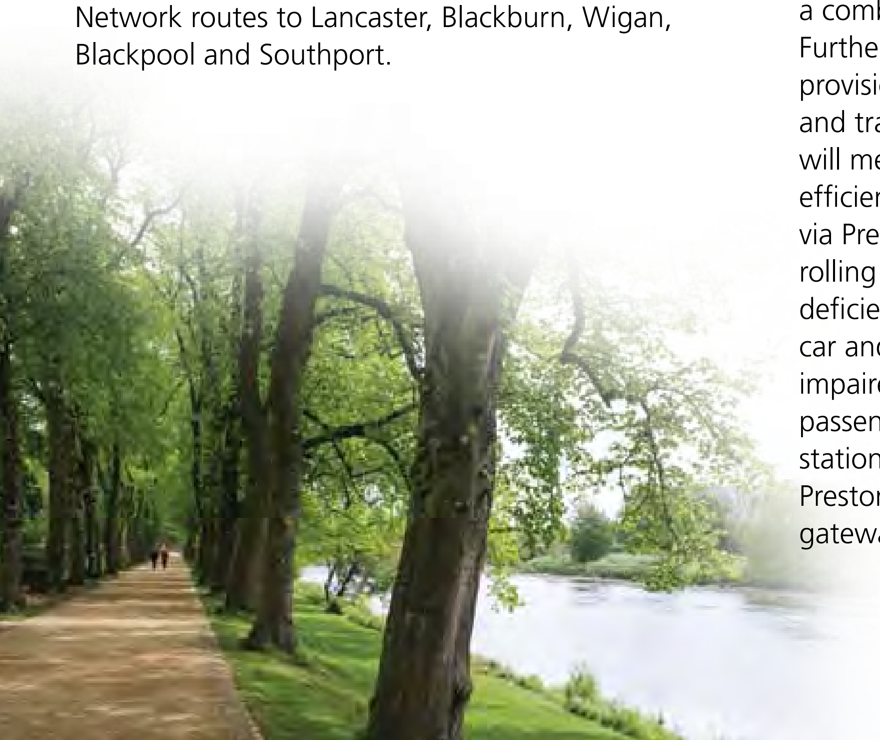
7.7 Consumers' travel attitudes and perceptions of travel options need to be managed if reducing the need to travel and encouraging changing transport modes are to be achieved. Greater information on travel options and choices is essential, as is the need for joint working enabling easy interchange between connecting bus and train services, to minimise delay and inconvenience. Some improvements to the road network will also be necessary to complement enhanced public transport, such as providing missing links and junction improvements assisted by electronic controls. Measures to make communities aware of the road safety benefits of driving below 20mph in residential areas should also be pursued.

7.8 Travel Plans can be another tool in changing perceptions and reducing the need to travel. Traditionally used by employers to encourage their employees to use sustainable ways to travel to work such as car sharing, they can also be introduced in the early stage of developments to encourage sustainable travel behaviour. A key ingredient, after raising awareness about travel options, is the need to deliver reliable services so that public confidence grows in alternative transport modes and people do not revert back to previous preconceptions.

Promoting Walking and Cycling

7.9 Pedestrian schemes and networks are more localised. A Quiet Zone has improved the environment of the university campus in Preston and a Clear Zone will improve the City Centre for pedestrians. Further improvements will follow in Leyland town centre. In Chorley, Market Street is closed to through traffic and the completion of the western bypass has taken more traffic movements out of the town centre. Further improvement is required to provide safe and convenient paths and pavements in urban, suburban and rural areas.

7.10 For many journeys, cycling offers an alternative mode of transport to the car. Research suggests that cycling has the greatest potential of any mode for reducing car use. Traffic on main roads discourages cycling but a growing network of cycle routes with both on-road lanes and off-road cycleways (such as those along canal towpaths) can make cycle journeys safe and convenient across Central Lancashire. Whilst Buckshaw village has won an award for its cycling facilities, there is a need for more investment to capitalise on the potential for increasing cycle use within the area. Cycle network plans are being drawn up for Preston, Chorley and Leyland. The Guild Wheel Initiative will create a cycle route approximately 21 miles long and will follow a combination of new and existing cycle routes, many of which are off road. The Wheel also links five National Cycle Network routes to Lancaster, Blackburn, Wigan, Blackpool and Southport.



Promoting Public Transport - Trains

7.11 Preston functions as a transport gateway and interchange of more than sub-regional significance. It has Lancashire's largest and busiest railway station; all passenger trains within Central Lancashire stop or terminate here and overall nearly 4.5 million passengers per year use the station. A fast service runs on the West Coast Main Line (WCML) through Preston and link to London, Birmingham, Glasgow and Edinburgh providing excellent business connections. Preston is well located to act as a gateway for future high speed rail services. Central Lancashire is also well placed to benefit from the proposed 'Northern Hub' rail improvements across the North of England.

7.12 More locally, Preston is at the centre of rail services to Manchester and beyond (including the airport), Liverpool (via Wigan or Ormskirk), Blackpool (including the airport), Cumbria, East Lancashire and beyond. These are important links for commuters and business travellers, as well as for shopping and leisure trips. There is some existing overcrowding on local trains, especially to Manchester and national/regional travel trends indicate a rise in demand, however most services currently cope at peak times.

7.13 Recent years have seen some investment in local train services. In 2011 a new station and Park and Ride opened at Buckshaw Village using a combination of developer and national funding. Further improvements will be made through the provision of new rail stations to increase efficiency and travel choice. Planned electrification schemes will mean that by 2016 there will be quicker, more efficient services from Manchester and Liverpool via Preston to Blackpool North, using better rolling stock than at present. Elsewhere there are deficiencies to be remedied by providing more car and cycle parking, easier access for mobility-impaired passengers and real time information for passengers, particularly at Leyland and Adlington stations. Phased improvements at and around Preston station will help to maintain its role as a gateway and interchange for Lancashire.

Promoting Public Transport - Buses

7.14 The bus is a popular transport choice; however, there are often delays due to congestion as all vehicles have to share the same road space. Bus lanes and priority measures reduce the delay to buses but, in order to provide an attractive alternative to the private car, a bus rapid transit system is needed with dedicated bus routes. The network required would include the main radial routes into Preston City Centre and services connecting the City with Leyland and Chorley.

7.15 Within Preston bus services already benefit from electronic real time information at bus stops. This facility would need to be extended to the full rapid transit network to maximise ridership. Chorley has a modern bus/rail interchange. Preston bus station has a rundown internal appearance and a poor image. In order to continue to meet Preston's role as a transport gateway and interchange Preston bus station will be replaced by new and improved facilities. Planning permission has been granted for a new bus station south of Church Street as part of the Tithebarn redevelopment scheme. Bus interchange facilities need to be improved in Leyland and elsewhere across South Ribble.

7.16 There is a wide spread of rural bus services; typically these are less frequent and have seen declining use in recent years. Some people are highly dependent on them, particularly older, mobility-impaired people and teenagers. In addition to traditional bus services, there are alternatives including taxi sharing and other specialist pre-booked services aimed at the most dependent users for their essential trips to local hospitals and other services. However, these Demand Responsive Transport services are limited and would benefit from more funding and co-ordination.

Park and Ride

7.17 Park and Ride proposals with suitable supporting network infrastructure will help encourage travellers to transfer from car to bus transport and thereby reduce congestion. Sites have been identified as suitable for bus based Park and Ride car parks at a number of locations around Preston, located close to key routes. They will be designed to help satisfy additional demand for bus travel (including the use of bus rapid transit) and complement existing bus services. At several locations it may be possible to integrate a Park and Ride site with a shared use car park or alongside some other development.

Managing Car Use

7.18 High usage of cars is the main cause of road congestion in peak times. The Central Lancashire Transport Study predicts that total annual trips to work by car in the Plan Area would rise from 28 to 34 million by 2018 if high development growth is achieved and there is no switch to public transport. A further increase to 38 million car trips a year is predicted on the same basis by 2028. In practice, congestion could discourage an increase in car use and also restrict economic growth. High vehicle occupancy road lanes could reduce congestion, and Quiet Zones should improve environmental conditions for residents living close to busy roads.

Car Parking

7.19 The management of public car parks for both short stay and long stay can influence car use. Also public car parking charges will have an impact on the numbers of people choosing to use their cars. There will be a review of work place car parking. Local car parking standards will be produced. However, in certain circumstances, taking account of local character, it will be appropriate to apply car parking standards flexibly.

Road Schemes

7.20 Within Preston a bypass at Broughton is planned, to be funded by developer contributions. Prospects for a Penwortham bypass are lower but future traffic growth will bring increased pressure to improve the A582 and provide a better link between the A59 and the M65 and M6 motorways, thus justifying the inclusion of this scheme in Policy 3.

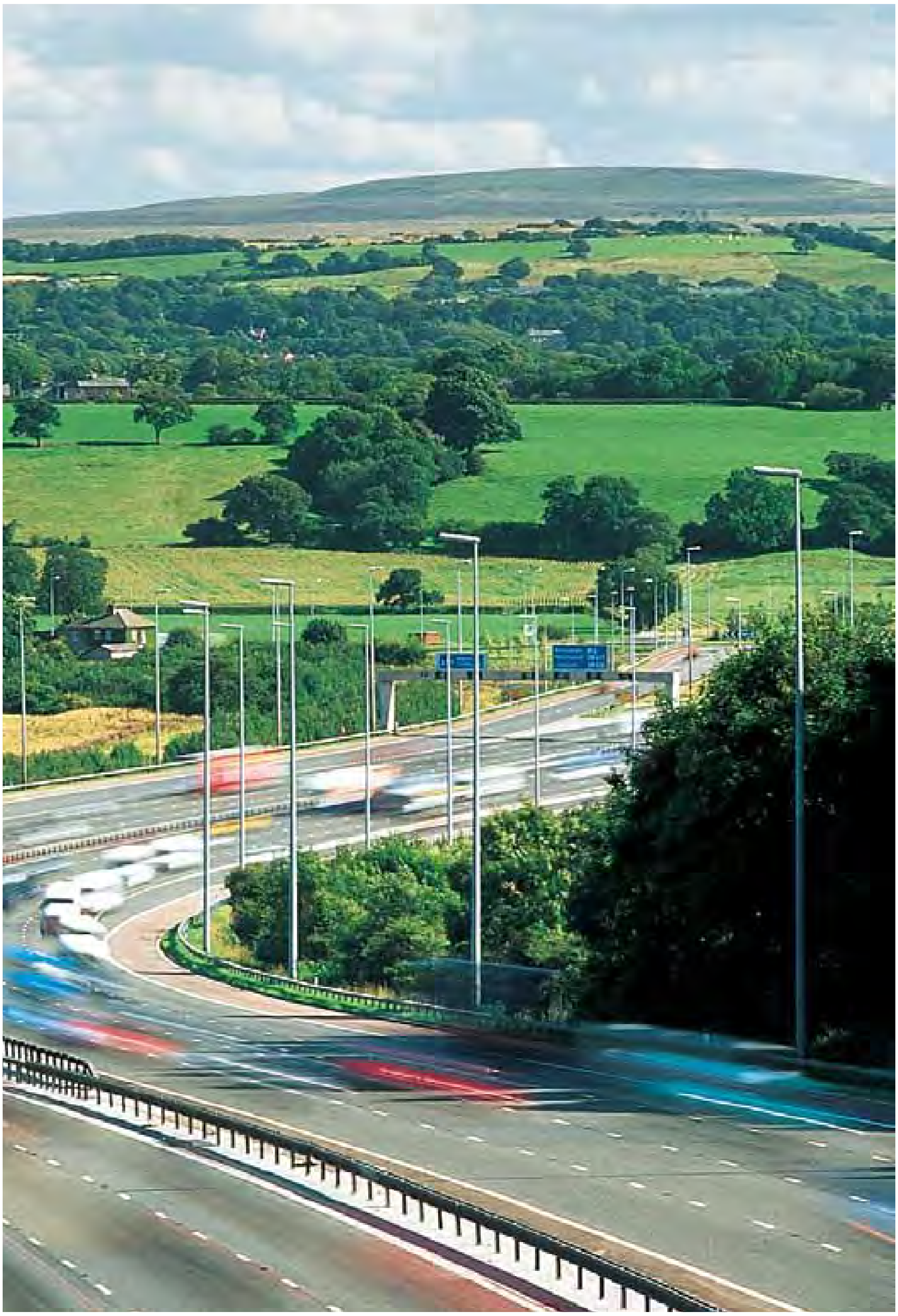
Motorway Network

7.21 Central Lancashire is well connected to the national motorway network and this is an essential requirement for local firms for both business travel and road freight. There are very limited opportunities for rail freight connections in the area because of a lack of sites and suitable sidings. Preston is well served by motorway junctions and the City is bypassed by through traffic. However, motorway congestion still occurs on the 8-lane section of the M6 east of the City, with peak hour traffic queuing to get off the motorway at its junctions with the M55 and M61.

7.22 M6 Junction 29 and M61 Junction 8 have been improved to serve the ongoing housing and employment development at Buckshaw Village. There are however a number of local issues relating to access to the motorway network within Central Lancashire. These include the unauthorised use of the Charnock Richard M6 service area as a motorway access, access to the M6 at Junction 31A and local access to the M6 between Junctions 32 and 33. The District Councils, Lancashire County Council and the Highways Agency will continue to work together to consider issues affecting the motorway network within the area.

Implementation

7.23 The funding of initiatives proposed in Policy 3 will partly be derived from developer contributions through the proposals set out in Policy 2.



Policy 3: Travel

The best approach to planning for travel will involve a series of measures:

(a) Reducing the need to travel by:

- **i. encouraging more flexible working patterns and home working**
- **ii. enabling better telecommunications for business, education, shopping and leisure purposes**
- **iii. assisting home deliveries of ordered goods**

(b) Improving pedestrian facilities with:

- **i. high quality designed City and town centre paving schemes**
- **ii. safe and secure urban and rural footways and paths (including canal towpaths) linking with public transport and other services**

(c) Improving opportunities for cycling by:

- **i. completing the Central Lancashire Cycle Network of off-road routes (including canal towpaths) supplementing this with an interconnected system of on-road cycle lanes and related road junction improvements**

(d) Improving public transport by:

- **i. providing new railway stations at Buckshaw Village*, Cottam*, Midge Hall and Coppull (* park and ride sites), and improving Preston and Leyland stations**
- **ii. creating a bus rapid transit system on routes into Preston and to Leyland and Chorley**
- **iii. improving main bus routes elsewhere**
- **iv. supporting Demand Responsive Transport**

(e) Enabling travellers to change their mode of travel on trips through:

- **i. providing a ring of new bus based park and ride sites around Preston at – Broughton Roundabout, Tickled Trout, Penwortham, Cuerden and Riversway.**
- **ii. improving car and cycle parking facilities at railway stations, including at Adlington**
- **iii. better coordinated bus and rail services**
- **iv. providing better public transport interchanges and hubs including a new bus station at Preston**
- **v. preparing, implementing and monitoring Travel Plans including Personal Travel Plans**

(f) Encouraging car sharing by:

- **i. promoting work based schemes**
- **ii. providing high vehicle occupancy road lanes into Preston**

(g) Managing car use by:

- **i. managing long and short stay car parking in the centres of Preston, Chorley and Leyland**
- **ii. public car parking charges**
- **iii. reviewing work place car parking**
- **iv. setting and applying car parking standards**
- **v. pursuing Quiet Zones**

(h) Improving the road network with:

- **i. bypasses of Broughton and Penwortham**
- **ii. completing a new road from Walton Park through to Lostock Hall**
- **iii. improving the A582 and linking to the A59**
- **iv. improvements between Cottam and Eastway**
- **v. variable traffic flow measures on existing roads**

(i) Enabling the use of alternative fuels for transport purposes

Sustainability Appraisal

* The sustainability appraisal uncovered that all proposed options for encouraging sustainable travel had some social, environmental and economic benefit and as such a combination of options should be brought forward in the publication policy.

* However, Option G promoting a road link over the River Ribble and Option H to complete the motorway link around Central Lancashire, whilst this would have significant economic benefits the environmental harm would outstrip other benefits.

* The Core Strategy policy brought forward encompasses the most sustainable aspects of the options presented and encourages walking and cycling, efficient public transport and managing car use.

8

Homes For All

Strategic Objectives

SO 5 To 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.

SO 6 To achieve densities for new housing that respect the local character of surrounding areas, whilst making efficient use of land.

SO 7 To improve the quality of existing housing especially in Inner East Preston and pockets of poor stock in South Ribble and Chorley, and to bring empty properties back into use.

SO 8 To significantly increase the supply of affordable housing and special needs housing particularly in places of greatest need such as in more rural areas.

SO 9 To guide the provision of pitches for Gypsies, Travellers and Travelling Showpeople in appropriate locations if genuine need arises.

Cross Cutting Themes

Achieving Good Design

Well designed housing is attractive in appearance and setting but also efficient to run and well suited to the needs of the occupants, particularly in respect of adaptability as personal circumstances change through life.

Promoting Health and Wellbeing

Poor housing conditions such as damp conditions or inadequate heating can directly cause ill health. Housing that is expensive to heat causes stress for households on low incomes. Poorly adapted properties for mobility restricted residents undermine wellbeing.

Tackling Climate Change

A significant proportion of total carbon dioxide emissions arise from energy inefficient housing dependent on non-renewable power sources. The Core Strategy sets out to reduce and minimise emissions, especially from new homes.

8.1 The Government's key housing policy objective is to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community they want to live.

8.2 Central Lancashire currently benefits from a balanced mix of housing types, tenures and ages within urban and rural settings. Generally, housing quality is of an acceptable standard and in locations with good accessibility and services, so creating attractive places to live. House prices are typically high which creates issues of affordability.

8.3 Housing can be assessed in key strands: delivery, density, quality and need which are discussed throughout this chapter.

Housing Delivery

8.4 The Regional Strategy (RS) sets out housing requirements for each authority, informed partly by future household projections as well as optimistic future economic growth assumptions. Being derived from preparatory work done before the recession, the RS housing requirement figures did not take account of the economic downturn that started at the end of 2007 and the severe effect it had on the delivery of new housing. The proposed revocation of the RS and the Coalition Government's associated 'localism' agenda will give local authorities the scope to produce locally derived housing requirement figures. It is intended that the Central Lancashire authorities will monitor and review the housing requirements in the Core Strategy for the lifetime of the plan.

8.5 The Central Lancashire authorities are committed to fostering economic growth and the related economic prosperity. Housing delivery is a component of economic growth however it is important that the supply of housing land does not excessively exceed demand. Such an imbalance could lead house builders to pursue only the easiest to develop sites. This would risk undermining the spatial focus of the Core Strategy of directing development to the more sustainable urban locations. It is also imperative that housing development is well served by timely delivered infrastructure so that services are not overloaded. The authorities' pursuit of the Central Lancashire and Blackpool Growth Point was influenced by a desire to secure funding for infrastructure.

8.6 The Growth Point aimed to uplift the rate of house building to a level of over 30% above RS levels for the period to 2017. However, the recession and reduced Growth Point funding has made such an uplift unlikely. In any event there was no intention to exceed the RS total requirement to 2021 or beyond.

8.7 The number of new households forming is partly influenced by economic circumstances which in turn also affect the financial ability of households to live in separate dwellings. The 2006-based household projections (by the Office of National Statistics (ONS) predict that there will be 30,000 more households in Central Lancashire in the 20 years up to 2026 - the end of the Core Strategy plan period. The ONS projections are higher than those used to determine the RS housing requirements. However they are not formal policy figures and may prove to be too high because (amongst other things) household formation is both deferred and concealed during times of recession. The more recent 2008-based household projections (released in November 2010) are lower than the 2006-based ones. A survey of local households undertaken for the Strategic Housing Market Assessment suggests that about 7.5% of them are made up of 3 or more person 25 years of age or older. This would equate to over 10,000 households across Central Lancashire.

8.8 Building trends across Central Lancashire as a whole show that RS targets have not been met in the past four years (see table opposite). There are a number of contributory reasons including: the economic recession, lack of availability of finance for developers and prospective home owners, and an undermining of investment confidence. House building rates in the most recent year (2009/10) are a particular concern. They appear to show the housing market performing differently across Central Lancashire with high dwelling completions in Chorley, much lower levels of construction in South Ribble and very few new homes built in Preston.

Housing Land Availability

8.9 A Strategic Housing Land Availability Assessment (SHLAA) for Central Lancashire has been carried out and kept under review. This requires the local authorities to reach agreement with representatives of the local house building industry on what amount of land is likely to be developed over the next 15 years based on sites with development potential. Developers were pessimistic about future housing delivery prospects during 2008/09 and remained so in 2009/10, expecting the recovery from recession to be slow with restrictions on the availability of loan finance to remain for several years. The forward looking SHLAA trajectory of envisaged house building levels from potential development sites is reproduced opposite shows an increasing reliance on greenfield sites over a 15 year period but it is probable that more (as yet unidentified) brownfield sites will become available for development during that time.

Table 3: Housing Completions in Central Lancashire 2003/04 to 2010/11 (after demolitions)

	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	Total
Preston	308	544	627	565	609	468	5	127	3253
Chorley	585	479	489	121	288	355	440	527	3284
South Ribble	538	657	520	284	320	312	171	221	3023
Total	1431	1680	1636	970	1217	1135	616	875	9560

Figure 10: Housing Completions in Central Lancashire 2003/04 to 2010/11 (after demolitions)

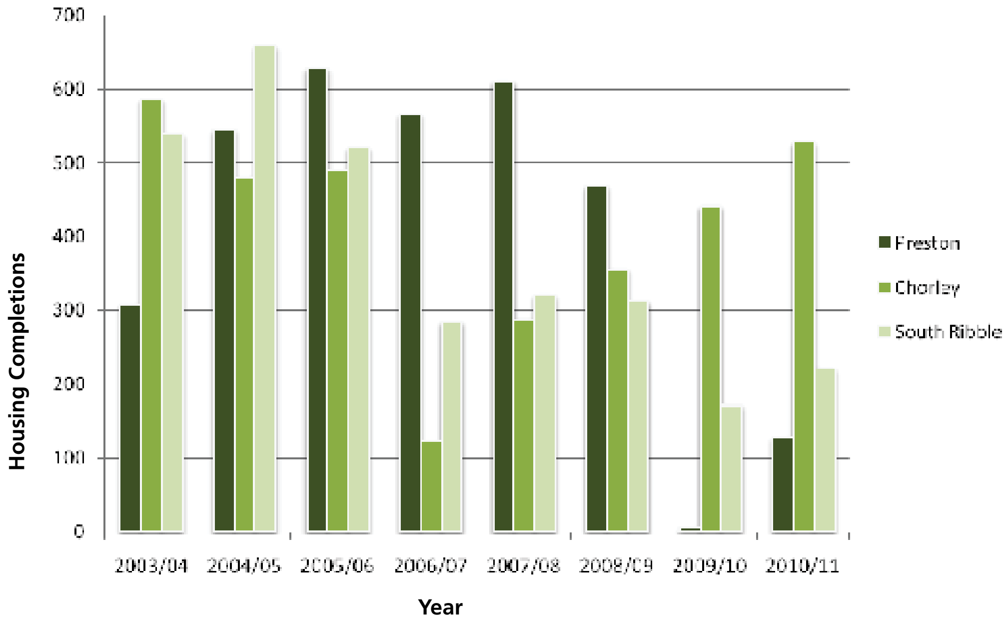
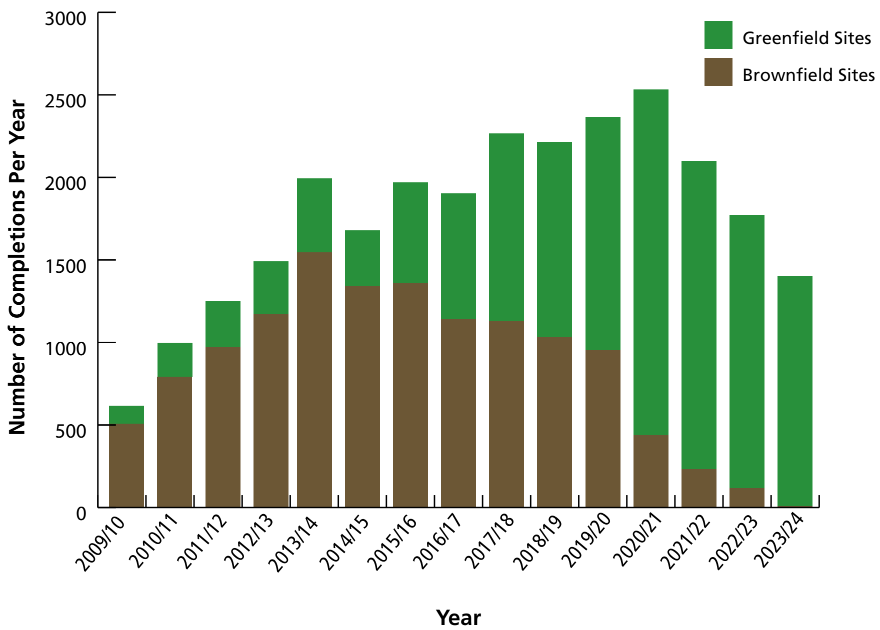


Figure 11: Central Lancashire Housing Trajectory



8.10 This short-term pessimism is compounded by a number of factors which came to the fore, or became entrenched, in the summer of 2010:

- Reduced funding for the Homes and Communities Agency and a review into how their local land assets are to be released
- Continued loan finance restrictions for both developers and prospective house owners
- Requirements for local authorities to re-justify the receipt of Growth Point funding
- Severe reductions in overall public sector funding
- Increased inflation

8.11 In addition there are a number of significant short and medium term uncertainties concerning:

- Whether the ending of Growth Point funding will be replaced by other funding streams
- The extent of further cuts in public sector funding
- Financial incentives for house building and government planning policy generally such as in respect of developer contributions
- Infrastructure funding
- The possibility of a 'double dip' recession

8.12 It is appropriate for local planning authorities to be flexible in providing for the delivery of new housing especially given the vagaries of the economy and the housing market.

8.13 Table 4 reproduces the RS housing land requirements for the three Central Lancashire Districts. These are minimum requirements, net of demolitions. The RSS explains this in the following terms. "The overall housing requirement figures ... and the annual average figures are not absolute targets and may be exceeded where justified by evidence of need, demand, affordability and sustainability issues and fit with relevant local and sub-regional strategies."

8.14 It is appropriate to monitor the performance of house building rates over rolling three year periods as it is normal for construction activity to fluctuate from one year to the next both in terms of overall numbers of units built and the respective proportions on green and brownfield sites. The Performance Monitoring Framework identifies a series of contingency options should housing delivery fall below 80% of the housing requirements over a three year rolling average. Under these circumstances the phasing policies in Site Allocations Development Plan Documents could be changed to help bring forward uncommitted developments and closer management of delivery with key partners may be pursued. However care must at all times be exercised to ensure such adjustments do not adversely affect housing markets by exacerbating affordability problems. If these fail to remedy the situation the Councils would consider reviewing policies with the aim of bringing forward additional/alternative sites for housing development.

8.15 The RS sets a target of "at least 70%" of new housing being provided on previously developed (brownfield) land. National planning policy has now reclassified residential gardens as greenfield land. However even after taking account of this change in respect of housing development of such land both in terms of past performance and likely future trends, (derived from the SHLAA evidence) a 70% target is still achievable. In the event that an upturn in the house building market takes longer than expected, authorities will need to be flexible in their approach to meet the housing delivery requirements but there will be no compromise on overall design standards. Regular monitoring will be undertaken and analysis of data to understand trends and predict future outcomes.

8.16 The likely distribution of housing development is set out in Table 1 in Chapter 5.

Table 4: Housing Requirements in Central Lancashire

Authority	RSS Annual Requirement* (dwellings)
Preston	507
Chorley	417
South Ribble	417
Central Lancashire (total)	1,341

* Net of demolitions

Policy 4: Housing Delivery

Provide for and manage the delivery of new housing by:

(a) Setting and applying minimum requirements as follows:

- **Preston 507 dwellings pa**
- **South Ribble 417 dwellings pa**
- **Chorley 417 dwellings pa**

with prior under-provision of 702 dwellings also being made up over the remainder of the plan period equating to a total of 22,158 dwellings over the 2010-2026 period.

(b) Keeping under review housing delivery performance on the basis of rolling 3 year construction levels. If, over the latest 3 year review period, any targets relating to housing completions or the use of brownfield are missed by more than minus 20% , the phasing of uncommitted sites will be adjusted as appropriate to achieve a better match and/or other appropriate management actions taken; provided this would not adversely impact on existing housing or markets within or outside the Plan area.

(c) Ensuring there is enough deliverable land suitable for house building capable of providing a continuous forward looking 5 year supply in each district from the start of each annual monitoring period and in locations that are in line with the Policy 1, the brownfield target (of 70% of all new housing) and suitable for developments that will provide the range and mix of house types necessary to meet the requirements of the Plan area.

(d) Ensuring that sufficient housing land is identified for the medium term by identifying in Site Allocations Documents a further supply of specific, developable sites for housing and in the longer term by identifying specific developable sites or broad locations for future growth.

Housing Density

8.17 Another aspect of housing quality is the density at which housing is built. Central Lancashire covers a variety of places with different characteristics, including a mix of inner urban locations typically built at 80-90 dwellings per hectare (dph), and suburban and rural locations at 25-35 dph. Different densities will be appropriate across different areas.

8.18 Density is an important consideration in any proposed housing scheme, however the key objective is to achieve high quality design that responds to the character of the area in terms of existing density, siting, layout, massing, scale, design and landscaping etc. The appearance of a scheme is as much to do with the scale and volume of the buildings as it is with the actual numbers of dwellings on a site.

8.19 The importance of high quality design for all types of new buildings is emphasised in Chapter 10 of this Core Strategy.

8.20 High density does not imply poor design quality, overcrowding and reduced space standards nor does it necessarily mean forcing high quantities of buildings in small spaces. Conversely, applying high density standards can lead to 'standardised developments' with little or no local character and identity. Equally, low density does not imply good design quality or respect of local character if the scale of development or size of buildings is out of context.

8.21 National policy no longer sets out an indicative minimum density of 30 dph but making efficient use of land is a consideration especially in the most sustainable locations, such as urban centres like Preston City Centre, where higher densities will be appropriate. Conversely, there may be other situations such as in rural settings where the site's context and the character of the surrounding area would justify a development with a lower density. Site specific guidance on density will be provided through the Site Allocations Development Plan Documents.

Policy 5: Housing Density

The authorities will secure densities of development which are in keeping with local areas and which will have no detrimental impact on the amenity, character, appearance, distinctiveness and environmental quality of an area, consideration will also be given to making efficient use of land.

Housing Quality

8.22 Alongside delivering a target requirement of new housing within Central Lancashire is a commitment to improving existing stock and delivering quality housing that reflects the needs of current and future households. By 2026, the majority of housing within Central Lancashire will comprise the existing stock before the plan period began, with new housing delivered throughout the plan period being a small percentage of the overall total. Therefore improving the quality of existing stock is of paramount importance.

8.23 Currently, in Central Lancashire housing stock comprises a variety of ages, types and tenures. The percentage of owner occupied properties is higher within Central Lancashire than the national average, increased also through the 'Right to Buy' initiative where many Council homes were transferred to private ownership. House type is also varied with a significant representation of detached houses, slightly more semi-detached properties as well as fewer terraces and flats than the regional average. There are individual authority variations but in general this pattern exists throughout the plan area.

8.24 Improving the quality of existing housing stock can be achieved in a number of ways:

- Bringing 'empty properties' back into use will improve the quality of residential areas and also realise existing assets, as guided by the Mid-Lancashire Housing and Sustainable Communities Strategy and Investment Plan, and the Councils' Empty Homes Strategies. Conversion of these properties could create a broader range of tenures and types within an area and could increase the stock of affordable homes.
- Raising the energy efficiency of properties can have significant benefits. Many properties are poorly insulated which make them expensive to heat and creates 'fuel poverty' for residents where they need to spend over 10% of their income to heat their homes.
- Targeting co-ordinated regeneration action on poor housing stock, particularly in Inner East Preston and Leyland town centre, both within former Council stock as well as privately owned properties, often used for student accommodation. Risk assessments through the Housing, Health and Safety Rating System can require notices to be served on owners to improve their properties and a range of financial assistance can be secured.

8.25 Delivering good quality new housing is also a priority which can be achieved in a number of ways:

- Applying the 'Building for Life standard' which is the national standard for well-designed homes and neighbourhoods. The 20 Building for Life criteria embody the vision of functional, attractive and sustainable housing. The criteria set standards for environment and community, character, streets, parking, design and construction.
- Applying the 'Lifetime Homes' standard which encourages new housing (and neighbourhoods) to be adaptable and flexible to owners' changing circumstances and covers aspects of design, space standards and mobility impairment.
- Raising the standard of private sector housing developments, which are often built to lower standards than housing association developments.
- Applying the 'Code for Sustainable Homes' to encourage the overall increase in sustainability and efficiency of new housing which will influence the increase of overall housing quality.
- Preparing and using a Design Guide Supplementary Planning Document (guided by Lancashire County Council's "Civilised Streets" publication, CABE's "By Design" and the Department of Transport's "Manual for Streets") should improve the design of all new housing, as will applying Policy 17 of the Core Strategy.

Policy 6: Housing Quality

Improve the quality of housing by:

(a) Targeting housing improvements in areas of greatest need ie Inner East Preston, and combine this intervention with wider regeneration initiatives such as in Leyland town centre;

(b) Encouraging the re-use of empty housing for residential purposes through either their re-occupation or conversion including sub-division and amalgamation into other types of housing or to allow a change to other uses complementary to the residential area;

(c) Facilitating the greater provision of accessible housing and neighbourhoods and use of higher standards of construction.

Housing Needs

The Housing Market

8.26 The Central Lancashire Strategic Housing Market Assessment (SHMA) measured the self containment of the Central Lancashire Housing Market Area and found a high proportion (77%) of housing moves were occurring within the area. Not surprisingly, given its location, the least self contained district was South Ribble.

8.27 The Assessment further identified a series of sub-market areas which have since been refined through the Housing Viability Study. Both assessments charted the decline in the housing market due to current adverse market conditions yet recognised the overall increase in house prices since 2003, alluding to an affordability issue to be discussed later in this chapter.

Size/Type of Housing Market

8.28 The SHMA predicts that the on-going trend to smaller households will continue to 2026 with the average size by then being 2.1 persons. There are implications of an increasing aged population and this category of special housing needs is a particularly pertinent issue for those aged over 75. For the 60 to 75 year olds, lifestyles and housing expectations are different but the SHMA found that over 7% of these households felt their home was not suitable and over a quarter of 60 plus households were living in under-occupied accommodation. Despite this, most people wanted to stay in their own homes and have services come to them.

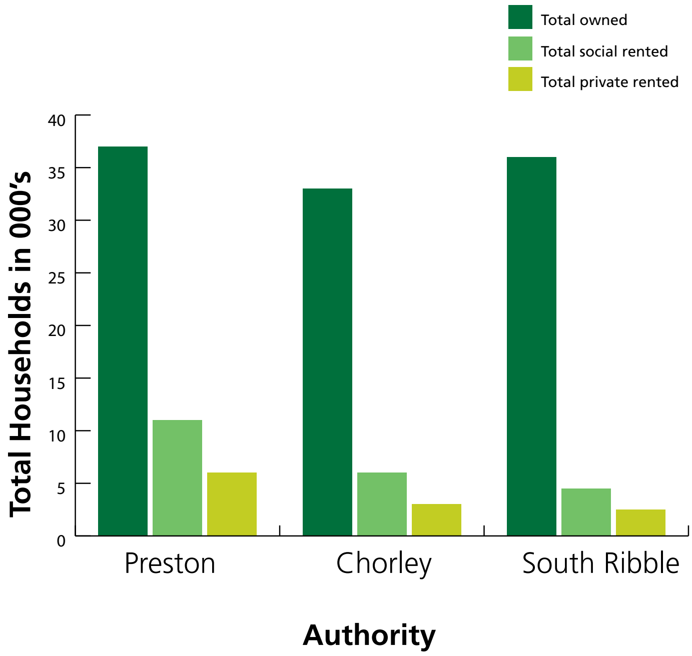
8.29 The SHMA highlighted a high proportion of people aspiring to live in bungalows, possibly due to an ageing population, which raised a particular challenge to the house building industry as typically there is less interest to build bungalows due to their high use of land. In respect of other housing types, there was found to be a preference for 3 and 4 bedroomed detached and semi-detached houses and a low market demand for small flats.

Housing Market Tenure

8.30 There are three main types of housing tenure:

- Owner occupied
- Socially rented
- Privately rented

Figure 12: Household Tenure in Central Lancashire



8.31 Most owner occupied housing is acquired with the assistance of a mortgage and usually the repayments vary as borrowing interest rates change over time. Some people purchase a part share of their home with a mortgage type loan and pay rent based on the remaining share.

8.32 Social rented housing, delivered through Housing Associations and Registered Social Landlords allow tenants the opportunity to rent properties at lower than market rental rates. Social rented housing has to meet a strict set of national requirements including being in a good state of repair, and having energy efficiency levels above private housing standards. Privately rented property commonly associated with private landlords allows the rental of properties at market rates.

Affordable and Special Needs Housing

8.33 Delivering affordable housing is a key Government objective aimed at enabling everyone to have a decent home that they can afford. Defined in its most simplistic way affordable housing is cheaper than that normally available on the market, but not cheaper as a result of being in a substandard condition.

8.34 A more sophisticated definition of affordable housing, one that is used by this Core Strategy, is based on a multiplier of average lower quartile household income compared to the average lower quartile house price. A household is considered unlikely to be able to afford to buy a home that costs more than 3.5 times the gross household income for a single income household or 2.9 times the gross household income for a two income household. If possible, any existing equity should also be taken into account. In rental terms a household is considered able to afford market rental prices where the rent payable is no more than 25% of their gross household income.

8.35 Until recently the cost of purchasing housing in Central Lancashire had been rising rapidly, whereas local income levels have risen at a far slower rate. Even when prices fell in 2008, the household earnings ratio to house price ratio exceeded 1:5 and since then prices rose again in 2009 to be close to the long term trend so further exacerbating the issue of affordability.

Level of Affordable Housing Need

8.36 The level of affordable housing required must take account of a current lack of provision for existing households, as well as the needs of newly forming households and future households. The Central Lancashire SHMA identified an annual average shortfall of 1,780 dwellings per year up until 2014, which is more than the Core Strategy annual housing requirement. However, in affluent areas where house prices are high it is common for the need for affordable housing to outstrip the total housing requirement.

8.37 The Housing Viability Study demonstrated that although levels of economic viability varied over the plan area in most locations, market housing developments could support 30% of the scheme being affordable. The study also showed no evidence that smaller sites are less viable than large sites but did recognise the particular circumstances in rural areas with high need and generally smaller sites to justify a 5 dwelling threshold here.

Suitable Mix

8.38 When delivering affordable housing there needs to be a suitable mix of housing types and tenures to suit the broad needs of the population requiring access to affordable homes, the SHMA advises on these matters.

Affordable Housing Type

8.39 Unlike the situation for market housing, the preference for flats was found to be much more pronounced amongst people needing affordable housing, although bungalows were again popular. The numbers seeking sheltered housing was also quite high. Affordable tenure may be broken into two main types:

- Intermediate
- Social Rented

8.40 Intermediate housing may be classified as shared ownership schemes, whereby people purchase a part share of their home with a mortgage type loan and pay rent based on the remaining share. Social rented affordable options charge rents lower than market rates. In these properties, tenants may have the opportunity to buy and if they do so, money secured on the property must be fed back into future affordable housing schemes.

Locational Characteristics

8.41 The successful delivery of affordable housing also requires that it is close to shops and services so as to reduce the need and cost of travel. In rural areas in particular, it is desirable to house local people in their own village in order to maintain local communities. House prices in rural areas of Central Lancashire are significantly higher than in urban areas and although average income levels are also higher, this is because many rural residents commute to better paid jobs in the towns and cities. The wage levels of rural based jobs are generally low. Consequently affordability of housing in rural areas for those households dependent on local jobs is particularly problematic.

8.42 Where a market housing scheme is proposed in a location that is not suitable for a proportion of affordable housing to be provided on-site (because of a lack of local services or because there is already a high proportion of affordable housing available in the vicinity), it will be appropriate to secure a commuted financial sum in lieu of direct provision that can be spent on providing affordable housing elsewhere where needs have arisen. An Affordable Housing Supplementary Planning Document will provide further detail and clarification.

Housing for Older and Vulnerable People

8.43 A range of special housing and support options are required for older and vulnerable people who require assistance to maintain their independence. An analysis is currently being undertaken of the level of need for supported housing using a North West tool which provides an indication of the net requirement for services for a range of client groups by local authority.

8.44 Given that it is only the second year that this complex tool has been used, the figures should be treated with some degree of caution. However, the model is a significant step forward in assessing the need for supported housing and provides the structure for collating local data in future which will enable us to maximise the opportunities offered by the tool. Draft figures show significant shortages of provision across a range of client groups.

8.45 The Supporting People Partnership is currently developing plans for commissioning supported housing services for most client groups. This includes identifying the level of need for extra care housing.

Policy 7: Affordable and Special Needs Housing

Enable sufficient provision of affordable and special housing to meet needs in the following ways:

(a) Subject to such site and development considerations as financial viability and contributions to community services, to achieve a target from market housing schemes of 30% in the urban parts of Preston, South Ribble and Chorley, and of 35% in rural areas on sites in or adjoining villages which have, or will have, a suitable range of services; on any rural exception sites including those in the Green Belt there will be a requirement of 100%.

(b) Aside from rural exception sites the minimum site size threshold will be 15 dwellings (0.5 hectares or part thereof) but a lower threshold of 5 dwellings (0.15 hectares or part thereof) is required in rural areas.

(c) Where robustly justified, off-site provision or financial contributions of a broadly equivalent value instead of on-site provision will be acceptable where the site or location is unsustainable for affordable or special housing.

(d) Special needs housing including extra care accommodation will be required to be well located in communities in terms of reducing the need to travel to care and other service provision and a proportion of these properties will be sought to be affordable subject to such site and development considerations as financial viability and contributions to community services.

(e) Special needs housing including extra care accommodation will be required to be well located in communities in terms of reducing the need to travel to care and other service provision and a proportion of these properties will be required to be affordable.

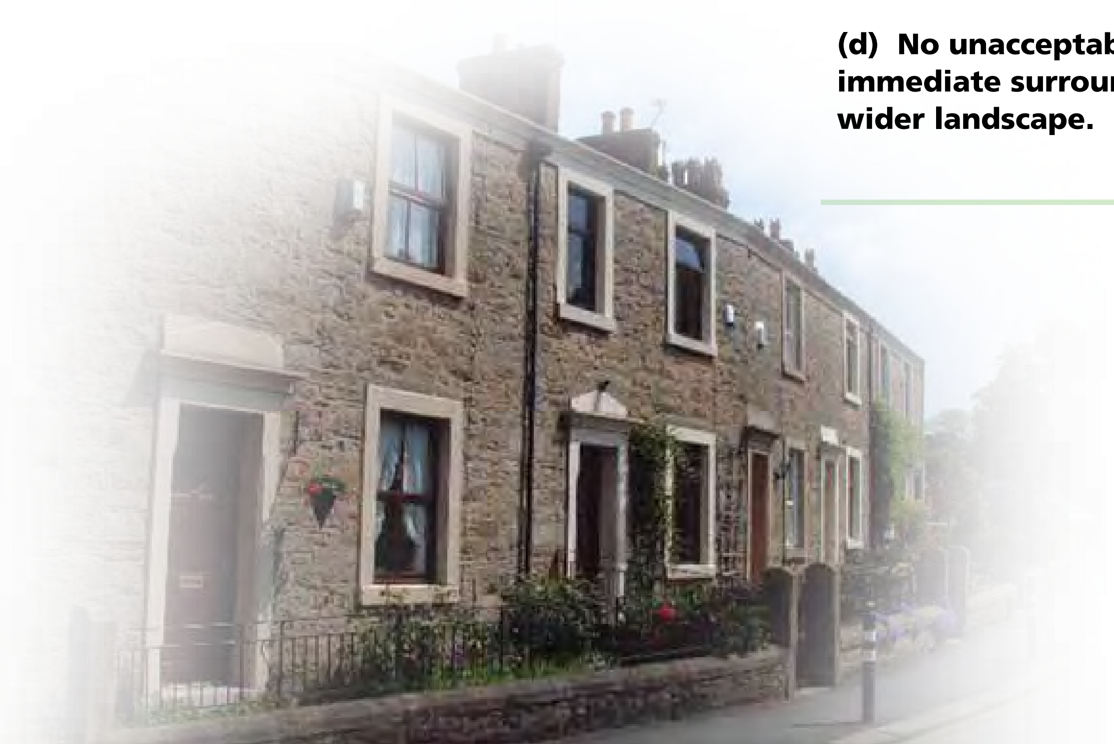
(f) An accompanying Supplementary Planning Document will establish the following:

- **i. The cost at and below which housing is considered to be affordable.**
- **ii. The proportions of socially rented and shared ownership housing that will typically be sought across Central Lancashire.**
- **iii. Specific spatial variations in the level and types of affordable housing need in particular localities.**
- **iv. How the prevailing market conditions will affect what and how much affordable housing will be sought.**

Gypsies and Travellers and Travelling Showpeople

8.46 Local authorities, under housing and planning acts, have responsibilities to respond to and plan for the accommodation needs of Gypsies and Travellers and Travelling Showpeople. If pitches are needed at a local level, local authorities can identify specific sites through a separate Development Plan Document. The Lancashire Gypsy and Traveller Accommodation Assessment found no proven need for additional pitches in Central Lancashire However in Preston there is a need generated by the existing traveller Community. Policy 8 indicates how planning applications will be dealt with for Gypsy and Traveller and Travelling Showpeople pitches.

8.47 Gypsy and Travellers and Travelling Showpeople do not have the same cultures or traditions, nor do they have the same needs. Whilst Gypsy and Traveller needs are centred around residential and transit requirements, Travelling Showpeople often require mixed use sites in order to live and store their equipment associated with fairs and circuses.



Policy 8: Gypsy and Traveller and Travelling Showpeople Accommodation

The following criteria, as relevant to the type of pitches sought, should be applied to applications for any proposals for Gypsy and Traveller or Travelling Showpeople sites:

(a) Location in respect of proximity to services including GP and other health care provision, education facilities, shops and public transport as well as the overall need to reduce long distance travelling.

(b) Suitable road access and sufficient space within the site for parking and turning of vehicles as well as the storage of equipment.

(c) Avoidance of residential use on contaminated and otherwise unsuitable land although such areas may be suitable for business use and in any event taking account of the opportunities for mixed use.

(d) No unacceptable impact on the immediate surrounding areas and the wider landscape.

Sustainability Appraisal

* A combination of the proposed options were taken forward into the Core Strategy including targeting housing improvements in areas of greatest need, encourage re-use of existing homes and seeking developer contributions for nearby housing improvements. These were deemed to be the most realistic and sustainable.

* Option C to promote clearance of sub standard housing is not a sustainable option and preference should be given to repairing properties where possible. Option F requiring contributions to Lifetime Homes does not need to be included in the Core Strategy as the requirement is partly covered by the Building Regulations.

* Affordable Housing was an important element of the Sustainability Appraisal and it was identified that seeking a percentage of affordable housing was a positive option. The appraisal also suggested that identifying amounts and allocating sites would be beneficial, however, it is not the role of the Core Strategy to allocate specific sites and as such this will be taken forward in Site Allocations Development Plan Documents, which will be subject to Sustainability Appraisal.

* The Housing Density policy emerged as a new policy within the publication version of the Core Strategy and as such was subject to a full sustainability appraisal. No significant negative effects were highlighted and in combination with other policies this was seen as a positive addition.

* Overall no significant adverse impacts.

9

Economic Prosperity

Strategic Objectives

SO 10 To ensure there is a sufficient range of locations available for employment purposes.

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.

SO 12 To create, enhance and expand tourist attractions and visitor facilities in the City and town centres and appropriate rural locations.

SO 13 To sustain and encourage sustainable growth of rural businesses, taking into account the characteristics of the rural fringe and wider countryside.

SO 14 To ensure appropriate education facilities are available and skill deficiencies are addressed.

Cross Cutting Themes

Achieving Good Design

The layout of new developments should secure a high quality and inclusive design which takes the opportunity available for improving the character and quality of the area and the way it functions.

Promoting Health and Wellbeing

All economic development should be accessible by a choice of means of transport including walking, cycling, public transport and the car while mitigating the effects on local traffic levels and congestion.

Tackling Climate Change

Any proposal for economic development should be planned over the life time of the development to make the best use of natural resources, limit carbon dioxide emissions and incorporate adaptability to climate change.

Economic Growth and Employment

9.1 The considerable economic growth potential of Central Lancashire can be viewed through its relationship with the Manchester and Liverpool City Regions. Although it has a much smaller population, the employment and productivity profile of Central Lancashire is considerably more growth oriented. In terms of employment, Central Lancashire has been outperforming the rest of Lancashire and the national average by approximately twice the rate of growth between 1990 and 2004. In terms of forecast employment growth to 2015, both Central Lancashire and the Manchester City Regions will provide above regional average growth outstripping the Liverpool City Region. In terms of forecast productivity, it is Central Lancashire and to a lesser extent the Manchester City Region, that will be expected to provide the higher rates of growth within the North West region.

Employment Land Review

9.2 Chapter 5 has already identified that Central Lancashire is well located to do business. A key feature of government guidance and of the Chorley, Preston and South Ribble Employment Land Review 2009 findings is that it is essential to have a wide range of different types of sites – a broad portfolio of land and buildings – suitable for various business uses in the area. This is particularly so in relation to those industrial sectors that are growing and for start-up firms. Across Central Lancashire the range of sites need to be complementary to one another and not in direct competition. The objective will be to provide a range of employment sites which are suitable, attractive and flexible to be able to cater for the needs of both local firms and inward investors.

9.3 The Employment Land Review found that Preston City has most office floorspace and, although much of it is in the City Centre, the demand is such that there is a shortage of supply here. This finding is backed up by the Lancashire Town Centre Offices Study 2008. South Ribble has more manufacturing floor space than either of the other two Districts, whereas Preston's Inner Area and Western Suburbs have shortages. A total of 43% of Central Lancashire's warehousing and distribution premises are in Preston City. The Review also highlights there is little existing or proposed employment land located in rural areas, with particular shortages in the rural parishes of Chorley and South Ribble.

9.4 The table below sets out provisional amounts of land required for economic development within the B Use Classes B1 (Business); B2 (General Industrial) and B8 uses (Storage and Distribution). The table includes a figure for assumed losses of employment land/premises and development to an alternative use, in particular housing. Existing losses have been averaged between 2004 and 2009 and projected over the remaining 17 year period of the Core Strategy. Losses need to be accounted for as otherwise there will be a significant reduction in the overall stock of employment land and premises across Central Lancashire to cater for a range of businesses and employers.

Table 5: Proposed Provision of Employment Land 2010-2026 (hectares)

	Chorley	Preston	South Ribble
2009 Supply	91	107	179
Allowance for Losses	12	5.5	17.5
Additional Provision to 2026	14	13	27
Minus take-up 2009/10	5	7	0
Total	112	118.5	223.5

9.5 The Employment Land Review considered 218 existing and proposed sites that were evaluated into categories related to the quality of the sites, taking account of market attractiveness and sustainability factors. Some of the sites are fully developed modern industrial estates and business parks. Generally these scored highly on the assessment and are categorised 'Best Urban' or 'Good Urban'.

9.6 Older individual existing premises (such as former mills) generally scored less well in the assessment, usually because they are less well located and less suited to modern uses. Most of these will be classed as 'Other Urban' premises. However many of the 'Other Urban' sites will be quite acceptable to the firms that use them and be in demand from similar businesses as they will often provide affordable accommodation with lower rental levels. Also such premises will often be close to local supplies of labour making journeys to work short and inexpensive.

9.7 On the other hand some of these older premises will be at the end of their useful life as commercial buildings for various reasons and may be more appropriately redeveloped for other uses. Housing is the most common alternative use and attractive to land owners because of the high value that goes with it. However such changes of use/redevelopment need to be carefully controlled because of this valuation effect and such sites will need to be subject to marketing and an assessment of the viability of employment development. The Review also identified the least attractive sites and a few are categorised as 'Other' sites – none of these are envisaged in the Review as suitable for retention as employment premises.

9.8 All existing employment premises and sites including land and premises last used for employment purposes will be protected for employment use. There will be a presumption that 'Best Urban' and 'Good Urban' sites will be retained for B use class employment use. Proposals for re-use or redevelopment (other than for B use class employment uses), including housing will be assessed under Policy 10. A balanced criteria based approach is needed including marketing and an assessment of the viability of employment development. A Supplementary Planning Document will be prepared to provide guidance on the process.

9.9 The Employment Land Review recommends a number of sites for mixed use. The valuation uplift effect can best be utilised to achieve balanced employment and residential development through mixed use schemes. Through such developments the implementation of the two uses can be tied together. They also retain the opportunity for people to live close to their place of work.

9.10 On a much smaller but still significant scale live/work premises allow people to effectively combine their home with an 'attached' work space. Demand for these is likely to rise in the future and needs to be supported from a sustainable development point of view provided the overall location is appropriate and does not affect the amenities of adjacent neighbours. The development of live/work units within rural areas can contribute to a reduction in car travel and support the local economy. Home working is another form of employment use. It will not always require permission for a change of use: this will depend on the scale of the business and its potential impact on the surrounding area.

Employment Sites for Regionally Significant Developments

9.11 Land is allocated in Policy 1 for employment use at BAE Systems at Samlesbury, Cuerden and Buckshaw Village as Strategic Sites, and identified at the Central Preston Strategic Location. These are also significant for the North West region. Further details are set out in Chapter 5.

Employment Sites for Sub-Regionally Significant Developments

9.12 There are three employment sites in Central Lancashire identified as being suitable for sub regionally significant developments as they are in good accessible locations.

Botany/Great Knowley

9.13 Botany/Great Knowley is a large (approximately 20 hectares) greenfield site adjoining the Leeds Liverpool Canal in close proximity to Junction 8 of the M61 and ranked as a 'Good Urban' site In the Employment Land Review.

Preston East Employment Area and Millennium City Park

9.14 Preston East and Millennium City Park are large and regularly shaped sites that together have about 38 hectares left to be developed. They are situated close to junction 31a of the M6 and are served by a regular bus route. Both are ranked as 'Best Urban' in the Employment Land Review.

Riversway Preston

9.15 Preston Riversway is a large established employment site of over 38 hectares. It contains a wide range of employment uses including office, light industry, manufacturing and warehousing and distribution accessed via a good quality internal road network. There is easy vehicular access from the A583, a regular bus route and good footpath and cycle links. The site is ranked as 'Good Urban' in the Employment Land Review.

Mixed Use Developments

9.16 The Moss Side Test Track site covers 54 hectares. It provides a good opportunity to deliver integrated employment opportunities with new housing provision, forming an urban extension to Leyland linked to the adjacent established residential and employment areas.

9.17 Lostock Hall Gasworks is a site of approximately 12 hectares. The site is centrally located within the urban core of South Ribble and provides a suitable location for mixed-use (residential, commercial and industrial) development, which will bring new employment that is accessible from existing residential areas as well as expanding the local housing options.

9.18 Former Whittingham Hospital has now been excluded from Policy 9 as it is only proposed to have a small proportion of non-residential development.

Policy 9: Economic Growth and Employment

Economic growth and employment will be provided for in the following ways:

(a) The identification of 454 hectares of land for employment development between 2010 and 2026.

(b) Regional and sub-regional office developments will be located in Preston City Centre including the Central Business District area and the Tithebarn Regeneration Area, with more local office schemes in Chorley and Leyland town centres.

(c) Other major developments for employment will be located in the Preston/South Ribble urban area, Leyland and Farington, and Chorley Town with regionally significant schemes at:

- **i. Samlesbury**
- **ii. Cuerden (Lancashire Central)**
- **iii. Buckshaw Village**
- **iv. Central Preston**

(d) and sub-regionally significant developments for employment at:

- **i. Botany/Great Knowley**
- **ii. Preston East/Millennium City Park**
- **iii. Riversway**

(e) Mixed use developments will be encouraged in central and accessible locations including those of sub-regional significance at:

- **i. Moss Side Test Track**
- **ii. Lostock Hall Gasworks**

and others identified in the Employment Land Review subject to the mix of uses taking due account of the impact on neighbouring occupiers and the need to maintain and create balanced communities.

(f) Live/work units will be encouraged.

Policy 10: Employment Premises and Sites

All existing employment premises and sites last used for employment will be protected for employment use. There will be a presumption that 'Best Urban' and 'Good Urban' sites will be retained for B use class employment use. Proposals on all employment sites/premises for re-use or redevelopment other than B use class employment uses will be assessed under the following criteria:

(a) there would not be an unacceptable reduction on the type, quality or quantity of employment land supply;

(b) the provision and need for the proposed use;

(c) the relative suitability of the site for employment and for the alternative use;

(d) the location of the site and its relationship to other uses;

(e) whether the ability to accommodate smaller scale requirements would be compromised;

(f) there would be a net improvement in amenity.

Any proposals for housing use on all employment sites/premises will need to accommodate criteria (a)-(f) above and also be subject to:

(g) convincing evidence of lack of demand through a rigorous and active 12 month marketing period for employment re-use and employment redevelopment;

(h) an assessment of the viability of employment development including employment re-use and employment redevelopment.

Retail, Leisure and Business Tourism

9.19 Retail and other town centre uses, such as leisure, are important elements of the strategy. National policy states that development plans should establish the need for new development and set out a hierarchy of retail centres where this development will be provided. Primary and secondary frontages will be designated through the Site Allocations and Development Management Policies DPDs.

9.20 Preston is the main retail and service centre in Central Lancashire, and is ranked first in the Lancashire sub-region for its non-food (comparison) shopping. It is the centre for commercial and administrative activity, with proposals for a Central Business District development close to the railway station. The City Centre requires further investment if it is to maintain and improve its overall performance, in accordance with RS policies W1 and W5. Major retail investment in Preston City Centre will benefit the whole of Lancashire by providing higher order comparison shopping within the sub-region, thereby reducing the need for longer trips to Manchester and Liverpool.

9.21 The Tithebarn Regeneration Area is on the eastern edge of the City Centre, and well located to enable regeneration and expansion. It is an appropriate location for large scale mixed use redevelopment. The comprehensive development of the Tithebarn Regeneration Area is an important component of the overall strategy for Preston, which seeks to ensure that Preston fulfils its economic potential as a successful city (and as a centre of knowledge based employment).

9.22 Chorley is a contemporary market town with a mix of national retailers and specialist shops, although further investment is required particularly in the food sector. The town centre provides the greatest concentration of shops and services in the southern part of Central Lancashire and is famous for its markets.

9.23 Leyland town centre comprises a traditional shopping core of Hough Lane, the southern Towngate area, which features a Tesco Extra superstore, and the Churchill Retail Park. These all fall within the town centre but operate distinct from one another. Much of the town centre has a poor environment. The Leyland Town Centre Masterplan seeks to improve the appearance of the town and attract retail investment to the area.

9.24 Chorley and Leyland town centres operate at a different level to Preston city centre but for them to continue to fulfil their Key Service Centre role they require investment to maintain their share of retail expenditure. District and Local Service Centres provide for the day to day needs of local communities. It is important that these are maintained as convenient places to obtain basic goods and services.

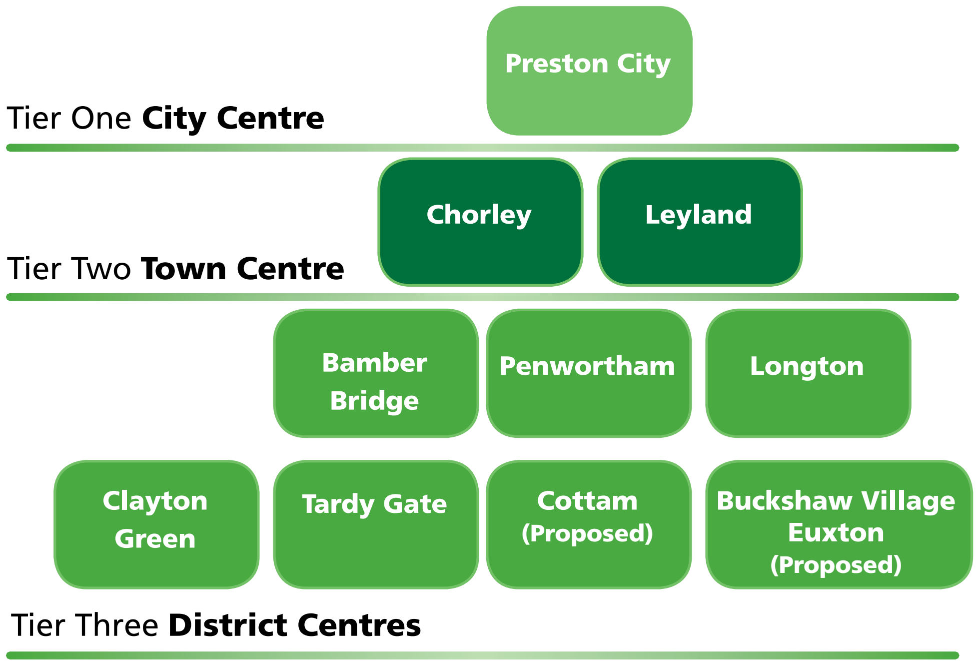
9.25 Food retailing (convenience) provision is well provided for within Central Lancashire with the main stores (Asda, Morrisons, Tesco, Sainsburys) attracting some 95% of their trade from the retail Primary Catchment Area (PCA). Inflow of convenience goods expenditure into the PCA is small (5% or less from the surrounding areas). The main foodstores derive the majority of their trade from their immediate catchment areas.

9.26 The Central Lancashire Retail and Leisure Review 2010 identifies capacity for additional comparison and convenience shopping floor space that can be provided for over the period to 2026. Together with a Tardy Gate Survey, it also recommends a hierarchy of the top retail centres in the plan area as shown in figure 13 overleaf.

9.27 The sale of goods traditionally found in town centres such as clothes, footwear and home wear has recently expanded at out-of-centre retail parks in Central Lancashire. Main town centre uses will be focussed in the defined town centres.

9.28 Business based tourism will be increasingly important within Central Lancashire, especially supporting the Central Business District proposal in Preston and increased business uses throughout the area. Sub-regional provision is appropriate within Preston City Centre, with more local provision in Chorley and Leyland town centres.

Figure 13: Central Lancashire Retail Hierarchy



Sources: Central Lancashire Retail and Leisure Review, 2010 / Tardy Gate Survey, 2010

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

Retail and other town centre uses of a scale appropriate to the retail hierarchy and in sustainable locations will be supported, provided that the development respects the character of the centre, including its special architectural and historic interest and assists in maintaining its existing retail function.

The key elements of the hierarchy are:

- **City Centre: Preston**
- **Principal Town Centres: Leyland and Chorley**
- **District Centres: Bamber Bridge, Clayton Green, Longton, Penwortham and Tardy Gate, and those proposed at Buckshaw Village and Cottam**

Retail and town centre uses will be delivered in the following ways:

(a) Delivering a mixed-use scheme to facilitate the regeneration of the Tithebarn Regeneration Area of Preston.

(b) Encouraging other retail, office and leisure investment of an appropriate scale in Preston city centre, so as to retain its role as the largest retail, commercial and service centre in the Lancashire as a whole.

(c) Maintaining and improving the vitality and viability of Chorley town centre by building on the success of the Market Walk shopping centre, through investing in further retail development, supporting a range of other retailers and services, as well as improving the centre's appearance and accessibility.

(d) Maintaining and improving the vitality and viability of Leyland town centre, in particular the accessibility, design and environmental improvements put forward in the Leyland Town Centre Masterplan.

(e) Maintaining, improving and controlling the mix of uses in the existing District and Local Centres and proposed centres at Strategic Sites and Locations, so as to appropriately serve local needs.

(f) Focussing main town centre uses in the defined town centres.

(g) Supporting city and town centre development providing for tourists and visitors, particularly business based tourism.

Leisure/Cultural Entertainment

9.29 'Culture' includes a wide range of activities and initiatives such as the arts, sports, libraries, museums, heritage, archaeology, archives, architecture, crafts, children's play, reading, parks, tourism, countryside, and recreation. Culture is not just about activities, it's about shared history and values. Healthy, sustainable communities should have ample cultural and leisure opportunities for all. This section also looks at entertainment because this is linked to the arts and to leisure.

9.30 Preston has the largest range of cultural and entertainment assets, including the Guild Hall complex and the Harris Art Gallery and Museum and Central Library. South Ribble's assets include the Worden Arts and Craft Centre and Samlesbury Hall. Chorley is home to Astley Hall Museum and Art Gallery, Hoghton Tower and Camelot Theme Park.

9.31 Culture has an important role in revitalising and regenerating towns and cities. In Preston, the proposals for the Tithebarn Regeneration Area include the refurbishment of the Guild Hall and a new cinema. South Ribble is aiming to develop the family entertainment offer in Leyland. Culture and entertainment are also important in attracting visitors to the area, and in attracting investment and skilled people to live and work in Central Lancashire.

9.32 The culture and entertainment sectors are constantly evolving and the challenge is to protect important assets whilst enabling them to adapt to new challenges. Cultural and entertainment facilities often benefit from being part of a "critical mass", so it makes sense to try and locate new facilities near to established ones. Public realm works (public art) should be located where they will have greatest impact – gateways to the city and town centres.

9.33 Cultural tourism and leisure facilities such as restaurants, cinemas and theatres will be encouraged, particularly within Preston City Centre. Previous studies have indicated that there is a need to improve the range and quality of leisure facilities in the city centre, which currently has no cinema provision and limited restaurants. There is a need to introduce a quality night time economy to attract people into the city centre in the evening and improve its vitality.

Policy 12: Culture and Entertainment Facilities

Plan for culture and entertainment by:

(a) Promoting Preston City Centre as a sub-regional centre for cultural and entertainment facilities, with the key service centres of Leyland and Chorley providing for local cultural and entertainment requirements;

(b) Protecting existing cultural assets with a view to helping them to adapt to new challenges;

(c) Promoting public art and public realm works in town centres and gateways and seeking developer contribution funding where appropriate;

(d) Encouraging cultural and heritage based tourism and leisure facilities, such as restaurants, cinemas, theatres and museums, particularly in Preston City Centre.

Sustaining the Rural Economy

9.34 This section is concerned with the 'working countryside' – commercial activities in the rural parts of Central Lancashire, where there is often a close interdependence between urban and rural life. The rural economy provides a wide range of important goods and services, including clean water, biodiversity, recreational space and opportunities, food energy and carbon management. Rural land is a vital resource for mitigating and adapting to the various challenges of climate change, such as drought and flooding. The countryside is also home to settlements and communities, where economic activities include agriculture and other farm based industries, as well as businesses associated with countryside pursuits including rural tourism and leisure. Beyond farming, the rural economy in Central Lancashire supports many businesses, including wholesale and retail trade, repairs, manufacturing, health and social work and real estate, renting and business activities.

9.35 Spatial planning has a key role to play in ensuring that the rural economy is viable, meets the needs of existing residents of rural areas and that growth and development is appropriate to the scale of each area. The manner in which Key Service Centres and larger villages (Local Service Centres) relate to the countryside is set out in the Policy 1 of the Core Strategy, as are opportunities for development and investment in adjoining smaller villages. Provision of land for employment uses and the criteria for considering large scale built leisure attractions in rural areas are covered in Policy 12 and 13.

9.36 The Spatial Portrait describes how Central Lancashire is characterised by a more urbanised core stretching from Preston City in the north to Adlington and Coppull in the south. Between and immediately next to these urban settlements is open land (much of it Green Belt), often referred to as 'urban fringe'. Much of this land serves urban demands for recreation and leisure in the forms of country parks, golf courses (and other Green Infrastructure uses), horse riding and garden centres. Further east and north is more typically open countryside given over to pasture in the upland areas of the Forest of Bowland and the West Pennine Moors. To the west of the urban core is the flatter more fertile land of the Lancashire Plain, where more intensive arable and market garden land uses are widespread.

9.37 Farming is the most dominant land use in the countryside, but only a small proportion of local rural employment is in agriculture: 1.1% of employee jobs in Lancashire were in agriculture, forestry and fishing in 2006. Farming is undergoing a period of change: world food prices are rising because of population growth, increased energy costs, changing diets in developing countries and a reduction in crop yields in some parts of the world because of the impacts of drought and other climate changes. These and other global trends are already affecting farming across Britain. It is now widely acknowledged to be more sustainable to source food locally rather than for it be transported thousands of miles. Britain is a net importer of food, so if in the future there is less trade in staple agricultural goods, and more global self-sufficiency, there to be pressure to increase productivity on farmland in Britain (see also Policy 31 on agricultural land).

9.38 Global trends in farming and food are likely to lead to an expansion of local agricultural production, particularly of crops using the most fertile land, such as that on the west side of Central Lancashire. There may be some switch to growing bio-fuel crops. Some local producers, especially livestock and poultry farmers, may change from intensive farming to more open, free range practices in order to meet customer demand for local extensively reared produce.

9.39 The investment responses made to the dynamics of farming will be influenced by European Union policies and the availability of finance, including farm subsidies. Changes in farming practices will also affect the environment and the appearance of the countryside. Where farming activity intensifies, there may be pressure for the development of new buildings, including poly tunnels. Where the intensity of farming activity decreases, there will be opportunities to re-use surplus buildings for other purposes. Farm investment and diversification will also create or respond to opportunities for non-farming uses such as visitor facilities, storage, or small scale high technology businesses.

9.40 Rural residents in Central Lancashire have, on average, a higher level of skills compared with residents in neighbouring urban areas, and a greater proportion of rural residents are engaged in professional occupations. As this group often holds the resources to explore self employment and business starts, this is a significant latent business pool. It is important to both recognise this potential and facilitate rural economic development. Primarily this will be micro scale and experience has shown that many business 'start ups' can be accommodated within the home. Live/work development is an important enabler although the operating success of these schemes will often be dependent on the availability of high speed broadband internet connections. The Core Strategy will, where appropriate, encourage the development of incubator business units within village environments, and will encourage flexible or shared uses of buildings in order to safeguard local services. It will also expect proposals to incorporate excellent design, minimise landscape impact, and be adaptable to meet climate change challenges.

9.41 Garden centres, golf courses and horse stabling/riding schools provide employment opportunities and services to local people in the Central Lancashire countryside. Investment in these businesses will be managed sensitively so as to protect the open aspects of the countryside, and minimise the impact of development on the landscape.

9.42 Central Lancashire has a number of regionally important rural based tourist attractions and destinations. Rural based tourism will generally be supported in appropriate rural areas where it is shown to have no environmental harm. The area's inland waterways as well as the Forest of Bowland Area of Outstanding Natural Beauty and the West Pennine Moors are important rural tourist destinations, where sustainable tourism activity that will strengthen and diversify the economic base will normally be supported. Particular emphasis is placed on improving the quality of existing visitor accommodation and the need to broaden the range of attractions.

9.43 Visitors to these features are likely to sustain attractions and employment, which will continue to evolve and create new business opportunities. The Core Strategy is designed to enable appropriate development and flexibility for tourism and leisure operators so that they can invest in or respond to changes in visitor and leisure preferences. For instance, there may be a need for investment in shorter stay accommodation including caravanning and camping if more people take local leisure breaks and their main holidays in this country, as a result of foreign air travel becoming more expensive.

9.44 Further detail on the implications of the policy will be included in a Supplementary Planning Document.

Policy 13: Rural Economy

Achieve economic and social improvement for rural areas by sustaining and encouraging appropriate growth of rural businesses in the following ways:

(a) Working with telecommunications providers to increase the availability of high speed broadband internet services in rural areas.

(b) Supporting rural based tourist attractions, visitor facilities, recreational uses, business and storage activities.

(c) Allowing caravan and camping uses on appropriate sites subject to there being a proven demand.

(d) Managing the development of urban related uses such as horse stabling, garden centres and golf courses, by directing proposals to the urban fringe areas.

(e) Encouraging appropriate new farm buildings and structures where they can be shown to be necessary for increasing food production.

(f) Supporting sensitive conversions and alternative uses of farm buildings no longer needed for agriculture but which enable farm diversification where they:

- **i. Sustain and maintain the core farm business;**
- **ii. Do not compromise the working of the farm;**
- **iii. Are located within or near the existing farm complex.**

Allowing limited extension and replacement of existing buildings, with a preference for commercial, tourism and live/work uses.

(h) Encouraging micro growth points within rural areas for knowledge economy development, including live/work units.

(i) Allowing flexible service uses of buildings in recognised District and Local Centres where shared uses (co-location) will ensure the operation of key services, and resisting development proposals which would result in their loss.

In all cases, proposals will be required to show good siting and design in order to conserve and where possible enhance the character and quality of the landscape without undermining the purposes of the Green Belt, the functioning of the Green Infrastructure and the functioning of the ecological frameworks. Development should also be of an appropriate scale and be located where the environment and infrastructure can accommodate the impacts of expansion.

Education, Skills and Economic Inclusion

Education

9.45 Levels of achievement in Central Lancashire schools have generally risen, and are above the county average in South Ribble and Chorley. However, Preston's overall performance is slightly below average, although broadly in line with attainment nationally. There are spatial links between educational achievement and deprivation, with areas in central and east Preston being amongst the lowest 10% in the country. Many schools are in need of capital investment.

9.46 Demographic changes mean that the number of children of school age has declined, and this trend is expected to continue in the secondary schools for a few more years. However, an increase in the birth rate of approximately 15% since 2000 will see primary school rolls increase for the foreseeable future. A significant number of surplus places have recently been removed by the closure of two secondary schools in Preston (together with the opening of an Academy) and primary school provision will be kept under review. Smaller, rural schools can be under threat if pupil numbers drop below a viable level. NPPF Paragraph 74 affords protection to existing open space, sports and recreational buildings and land, including playing fields, which would cover school sites with such facilities.

9.47 The change in demand for school places presents an opportunity to review school provision and perhaps to merge schools to provide better facilities and to free up valuable sites. New schools can help in the overall regeneration effort, particularly if the buildings can also be used for community services. In some areas, particularly where new house building will increase demand, it is important that there is capacity in schools and that the County and District councils work together to ensure that there are sufficient places available to accommodate additional children.

9.48 When carrying out school reorganisation reviews, the location of any new schools at the heart of their communities should result in fewer parents using a car to transport their children to school.

Policy 14: Education

Provide for Education requirements by:

(a) Enabling new schools and other educational facilities to be built in locations where they are accessible by the communities they serve, using sustainable modes of transport.

(b) Asking developers to contribute towards the provision of school places where their development would result in or worsen a lack of capacity at existing schools.

(c) Working in partnership with the education authority in any modernisation programme requiring school closure or new construction.

(d) Supporting the growth and development of higher and further education, through close working with the relevant institutions.

(e) Working in partnership with the education authority and other service providers to identify opportunities for the co-location of services to meet the needs of the community.

Skills and Economic Inclusion

9.49 Post-16 education in Central Lancashire is generally provided at colleges. This includes Myerscough College situated to the north of Preston, just outside the city boundary. It specialises in sport, farming and rural skills and its catchment extends over Central Lancashire. The University of Central Lancashire (UCLAN) has expanded rapidly over the last decade and now has over 30,000 students. The Lancashire Teaching Hospitals NHS Foundation Trust is a major teaching hospital. The University, hospitals and colleges have a vital role to play in ensuring that the workforce in Central Lancashire has the skill base needed to take advantage of the area's economic potential.

9.50 Within Lancashire there is a significant difference between current skills and the skills needed to address the growing economic gap between Lancashire and the Northwest region. The gap between Lancashire and the national economy is even greater, and a step change in skills acquisition is required. Quality higher education, training and skills development are essential to ensure a skilled local labour pool for new and expanding enterprises. The Core Strategy sets the framework for increasing the value of the local economy and providing higher paid jobs. It is important that the local community has the right skills to access these jobs.

9.51 Evidence from the Lancashire Learning and Skills Council shows that a considerable proportion of employment available in Central Lancashire is in lower skilled jobs. The proportion of working-age population with no qualifications is lower (14.7%) than the regional average (15.8%) but higher than the national (13.6%). Those with low or no formal skills often have low incomes or cannot find employment. The Indices of Deprivation 2007 show that Preston has a number of areas, particularly in inner East Preston, that are in the 10% most deprived nationally on the employment and skills indicator. Chorley fares better but it has pockets in the worst 10% within Chorley town, Clayton-le Woods and Coppull. There are some small areas in Leyland in the worst 10%, but areas in Kingsfold and Bamber Bridge are slightly better. Within these areas it is important that lower level skills are enhanced in order to reduce the number of people finding it difficult to access employment.

9.52 The Learning and Skills Council also indicates that employment growth in Central Lancashire is in sectors requiring higher skills (NVQ level 4). Given this pattern of skilled employment growth, it is notable that graduate retention is low, with only a third of UCLAN graduates remaining to work in the area. Promotion of creative industries, based on the arts and media, has a particular potential to retain these graduates, as will opportunities in higher skilled sectors of the economy, such as ICT, advanced manufacturing and aerospace.

Policy 15: Skills and Economic Inclusion

Improve Skills and Economic Inclusion by:

(a) Working with existing and incoming employers to identify skills shortages.

(b) Liaising with colleges, training agencies and major local employers to develop courses and life-long learning and increase access to training, particularly in local communities that are the most deprived in this respect.

(c) Encouraging knowledge based businesses and creative industries associated with the University of Central Lancashire to enable graduate retention.

Sustainability Appraisal

* Options were concerned with the location of employment sites and the protection of employment sites. Overall, for the first issue it was deemed that the most sustainable option would be to locate employment sites in existing urban areas such as the city and town centres and to pursue development on brownfield land. Secondly, employment sites should be protected from other uses for economic sustainability and released only where existing sites were no longer suitable for their intended use.

* A combination of options was necessary to support the retail and leisure sector through encouraging improved and successful visitor, community and shopping facilities to meet economic and social sustainability outcomes as well as by reducing the need to travel and having a positive impact on environmental sustainability. These themes have been taken forward in the publication policy.

* Locating development within the rural areas and countryside is often a concern for environmental sustainability, however the appraisal recognised the need to support appropriate rural development to sustain the rural economy and enable the survival of rural communities and facilities.

* The sustainability appraisal identified a conflict between the need to open access to jobs and expansion of small businesses. A balanced approach is necessary and the policy taken forward is to support economic inclusion and provide greater access to jobs, in such a way that no significant environmental harm ensued.

* Overall the policies taken forward were deemed to have the fewest negative impacts.