

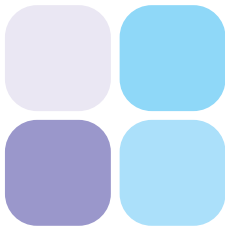
joint lancashire structure plan

2001  2016



ADOPTED MARCH 2005

joint lancashire structure plan



Graham Harding
BEng CEng FICE MIMgt
Environment Director
Lancashire County Council

Tim Brown
BA MRTPI
Acting Head of Planning and
Transportation Policy
Blackpool Borough Council

Adam Scott
BA(Hons), DipTP, MIED
Director of Regeneration
Housing & Neighbourhoods
(Planning & Environmental Health)
Blackburn with
Darwen Borough Council
www.lancashire2016.com

This document has been prepared by the Joint Authorities of Blackburn with Darwen Borough Council, Blackpool Borough Council and Lancashire County Council. This document combines the Written Statement and Explanatory Memorandum required by the Town and Country Planning Act 1990 as amended by the Planning and Compensation Act 1991.

© The Joint Advisory Committee for Strategic Planning Lancashire County Council, Blackburn with Darwen Borough Council, Blackpool Borough Council

Maps based upon the Ordnance Survey, mapping with the permission of the Controller of Her Majesty's Stationery Office.
© Crown Copyright reserved. Lancashire County Council License No. 100023320 2005.



Cities Revealed© aerial photography copyright Lancashire County Council 2000
Photographs in this document are copyright of: © Babtie Ltd, © Bae Systems, © BNFL plc, © British Wind Energy, © East Lancashire Partnership, © Environment Agency, © Hyndburn First, © Jim Andrews, © Lancaster City Council, © Lancashire Evening Telegraph, © Mersey Basin Campaign, © New Progress Housing, © Phil Smith, © Preston City Council, © Redrow Group Services, © Simon Jersey Ltd, © The Global Partnership, © The Harris Museum, © The Ribble Estuary Partnership, © TVR Engineering Ltd.

ISBN 1 899907 60 2

Copies of this document are available from:

Lancashire County Council, Environment Directorate,
PO Box 9, Guild House, Cross Street, PRESTON, PR1 8RD
lancashire2016@env.lancsc.gov.uk
Tel: 01772-534145 Fax: 01772-530641

www.lancashire2016.com

March 2005

Text is available in large format on request

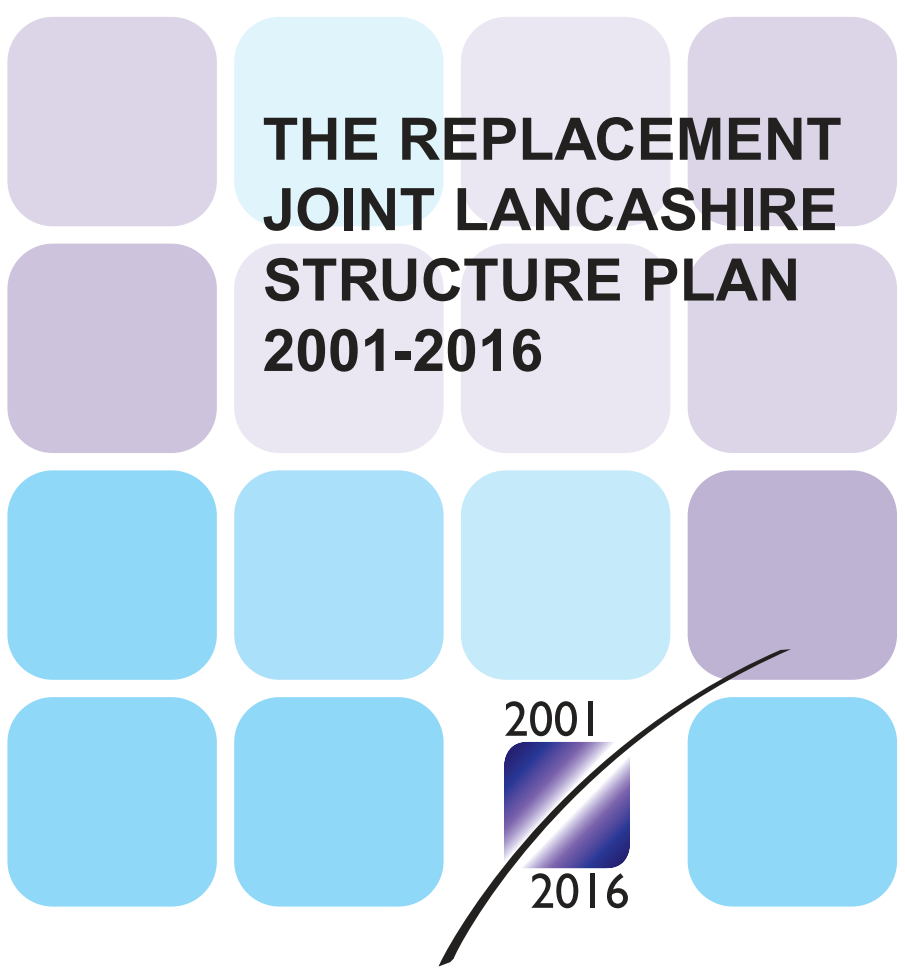
এই ডিকনাম অনুসারে কলে এই রিপোর্ট ও প্রমাণা উর্ন, গুজরাতী, বাংলা এবং পাঞ্জাবী ভাষায় অনুবাদের ব্যবস্থা করা যেতে পারে।

উর্ন, যুতহানী, উর্নালী এবং যুতহানী ভাষায়া আ ইর্নীর এবং যুতহানীয়া অধুবাএনৌ যুর্নৌ, আ সংনামা যুর্ন
যির্নীর উৎবাধী ঙ্ঠর ঙ্ঠর

সিা সিন্ঠর ল উর্ন, গুজরাতী, বাংলা এবং পাঞ্জাবী ভাষায়া অনুবাদের ব্যবস্থা করা
সিা যুর্ন ই মার বকন ই সিন্ঠর মন্বা ঠী

www.lancashire2016.com

joint lancashire structure plan





contents

	page
Introduction	1
Vision	3
Influences	5
Objectives and Key Targets	8
Development Strategy	11
Policies	16
Glossary	106
Appendix 1	112

list of policies

	Page
Development Framework	
1. General Policy	16
2. Main Development Locations	18
3. Strategic Locations for Development	20
4. Development in Lancashire’s Key Service Centres (Market Towns)	23
5. Development Outside of Principal Urban Areas, Main Towns and Key Service Centres (Market Towns)	24
6. Green Belts	26
Accessibility and Transport	
7. Parking	28
8. Strategic Road Network and Proposed Improvements	31
9. Rapid Transit Systems in Regeneration Priority Areas	35
10. Rail and Bus Improvements	37
11. Freight Distribution	40
Future Development Needs	
12. Housing Provision	42
13. Housing Renewal	55
14. Business and Industrial Land Provision	57
15. Regional Investment Sites	63
16. Retail, Entertainment and Leisure Development	65
17. Office Development	69
18. Major Hotel Development	71
19. Tourism Development	72
Resource Management	
20. Lancashire’s Landscapes	76
21. Lancashire’s Natural and Manmade Heritage	79
22. Protection of Water Resources	84
23. The Coastal Zone	87
24. Flood Risk	89
25. Renewable Energy	92
26. Provision for Working Minerals	95
Waste Management	
27. Development and Waste Minimalisation	99
28. Waste Management Facilities	101
Sites for Gypsy and Traveller Families	
29. Sites for Gypsy and Traveller Families	105

list of tables

		Page
Table 1	Forecast of household change, dwelling requirement and components of supply, Lancashire, housing market areas and Districts	46
Table 2	Comparing rates of housing provision Between 1996 and 2016	48
Table 3	Business and industrial land take-up and supply	59
Table 4	Available supply of business and industrial Land, 2001	61
Table 5	Town centre performance, urban population and accessibility	68
Table 6	Hierarchy of heritage designations	82

list of maps and diagrams

Map 1	Context	4
Map 2	Key elements of the development strategy	10
Map 3	Development locations	22
Map 4	Green belts	27
Map 5	Strategic transport schemes	34
Map 6	Existing rail frequency	36
Map 7	Existing bus frequency	36
Map 8	Proposed rail and bus stations and interchanges	39
Map 9	Rail freight locations and protected corridors	41
Map 10	Housing market areas	47
Map 11	Hierarchy of town centres	66
Map 12	Strategic tourism development areas	73
Map 13	Landscape character types	77
Map 14	Natural heritage zones	80
Map 15	Groundwater resources in Lancashire	86
Map 16	The coastal zone	88
Map 17	Indicative areas of high flood risk	91
Key Diagram		113

joint lancashire structure plan





introduction

1.1

The Joint Lancashire Structure Plan 2001-2016 has been prepared by Lancashire County Council, Blackburn with Darwen Borough Council and Blackpool Borough Council (herein referred to as the “Joint Authorities”). The Plan was adopted in March 2005. It replaces the Lancashire Structure Plan 1991-2006 and will be part of the development plan for three years from the date of its adoption or until superseded by the revision to Regional Spatial Strategy or unless the Secretary of State directs that the three year period should be extended.

1.2

The Plan aims to secure the efficient and effective use of land in the interests of the public. It sets out strategic policies and proposals for the development, use and conservation of land in Lancashire and for the management of traffic and waste. It establishes the amount and general location of development.

1.3

The Plan has been shaped by surveys of public opinion and the needs of business, together with forecasts of long-term demands for development balanced against conservation interests and protection of Lancashire’s unique heritage. A sustainability appraisal has been prepared at each stage of the Plan-making process.

1.4

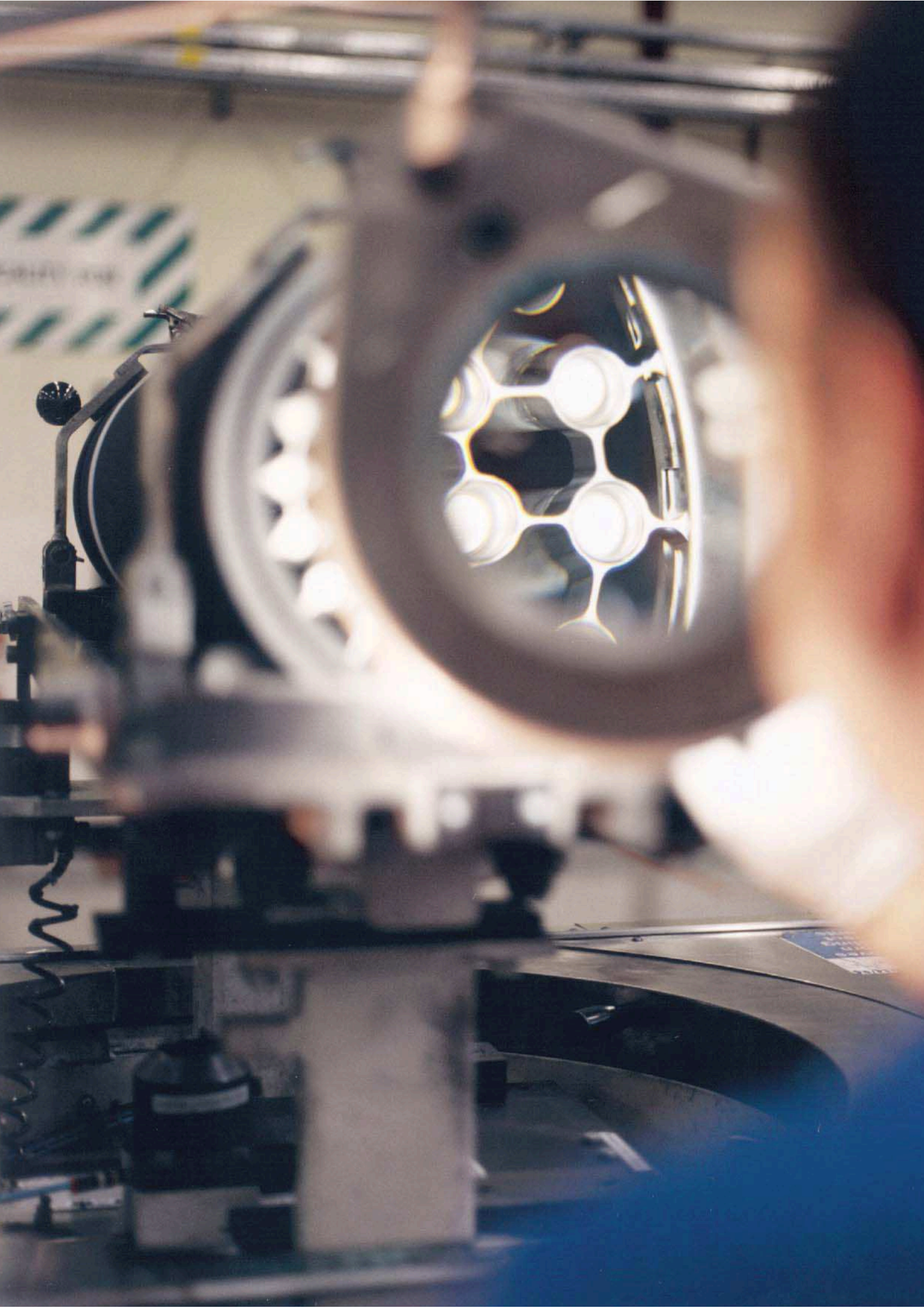
The Plan conforms to Government policy at the time of the Plan’s adoption and fits into the spatial framework for the North West Region set out in Regional Planning Guidance. This was issued by the Secretary of State in March 2003 and sets out a spatial strategy which considers Lancashire’s needs and development pressures alongside those of neighbouring areas across the Region and beyond. Regional Planning Guidance for the North West (RPG13) became the Regional Spatial Strategy (RSS) for the North West on 28 September 2004, on commencement of the Planning and Compulsory Purchase Act.

1.5

This ensures that cross-boundary issues covered by this Plan, such as the green belt areas, transport links, and the number of new houses to be built, are consistent with and complement similar policies in neighbouring areas.

1.6

In turn, the Plan provides the strategic framework for the preparation of Local Plans/Local Development Frameworks and for the determination of planning applications. It guides investment decisions taken by developers and others concerned with transport provision, waste management, resource conservation and sustainable development.



vision

2.1

Our vision is to fundamentally change the way in which development is accommodated in Lancashire. Rather than accepting a future that would see decline in the coastal resorts and East Lancashire Towns and excessive rates of greenfield development along the M6 corridor, we want to achieve a better balance between the County's sub-regions.

2.2

Seeking this strategic balance will be the cornerstone for accommodating development across Lancashire. We want to achieve greater sustainability through balanced growth and better management of resources. The emphasis will be on urban regeneration, with development concentrated on town centres, inner urban areas and the recycling of brownfield land, with less and less need for greenfield development.

2.3

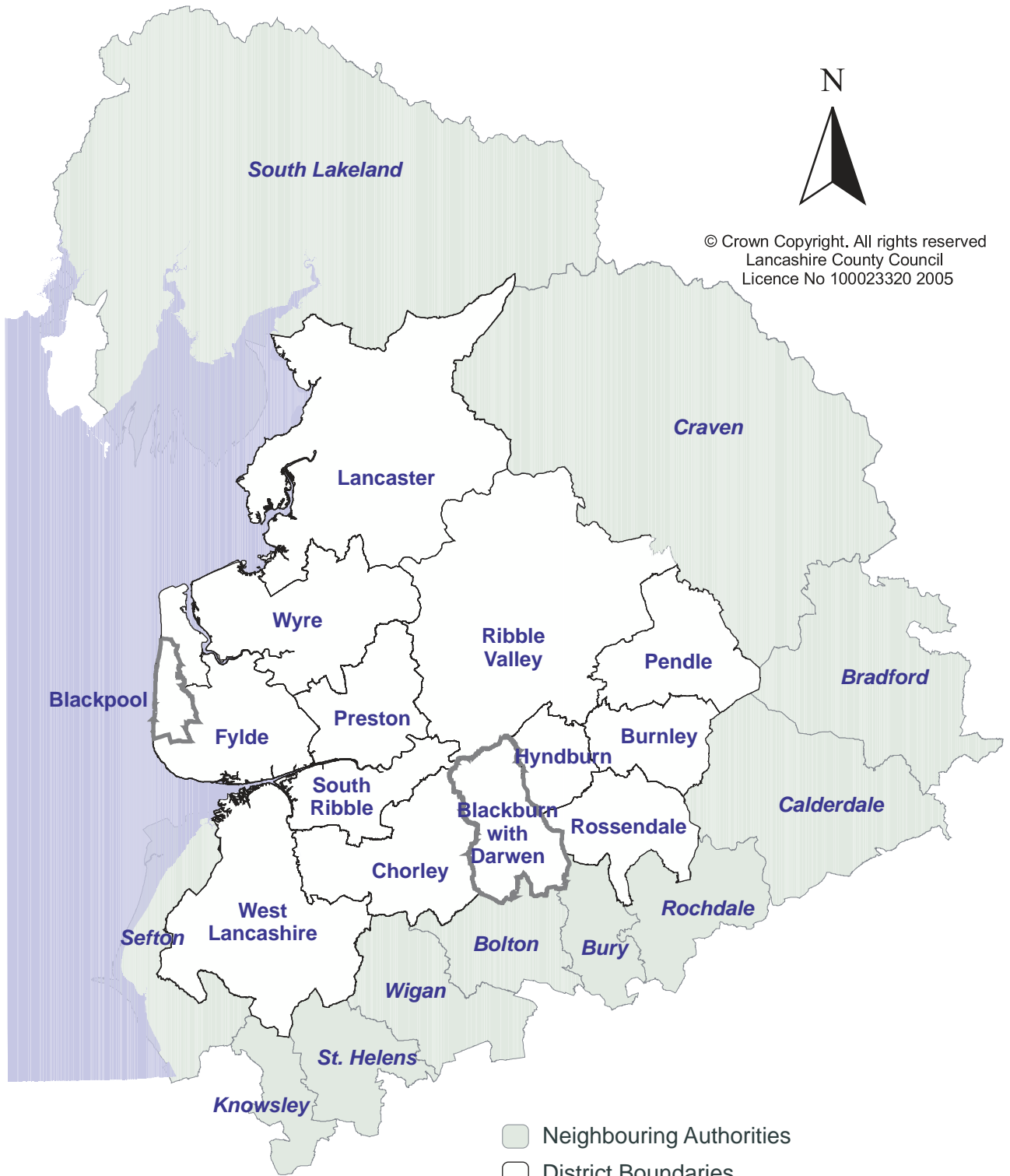
This urban renaissance will be matched by rural regeneration, a shift in the rural economy, with increasing numbers of new rural enterprises set up in Key Service Centres (Market Towns), villages and farms. Whilst embracing significant change in our countryside the important aspects of our landscape will be protected and enhanced.

2.4

By 2016, Lancashire will offer a dynamic economy, vibrant town centres, higher quality residential areas and improved accessibility by walking, cycling and public transport reducing congestion and pollution. Lancashire will offer a well-managed countryside with protected key environmental assets. Lancashire will be an even better place in which to live and work.



map1 context



© Crown Copyright. All rights reserved
Lancashire County Council
Licence No 100023320 2005

- Neighbouring Authorities
 - District Boundaries
 - Unitary Authority Boundaries
- 5 0 5 10 15 Kilometres

Sources: Lancashire County Council 2001
Ordnance Survey 2001

influences

3.1

This Plan has been primarily shaped by public opinion and the users of the planning system as well as having regard to European, Regional and National policies, Local Agenda 21 Strategies and Community Plans where available.

Regional Spatial Strategy

The Plan's strategy and policies have been influenced by Regional Planning Guidance for the North West (RPG13) issued by the Secretary of State in March 2003, which became the Regional Spatial Strategy in September 2004. Regional Spatial Strategy provides a framework for the Plan. Appendix 1 sets out the relationship between policies in the Plan and in Regional Spatial Strategy.

Action in LA21 Strategies for Land Use and Transportation

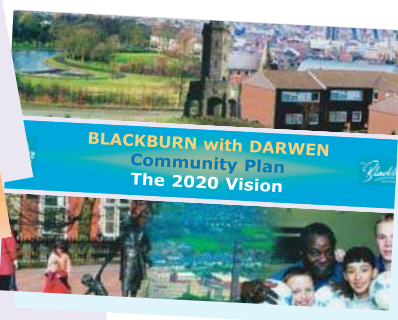
The Joint Authorities have published their LA21 strategies. These address wider sustainability issues and set out how the local authorities intend to achieve greater sustainability. Some of the actions relate to land use and transportation.

Lancashire County Council LA21 Strategy:

- Ensure appropriate greenhouse gas emissions reduction targets are embraced in land use plans.
- Inclusion of relevant targets from the Biodiversity Action Plans in the Structure Plan.
- Provision of access to services which reduces the need to travel.
- Quantification of congestion patterns in Lancashire.
- Preparation of travel plans for major traffic generation schemes to identify ways of reducing travel.

Blackburn with Darwen Borough Council LA21 Strategy:

- To control the emission of harmful fumes from cars by increasing the number of people who travel into the town centres by bus by 12% in the next five years. In 1999, 19% of people travelled by bus into the centres.
- To achieve the national standards for air quality by 2005.
- To reduce nitrogen dioxide levels in the air below 21 parts per billion.
- To recycle or compost 25% of household waste by 2005.
- To increase the number of rivers that meet river quality standards to 91% in the next five years. In 1999, 82% meet river quality standards.



- To contribute to the targets set out in the North West 'Action for Biodiversity' strategy, including protection of natural habitats for important wildlife.

Blackpool Borough Council LA 21 Strategy:

- Preparation of travel plans.
- Improve access to services, promote benefit of public transport, walking, cycling and car sharing.
- Reduction in the levels of air and noise pollution from transport and improve air quality.

3.2

Opinion has been gathered through meetings of the Planning Forum, set up in 1999 to discuss planning issues affecting Lancashire, public consultation on "Challenges and Choices" and through a number of opinion surveys. Wide-ranging technical studies have looked at key issues such as housing, transport and retailing (detailed in the accompanying document 'Consultation and Research'.)

Challenges and Choices

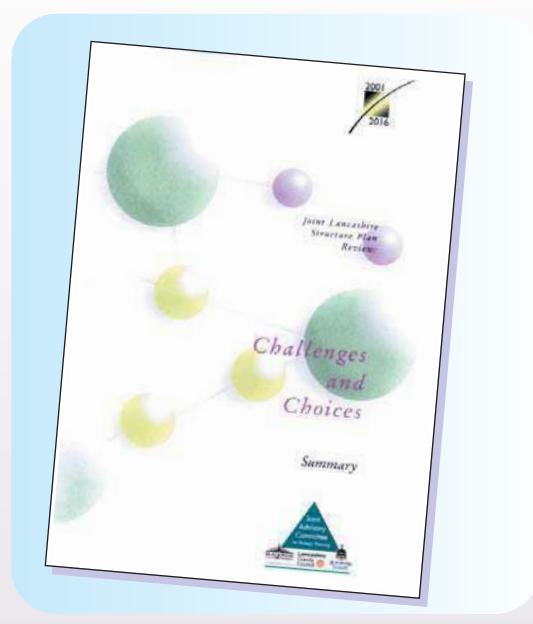
3.3

14 challenges were identified by the Joint Authorities from debates of the Forum, messages coming out of research and consultation activities. The challenges, along with options for achieving each challenge, were included in "Challenges and Choices", published in February 2001. Meetings were held across Lancashire to discuss the Report. What people had to say is summarised in the accompanying document 'Consultations and Research'.

3.4

The clear messages from the consultation are:

- Reuse existing buildings and recycle brownfield land, with only selective releases of greenfield land, and protect the intrinsic qualities of the landscape.
- Regenerate towns, paying particular attention to improving residential areas and further strengthening town centres as retail, leisure and transport hubs.
- Manage the road network to deliver improved safety, environmental benefits and better conditions for public transport, cyclists and pedestrians.
- Concentrate on meeting Lancashire's own housing needs, through tackling unfit and obsolete housing, unpopular housing in areas of low demand.



- In terms of the rural economy and rural accessibility only limited and appropriate rural development, primarily focused on Key Service Centres (Market Towns). The Joint Authorities recognise that well conceived farm diversification schemes that are consistent in their design and scale with their rural surroundings would also be appropriate.

Customer Surveys

3.5

A Business Opinion Survey revealed that there were no overriding or strong preferences for greenfield sites for future business and industrial development. Of more importance is the perceived quality of the surrounding environment (e.g. quality of buildings, litter and crime) and good access.

3.6

A User Survey on the adopted Plan identified that the most frequently used policies were on Green Belts, settlements, strategic locations for development, housing provision, business and industrial land and development in rural areas. These were regarded as core strategic policies. Other frequently used policies related to nature conservation and road traffic implications of development. Users also put forward the view that the Plan should avoid matters of detail, more appropriate to Local Plans/Local Development Frameworks.

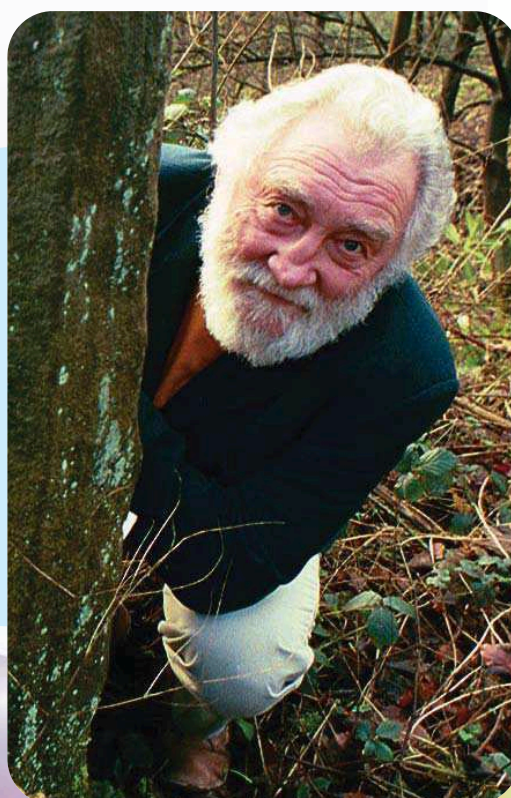
Sustainability Appraisal

3.7

The initial ideas set out in “Challenges and Choices” were examined in an independent Sustainability Appraisal, which has been published and is summarised in the accompanying document “Consultations and Research”. The lessons learnt from the Appraisal have been taken into account in preparing the Plan. The Joint Authorities’ response to the recommendations made in the Appraisal is detailed in the same document.

3.8

The Appraisal identified the most sustainable ways forward for addressing the challenges facing the County. The main message from the Appraisal is that among the top tasks facing the County the most sustainable option identified in the Appraisal generally coincides with public opinion.



Professor David Bellamy, who launched the challenges and choice's consultation document in February 2001 said "It's a pretty inspiring document. They have put down all the facts as they see them, wrinkles and all. I think this will work. You cannot change the world very rapidly but you can change your locality".

objectives and key targets



4.1

Help to deliver a higher value added, higher wage economy.

- A 25% increase in the rate of development of business and industrial land in the Regeneration Priority Areas 2001-2016, compared with 1991-2000 rate.

4.2

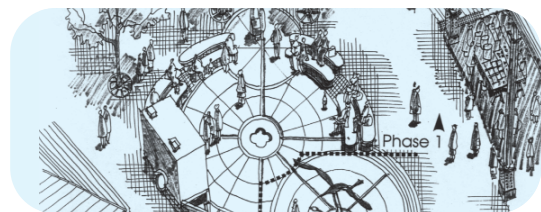
Protect and enhance the vitality of town centres.

- Growth in Zone A rentals to equal or exceed annual average Regional change 2001-2016.
- Levels of vacant property in town centres to be less than the national average by 2016.

4.3

Promote a more diverse rural economy.

- The number of new business start-ups in rural areas to be 10% higher by 2006 and 20% higher by 2016 compared to 2001.



4.4

Help to reduce problems of obsolete and unpopular housing.

- Reduce the number of vacant houses to a maximum of 3.5% of total stock by 2016.
- Reduce the number of unfit dwellings across East Lancashire by 25,000 by 2016.

4.5

Reduce the house building rate to a level which matches Lancashire's own requirements.

- Annual average number of new dwellings to be 2,380 in 2006-2016 (compared with 4,635 in 1996-2001).

4.6

Encourage the most efficient use of Lancashire's land resources.

- At least 70% of new dwellings to be on previously developed land. Including conversion of buildings, 2001-2016.
- 75% of new housing development to be located in the Principal Urban Areas and Main Towns, 2001-2016.
- The proportion of the population within 1km of 5 basic services (GP, primary school, food shop, post office, bus stop) to be maintained to at least the 1996 level of 73%, 2001-2016.
- Reduce the amount of land allocated for business and industrial development in 2001 by at least 35% by 2006 in the non-Regeneration Priority Area Districts.

4.7

Achieve a highly effective and efficient transport system.

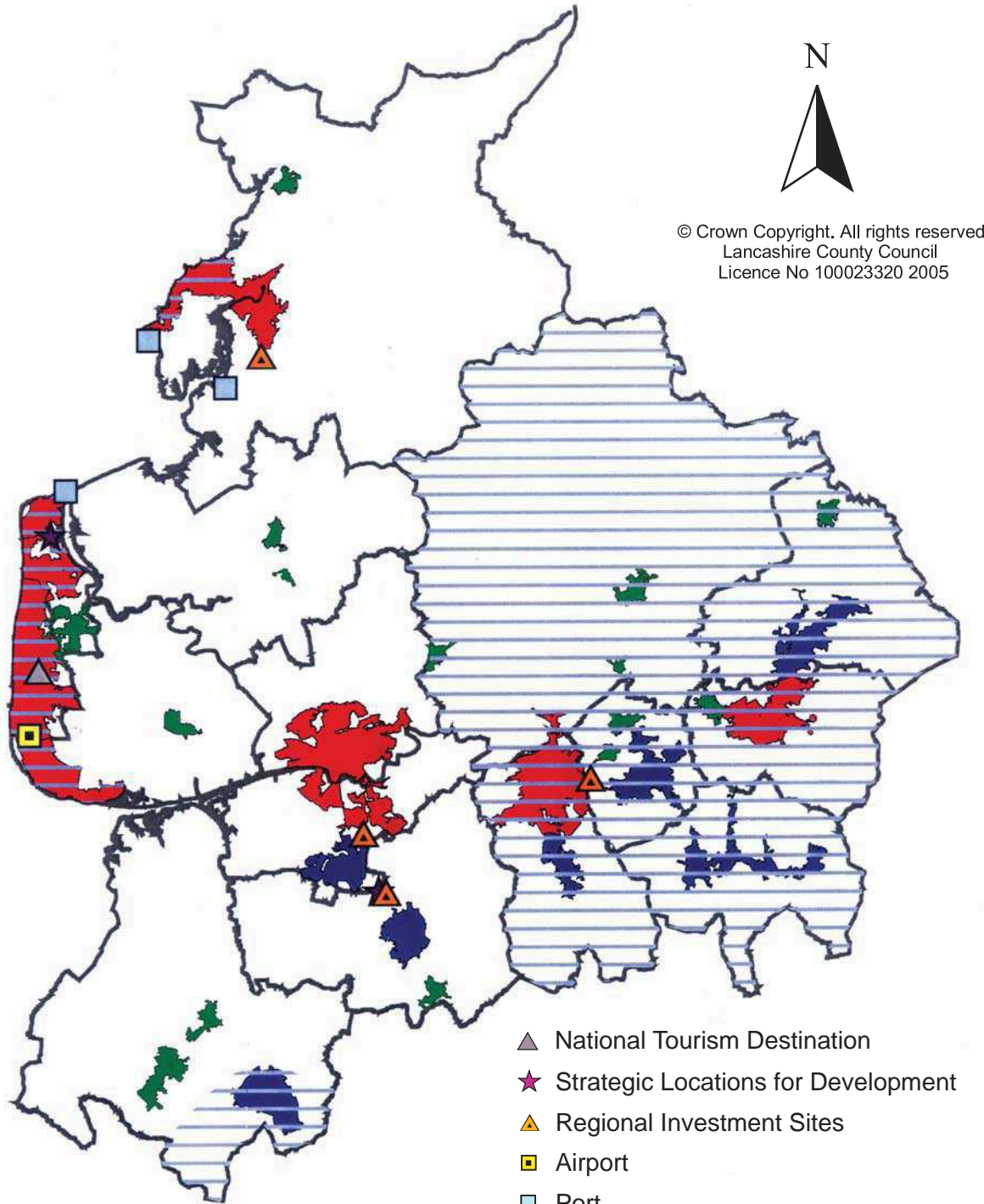
- 90% of new development to be within 400 metres of an existing or proposed bus stop or within 800 metres of an existing or proposed railway station, 2001-2016.
- Reduce traffic flows to and from the centres of Principal Urban Areas and Main Towns by 5% for 2016 compared to 2001.
- A 45% reduction in the number of people killed or seriously injured in road accidents by 2016 compared with 1994-1998 average.

4.8

Conserve or enhance Lancashire's landscape and its natural and man-made resources.

- No net loss of heritage assets, networks or settings, 2001-2016.
- Increase/protect selected key environmental features by:
 - increasing the coverage of native woodland by 15% by 2016;
 - no net loss of hedgerows through development, 2001-2016.

map 2 key elements of the development strategy



© Crown Copyright. All rights reserved
 Lancashire County Council
 Licence No 100023320 2005

- ▲ National Tourism Destination
 - ★ Strategic Locations for Development
 - ▲ Regional Investment Sites
 - Airport
 - Port
 - ▨ Regeneration Priority Areas
- Settlement Hierarchy
- Principal Urban Areas
 - Main Towns
 - Key Service Centres (Market Towns)
 - District and Unitary Authorities
- 5 0 5 10 15 Kilometres

Sources: Lancashire County Council 2001
 Ordnance Survey 2001

development strategy

5.1

This Strategy is designed to bring about a better balance of development at both the sub-regional level, by targeting housing and economic development at the Regeneration Priority Areas (RPAs), and at the local level, by reusing buildings and developing brownfield sites rather than greenfield sites. Key components of the Strategy are outlined below.

Regeneration Priority Areas

5.2

The Plan will contribute to securing growth in these areas (Map 2) by:

- 1) A general presumption in favour of development on sites within urban areas in Regeneration Priority Areas (RPAs).
- 2) Planning for a faster rate of housing growth in East Lancashire than would have occurred under existing demographic trends. Outward migration, of mainly the young and better educated, will no longer be assumed to continue. Population retention will be planned for and this will raise overall spending power in these areas.
- 3) In the coastal towns, planning for modest levels of continued inward net migration in order to sustain the housing market and support regeneration initiatives.
- 4) Planning for a faster rate of development of new business and industrial land. The Plan includes a target for a 25% increase in the rate of take-up of new sites in the RPAs. Elsewhere, a rate of take-up in line with past trends will be planned for, resulting in a targeted relative shift towards the RPAs.
- 5) In Skelmersdale, regeneration measures will assist in retaining and expanding facilities in the town centre.
- 6) The transportation strategy will improve accessibility within and to these areas.

Urban Renaissance

5.3

In each sub-region of the County the Strategy sets out a hierarchy of Principal Urban Areas, Main Towns and Key Service Centres (Market Towns) (Map 2). Most development will be in these locations with priority given to the re-use of buildings and developing brownfield sites. The Principal Urban Areas will see relatively more development than the Main Towns and Key Service Centres (Market Towns). The Principal Urban Areas have the most comprehensive public transport networks and their town centres and adjoining sites will be the focus for major retail and leisure proposals. The Key Service Centres (Market Towns) will act as local transport hubs and be centres for the provision of public services in rural areas. Outside the Key Service Centres (Market Towns) new rural housing will be limited to meeting local needs.





Rural Regeneration

5.4

Lancashire's existing landscapes will continue to be protected and enhanced under this Strategy. In many areas this will mean that farmers who manage the landscape will need to diversify into other enterprises to maintain their incomes. Therefore, farm diversification schemes will be supported in principle. Key Service Centres (Market Towns) will be the focal points for new rural development and development that helps sustain and transform the economies of surrounding rural areas.

5.5

Lancashire's woodland cover will be extended, especially in and around urban East Lancashire. New forests can aid rural development and economic regeneration and enhance the image of an area, particularly where it involves the reclamation of brownfield sites and improvements to the urban fringe.

Transport

5.6

Accessibility to jobs, services and leisure for everyone, particularly by walking, cycling and public transport is a central strand of the Strategy. It is important that everyone can get to where jobs and services are. New development should be located with this in mind. Equally the social inclusion agenda has helped shape transport investment priorities. Locating development in town centres and other sites with good public transport access is fundamental. Marked improvements in urban public transport are a key feature of this Plan. Innovative provision of public transport in rural areas will promote accessibility in the countryside.

5.7

Particular emphasis is placed on improving access within East Lancashire and the Fylde Coast, especially through the Rapid Transit schemes. These will aid regeneration. Other proposals will improve access to Lancashire's ports and to areas outside the County enhance environmental conditions and promote road safety. Strategic schemes are shown on Map 5.

Housing

5.8

Over the next 15 years the number of households in Lancashire will increase by nearly 47,000. The existing housing stock will be able to absorb some of these new households. 41,560 new houses will need to be provided. However, the rate of house building for new households will decrease from current levels of 4,600 dwellings per year to 2,380 per year after 2006.

5.9

Beyond 2006 for much of Lancashire, the strategy takes account of the demand generated within Lancashire's own population. The assumption is that outward migration from East Lancashire will be stemmed and Central Lancashire will no longer continue to meet some of the housing requirements of Greater Manchester and Merseyside (through inward migration). However, a continuing modest amount of net inward migration to the Fylde Coast will continue. Migration trends will be regularly monitored in the future.



5.10

Additional households will be provided for by:

- 1) Making better use of the existing stock; then
- 2) ensuring that there is sufficient land to accommodate 41,560 new dwellings; and
- 3) making the best use of brownfield sites. An overall target of 70% of housing requirements to be met on brownfield land has been set.

5.11

Issues relating to housing quality are particularly important in East Lancashire. The problem of extensive areas of poor quality, obsolete housing for which there is no demand goes to the heart of the regeneration debate in the East Lancashire towns. The Strategy seeks a substantial reduction in levels of unfit housing across East Lancashire over the Plan period. Solutions to achieve this will vary, and may involve improving some of the stock and demolishing the worst and most unpopular housing. In some areas, cleared housing will not need replacing, and will instead provide opportunities for improving the urban environment, for example through the creation of open space, tree planting, or community facilities. The views of the local community will be important in deciding the best approach.

Business and Industry

5.12

A higher rate of business and industrial development will be planned for the RPAs, a 25% increase above trends, to encourage economic regeneration. Elsewhere current rates of take-up will be assumed to continue in the future. Taken together, this means Lancashire needs about 850 hectares of land for business and industry between 2001 and 2016. There is currently about 1,000 hectares of land available for industrial

and business development across the County. At least 20% of this land can be taken out of the development pipeline. This will include the de-allocation of surplus greenfield sites in some areas. The supply of business and industrial land needs rationalising to create a balanced portfolio of quality sites in each District.

5.13

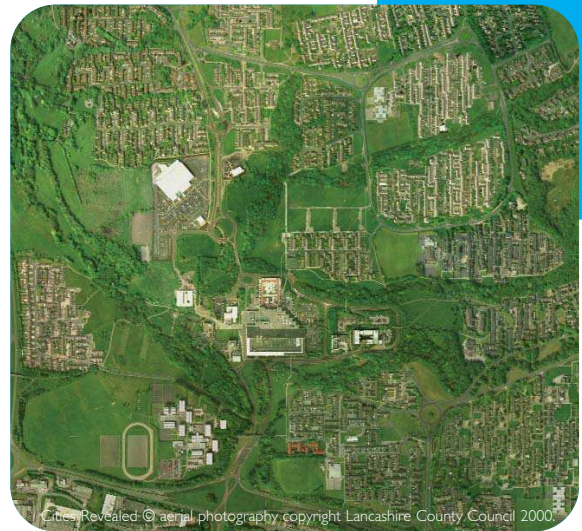
The Plan continues with the major development proposals, at Cuerden Regional Business Park and Royal Ordnance site, Euxton, which include business and industrial development, and will not have been completed by 2006. There is also a commitment to development at Goosnargh/Whittingham.

Environmental Resources

5.14

Conservation of Lancashire's environmental resources is an important part of the Plan's development strategy. Water quality, manmade and natural heritage and landscapes are all protected by Plan policies. Heritage sites and features are protected by the principle that, at a minimum, there should be no net loss of environmental value arising from any development. Air quality is addressed through measures to manage traffic and reduce traffic levels in and around town centres.





Priorities for Lancashire's Sub-Regions

EAST LANCASHIRE

(Blackburn with Darwen – Burnley – Hyndburn – Pendle – Ribble Valley – Rossendale)

- Reverse traditional population decline by stemming outward migration.
- Increase business and industrial land take-up by 25% above current trends to assist the restructuring of the economy and regeneration.
- Release of selective strategic greenfield land at Whitebirk for regionally important economic investment.
- Improve public transport links within East Lancashire and to locations outside the County, including through a Rapid Transit project.
- Improve the urban environment and particularly the poor state of much of the housing stock.
- Create more open space, green networks, woodland and more local health and community facilities and employment opportunities, particularly in inner urban communities.

CENTRAL LANCASHIRE

(Chorley – Preston – South Ribble – West Lancashire)

- Continue to reduce development pressures and minimise urban growth.
- Future housing provision to match internal needs only beyond 2006.
- Regeneration and continued growth of Skelmersdale may necessitate additional greenfield development, including for housing.
- Develop large brownfield sites for a mix of uses including the Royal Ordnance site, Euxton. Housing development at Goosnargh/Whittingham is not to exceed approximately 600 approved dwellings.
- Release of selective strategic land at Cuerden and Royal Ordnance site, Euxton, for regionally important economic investment.
- Develop high quality modern facilities in Preston to support its role as a gateway interchange for visitors into Lancashire.
- Improve and enhance Preston's status as a historic city.

NORTH LANCASHIRE

(Blackpool – Fylde – Lancaster – Wyre)

- Retain internal population growth, and reduce levels of migration from the metropolitan areas.
- Direct future growth including tourism development towards regeneration priorities in the coastal towns.
- Invest in Heysham-M6 road link, improvements to road links in the Norcross to M55 Corridor and Fylde Coast Rapid Transit Project to improve accessibility, reduce traffic congestion and assist urban regeneration and economic development.
- Develop extensive brownfield land at Fleetwood (Docks-North East Thornton) for a mix of uses.
- Release of selective strategic greenfield land at Bailrigg, Lancaster for regionally important economic investment.
- Direct development away from areas of landscape and wildlife importance, principally the open coastal areas, and from areas at potential risk of flooding.
- Improve and enhance Lancaster's status as a historic city.
- Develop high quality modern facilities to support Blackpool's role as a tourist destination of regional and national importance



Cities Revealed © aerial photography copyright Lancashire County Council 2000.

general policy

6.1 DEVELOPMENT FRAMEWORK

policy 1

GENERAL POLICY

DEVELOPMENT WILL BE LOCATED PRIMARILY IN THE PRINCIPAL URBAN AREAS, MAIN TOWNS, KEY SERVICE CENTRES (MARKET TOWNS) AND STRATEGIC LOCATIONS FOR DEVELOPMENT AND WILL CONTRIBUTE TO ACHIEVING:

- (a) THE EFFICIENT USE OF BUILDINGS, LAND AND OTHER RESOURCES;
- (b) HIGH ACCESSIBILITY FOR ALL BY WALKING, CYCLING AND PUBLIC TRANSPORT, WITH TRIP INTENSIVE USES FOCUSED ON TOWN CENTRES;
- (c) A BALANCE OF LAND USES THAT HELPS ACHIEVE SUSTAINABLE PATTERNS OF DEVELOPMENT;
- (d) ACCELERATED RATES OF BUSINESS DEVELOPMENT IN THE REGENERATION PRIORITY AREAS;

- (e) APPROPRIATE DEVELOPMENT AT BLACKPOOL AIRPORT, PORTS AND REGIONAL INVESTMENT SITES;
- (f) URBAN REGENERATION, INCLUDING PRIORITY RE-USE OR CONVERSION OF EXISTING BUILDINGS, AND THEN USE OF BROWNFIELD SITES;
- (g) ENHANCED ROLES FOR TOWN CENTRES AS DEVELOPMENT LOCATIONS AND PUBLIC TRANSPORT HUBS;
- (h) RURAL REGENERATION;
- (i) A HIGH QUALITY BUILT ENVIRONMENT.

OTHER DEVELOPMENT TO MEET AN IDENTIFIED LOCAL NEED OR SUPPORT RURAL REGENERATION OUTSIDE PRINCIPAL URBAN AREAS, MAIN TOWNS, KEY SERVICE CENTRES (MARKET TOWNS) AND STRATEGIC LOCATIONS FOR DEVELOPMENT WILL BE ACCEPTABLE IN PRINCIPLE.

6.1.1

Policy 1 should be read as a whole and the listed criteria a) to i) carry equal weight, no one criterion having priority over any other.

6.1.2

Lancashire's towns contain most of the County's population, jobs, shops. They act as transport hubs and provide important services to people in surrounding villages and rural areas. Continuing to focus most development in our towns will help to achieve key government objectives of sustainable development and social inclusion.

6.1.3

Where possible, homes, places of work and other facilities will be located in proximity to each other, thus helping facilitate the retention of local services. It will also involve minimising the need for travel and reducing the length and number of trips made. The design of new developments and transport infrastructure should prioritise the needs of non-car users. Improvements to the local road network, proper provision for pedestrians and cyclists and the improvement or introduction of bus services will be an essential part of the development proposals. An integral aspect to achieving sustainable development will necessitate the



most appropriate use of brownfield sites. In addition, future development should aim to support local economies, particularly in the lower-performing areas, identified as Regeneration Priority Areas, where the need to improve economic conditions will underpin their successful regeneration.

6.1.4

A positive approach towards farm diversification and the development of the rural economy will be required to encourage local employment opportunities and support services in Key Service Centres (Market Towns) and villages. It is essential, however, that future development respects the quality of the environmental stock in Lancashire and is guided to appropriate locations, particularly rural settlements. Green Belts, high flood risk areas and flood plains as well as statutory designated nature conservation areas will only exceptionally be appropriate locations for new development. In Areas of Outstanding Natural Beauty and undeveloped Coastal Areas new development will need to be particularly sensitive.

6.1.5

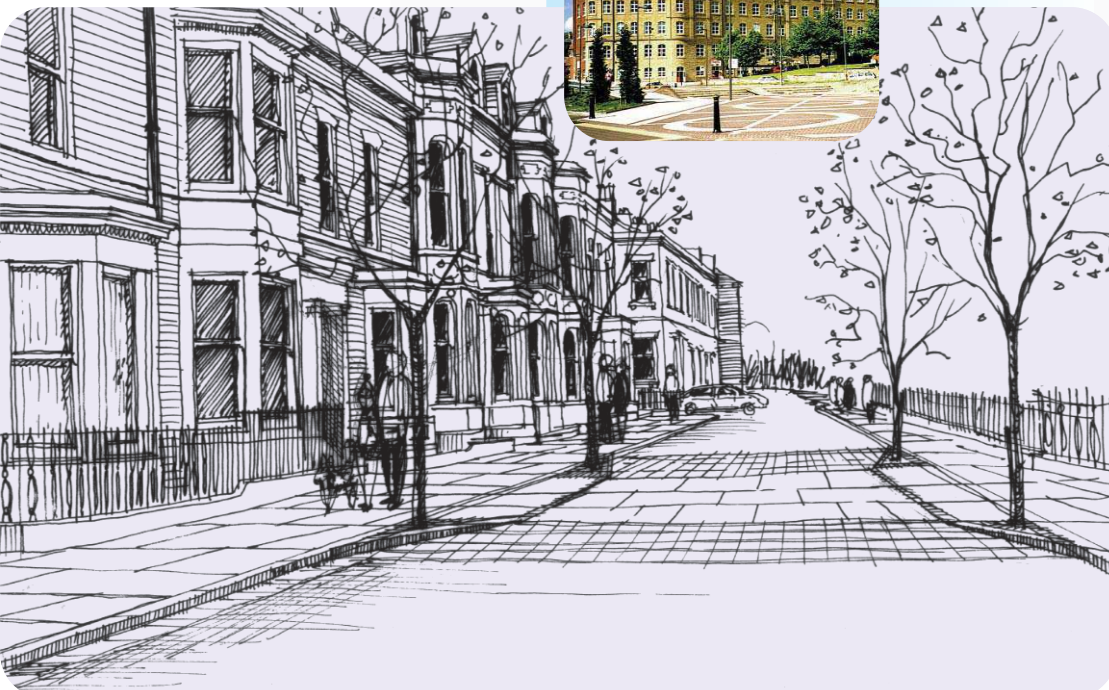
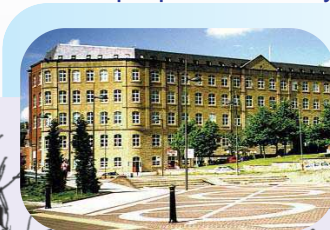
Achieving a quality built environment is a key role of the planning system. Attractive built environments incorporate not only the design of individual buildings, but also their relationship with other structures and the spaces between them. It is not just about the appearance of an area, but how well it functions and contributes to the principles of sustainable development. The layout of buildings should maximise energy efficiency, encourage safe movement for pedestrians and cyclists and facilitate access to jobs and services.

TARGET 1.1:

The proportion of the population within 1km of 5 basic services (GP, primary school, food shop, post office, bus stop) to be maintained to at least the 1996 level of 73%, 2001-2016.

TARGET 1.2:

90% of new development to be within 400 metres of an existing or proposed bus stop or within 800m of an existing or proposed railway station, 2001-2016.



main development locations

policy 2

MAIN DEVELOPMENT LOCATIONS

MOST DEVELOPMENT WILL BE CONCENTRATED IN THE FOLLOWING PRINCIPAL URBAN AREAS TO ENHANCE THEIR REGENERATION:

BLACKBURN (INCLUDING WILPSHIRE)
BLACKPOOL/THORNTON/
CLEVELEYS/FLEETWOOD/
LYTHAM ST. ANNES
BURNLEY
LANCASTER/MORECAMBE (INCLUDING HEYSHAM)
PRESTON (INCLUDING PENWORTHAM, LOSTOCK HALL, WALTON-LE-DALE, BAMBER BRIDGE)

DEVELOPMENT IN THE FOLLOWING MAIN TOWNS WILL BE AT LEVELS SUFFICIENT TO SUPPORT:

- (a) THEIR ROLE AS KEY CENTRES FOR PUBLIC TRANSPORT, EMPLOYMENT AND SERVICES; AND/OR
- (b) THEIR REGENERATION ROLE WITHIN REGENERATION PRIORITY AREAS.

ACCRINGTON (INCLUDING OSWALDTWISTLE, CHURCH, CLAYTON-LE-MOORS)
CHORLEY
DARWEN
LEYLAND
NELSON/COLNE (INCLUDING BRIERFIELD)
RAWTENSTALL (INCLUDING BACUP AND HASLINGDEN)
SKELMERSDALE

6.1.6

Most new development will be located in Lancashire's Principal Urban Areas and Main Towns (Map 2). The pattern of development will be influenced by the location of brownfield sites, public transport networks, improvements to infrastructure and services and environmental issues. The intention is to achieve sustainable patterns of development, promoting regeneration and concentrating housing, employment, retail and leisure uses close to the main centres of population and public transport.

6.1.7

The general criteria for selection of main development locations are:

- Principal Urban Areas defined in Regional Spatial Strategy;
- Retail hierarchy of town centres;
- Size of urban population;
- Accessibility by non-car modes of transport;
- Ability to act as a rural or urban service centre;

6.1.8

The five Principal Urban Areas all have urban area populations above 70,000. They include retail centres which take the top five places in the retail hierarchy and public transport accessibility ranking.¹ They also all contain major transport interchanges with frequent bus and rail services accessing different parts of the urban area and beyond². Preston will act as a gateway/interchange for visitors to Lancashire and will need to provide appropriate high quality modern facilities to support this role.

¹ 'Town Centre Analysis' Joint Advisory Committee, 2001.

² 'Lancashire Local Transport Plan' Lancashire County Council, 2001.

6.1.9

Main Towns generally have populations between 28,000 and 70,000. All the Main Towns contain retail centres which lie in the top 20 as defined in the 2001 Town Centre Analysis. Nearly all contain major transport interchanges. The level and scale of development will be less than in Principal Urban Areas. However, Main Towns will still be important centres for transport, employment and other land uses, with the appropriate levels of development to support these functions. In Regeneration Priority Areas, the amount of development will be sufficient to support their role in regeneration. Skelmersdale is also part of the North-West Metropolitan Area where wide ranging regeneration and environmental enhancement should be secured, including the enhancement of Skelmersdale Town Centre.

6.1.10

For a number of towns, the policy lists subsidiary settlements that form part of the urban area of the town, in brackets after the name. Any retail function in the centres of these settlements will be a subsidiary one. District Local Plans/Local Development Frameworks will determine the level in the retail hierarchy, for example, a district centre or a local centre.

TARGET 2.1:

75% of new housing development to be located in the Principal Urban Areas and Main Towns, 2001-2016.



Royal Ordnance site.



Fleetwood.

Cities Revealed © aerial photography copyright Lancashire County Council 2000.

strategic locations for development

policy 3

STRATEGIC LOCATIONS FOR DEVELOPMENT

STRATEGIC LOCATIONS FOR DEVELOPMENT ARE DEFINED AT:

- THE ROYAL ORDNANCE SITE, EUXTON;
- FLEETWOOD (DOCKS-NORTH EAST THORNTON).

DEVELOPMENT AT THESE LOCATIONS WILL PROVIDE FOR A VARIETY OF NEW USES AND WILL TAKE PLACE WITHIN THE CONTEXT OF A COMPREHENSIVE APPROACH.

6.1.11

Development at these locations, shown on Map 2, will consist of a variety of uses including housing, business, local needs retailing, leisure, open space and nature conservation. Development will take place in the context of a comprehensive approach to each area, incorporating elements such as phasing infrastructure, public transport, environmental interests and the needs of nature conservation.

6.1.12

Improvements to the local road network, proper provision for pedestrians and cyclists, and the improvement, or introduction, of bus services will be integral to these redevelopment proposals. Other elements will include the opening of a new station on the Preston-Manchester rail line to serve the Royal Ordnance site, and the reinstatement of the Poulton-le-Fylde-Fleetwood railway line, as part of the Fylde Coast Light Rapid Transit, to serve the location at Fleetwood.

6.1.13

The Royal Ordnance site does not form part of the settlement hierarchy. This proposal was originally included in the 'Lancashire Structure Plan 1991-2006'. The site will be completed beyond 2006.

6.1.14

The strategic location at Fleetwood (Docks-North East Thornton) is within the Blackpool/Thornton/Cleveleys/Fleetwood/Lytham St. Annes Principal Urban Area, and forms part of the Regeneration Priority Area covering Lancashire's coastal towns. The location covers 500 hectares of land comprising two discrete areas: land adjacent to Fleetwood Docks in the north and land formerly occupied by ICI to the south.

TARGET 3.1:

For Royal Ordnance site, Euxton (outside the Regional Investment Site):

60 ha business and industry

Total Dwellings – 2,000

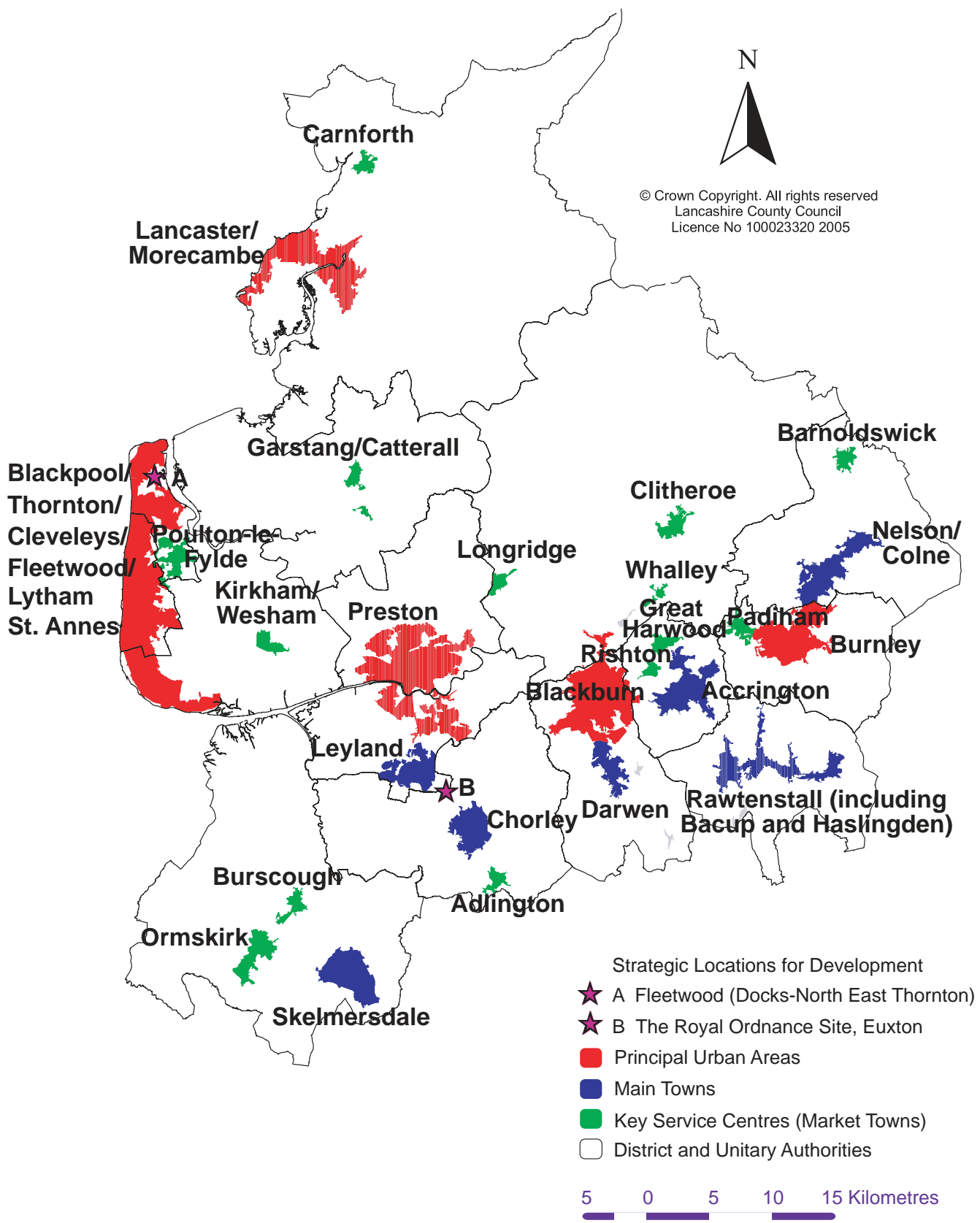
TARGET 3.2:

For Fleetwood (Docks-North East Thornton):

103 ha business and industry

Total Dwellings – 900

map 3 development locations



Sources: Lancashire County Council 2001
Ordnance Survey 2001

development in lancashire's key service centres (market towns)

policy 4

DEVELOPMENT IN LANCASHIRE'S KEY SERVICE CENTRES (MARKET TOWNS)

DEVELOPMENT IN THE FOLLOWING KEY SERVICE CENTRES (MARKET TOWNS) WILL BE SUFFICIENT TO PROMOTE THEIR REGENERATION AND SUPPORT AND ENHANCE THEIR ROLE AS SERVICE CENTRES AND PUBLIC TRANSPORT HUBS FOR THE SURROUNDING VILLAGES AND RURAL AREAS. THE SCALE OF DEVELOPMENT WILL BE APPROPRIATE TO THE SIZE OF THE TOWN AND WILL INCLUDE DEVELOPMENT FOR DIVERSIFICATION OF THE RURAL ECONOMY AND DEVELOPMENT OF PUBLIC TRANSPORT INFRASTRUCTURE.

ADLINGTON
BARNOLDSWICK
BURSCOUGH
CARNFORTH
CLITHEROE
GARSTANG/CATTERALL
GREAT HARWOOD
KIRKHAM/WESHAM
LONGRIDGE
ORMSKIRK (INCLUDING AUGHTON)
PADIHAM
POULTON-LE-FYLDE
RISHTON
WHALLEY

6.1.15

Key Service Centres (Market Towns), shown on Map 3 will play an important role in service provision for rural areas and in diversifying the rural economy. They are distinct settlements serving rural areas, with a population of 2,000-28,000. They share the following characteristics:

- The potential to sustain and transform the economy of the surrounding rural areas.
- The potential to promote social inclusion, i.e. increase access to housing, services, education, healthcare and employment for everyone.
- Distinct settlements which are the largest in a wide rural area serving a larger rural hinterland, not merely commuter or retirement towns.
- The potential to act as service centres for surrounding rural areas.³
- The existence of good transport links to surrounding towns and villages or the potential for further enhancement.⁴

6.1.16

Development in Key Service Centres (Market Towns) should complement existing settlement character and should be of an appropriate scale and nature to accommodate or fulfil the needs of local communities for housing, employment and services, and to deliver an enhanced quality of rural life. The scale and nature of development in Key Service Centres (Market Towns) will be established in Local Plans/Local Development Frameworks.



³ 'Town Centre Analysis' Joint Advisory Committee, 2001.

⁴ 'Lancashire Local Transport Plan' Lancashire County Council, 2001.

development outside urban areas



policy 5

DEVELOPMENT OUTSIDE OF PRINCIPAL URBAN AREAS, MAIN TOWNS AND KEY SERVICE CENTRES (MARKET TOWNS)

DEVELOPMENT OUTSIDE OF THE PRINCIPAL URBAN AREAS, MAIN TOWNS AND KEY SERVICE CENTRES (MARKET TOWNS) WILL BE OF A SCALE AND NATURE APPROPRIATE TO ITS LOCATION AND WILL MOSTLY TAKE PLACE IN VILLAGES AND OTHER SETTLEMENTS IDENTIFIED IN LOCAL PLANS/LOCAL DEVELOPMENT FRAMEWORKS.

DEVELOPMENT WILL SUPPORT RURAL AND URBAN REGENERATION BY MEETING AN IDENTIFIED LOCAL NEED FOR HOUSING OR COMMUNITY SERVICES OR BY PROVIDING FOR LOCAL EMPLOYMENT OPPORTUNITIES THAT MAINTAIN, OR STRENGTHEN AND

DIVERSIFY THE LOCAL ECONOMY, INCLUDING FARM DIVERSIFICATION AND SUSTAINABLE TOURISM DEVELOPMENT.

DEVELOPMENT RESULTING IN THE LOSS OF LOCAL SHOPPING, LEISURE, SERVICE AND EMPLOYMENT PROVISION TO OTHER USES WILL NOT BE PERMITTED UNLESS IT CAN BE DEMONSTRATED THAT THE USE IS NO LONGER NEEDED BY THE COMMUNITY.

IN THE COUNTRYSIDE OUTSIDE VILLAGES AND OTHER SETTLEMENTS, BUILDING CONVERSIONS AND REDEVELOPMENT OF EXISTING GROUPS OF BUILDINGS FOR EMPLOYMENT GENERATING USES WILL BE SUPPORTED IN PRINCIPLE. LIMITED DEVELOPMENT OF NEW BUILDINGS TO MEET IDENTIFIED LOCAL EMPLOYMENT NEEDS WILL BE ACCEPTABLE IN PRINCIPLE OUTSIDE GREEN BELT AREAS.

6.1.17

Most housing development outside of Principal Urban Areas, Main Towns and Key Service Centres (Market Towns) will be affordable housing or accommodation to meet the specific needs of a section of the local community. Districts will determine the necessary amount of affordable housing development based on an assessment of local need. Preference will be given to brownfield sites, infill plots and conversion of redundant buildings.

6.1.18

The Plan seeks to support the economy of Lancashire by encouraging regeneration and new enterprises. Regeneration may include tourism, recreation, farm shops and farm diversification schemes such as those taken forward by the Bowland Initiative, now known as Lancashire Rural Futures. A positive approach to the reuse of existing buildings

and developments of limited new buildings, that support and create local employment opportunities, will be taken. Developments will need to be in keeping with the character of the area and encouragement will generally be given to developments which positively benefit the local environment and reduce the need to travel.





the bowland initiative:
 economic development, including adding value to local produce, with environmental benefits, public access and health care for farmers. The project received the 2002 Royal Town Planning Institute Awards for Planning Achievement.

6.1.19

Public transport links to Principal Urban Areas, Main Towns and Key Service Centres (Market Towns) will be maintained and enhanced, as will connections to neighbouring villages. Provision of improved bus stops and information can contribute to this as will the promotion of services such as dial and ride. Information and Communication Technology can contribute to the provision of an enhanced range of village services, e.g. on-line banking, and contribute to the creative delivery of rural transport.

6.1.20

Community services include a wide range of services for local people including local shopping and leisure facilities, post offices, public houses, schools, child care facilities, village halls and community centres, and public transport infrastructure. These services have a particularly important role in the social and economic well being of rural settlements. The closure of such facilities forces people to travel outside their village and produces a less sustainable pattern of development. Retention of such facilities is therefore very important.

6.1.21 Lancashire is well-endowed with extensive areas of high quality farmland. Care should be taken to ensure that future development within the countryside is respectful of the quality of the landscape in which it is to be located and has regard for the protection of high-quality agricultural land. Where development of agricultural land is unavoidable preference will be given to the development of poorer quality agricultural land over high-quality agricultural land.

6.1.22

Lancashire contains Areas of Outstanding Natural Beauty, which carry a status equivalent to that given to National Parks. These locations are likely to have similar regeneration needs to other areas. It will be necessary to maintain a careful balance between landscape and new development.

6.1.23

New business development in rural areas in Lancashire will be monitored by Target 5.1 of the Plan. The Lancashire Rural Recovery Action Plan and the Lancashire Local Transport Plan provide additional sources of monitoring relevant to rural Lancashire.

TARGET 5.1:

The number of new business start-ups in rural areas to be 10% higher by 2006 and 20% higher by 2016 compared to 2001.



green belts

policy 6

GREEN BELTS

THE GENERAL EXTENT OF GREEN BELTS IN LANCASHIRE WILL BE MAINTAINED.

6.1.24

The location and general extent of Green Belts in Lancashire are shown on Map 4. The main attributes of Green Belts are their permanence and openness. Green Belts in Lancashire serve the following purposes:

- To check the unrestricted sprawl of large built-up areas, including the Metropolitan conurbations, in south Lancashire.
- To prevent neighbouring towns from merging into one another in North Lancashire, the Fylde Peninsula, Central and East Lancashire.
- To assist in safeguarding the countryside from encroachment along the western and southern edges of the Central Lancashire built-up area.
- To assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

6.1.25

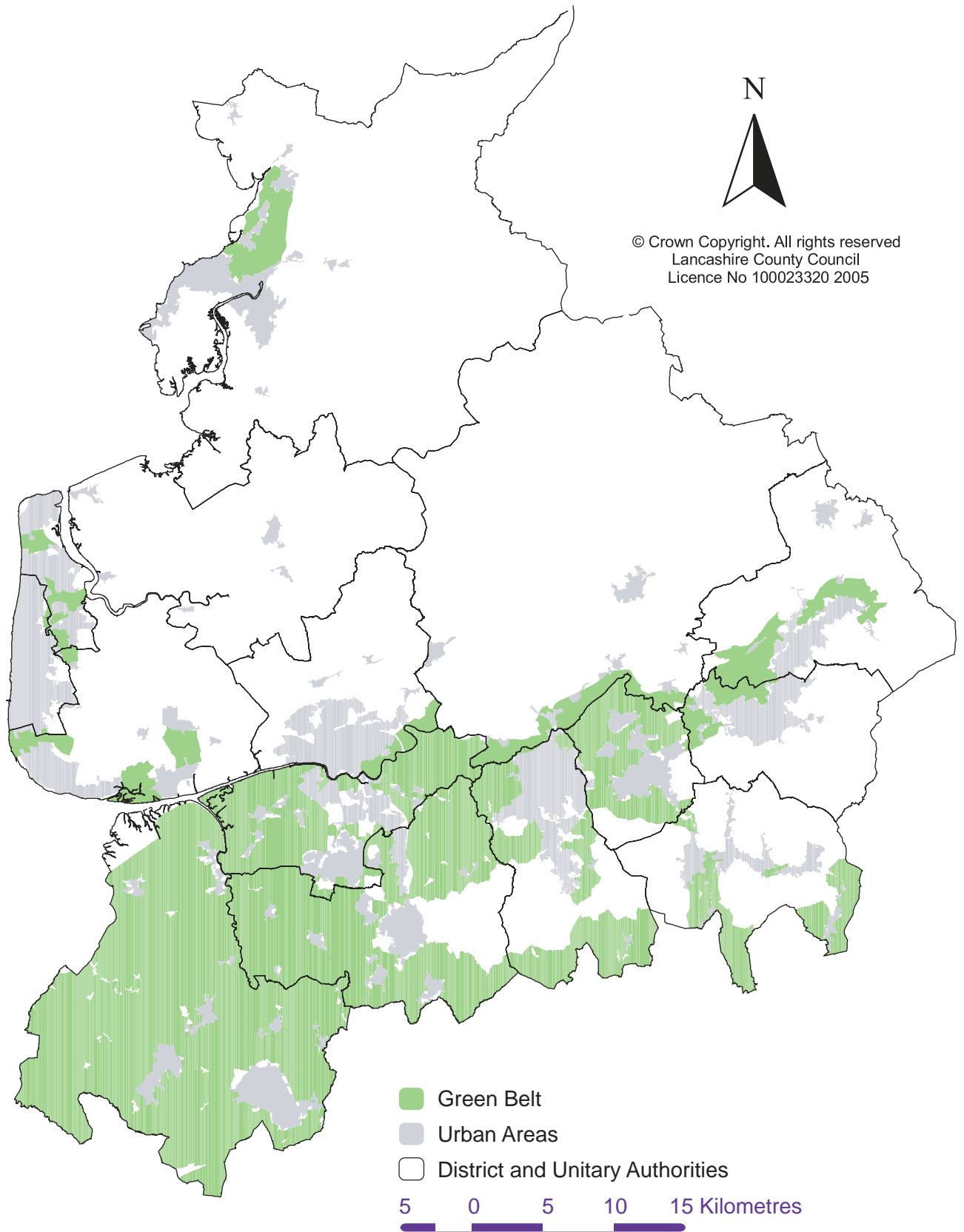
The general extent of Green Belt across Lancashire was first defined in the late 1970s/early 1980s. The reasons for defining this general extent still endure. Moreover, given the Plan's emphasis on recycling urban brownfield sites and a renewed emphasis on urban regeneration, there is no strategic case for altering the general extent of Green Belts.

6.1.26

District Councils are responsible for defining the precise boundaries of Green Belts in Local Plans/Local Development Frameworks. Inset Villages are identified and defined in Local Plans/Local Development Frameworks.



map 4 green belts



Sources: Lancashire County Council 2001
Ordnance Survey 2001

parking

6.2 ACCESSIBILITY AND TRANSPORT

policy 7

PARKING

THE LOCATION, TYPE AND AMOUNT OF CAR PARKING WILL BE MANAGED IN THE FOLLOWING WAYS:

- (a) IN THE PRINCIPAL URBAN AREAS OF BLACKBURN, BLACKPOOL, BURNLEY, LANCASTER AND PRESTON LONG-STAY COMMUTER CAR PARKING WITHIN THE DESIGNATED TOWN CENTRE WILL BE PROGRESSIVELY REDUCED;
- (b) IN COASTAL RESORTS AND RURAL AREAS LONG-STAY CAR AND COACH PARKING WILL BE PROVIDED TO MEET VISITOR NEEDS;
- (c) IN OTHER TOWN CENTRES INCREASES IN LONG-STAY COMMUTER PARKING WILL BE RESISTED;
- (d) PRIORITY WILL BE GIVEN TO SHORT-STAY CAR PARKING IN TOWN CENTRES THROUGH ADOPTION OF APPROPRIATE MANAGEMENT MEASURES, INCLUDING PARKING AT NEW DEVELOPMENTS;
- (e) INCREASED PARKING WILL BE PROVIDED ADJACENT TO TRANSPORT INTERCHANGES AND RAILWAY STATIONS MANAGED FOR THE USE OF PUBLIC TRANSPORT USERS WHERE THE IMPACT ON OVERALL TRAFFIC MOVEMENTS IS ACCEPTABLE;

- (f) BUS-BASED PARK AND RIDE SCHEMES WILL BE DEVELOPED CLOSE TO MAJOR ROAD CORRIDORS ON THE PERIPHERY OF BLACKBURN, PRESTON AND LANCASTER. FURTHER PARK AND RIDE SITES WILL BE APPROPRIATE AT RAILWAY STATIONS AND AT LOCATIONS ON THE PROPOSED RAPID TRANSIT CORRIDORS WHERE GOOD ROAD ACCESS EXISTS;
- (g) PROVISION, TO AT LEAST MINIMUM STANDARDS, OF SAFE, SECURE CYCLE AND MOTORCYCLE PARKING AND PARKING FOR THE MOBILITY IMPAIRED ON ALL NEW DEVELOPMENTS;
- (h) THROUGH THE USE OF TRANSPORT ASSESSMENTS AND TRAVEL PLANS.

PARKING PROVISION FOR NEW DEVELOPMENT WILL BE EXPECTED TO MEET THE STANDARDS SET OUT IN THE RELEVANT TECHNICAL APPENDIX OF THE PLAN.



air quality monitoring station

6.2.1

Increasing traffic reduces the quality of life in towns and rural areas, and traffic growth is the largest contributor to poor air quality. It is difficult to accommodate more vehicles and parking spaces into the fabric of urban areas. Walking, cycling and public transport enhancements will all be required to complement traffic and parking management measures. Measures such as well-designed traffic calming, 'Home Zones' and 'Quiet Lanes' can also play a complementary role.

6.2.2

Traffic within town centres can have a significant impact on environmental quality and economic attractiveness. Morning and evening commuter flows have a particular impact. Target 7.2 seeks to reduce average daily traffic flows into and out of the core of Principal Urban Areas and Main Towns by 5% by 2016 compared with 2001 levels. Traffic flows, particularly cars, will be measured on main routes penetrating the defined urban core. Achievement of the target will be pursued through a package of measures appropriate to individual settlements. An integrated approach to parking standards, parking management and new development will be required. This will be complemented by priority measures for public transport and development of attractive walking and cycling networks.



sod cutting ceremony for walton-le-dale park and ride scheme. Feb 2002.

6.2.3

A reduction in long-stay commuter parking in Principal Urban Areas and the capping of it elsewhere is important for the encouragement of a shift to more sustainable methods of travel. Replacement of long-stay by short-stay parking can contribute to the vitality of town centres. Supplementary Planning Guidance 'Access and Parking' sets out a framework for parking in different levels of centre. Local Authorities, working with partners, should use this to guide the preparation of holistic parking strategies for individual centres. These should cover issues such as management and pricing of on and off-street spaces; opportunities for removing unpopular car parks; enhancement of facilities and relationship of other modes. In coastal and rural areas additional public parking for tourist uses may be permitted if this can be justified and the parking is managed for this purpose.



6.2.4

Car, motorcycle and cycle parking around transport interchanges makes it easier for people to start or complete their journey by the most appropriate mode available to them. Park and Ride helps to promote public transport and encourage car users to utilise public transport for a significant proportion of their journey. Potential Park and Ride sites are identified in the Local Transport Plans and will be designed to ensure that they complement, rather than conflict with, existing public transport services and in line with guidance in PPG13 paragraphs 59-63.

6.2.5

New Parking Standards are also proposed. These are set out in detail in Appendix 2: 'Parking Standards' (printed separately) and Supplementary Planning Guidance 'Access and Parking'. These standards are an important element of the Plan's transportation strategy. Combined with improvements to public transport facilities and quality and frequency of services, controls over the amount and location of new car parking will encourage drivers to look at the alternatives and use the car less.

6.2.6

Transport Assessments and Travel Plans will be required for all developments at or above the thresholds set out in Appendix 2 to the Plan. Transport Assessments should address all the expected transport impacts of the development, quantify likely modal share and identify the measures being taken to improve accessibility, particularly by walking, cycling and public transport. The potential for encouraging non-car modes must be addressed before parking levels are determined, including the type of management. Travel Plans, where required, should have clear targets for car use and parking and mechanisms for achieving these.

TARGET 7.1:

Reduce traffic flows to and from the centres of Principal Urban Areas and Main Towns by 5% by 2016 compared to 2001 levels.

TARGET 7.2:

Annual Average Air Quality measurements for nitrogen oxides and particulates in centres of Principal Urban Areas and traffic related Air Quality Management Areas to be at least 10% better than national standards by 2016.

TARGET 7.3:

5% reduction in long-stay car parking levels in Principal Urban Areas (except Blackpool) and within Main Towns by 2016 compared to 2001.

TARGET 7.4:

Construction of eight Park and Ride Schemes in Lancashire between 2001 and 2016.

strategic road network and proposed improvements

strategic road network and proposed improvements

policy 8

STRATEGIC ROAD NETWORK AND PROPOSED IMPROVEMENTS

MAJOR IMPROVEMENTS TO THE STRATEGIC HIGHWAY NETWORK WILL BE PURSUED AS FOLLOWS:

- COLNE-NORTH YORKSHIRE BORDER
- BROUGHTON BYPASS
- FRECKLETON STREET BRIDGE, BLACKBURN
- COMPLETION OF THE HEYHOUSES/M55 LINK (LYTHAM ST. ANNES)
- HEYSHAM-M6 LINK
- NORCROSS-M55 CORRIDOR
- ORMSKIRK BYPASS
- PENWORTHAM BYPASS

6.2.7

Long-distance traffic will be concentrated onto motorways and primary routes identified in Regional Transport Strategy (RTS) and Local Transport Plans (LTP).

6.2.8

The improvements proposed in Policy 8 reflect the priorities established in the RTS and the LTPs. These priorities are expected to deliver significant improvements to road safety and environmental quality and help economic development. Policy 8 does not include road improvements below the DfT threshold for 'major schemes' (£5 million).

6.2.9

The A56 provides the most direct cross border link between East Lancashire and North Yorkshire from the end of the M65 Motorway at Colne. The route is substandard for much of its length and passes through the North Valley area of Colne and the villages of Foulridge, Kelbrook and Earby. The proposed A56 Village Bypasses scheme will remove all through traffic from the villages and significantly improve the environment and quality of life within them. The preferred route follows the former Colne-Skipton railway line for a significant part of its length. Before a final decision is made on the most appropriate road scheme further analysis of options will be undertaken, including consideration of the long-term viability of reinstatement as a railway.

6.2.10

The existing road-over-rail bridge on Freckleton Street, Blackburn is structurally inadequate to cope with modern traffic. The bridge is located on the Town Centre 'Orbital Route'. A replacement bridge has been identified as a Local Transport Plan Major Scheme priority.



6.2.11

The link between the M6 and the Port of Heysham is recognised in Regional Spatial Strategy as being of regional significance. The County Council's Local Transport Plan includes the Heysham to M6 Link as top priority. The scheme is seen as playing a key role in improving communications between Morecambe and Heysham and the M6 Motorway, including improved access to the Port of Heysham. Its construction will remove a significant volume of traffic from the River Lune bridges in Lancaster and create opportunities to enhance provision for pedestrians, cyclists and public transport in the centre of this historic city. The preferred route for the Heysham to M6 Link will be determined through Environmental Impact Assessment process.

6.2.12

Increasing congestion is being experienced from north-south movements on principal roads on the Fylde Peninsula, especially between Norcross and the M55. High traffic flows and congestion are having a significant impact on the local economy, restricting access to the regionally significant Port of Fleetwood and holding back the regeneration of Blackpool. Proposed new development, including that at the Strategic Location for Development at Fleetwood (Docks-North East Thornton) and within Blackpool, will also require improved links to the motorway network.

6.2.13

The A585 Trunk Road linking Fleetwood and the Wyre peninsula with the M55 Motorway is currently operating close to capacity with journey times becoming increasingly unreliable, and high traffic flows impact on the communities through which it passes.

6.2.14

The Highways Agency is preparing a Route Management Strategy which may identify relatively small-scale improvements that will ease traffic flows. In consultation with the Highways Agency, it will be important to secure improvements to the A585 in conjunction with major development proposals, including those at Fleetwood (Docks-North East Thornton) Strategic Location for Development, that would otherwise add to existing traffic problems along the A585.

6.2.15

Parallel to this the Joint Authorities will evaluate improvements to principal roads in the Fylde Coast, taking into account the role of the proposed Fylde Coast Light Rapid Transit scheme, and proposals to accommodate traffic demand in the Norcross-M55 corridor associated with the regeneration of Blackpool and Fleetwood. These proposals will emerge from a sub-regional transportation study. Any major improvements, including to the A585 Trunk road, will need to be pursued through the Regional Transport Strategy.

6.2.16

Construction of the Ormskirk Bypass on the A570 linking Southport with the M58 motorway will relieve the town of through traffic and enhance links to the surrounding areas of Merseyside and Greater Manchester.

6.2.17

Construction of the Penwortham Bypass would remove existing congestion and environmental problems from Howick and Penwortham. It would also enable construction of a high standard link between the M6/M65 and the A59 south of Preston.

6.2.18

Broughton experiences considerable congestion on the A6 which forms the main road through the village. A bypass which already has planning permission, will alleviate these problems. A significant proportion of this road will be funded through developer contributions from development at Goosnargh - Whittingham.

6.2.19

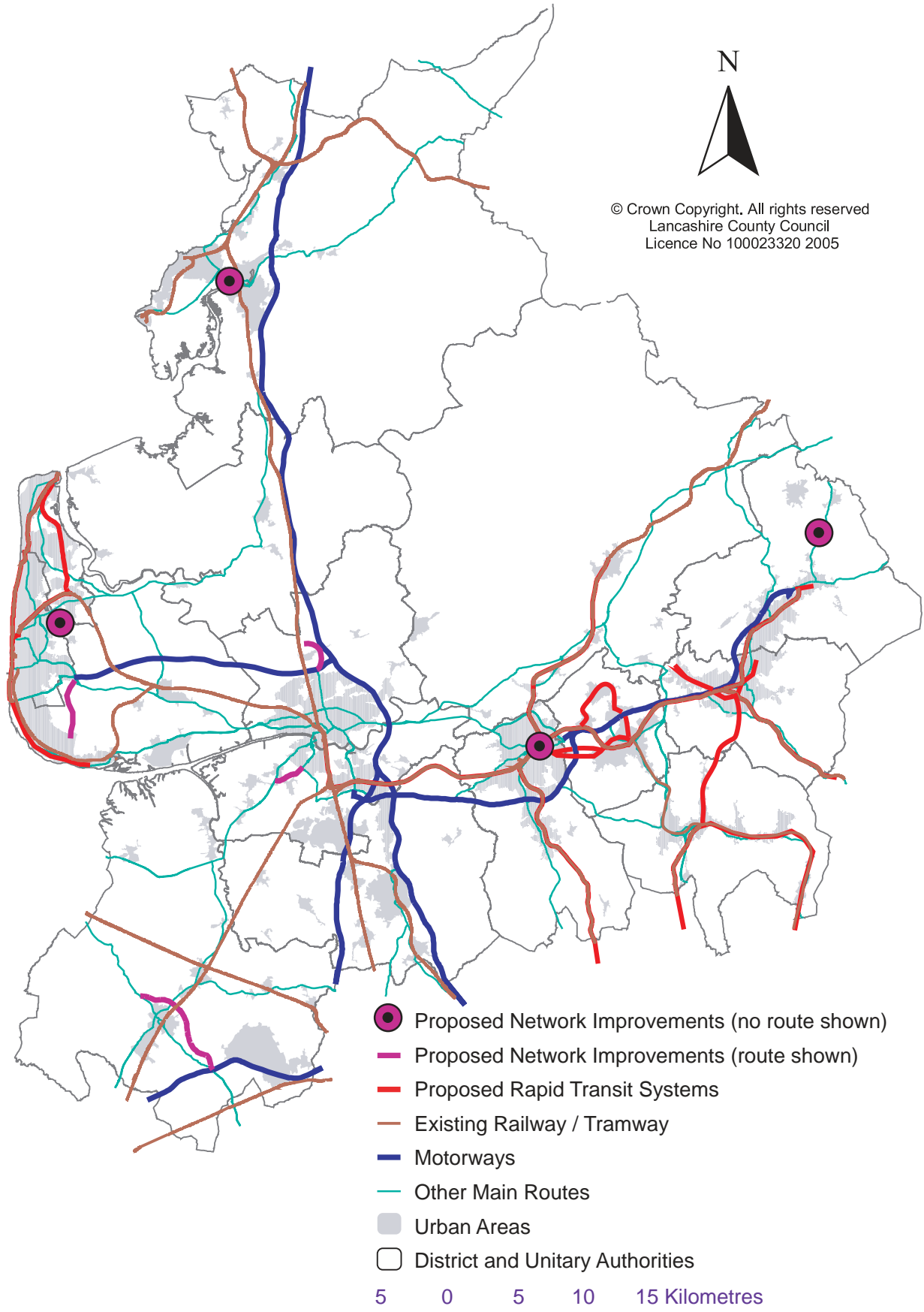
Completion of the M55-Heyhouses link will provide a high standard route from St. Annes to the M55, removing traffic from roads in the urban area and from inappropriate minor roads.

TARGET 8.1:

A 45% reduction in the number of people killed or seriously injured in road accidents by 2016 compared with 1994-98 average.



map 5 strategic transport schemes



Sources: Lancashire County Council 2001
Ordnance Survey 2001

rapid transit systems in regeneration priority areas

policy 9

RAPID TRANSIT SYSTEMS IN REGENERATION PRIORITY AREAS

SIGNIFICANT IMPROVEMENTS TO PUBLIC TRANSPORT PROVISION WILL BE PURSUED THROUGH IMPLEMENTATION OF RAPID TRANSIT SYSTEMS IN EAST LANCASHIRE AND ON THE FYLDE COAST. DEVELOPMENT THAT WOULD PREJUDICE THE IMPLEMENTATION OF THESE PROPOSALS WILL BE RESISTED.

THE FOLLOWING DISUSED RAILWAY LINES IDENTIFIED AS BEING REQUIRED FOR RAPID TRANSIT DEVELOPMENT WILL BE SAFEGUARDED:

- (a) ACCRINGTON TO HASLINGDEN;
- (b) ROSE GROVE TO PADIHAM;
- (c) FLEETWOOD TO POULTON-LE-FYLDE;
- (d) RISHTON TO GREAT HARWOOD.

6.2.20 Rapid Transit involves a comprehensive approach to public transport provision in a particular area. This can include the use of trams, trains and high quality buses. Trams can run on their own special tracks, or share Railtrack routes with existing services. New infrastructure for buses can include “guided busways” and enhanced facilities for rail/bus interchange. Other important measures include better customer information on services and through ticketing.

6.2.21 Rapid Transport systems have the potential to facilitate regeneration, through raising land values, improving image and facilitating development around new stations. Current public transport linkages within East Lancashire are poor. Congestion and pollution need to be reduced, and accessibility to jobs and services by quality public transport greatly improved. The infrastructure of the Blackpool-Fleetwood

tramway needs modernising. Studies to examine the wider opportunities for light rail systems in the sub-region are ongoing.

6.2.22 The proposed networks are shown on Map 5. Implementation of the proposals will require that the currently disused railway lines between Poulton-le-Fylde and Fleetwood and Padiham and Rose Grove, plus the remains of the abandoned Accrington to Haslingden route and Rishton to Great Harwood route are protected from development. It will also be necessary to safeguard the following existing rail lines from development that would prejudice implementation of the Rapid Transit Proposals (Preston-Colne; Clitheroe-Bolton; Rawtenstall-Heywood; Poulton-le-Fylde-Blackpool North; Lytham-Blackpool South) including sites which could possibly be used as stations. The ability to restore freight services between Poulton-le-Fylde and Burn Naze should be incorporated in any rapid transit proposals for this corridor. Improvements can be achieved in an incremental manner. Local Plans/Local Development Frameworks should protect alignments of routes.



rapid transit systems in RPA's



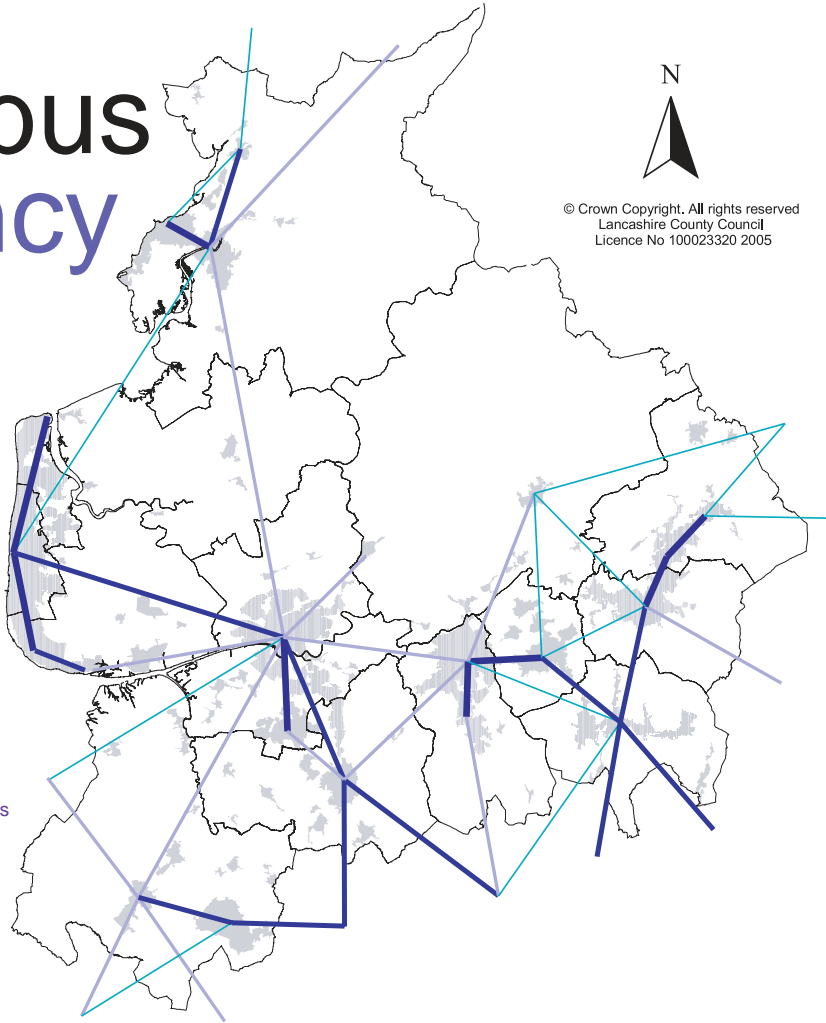
map 6 existing rail frequency

Existing Rail Frequency

- 1 or less per hour
- 1-2 per hour
- 2 per hour
- 3 - 5 per hour
- 5 + per hour
- Urban Areas
- District and Unitary Authorities

5 0 5 10 15 Kilometres

map 7 existing bus frequency



Existing Bus Frequency

- Up to 1 per hour
- Up to 3 per hour
- Up to 10 per hour
- More than 10 per hour
- Urban Areas
- District and Unitary Authorities

5 0 5 10 15 Kilometres

Sources: Lancashire County Council 2001
Ordnance Survey 2001

rail and bus improvements

policy 10

RAIL AND BUS IMPROVEMENTS

PROVISION WILL BE MADE FOR NEW RAIL STATIONS AT THE FOLLOWING LOCATIONS:

- COPPULL
- COTTAM
- GARSTANG
- GREENBANK, BLACKBURN
- MIDGE HALL, LEYLAND
- ROYAL ORDNANCE SITE, EUXTON
- SPRING VALE, DARWEN
- WREA GREEN

NEW OR IMPROVED RAIL/BUS INTERCHANGES WILL BE PROVIDED AT:

- ACCRINGTON
- BLACKPOOL
- BURNLEY
- CLEVELEYS
- KIRKHAM
- NELSON
- ORMSKIRK
- RAWTENSTALL
- UPHOLLAND STATION

NEW BUS STATIONS WILL BE PROVIDED IN THE FOLLOWING LOCATIONS:

- PRESTON
- SKELMERSDALE

THE FOLLOWING DISUSED RAIL CORRIDORS WILL BE PROTECTED FOR FUTURE TRANSPORT USE:

- BURSCOUGH CURVES
- M6 TO PRESTON CITY CENTRE VIA DEEPDALE
- BAMBER BRIDGE TO PRESTON
- COLNE-NORTH YORKSHIRE BORDER

6.2.23
 Maps 6 and 7 show existing rail and bus frequencies. Map 8 shows the proposed rail and bus stations and interchanges. These proposals are part of a concerted effort to raise the profile of public transport and dramatically increase the number of people travelling by rail and bus. The majority of the stations identified are included in the Local Transport Plans. The development of a spatial plan for East Lancashire will propose the identification of sites for further new stations, at locations such as Greenbank (Blackburn). Enhanced bus and main rail stations will be developed in Burnley in line with the LTP and links between those diverse locations improved.





"lancaster: old and new bus station".

6.2.24

Midge Hall, Leyland, is not included in the Lancashire LTP 2001-2006. Development of this station will be towards the end of the Structure Plan period. Reinstatement of the Burscough Curves would result in increased service frequencies along the Preston-Ormskirk route and new journey opportunities to Southport.

6.2.25

Blackpool is one example where current interchange is poor and existing bus station facilities inadequate. The LTP includes a major interchange based on Blackpool North station incorporating a relocated bus station and a link into the proposed Fylde Coast Light Rapid Transit. Cleveleys is another location where the existing bus station is poor and the rapid transit proposals create opportunities for enhanced interchange.

6.2.26

The railway alignment from Preston to the M6 via Deepdale has potential for use by guided buses to serve a project Park and Ride site as well as allowing possible reinstatement of the freight service to Deepdale. The former rail corridor from

Bamber Bridge to Preston could provide a route for guided bus or light rapid transit into Preston town centre. The value of the former Colne-Skipton railway line includes possible long-term potential for rail reinstatement as well as being the current preferred route for the A56 Village Bypasses. It is, therefore, important that this corridor is safeguarded for transport purposes. Before a final decision is made on the most appropriate road alignment, further analysis of options will be undertaken ensuring that the potential of rail re-instatement is not precluded. Any scheme on this corridor will serve to enhance cross border links to North Yorkshire.

6.2.27

Some of the proposals will enhance the role of Key Service Centres (Market Towns) and improve their accessibility. Carnforth is an example of a rural "hub" which serves a substantial rural catchment including parts of southern Cumbria. Special buses operating on a "flexible" timetable link with trains at Carnforth, Wennington and Bentham in North Yorkshire. Services and public information are co-ordinated by a central control office. Reinstatement of the main line platforms is also being pursued. At Rawtenstall, the existing bus station will be redeveloped and improvements made to bus and pedestrian links to the railway station. Skelmersdale Bus Station will be enhanced as part of improvements identified in the Community Plan. Developer contributions can be an important mechanism contributing to enhanced public transport facilities and services complementing Local Transport Plans and other private and public funding.

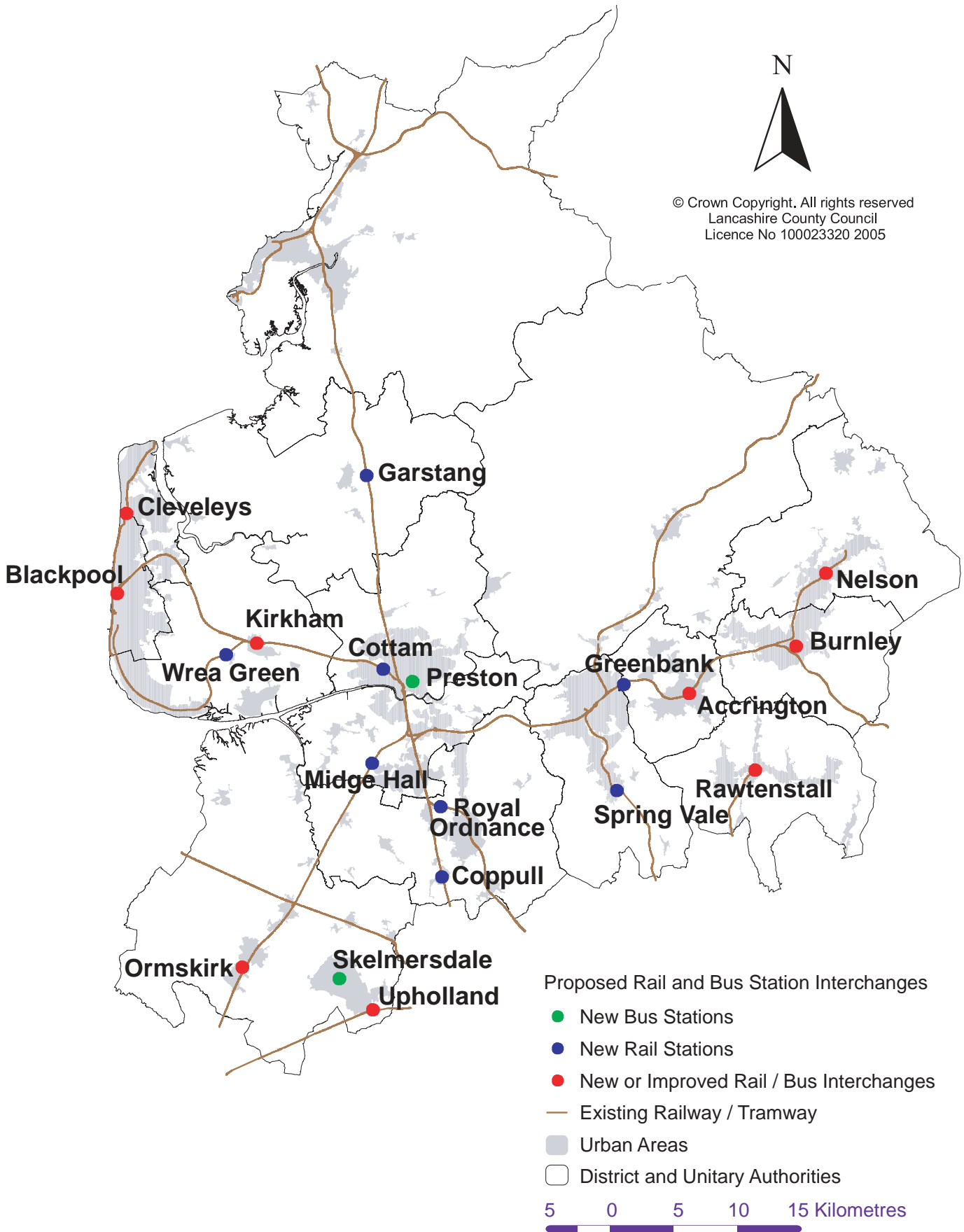
TARGET 10.1:

Rail patronage from stations in Lancashire to increase by 75% from 2001 levels by 2016.

TARGET 10.2:

Bus journeys within Lancashire to increase by 20% from 2001 levels by 2016.

map 8 proposed rail and bus stations and interchanges



Sources: Lancashire County Council 2001 Ordnance Survey 2001

rail and road freight and distribution

policy 11

FREIGHT DISTRIBUTION

DEVELOPMENT INVOLVING SUBSTANTIAL NUMBERS OF DISTRIBUTION VEHICLE MOVEMENTS WILL BE LOCATED WHERE THERE IS GOOD ACCESS TO THE STRATEGIC ROAD NETWORK AND, WHEREVER POSSIBLE, PORTS, AND THE RAIL NETWORK.

SITES FOR RAILFREIGHT DEVELOPMENT WILL BE PROTECTED IN THE FOLLOWING AREAS:

- BAMBER BRIDGE
- FARINGTON/CUERDEN
- FLEETWOOD (DOCKS-NORTH EAST THORNTON)
- FORMER HUNCOAT POWER STATION
- HEYSHAM PORT
- PRESTON DOCKS
- THE WRANGLING, BLACKBURN

EXISTING SITES CURRENTLY IN OPERATIONAL USE FOR RAILFREIGHT WILL BE SAFEGUARDED FOR THIS PURPOSE SHOULD RAIL USE CEASE. OTHER SMALLER RAILHEADS, INCLUDING FOR THE RECEPTION OF WASTE AND MINERALS, WILL BE DEVELOPED WHERE APPROPRIATE.

6.2.28

Facilitating efficient distribution is central to the needs of business. Wherever possible, new and expanding freight generating uses will be located adjacent to the rail network and at ports. The transfer of freight movement to rail and water can help to reduce the environmental impacts of distribution. The majority of freight, however, will continue to be moved by road. Firms generating considerable traffic, especially logistics companies, should be located close to the strategic road network to minimise impacts on the environment. Traffic flows can be reduced through working with business or “Quality Freight Partnerships”.

6.2.29

A number of potential rail freight sites have been identified in this policy. Provision of a direct link into the proposed Cuerden Regional Business Park would enable freight to be imported and exported utilising the West Coast Main Line. This is potentially a strategic railfreight location and would involve construction of a length of new line. All protected sites are shown on Map 9. New sites with rail freight potential that may be identified during the period of the Plan will be given positive consideration.

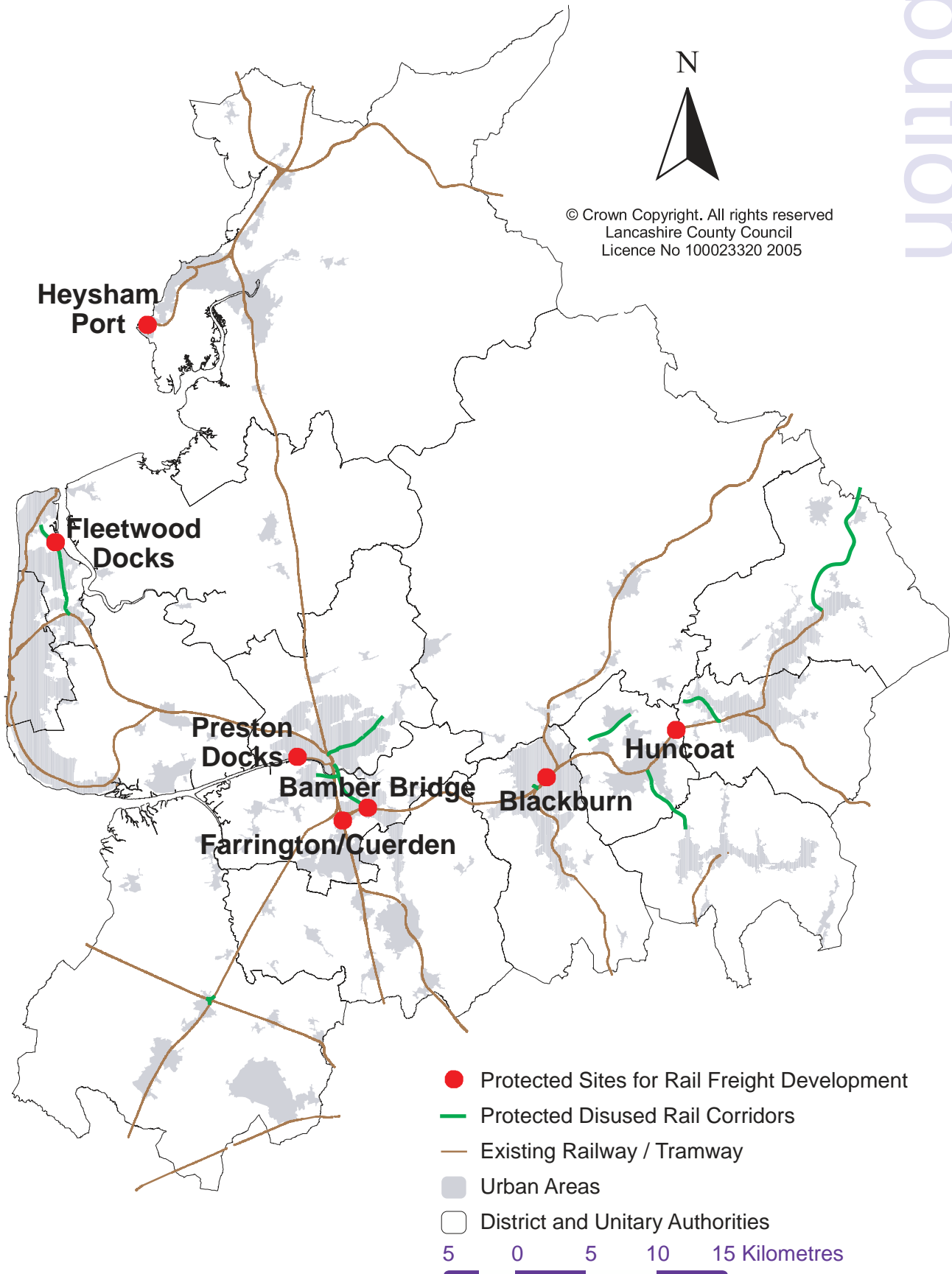
6.2.30

Existing rail served sites should be protected from development that would prevent its effective use for this purpose. Other new rail connections will be encouraged where these are feasible. If existing rail linked businesses abandon use of rail the land should be safeguarded for possible re-use at a later date. This principle will be applied to the following locations in Lancashire with rail connections:

- Wimpey Disposal, Appley Bridge
- W H Bowker, Bamber Bridge
- Gilbraiths, Blackburn
- Steamtown and EWS Sidings, Carnforth
- Castle Cement, Clitheroe
- Heysham Power Station
- Lancashire Enterprise, Leyland
- BNFL, Salwick



map 9 rail freight locations and protected corridors



© Crown Copyright. All rights reserved
Lancashire County Council
Licence No 100023320 2005

- Protected Sites for Rail Freight Development
 - Protected Disused Rail Corridors
 - Existing Railway / Tramway
 - Urban Areas
 - District and Unitary Authorities
- 5 0 5 10 15 Kilometres

Sources: Lancashire County Council 2001
Ordnance Survey 2001

housing provision

6.3 FUTURE DEVELOPMENT NEEDS

policy 12

HOUSING PROVISION

PROVISION WILL BE MADE FOR THE FOLLOWING NUMBER OF NEW DWELLINGS FOR NEW HOUSEHOLDS IN THE PERIOD 2001 TO 2016.

	NEW	ANNUAL AVERAGE	
	DWELLINGS	DWELLING PROVISION	
	2001-16	2001-06	2006-16
EAST LANCASHIRE	12,500	1,090	705
BLACKBURN WITH DARWEN	3,730	240	255
HYNDBURN	1,850	110	130
RIBBLE VALLEY	1,600	155	80
ROSSENDALE	1,920	220	80
BURNLEY	1,430	130	80
PENDLE	1,970	235	80
NORTH LANCASHIRE	13,670	900	915
LANCASTER	5,120	380	320
BLACKPOOL	3,230	175	235
FYLDE	2,320	155	155
WYRE	3,000	190	205
CENTRAL LANCASHIRE	15,390	1,560	760
PRESTON	4,200	480	180
CHORLEY	4,710	485	230
SOUTH RIBBLE	3,090	290	165
WEST LANCASHIRE	3,390	305	185
LANCASHIRE TOTAL	41,560	3,550	2,380

OTHER ADDITIONAL DWELLINGS MAY BE REQUIRED TO REPLACE THOSE CLEARED IN THE PLAN PERIOD.

IN EACH DISTRICT, PRIORITY WILL BE GIVEN TO THE RE-USE OR CONVERSION OF EXISTING BUILDINGS, AND THEN THE USE OF PREVIOUSLY DEVELOPED LAND AT LOCATIONS LISTED IN POLICIES 2, 3 AND 4 IN PREFERENCE TO GREENFIELD LAND.



housing provision

6.3.1

Between 2001 and 2016, the number of households is expected to grow by 47,000. More people are living longer and living alone, and there is the impact of divorce and separation. However, the rate of increase will be less than in the past. This will be partly due to fewer people moving into the County from Greater Manchester and Merseyside. This will mainly affect Central Lancashire. This will be counterbalanced by the aspiration to retain young and skilled workers who would otherwise leave the County. The Plan assumes no outward migration over the longer term. This mainly affects East Lancashire.

6.3.2

There are also other housing needs, including the issue of 70,000 unfit dwellings. Housing renewal will involve improvements to some housing and demolition of the worst and most unpopular. Not all cleared housing will need replacing, especially in areas of low demand with large numbers of empty properties. Those that do need replacing are additional to the numbers specified in Policy 12. The general principles for locating any replacement dwellings are set out in Policy 13.



The strategy for meeting future needs

6.3.3

Housing is the biggest user of land. Household growth has been the main cause of greenfield development in the past. Future housing needs must be met, yet public opinion is against greenfield development.



The Parks, Bare Lane, Morecambe commended for Best Urban Regeneration Project by the Royal Town Planning Institute in 2001.



6.3.4

The strategy addresses these two conflicting themes by:

- Making maximum use of the existing housing stock. There is potential for at least 6,000 currently vacant dwellings being used to meet some of the future housing needs. This would reduce the County vacancy rate from 4.6% (2001) to 3.5% (2016). This improved use of the existing stock is included in Table 1 and taken account of in Policy 12. Local Plans/Local Development Frameworks do not need to re-examine this component of housing supply.
- Increasing the amount of housing provided on brownfield sites from the 50% of recent years to at least 70%. The Lancashire Housing Study (2001) revealed how much brownfield land there is in the County. Some of this already has planning permission for housing. Some of the remainder will be used for housing development.
- Making maximum use of greenfield sites that already have planning permission.
- Achieving higher densities on housing sites than has typically been the case in the past. Current developments average out at 24 dwellings per hectare. Raising this to a minimum 30 dwellings (50 dwellings at sites with good public transport) will save land.

6.3.5

The various contributions to meeting future housing needs are shown in Table 1. The priority given to making better use of the housing stock, brownfield sites and higher densities will save considerable amounts of greenfield land from development, about 480 hectares in total, or about 35 hectares per District on average over the period of the Plan.

6.3.6

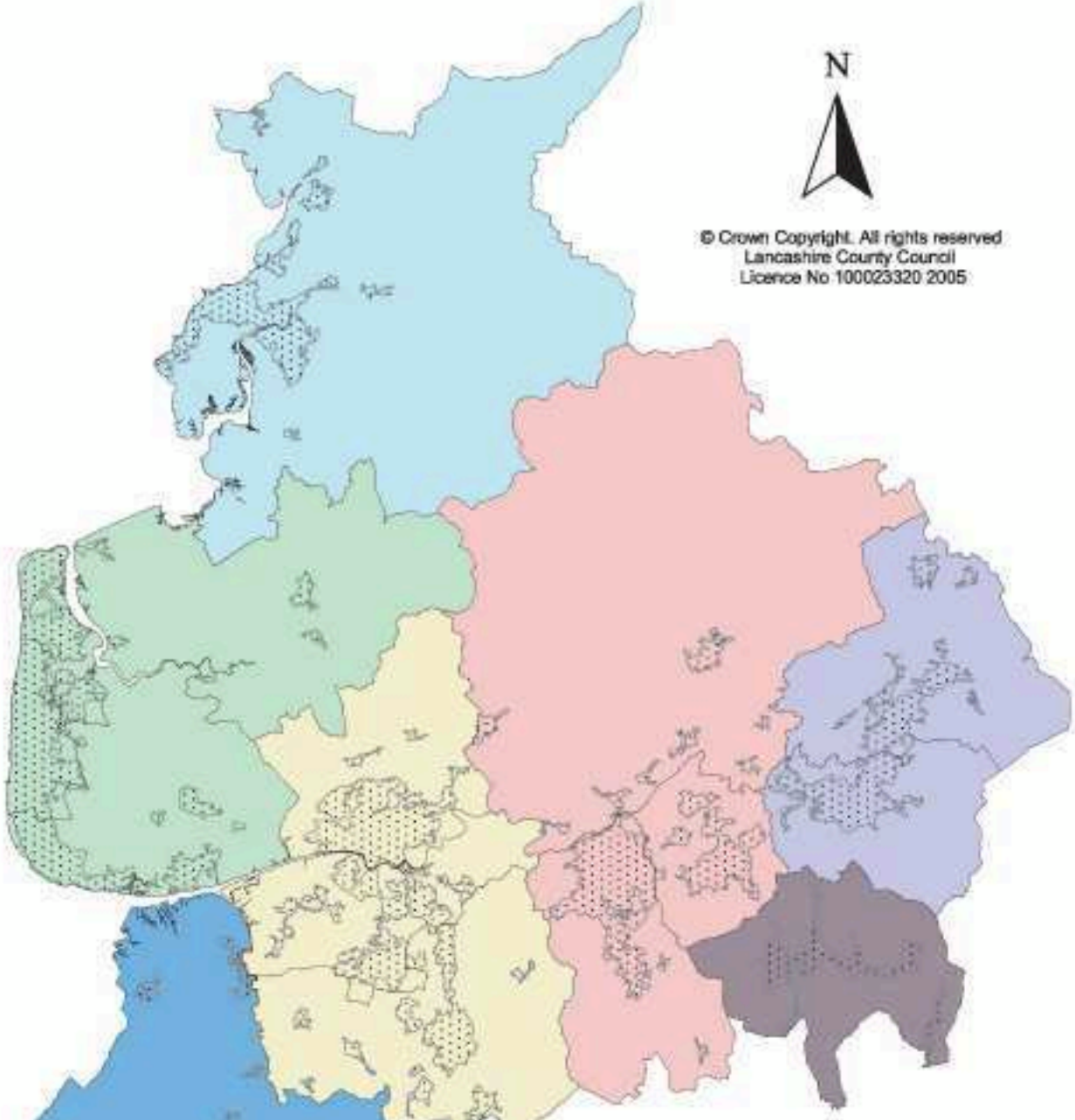
The District housing requirements in Policy 12 do not solely reflect the housing needs generated by each District's residents. They also reflect the distribution of brownfield sites within each housing market area. These areas are shown on Map 10. Housing market areas are generally broader than Districts and represent the areas within which people live and work and are willing to look for housing yet still live reasonably close to their place of work or where they live now. This approach means that brownfield sites just across a District boundary can be utilised in preference to greenfield sites in a District which might have considerable housing pressures relative to the local brownfield supply.



Table 1: Forecast of Household Change, Dwelling Requirement and Components of Supply, Lancashire, Housing Market areas and districts

HOUSING MARKET AREA/ District	Household Change 2001-2016	Dwelling Requirement for Household Change	Existing Stock (Reoccupied Vacancies)	New Dwellings Provision 2001-2016	New Dwellings Provision for Household Change provided through:				
					Existing Greenfield Planning Permissions	Existing Large Brownfield Planning Permissions	Additional Brownfield Contribution Provision	Additional Greenfields	Brownfield Contribution to New Dwellings
Blackburn	4,290	4,380	650	3,730	920	640	2,170	0	75%
Hyndburn	2,440	2,490	640	1,850	210	380	1,260	0	88%
Ribble Valley	1,870	1,910	310	1,600	240	630	730	0	85%
CENTRAL EAST LANCASHIRE	8,600	8,780	1,600	7,180	1,370	1,650	4,160	0	81%
Burnley	2,100	2,140	710	1,430	120	60	1,250	0	92%
Pendle	2,960	3,020	1,050	1,970	470	290	1,210	0	76%
EAST LANCASHIRE	5,060	5,160	1,760	3,400	590	350	2,460	0	83%
Rossendale	1,900	1,940	20	1,920	810	570	540	0	58%
Blackpool	3,170	3,230	0	3,230	540	250	2,440	0	83%
Fylde	2,760	2,820	500	2,320	260	320	1,740	0	89%
Wyre	3,060	3,120	120	3,000	1,240	170	1,590	0	59%
FYLDE SUB-REGION	8,990	9,170	620	8,550	2,040	740	5,770	0	76%
Lancaster	6,290	6,420	1,300	5,120	920	560	3,640	0	82%
Chorley	4,620	4,710	0	4,710	2,190	1,820	700	0	54%
Preston	5,040	5,140	940	4,200	1,840	860	1,120	380	47%
South Ribble	3,030	3,090	0	3,090	1,010	930	1,150	0	67%
CENTRAL LANCASHIRE	12,690	12,940	940	12,000	5,040	3,610	2,970	380	55%
West Lancashire	3,320	3,390	0	3,390	600	400	1,660	730	61%
COUNTY TOTAL	46,850	47,800	6,240	41,560	11,370	7,880	21,200	1,110	70%

map 10 housing market areas



© Crown Copyright. All rights reserved
Lancashire County Council
Licence No 100023320 2005

Housing Market Areas

- Central East Lancashire
- Fylde Sub - Region
- East Lancashire
- Lancaster
- Central Lancashire
- Rossendale
- West Lancashire

 Urban Areas

 District and Unitary Authorities

5 0 5 10 15 Kilometres

Source: Lancashire County Council 2001; Ordnance Survey 2001

Provision for affordable housing needs

6.3.7

The availability of affordable housing may be an important consideration in some parts of urban and rural Lancashire. There may be instances of lack of affordability in some localities, where demand for holiday, retirement or commuter homes makes the cost of housing prohibitive to those on lower incomes. The availability of good quality affordable housing may also be problematic in areas where the existing stock is poorly-maintained or substandard.

6.3.8

The need for affordable housing provision, the amount and its location, will be identified by District local authorities as part of their assessment of housing need. The implications for affordable housing provision should be reflected in local housing strategies and Local Plan/Local Development Framework policies. It is important that, as well as considering new housing provision, Districts consider how they might better utilise the existing stock to meet existing and future household needs.

Table 2: Comparing Rates of Housing Provision between 1996 and 2016

District/ Housing Market Area	Housing Completions 1996-2001	Annualised Average Rates Future Housing Provision	
		2001-2006	2006-2016
Blackburn with Darwen	350	240	255
Hyndburn	260	110	130
Ribble Valley	275	155	80
CENTRAL EAST LANCASHIRE	890	505	465
Rossendale	175	220	80
Burnley	220	130	80
Pendle	140	235	80
EAST LANCASHIRE	360	370	160
Preston	500	480	180
Chorley	470	485	230
South Ribble	480	290	165
CENTRAL LANCASHIRE	1,450	1,250	575
West Lancashire	380	310	185
Blackpool	305	175	235
Fylde	285	155	155
Wyre	355	190	205
FYLDE SUB-REGION	945	520	595
Lancaster	435	380	320
LANCASHIRE	4,635	3,550	2,380

Note: All housing figures exclude clearance replacement housing. Totals may not add due to rounding.



Managing the Release of Land and Brownfield Targets

6.3.9

The Plan recognises that current trends in migration are likely to continue in the short-term. Thereafter it is assumed that there is a match between inward and outward movement in most areas. The distribution and take-up of future housing land will also be influenced, in the short-term, by distribution of current housing approvals (planning permissions).

6.3.10

Policy 12 therefore indicates annual average rates of new housing provision for 2001-6 and 2006-16. Table 2 compares future provision, short-term and long-term, with recent trends. These annual provision rates are important for managing the release of land and moving to a situation where the land supply is gradually and consistently reduced and matches Lancashire's requirements. The overall housing provision for 2001-2016 for each District set out in Policy 12, including the equivalent provision for each of the periods 2001-6 and 2006-16, represents the optimum distribution between Districts according to the spatial development framework and housing provision set out in Regional Spatial Strategy, and should be regarded as maximum requirements.

6.3.11

It is important that land supply is managed so that the transitional phase (2001-2006) quickly moves to the situation where land release closely matches Lancashire's own housing requirements. Districts will therefore, in the short-term, need to manage their land resources so that priority is consistently given to brownfield over greenfield sites within the context of the annual provision figure for 2001-06 set out in Policy 12. In the longer term the lower annual provision figure for 2006-16 will apply.

6.3.12

One of the key elements of the development strategy is to maximise the reuse of brownfield land. Districts that include safeguarded greenfield land policies in their Local Plans/Local Development Frameworks should make clear that the development of such land must have lower priority than brownfield land included within areas of urban regeneration.

6.3.13

Policy 12 sets out future new dwelling requirements for all sections of the community including those requiring affordable housing. In most Districts there are currently sufficient sites with residential planning permission to meet at least the short-term housing provision set by Policy 12, and often for much longer. However this tends to be dominated by proposals for market housing, with only very limited numbers of dwellings approved to meet local affordable housing needs. Under the normal operation of Policy 12 (as described in the text box on page 51), current levels of oversupply affecting many areas of Lancashire could



preclude the necessary provision of affordable houses. Where there is a significant oversupply of housing permissions, planning applications for further residential development may not be approved unless they make an essential contribution to the supply of affordable or special needs housing or form a key element within a mixed use regeneration project. Any such project should be compatible with, and help achieve, the regeneration objectives of the Local Authority. Districts may identify, through the Local Plan/Local Development Framework process, other circumstances where it may be appropriate to approve residential development in a situation of housing oversupply, such as the conservation benefits of maintaining an existing building worthy of retention.

6.3.14

Throughout the Plan period achieving the brownfield target will be an important consideration for each District. Proposals for new housing development should therefore be considered according to the search sequence, set down in Regional Spatial Strategy, that prioritises the re-use or conversion of existing buildings within urban areas, followed by the use of previously developed land, before allowing the development of previously undeveloped land. The net additional housing provided through the re-use of conversion of suitable buildings, including through the sub-division of existing dwellings, and on previously developed land will count towards each District's brownfield target.

6.3.15

Each target in Target 12.1 covers the Plan period as a whole and may not be necessarily achieved year on year. Frequent monitoring will be important. Major or consistent deviations in the short

and medium-term would mean that the target would be unlikely to be met and particularly if there were no clear movement towards the target rate by the middle of the Plan period.

6.3.16

There is currently a considerable supply of sites suitable for residential development, including some land formerly allocated for business and industrial use. This means that it is unnecessary in the short to medium-term to bring forward further business and industrial land for housing development. The best sites for business and industrial development should be identified in Local Plans/Local Development Frameworks following consultation and protected for these uses through development control procedures. Local Plans/Local Development Frameworks should also respond to significant regeneration initiatives which may call for some local restructuring of land use distribution.



Calculating new housing requirements

In assessing the requirement for new housing provision, either for the purposes of Local Plan/Local Development Framework preparation or the determination of applications for residential development, the following approach should be taken;

- The requirement for new housing allocations/approvals should consider the annual rate of provision within the particular phase of the Plan period. Districts should aim to meet the annual housing provision on a yearly basis as closely as possible.
- In reviewing and rolling forward Local Plans/Local Development Frameworks, the amount of land required for housing will be determined by reference to the future annual provision in Policy 12. PPG3 (March 2000) explains that sufficient sites should be shown in the Local Plan/Local Development Framework to meet at least the first five years' housing requirement. This does not mean that all need to have the benefit of planning permission at the start of a five year period. PPG3 explains that by managing their release, sites can be held back until required.
- For the period 2006-2016, it is expected that Local Plans/Local Development Frameworks will have set in place a detailed approach for the release of sites for housing development, and that this will indicate the necessary housing numbers to come forward in the period of the Local Plan/Local Development Framework. It is important that the housing provision achieved in the early phase (2001-2006) informs any necessary adjustment to the District annual housing provision for the subsequent period beyond 2006.
- The need, or otherwise, to grant planning permission for a housing development will be determined by reference to the oversupply or undersupply of housing permissions in the context of Policy 12. Most Districts are in a situation of oversupply with planning permissions far exceeding the annual requirement. This is likely to be the case in most areas for a number of years. A District will move to a situation of undersupply, requiring the granting of further planning permissions, when the expected annual number of completions that is estimated will arise from existing planning permissions is below the annual requirement set out in Policy 12.
- The ability of current housing approvals and other planned housing land shown in a Local Plan/Local Development Framework to satisfy the annual provision figures will indicate whether additional sites should or should not be approved at that point in time. Developing a robust understanding of the number of dwelling completions that a stock of permissions is likely to generate and over what time is an important element of the Plan, monitor and manage approach set out in PPG3.
- However, where the annual housing provision for a particular year or phase is exceeded, possibly because of higher than expected windfall developments, or sooner than anticipated implementation of housing approvals, a consequential adjustment will need to be made to the annual provision to be met in subsequent years.
- This approach emphasises the importance of regular monitoring, at least on an annual basis but preferably more frequently, as a central feature of the approach to managing the release/approval of sites for new housing. The managed release of sites through the granting of planning permissions, in the way described, will also need to be judged against other policies of the development plan, and includes consideration of the sustainability and accessibility of sites brought forward by the market.
- The approach described in this box will be used to implement and achieve the housing provision figures set out in Policy 12 and in Policy UR7 of Regional Spatial Strategy in line with the Plan, monitor and manage approach introduced by PPG3 (March 2000). The overall housing provision for 2001-2016 set out in Policy 12 for each District will represent the maximum housing provision that should not be exceeded. The fundamental aim in releasing sites, as PPG3 explains, should be to ensure that no more land is used for housing development than is necessary.

Policy 13 provides an explanation of the approach to assessing and monitoring losses and gains to the housing stock through housing clearance and provision of replacement dwellings.

Sub-Regional Perspectives

Central Lancashire

6.3.17

The issue continues to be to manage growth and the pressure for greenfield development in this sub-region which enjoys good communications and is readily accessible from adjoining metropolitan areas. The previous Structure Plan set the level of housing development for 1991-2006 below that suggested by previous trends so as to protect the green belts and other open areas and to provide a better strategic balance between housing and employment provision across the sub-region.

6.3.18

The level of provision for 2001-16 continues these objectives together with the priority given to brownfield re-use and attaining regional objectives: development above the rates specified in Policy 12 would lead to unnecessary greenfield development and would draw in commuters from Greater Manchester and Merseyside.

6.3.19

In Preston, there is only a limited need for greenfield development beyond existing planning permissions. A small amount may be required in West Lancashire District at Skelmersdale because of the very limited brownfield capacity in the former new town. Policy 12 requires the provision the 3,390 dwellings over the Plan period in West Lancashire District. Of this total, at least 850 should be located at Skelmersdale in order to assist its regeneration.

North Lancashire

6.3.20

Blackpool, Fylde and Wyre Districts together form a single housing market. For many years, additional housing needs in this housing market have been almost wholly generated by migrants moving into the area. Some net inward migration will continue into the Fylde housing market, albeit at more modest levels than in recent years. This will support the regeneration of the coastal towns. Economic and physical regeneration of the coastal communities is a prime objective. This is reflected in the high brownfield targets set for these Districts. This includes the recycling and renovation of existing buildings. There is no requirement for additional greenfield sites beyond existing planning permissions.

6.3.21

Lancaster is one of the most self-contained Districts in the County with relatively little interaction with neighbouring areas in Lancashire. Future housing needs can be met within the identified supply, from existing housing stock and from existing planning permissions and additional brownfield opportunities. There is no need for additional greenfield sites beyond existing permissions.

East Lancashire

6.3.22

The issue is to reverse past decline. A large proportion of the stock is unfit. Many areas are characterised by large numbers of vacant properties and very low prices. Much new development in the past has been at the periphery of towns, away from the inner urban communities. Elevate's strategy for East Lancashire seeks to concentrate new housing development within or close to town centres. It is essential that local planning authorities, when preparing Local Plans/Local Development Frameworks, focus new housing development in the short to medium-term onto urban regeneration locations and away from peripheral locations.

6.3.23

The strategy aims to stimulate the market by reducing outward migration and improving job prospects (thereby raising housing demand) at the same time as restricting greenfield development and clearing vacant dwellings in areas of low demand (thereby reducing supply). A better balance between supply and demand will raise property values and make it worthwhile for owners to invest in and refurbish the housing stock.

6.3.24

The emphasis will be on urban regeneration with high brownfield targets. No additional greenfield sites beyond existing permissions will be required. This needs to be rigorously applied across all East Lancashire Districts as surplus greenfield housing in each District would draw in population from adjoining Districts and short circuit their regeneration efforts.

TARGET 12.1:

At least 70% of new dwellings in Lancashire to be on previously developed land including re-use or conversion of buildings, 2001-2016, comprising the following targets for each District Council:

Blackburn with Darwen	75%
Blackpool	80%
Burnley	90%
Chorley	55%
Fylde	90%
Hyndburn	85%
Lancaster	80%
Pendle	75%
Preston	45%
Ribble Valley	85%
Rossendale	55%
South Ribble	65%
West Lancashire	60%
Wyre	60%

TARGET 12.2:

Reduce the number of vacant houses to a maximum of 3.5% of total stock by 2016.

TARGET 12.3:

Annual average number of new dwellings for new households of 2,380 in 2006-2016 (compared with 4,635 in 1996-2001).

TARGET 12.4:

Housing sites to be developed at a minimum density of 30 dwellings per hectare, rising to at least 50 dwellings per hectare at sites with good public transport, 2001-2016.



housing renewal



policy 13

HOUSING RENEWAL

MEASURES TO IMPROVE THE EXISTING HOUSING STOCK WILL BE TARGETED TOWARDS THE PRINCIPAL URBAN AREAS AND MAIN TOWNS. ACROSS EAST LANCASHIRE, 25,000 UNFIT DWELLINGS WILL BE REFURBISHED OR DEMOLISHED BY 2016.

CLEARANCE WILL BE UNDERTAKEN WHERE RETENTION IS NOT ECONOMICALLY VIABLE DUE TO STOCK CONDITION OR LOW DEMAND OR WHERE IT ASSISTS THE WIDER REGENERATION OF AN AREA.

REPLACEMENT DWELLINGS ARE IN ADDITION TO THOSE IN POLICY 12. PRIORITY WILL BE GIVEN TO USING PREVIOUSLY DEVELOPED LAND AND BUILDINGS, WHILST ALLOWING FOR THE CREATION OF GREEN SPACE NETWORKS, OTHER OPEN SPACE AND WOODLAND AREAS, AND LOCAL EMPLOYMENT AND COMMUNITY USES.

6.3.25

The condition of the existing housing stock is acknowledged as one of the biggest problems facing the North West region. The issue of housing quality is particularly relevant in Lancashire, with around one in seven private dwellings classified as unfit. The problem is worst in East Lancashire, with the sub-region containing more than 50,000 unfit dwellings and four of the five local authority areas with the highest proportion of unfit private housing nationally.

6.3.26

In April 2002, the Government announced that East Lancashire had been designated as one of nine Pathfinder Housing Market Renewal Initiatives in Northern England and the Midlands. The aim of the Pathfinder projects is to provide lasting solutions for communities blighted by housing market failure, through investment and innovation, to deliver housing market renewal and economic and social regeneration to these areas. The East Lancashire Pathfinder, "Elevate East Lancashire", covering Blackburn-with-Darwen, Burnley, Hyndburn, Pendle and Rossendale, offers the opportunity for radically remodelling urban areas in the sub-region.

6.3.27

Solutions to housing renewal will be tailored to local circumstances, and should involve the local community in deciding the best approach. This may involve improvement of some housing and clearance of the worst and most unpopular. In some areas cleared housing may not need replacing where the object is to bring about a better balance of housing supply and demand, and increase householder and investor confidence.

6.3.28

In other localities, some replacement housing may be required. Because areas of housing clearance will typically be characterised by high levels of vacant stock, replacement will not necessarily need to be on a one-for-one basis.





6.3.29
Given these local considerations, and the uncertainty that exists in relation to clearing housing and to the necessary amount of replacement housing, these dwellings will be additional to the number specified in Policy 12. Neither the numbers of cleared dwellings nor the numbers of replacement dwellings should be included in the calculation of housing provision contributing to Policy 12 housing numbers. Districts must ensure, in their approach to monitoring, that they identify how many of the total new dwellings completed are to replace clearance. The total number of additional dwellings to be counted against Policy 12 will be the total number of completions less this number. This distinction may be apparent from clearance programmes of the local housing authority or else from planning applications. A co-ordinated approach between a District Council's planning and housing functions will be an important aspect of planning for, and monitoring, housing renewal activity.

6.3.30
Clearance will provide opportunities for creating new areas of open space, tree planting, green corridors or rebuilding with new housing, community facilities and local employment uses. Newly cleared as well as existing brownfield land will provide the sites for any replacement dwellings that are required. Occasionally new greenfield sites may be needed if no brownfield opportunities are available, but these will be the exception, given the amount of brownfield land and vacancy levels that exist in urban East Lancashire.



6.3.31
The towns of Lancashire possess a varied and distinctive character, much of which relates to their growth during the industrial era of the 19th and 20th Century. New development in clearance areas should respect the pattern, scale, grain and historical character of Lancashire's urban places in order to maintain local distinctiveness and regional diversity. Measures should be identified to recover and reuse building materials.

TARGET 13.1:
Reduce the number of unfit dwellings across East Lancashire by 25,000 by 2016.



business and industrial land provision

policy 14

BUSINESS AND INDUSTRIAL LAND PROVISION

PROVISION WILL BE MADE FOR THE FOLLOWING AMOUNT OF BUSINESS AND INDUSTRIAL LAND (B1-B8 USES) IN EACH DISTRICT OVER THE PERIOD 2001 TO 2016.

DISTRICT	PROVISION (HECTARES)
EAST LANCASHIRE	
BLACKBURN WITH DARWEN	125
BURNLEY	70
HYNDBURN	70
PENDLE	40
RIBBLE VALLEY	25
ROSSENDALE	25
NORTH LANCASHIRE	
BLACKPOOL	40
FYLDE	45
LANCASTER	35
WYRE	125
CENTRAL LANCASHIRE	
CHORLEY	60
PRESTON	65
SOUTH RIBBLE	45
WEST LANCASHIRE	145
LANCASHIRE TOTAL	915

EXISTING LOCAL PLAN ALLOCATIONS WILL BE ASSESSED TO GAUGE THEIR CONTINUED SUITABILITY FOR BUSINESS AND INDUSTRIAL USES. UNSUITABLE AND SURPLUS SITES WILL EITHER BE RE-ALLOCATED FOR MORE SUITABLE USES OR DE-ALLOCATED.





6.3.32

The amount of land allocated to each District is calculated on the following basis:

- A 25% increase on recent take-up rates for Districts in Regeneration Priority Areas.
- Continuation of recent take-up rates for Districts not in Regeneration Priority Areas.
- Sustainability considerations.
- The amount of land proposed for business and industry uses in Strategic Locations for Development.

Detailed calculations are contained in Tables 3 and 4.

6.3.33

The overall strategy seeks an accelerated rate of business and industrial land development but with a reduction in the overall amount of land earmarked for development. The downward adjustment in the overall amount of business and industrial land should be viewed in the context of securing higher levels of investment in the Regeneration Priority Areas.

6.3.34

The allocation in West Lancashire reflects the emphasis expressed in Regional Spatial Strategy Policy SD2 on the regeneration of Skelmersdale which is recognised as being within the North West Metropolitan area. Consequently the great majority of the business and industrial land allocation in the West Lancashire District Local Plan should be made on sites within Skelmersdale.

6.3.35

There is too much business and industrial land in Lancashire, resulting in underused sites, marketing problems and potentially piecemeal, unco-ordinated urban extensions. Many sites bear no relationship to where potential workers live. The estimated 1,000 hectares presently available for development across Lancashire needs to be

reduced by at least 20% across the County. Local authorities will review historic business land allocations and either de-allocate or reallocate to other uses (for example, housing or mixed use developments) those sites that are surplus to requirements or that do not accord with sustainable development principles or meet the needs of modern businesses. Where sites are re-allocated to other uses, local authorities will need to be satisfied that there is no potential conflict between the new uses and existing neighbouring development.

6.3.36

The amount of provision in each District relates to new land required for business, general industrial, storage and distribution uses (Classes B1, B2 and B8 of the Town and Country Planning (Use Classes) Order 1987 (as amended)). Land with planning permission for Use Classes B1, B2 and B8 at the base date (April 2001) will contribute towards the provision. In addition change of use from other land uses or previously vacant land will also count towards the figures. Vacant buildings include those where 'minimal' amounts of activity are occurring. Districts should not compensate for the loss of existing business or industrial land to other uses by additional provision over and above that identified in Policy 14. The Regional Investment Sites identified under Policy 15 will not count towards general business and industrial land provision.

Table 3: Business and Industrial Land Take-up and Supply

BUSINESS AND INDUSTRIAL LAND TAKE-UP 1991-2000 AND POTENTIAL TAKE-UP DURING 2001-2016

District	Average Annual Take-up of Land (Hectares) 1991-2000 ⁽¹⁾ , <small>(2), (3), (4)</small>	Potential Take-up of Land (Hectares) 2001-2016 based on past trends ⁽⁵⁾	Business and Industrial Land Provision (Hectares) 2001-2016 based on Structure Plan strategy and objectives ⁽⁶⁾ , <small>(7), (8), (9), (10)</small>
Blackburn with Darwen	6.62	99.30	125
Burnley	2.92	43.83	70
Hyndburn	3.75	56.25	70
Pendle	1.78	26.83	40
Ribble Valley	0.56	8.36	25
Rossendale	1.44	21.67	25
Blackpool	1.00	15.00	40
Fylde	3.58	53.70	45
Lancaster	1.88	28.17	35
Wyre	1.24	18.62	125
Chorley	1.91	28.70	60
Preston	4.02	60.27	65
South Ribble	0.87	13.07	45
West Lancashire	5.41	81.17	145
LANCASHIRE	N/A	554.94	915

(1) For all Districts, except Hyndburn, Pendle and Ribble Valley, business and industrial land take-up information for period 1991-2000 included in Monitoring Report 4 and divided by 9.

(2) For Pendle, there is incomplete information available on business and industrial land take-up. LCC Business and Industrial Land Monitoring System has partial take-up data for 1991-1995 of 4.3 hectares. Pendle Borough Council has provided information on take-up for 1996-2000 of 11.8 hectares. Total take-up 1991-2000 is 16.1 ha.

(3) For Ribble Valley, the information is taken from Monitoring Report 2 for period 1991-1998 and divided by 7.

(4) For Hyndburn, updated information was provided by the Borough Council in August 2001.

(5) Average Annual Take-up of Land multiplied by 15 for period 2001-2016.

(6) Provision based on 25% targeted increases for East Lancashire Districts of Blackburn with Darwen, Hyndburn, Pendle, Ribble Valley and Rossendale, and the North Lancashire Districts of Lancaster and Wyre.

(7) For the following Districts, provision incorporates additional elements for Strategic Locations for Development: Chorley +30 ha; South Ribble +30 ha; Preston +7 ha; and Wyre +103 ha. (Chorley and South Ribble are subject to change because the Masterplan for the ROF site, Euxton is being revised.)



(8) For Blackpool and Fylde overall provision is based upon a 25% targeted increase for Blackpool (19 hectares) and for Fylde (67 hectares). These separate totals have been considered together and distributed between the two Boroughs on the same basis as that used in the adopted Lancashire Structure Plan 1991-2006. That is, 46% for Blackpool and 54% for Fylde. Therefore, of the 86 hectares (19 + 67) overall total of business and industrial land required by the two Boroughs for the period 2001 to 2016, 40 hectares is distributed to Blackpool and 46 hectares is distributed to Fylde (rounded to 45 hectares).



(9) The amount of new business and industrial land for Ribble Valley based on past trends plus 25% extra as an RPA District would only provide for 10 hectares. This would equate to less than one hectare for each year of the Replacement Structure Plan period. As Ribble Valley needs to accommodate about 1,600 new dwellings and also to reduce out-commuting of current residents from the Borough, the new business and industrial land provision has been set at 25 hectares in order to encourage local employment opportunities and to achieve the sustainability principles on which the Plan's strategy is based.



(10) All provision figures have been rounded upwards or downwards as appropriate to the nearest 5 hectares.



(11) For Burnley, provision is based upon a 25% targeted increase and an additional 15 hectares needed in order to regenerate the town's economy.

(12) For West Lancashire, provision is based upon a 25% targeted increase and an additional 45 hectares to reflect the emphasis placed in Regional Spatial Strategy Policy SD2 on the regeneration and restructuring of Skelmersdale.



Table 4: Available Supply of Business and Industrial Land, 2001

District	Local Plan Allocations			Existing/Defined Industrial Areas			Total
	Greenfield	Brownfield	Mixed	Greenfield	Brownfield	Mixed	
East Lancashire							
Blackburn with Darwen	6	7		54	20		87
Burnley	22	10			2		34
Hyndburn	17	45		1	1		64
Pendle	21	1	0	10	5		36
Ribble Valley	8	1		1	8	13	32
Rossendale	1	24			22		47
North Lancashire							
Blackpool	47	0			4		52
Fylde	6			15			20
Lancaster	28				46		74
Wyre	27	6	4		103		140
Central Lancashire							
Chorley	46	38	3	2	4		93
Preston		11		80	31		122
South Ribble	22	29		10	28	5	94
West Lancashire	82	45			36		164
Lancashire Total	333	217	7	173	310	18	1,059*

* All numbers rounded to the nearest whole number. Totals may not sum exactly due to rounding.

Source: Lancashire District Councils, August-September 2001.

Notes to table 4:

- Available business and industrial land supply includes sites identified within Local Plan allocations and Existing/Defined Business Areas. This includes: land with full and outline planning permission; land allocated for business/industrial purposes without the benefit of planning permission; land/derelict buildings within existing business/industrial areas that are suitable for redevelopment for business/industrial uses without the benefit of planning permission; and quality premises that are currently vacant but which are capable of beneficial re-use for business/industrial uses. It excludes land that has already been developed and land that is under construction.
- Available supply excludes the Regional Investment Sites and Strategic Regional Sites.
- Wyre includes 103 hectares of brownfield land on the former ICI site. This is based on partial information supplied by the Borough Council. The Masterplan that is being prepared for the site may refine this figure.

TARGET 14.1:

A 25% increase in the rate of development of business and industrial land in the Regeneration Priority Areas 2001-2016, compared with 1991-2000 rate.

TARGET 14.2:

Reduce the amount of land allocated for business and industrial development in 2001 by at least 15% by 2006 across the RPA Districts.

TARGET 14.3:

Reduce the amount of land allocated for business and industrial development in 2001 by at least 35% by 2006 across the non-RPA Districts.



regional investment sites

policy 15

REGIONAL INVESTMENT SITES

LAND WILL CONTINUE TO BE ALLOCATED AT CUERDEN REGIONAL BUSINESS PARK AND AT ROYAL ORDNANCE, EUXTON PRIMARILY FOR HIGH QUALITY GENERIC MANUFACTURING USES AND KNOWLEDGE BASED INDUSTRY.

LAND WILL BE ALLOCATED AT BAILRIGG FOR KNOWLEDGE-BASED INDUSTRY AND AT WHITEBIRK FOR KNOWLEDGE-BASED INDUSTRY AND/OR HIGH QUALITY GENERIC MANUFACTURING USES.

REGIONAL INVESTMENT SITES SHOULD SECURE HIGH STANDARDS OF DEVELOPMENT QUALITY, URBAN DESIGN, LANDSCAPING AND ENERGY CONSERVATION, CO-ORDINATED BY A MASTER PLAN AGREED BY THE LOCAL PLANNING AUTHORITY.

THE REGIONAL INVESTMENT SITES WILL NOT COUNT TOWARDS THE GENERAL PROVISION FOR BUSINESS AND INDUSTRIAL LAND.

6.3.37

In accordance with Regional Spatial Strategy and the NWDA's Regional Economic Strategies (2000 and 2003), land at Cuerden Regional Business Park, Preston; Royal Ordnance Site, Euxton; Whitebirk, Blackburn and Bailrigg, Lancaster are identified for strategic regional investment, to support the Region's sectoral priorities. The NWDA has identified these sectors as chemicals, textiles, aerospace, mechanical and other engineering (including marine), energy, infrastructure and food and drink.

6.3.38

Development of the sites at Cuerden and the Royal Ordnance site will be

primarily for high quality generic manufacturing uses and knowledge based industry. Both sites have excellent access to the strategic road network. Studies⁵ indicate that potential exists to provide a rail connection into the Cuerden site from the West Coast Main Line and to reinstate a rail siding to the Royal Ordnance site.



6.3.39

Whitebirk has been identified by the NWDA as being suitable for knowledge based industries and high quality generic manufacturing purposes. It satisfies nearly all the criteria for identifying regional investment sites set out in Policy EC5 of Regional Spatial Strategy. Development at Whitebirk will help to secure higher value employment opportunities for East Lancashire and should make a significant and unique contribution to the economic regeneration of East Lancashire Regeneration Priority Area.

6.3.40

The Bailrigg site has been identified as being suitable for knowledge based industry. It satisfied fewer of the criteria listed in Policy EC5 of Regional Spatial Strategy but in particular it is located in close proximity to Lancaster University. Any development at the Bailrigg site should be closely linked to Lancaster University to compensate for the lack of development opportunities on campus and to facilitate company formations arising from research at the University.

⁵ *Cuerden Regional Investment Site: Potential Rail Access, Sinclair Knight Merz October 2001; and Lancashire Integrated Freight Study, 2000.*



future development needs

6.3.41

Developments at the Regional Investment Sites will be subject to Transport Assessments. The sites will need to be made highly accessible by public transport. A new railway station and a new road access to the A6 is proposed for the Royal Ordnance Site that adjoins the reserved Regional Investment Site. Extensions of existing or proposed “Quality Bus routes” into the developments will be required for each of the sites as part of a comprehensive Travel Plan.

6.3.42

All Regional Investment Sites should act as flagship developments for the North West, accommodating the needs of inward investment and indigenous business. Standards of design, energy conservation, landscaping, quality of construction and urban design should ensure that all new development at the sites contributes positively to environmental quality. There should be a presumption in favour of innovative and quality architectural design solutions on all the sites.

6.3.43

As the development of the sites are of Lancashire wide importance and because they should be developed within the sectoral priorities identified in the Regional Economic Strategy, these sites are not included in the Business and Industrial Land Requirement set out in Policy 14 of this Plan.

retail, entertainment and leisure development

policy 16

RETAIL, ENTERTAINMENT AND LEISURE DEVELOPMENT

RETAIL, ENTERTAINMENT AND LEISURE DEVELOPMENT WILL REFLECT THE POSITION OF THE TOWN CENTRE IN THE FOLLOWING HIERARCHY AND BE CONSISTENT WITH THE SCALE AND FUNCTION OF THE CENTRE:

- (a) TIER 1: BLACKBURN, BLACKPOOL, BURNLEY, LANCASTER AND PRESTON;
- (b) TIER 2: ACCRINGTON, CHORLEY, CLEVELEYS, COLNE, DARWEN, FLEETWOOD, LEYLAND, LYTHAM, MORECAMBE, NELSON, RAWTENSTALL, ST. ANNES AND SKELMERSDALE;
- (c) TIER 3: ADLINGTON, BACUP, BARNOLDSWICK, BURSCOUGH, CARNFORTH, CLITHEROE, GARSTANG, GREAT HARWOOD, KIRKHAM, LONGRIDGE, ORMSKIRK, PADIHAM, POULTON-LE-FYLDE, RISHTON, WHALLEY.

LOCAL PLANS/LOCAL DEVELOPMENT FRAMEWORKS WILL IDENTIFY SMALLER CENTRES (DISTRICT AND LOCAL CENTRES AND VILLAGES) AND CONTAIN POLICIES TO SUPPORT THEM.

RETAIL, ENTERTAINMENT AND LEISURE DEVELOPMENT MUST BE LOCATED IN ACCORDANCE WITH THE SEQUENTIAL APPROACH, AND MUST NOT SIGNIFICANTLY HARM, ALONE OR IN COMBINATION WITH OTHER PROPOSED DEVELOPMENTS, THE VITALITY AND VIABILITY OF ANY TOWN CENTRES, DISTRICT CENTRES, LOCAL CENTRES OR THE OVERALL SHOPPING AND LEISURE PROVISION IN SMALL TOWNS AND RURAL AREAS WITHIN OR ADJOINING LANCASHIRE.

6.3.44

The hierarchy of town centres is shown on Map 11. The objective of defining a hierarchy of town centres in Lancashire is to establish a classification of centres where investment in new retail and other town centre development can be promoted and existing provision enhanced. Importantly, the hierarchy also ensures that the right scale and type of development is directed to the appropriate town centre and that new development is in keeping with the scale and function of the centre it seeks to serve. The tiered approach in Policy 16 does not imply the application of the sequential approach to the selection of centres for development, but reflects the different scale and function of similar centres throughout the County. It is recognised that the role, function and relative importance of centres will change over time. However, any significant change in role and function, upwards or downwards within the hierarchy will come through the review of the development plan and not through individual applications.

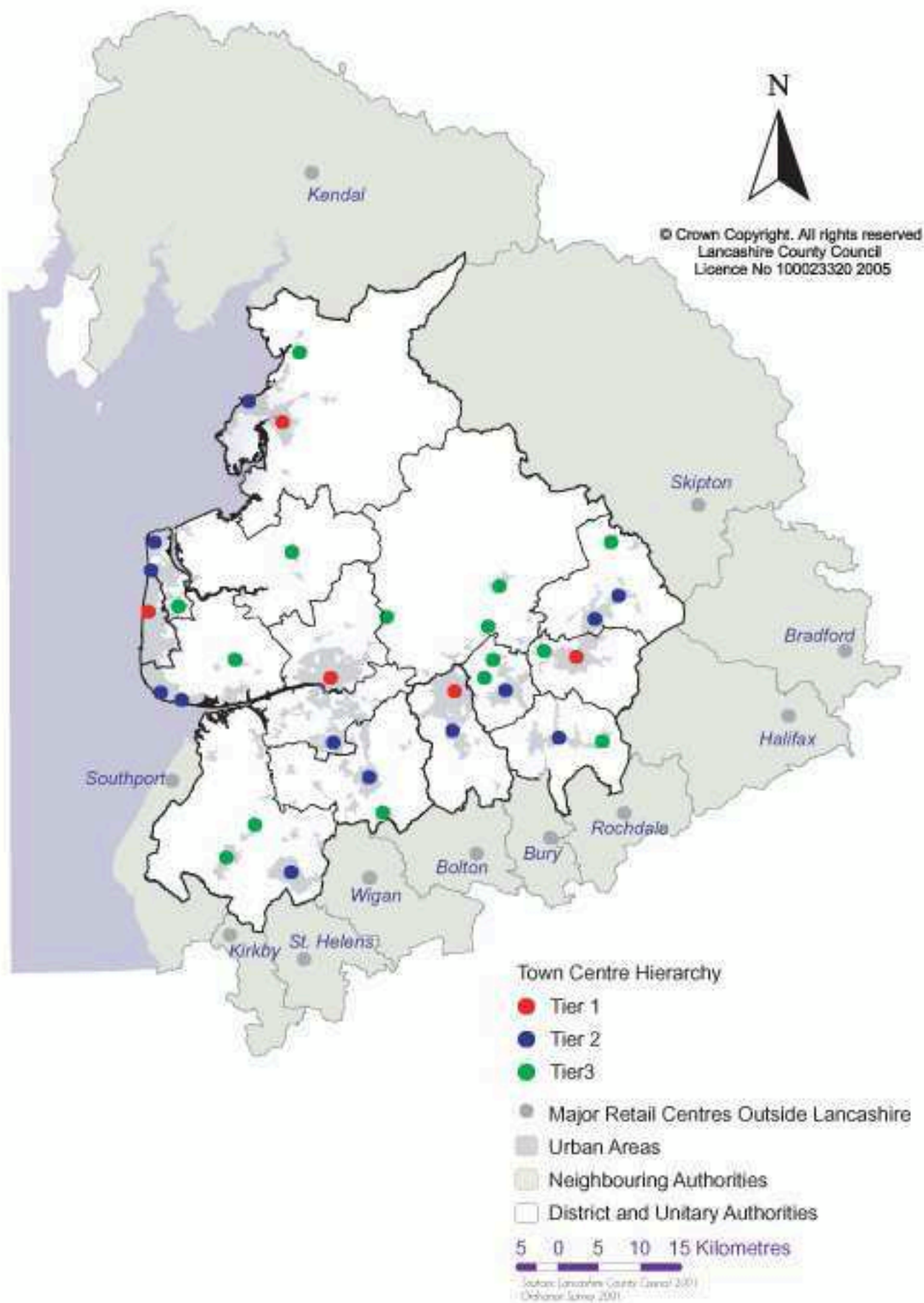
6.3.45

The hierarchy set out in Policy 16 reflects the size, function and catchment area of the centres, is broadly commensurate with the settlement hierarchy and reflects the town centres' relative importance as public transport hubs.

6.3.46

In defining the hierarchy, the Joint Authorities have adopted a proactive approach. The proposed hierarchy will promote more sustainable and socially inclusive patterns of development as well as support the approach towards greater rural diversification with Tier 3 centres acting as service centres for the wider rural areas of Lancashire.

map 11 hierarchy of town centres





6.3.47
 In determining the appropriateness of scale, major retail, entertainment, leisure development, which is intended to serve a sub-regional catchment, should be located in the centres at the top of the hierarchy (Tier 1). Medium-scale development, which may have for example a District/Borough wide catchment, would be appropriate in Tier 2, with smaller retail and leisure development, serving a more local catchment or dispersed rural population, in the Tier 3 towns.

6.3.48
 In addition, development in Preston, Lancaster and other towns, should have respect for their role as historic centres. This requires the sensitive integration of new development where needed, plus a regard for maintaining and enhancing their setting. Preston will also act as a gateway/interchange for visitors to Lancashire and will need to provide high quality modern facilities to support this role.

6.3.49
 In identifying sites for retail, entertainment and leisure development the sequential approach as detailed in Planning Policy Guidance 6 (paragraph 1.11) will be adopted. In applying the sequential approach, consideration should also be given to sub-dividing schemes into smaller components to enable them to be accommodated on sites in town centre or on the edge of town centres before allowing them at out of centre locations.



6.3.50
 A key objective is to sustain and enhance the vitality and viability of town centres to make them the focus for investment, providing easy access to a wide range of facilities by a choice of means of transport. Hence a proposal, in any location would be unacceptable if it were judged likely to cause, because of its location and/or size of facilities, a degree of diversion of trade that would adversely affect the standard of provision in an existing centre, or the overall shopping and leisure provision in areas within or adjoining Lancashire.

6.3.51
 Inappropriate schemes can not only lead to deterioration in other parts of a centre, due to major changes in trading patterns, but also draw considerable expenditure away from neighbouring town centres. This can result in loss of trade and shop closure followed by environmental decay. As a consequence, people who rely on these shopping facilities particularly those without access to a car, would suffer from a reduction in the range and level of service available to them. Environmental decay can be long lasting and may even damage the long-term prospects of investment within a centre.

6.3.52
 In determining the impact of proposals, the likely cumulative effects of developments needs to be considered in order to protect the vitality and viability of town centres, regeneration initiatives or town centre strategies.

TARGET 16.1:
 Growth in Zone A rentals to equal or exceed annual average Regional change, 2001-2016.

TARGET 16.2:
 Levels of vacant property in town centres to be less than the national average by 2016.



Table 5: Town Centre Performance, Urban Population and accessibility

	Town Centre Ranking	Urban Population	Urban Population Ranking	Transport Ranking	Total Score	Rank
Preston	1	156,884	1	1	3	1
Blackpool	3	144,755	2	3 =	8	2 =
Blackburn	2	102,518	3	3 =	8	2 =
Lancaster	4	43,879	7	2	13	4
Burnley	5	72,557	4	6	15	5
Accrington	7	56,156	5	8	20	6
Chorley	8	32,935	11	5	24	7
Nelson	10	40,265	8	7	25	8
Morecambe	6	44,882	6	16	28	9
Cleveleys	9	31,844	13	12 =	34	10
Leyland	17	35,504	10	9	6	11
Skelmersdale	11	40,097	9	18 =	38	12
Ormskirk	13	23,280	17	10 =	40	13
St. Annes	12	26,804	15	14 =	41	14 =
Rawtenstall	15	32,369	12	14 =	41	14 =
Darwen	18	27,752	14	10 =	42	16
Fleetwood	14	23,759	16	17	47	17
Colne	19	16,496	18	12 =	49	18
Clitheroe	16	13,103	20	18 =	54	19
Lytham	20	14,303	19	20	59	20

Source: Town Centre Analysis, Joint Advisory Committee, 2001



office development

policy 17

OFFICE DEVELOPMENT

WITHIN THE PRINCIPAL URBAN AREAS, MAIN TOWNS AND KEY SERVICE CENTRES (MARKET TOWNS), MAJOR OFFICE DEVELOPMENT WILL BE LOCATED WITHIN OR ADJOINING TOWN CENTRES; OR AT TRANSPORT HUBS OR PUBLIC TRANSPORT ACCESSIBILITY CORRIDORS WITHIN THE URBAN AREA. THE SCALE OF NEW OFFICE DEVELOPMENT MUST BE CONSISTENT WITH THE SCALE AND FUNCTION OF THE CENTRE AND THE HIERARCHY OF CENTRES SET OUT IN POLICY 16. IN CIRCUMSTANCES WHERE CAPACITY IS NOT AVAILABLE IN THESE LOCATIONS MAJOR OFFICE DEVELOPMENT SHOULD BE LOCATED IN ACCORDANCE WITH THE DEVELOPMENT FRAMEWORK SET OUT IN POLICY 1 AND THE RELEVANT PRINCIPLES OF SUSTAINABLE DEVELOPMENT SET OUT IN REGIONAL SPATIAL STRATEGY POLICIES DP1 TO DP4, WITH PARTICULAR REGARD TO THE NEED FOR ACCESSIBILITY BY PUBLIC TRANSPORT.

IN ADDITION, OFFICE DEVELOPMENT OF AN APPROPRIATE SCALE WILL BE ACCEPTABLE IN THE STRATEGIC LOCATIONS FOR DEVELOPMENT IDENTIFIED IN POLICY 3 AS PART OF A MIXED USE DEVELOPMENT, AND ON THE REGIONAL INVESTMENT SITES PROVIDING IT IS LINKED TO THE PURPOSES OF THOSE SITES DESCRIBED IN POLICY 15.

6.3.53

Local Authorities will adopt the approach set out in Policy 17 when identifying sites for office development as part of their business and industrial land requirement. In doing so they will need to assess the likely proportion of the business and industrial provision set out in Policy 14 which should be allocated to office development within the Use Class B1a and allocate sites accordingly.

6.3.54

Office development may form part of a mixed-use development. Local Authorities will therefore need to provide guidance in their Local Plans/Local Development Frameworks as to those mixed-use sites, identified on their Proposals Map, which are suitable for office development (Use Class B1a). In doing so they will need to take into account the requirements of Policy 17.

6.3.55

In adopting this approach to office location, the Joint Authorities have given particular emphasis to the issue of accessibility and social inclusion, which are key Government objectives. Locating office development where there is good public transport and access by walking and cycling will reduce dependency on the car and promote other modes of transport for all groups within the community. Focusing office development in the first instance in Lancashire's town centres will assist in promoting their vitality and viability.

6.3.56

The scale and nature of office development at Strategic Locations for Development, as defined by Policy 3, should be consistent with the aim of achieving mixed use development in these locations. Office development located on Regional Investment Sites should be intrinsically linked to the employment sectors that are identified as appropriate to each site by Policy 15.

6.3.57

Within the rural areas sites for office development should be located in accordance with Policy 5.

6.3.58

Exceptions to adopting the approach to the location of office development in Policy 17 are where office development is ancillary to a manufacturing use and where existing office development and educational/research establishments may need limited expansion of office space.

6.3.59

Office development includes financial and professional services together with other offices including call centres and data centres (as defined by Use Classes A2 and B1a) of the Town and Country Planning (Use Classes) Order 1987). To assist in the refocusing of office development to the preferred areas identified in the policy, Local Authorities will, in appropriate cases, remove the permitted development right to Use Class B1a), of new business and industrial development, which falls within Use Classes B1b) and c) and B2 and B8.



major hotel development

policy 18

MAJOR HOTEL DEVELOPMENT

MAJOR HOTEL DEVELOPMENT, INCLUDING THAT WITH CONFERENCE, SPORTS AND LEISURE FACILITIES, WILL BE LOCATED:

(a) IN TOWN CENTRES OR, WHERE NO TOWN CENTRE SITE IS AVAILABLE, ON THE EDGE OF TOWN CENTRES, CONSISTENT WITH THE SCALE AND FUNCTION OF THE CENTRE; OR

(b) IN COASTAL RESORTS WITHIN AREAS SO IDENTIFIED FOR SUCH DEVELOPMENT IN LOCAL PLANS/LOCAL DEVELOPMENT FRAMEWORKS.

EXCEPTIONALLY, MAJOR NEW HOTELS MAY BE LOCATED ELSEWHERE WHERE A NEED CAN BE DEMONSTRATED, PROVIDED THAT THIS NEED CANNOT BE MET THROUGH DEVELOPMENT IN A) OR B), AND THE SITE IS READILY ACCESSIBLE BY PUBLIC TRANSPORT.

6.3.60

The last decade has seen considerable investment in out-of-centre hotel development particularly in room-only budget hotel development. Further development of free-standing major new hotel development, unsupported by evidence of need, would undermine key objectives of supporting town centre vitality and viability and resort regeneration of this Plan.

6.3.61

Major hotel development and conference facilities are most appropriately located within town centres or coastal resorts. Town centre hotel development can support vitality or viability, particularly the business and evening economy. Within the coastal resorts the need is to raise the quality of accommodation to meet the requirements of

the modern visitor. All major new hotel development should be readily accessible by transport. Major hotel development is defined as at least 40 bedrooms.

6.3.62

Where there are demands for additional visitor accommodation or there are problems of overcapacity and/or quality in visitor accommodation provision, decisions on development proposals should be informed by an accommodation development strategy. This should take into account the capacity for visitor accommodation; the identification of tourist accommodation zones where existing accommodation is to be proactively managed and new tourist accommodation permitted; the identification of areas where tourist accommodation and establishments are to be discouraged/taken out of the accommodation stock; and the definition of suitable alternative uses or redevelopment options for obsolescent or redundant tourist accommodation and establishments.



tourism development

policy 19

TOURISM DEVELOPMENT

BLACKPOOL IS IDENTIFIED AS A NATIONAL TOURISM DESTINATION. CLEVELEYS, FLEETWOOD, MORECAMBE, PRESTON, LANCASTER AND LYTHAM ST. ANNES ARE IDENTIFIED AS STRATEGIC TOURISM DEVELOPMENT AREAS.

TOURISM DEVELOPMENT THAT DRAWS VISITORS FROM A COUNTYWIDE, REGIONAL OR WIDER CATCHMENT AND CAN BE ACCOMMODATED WITHIN AN EXISTING URBAN AREA WILL BE LOCATED:

- (a) WITHIN BLACKPOOL, AS A NATIONAL TOURISM DESTINATION;
- (b) WITHIN CLEVELEYS, FLEETWOOD, MORECAMBE, PRESTON, LANCASTER AND LYTHAM ST. ANNES AS STRATEGIC TOURISM DEVELOPMENT AREAS;
- (c) WHERE APPROPRIATE SITES ARE NOT AVAILABLE IN BLACKPOOL OR THE STRATEGIC TOURISM DEVELOPMENT AREAS, IN MAIN DEVELOPMENT LOCATIONS ELSEWHERE WITHIN THE REGENERATION PRIORITY AREAS;
- (d) WHERE APPROPRIATE SITES ARE NOT AVAILABLE IN A), B) OR C) ABOVE, OR THE DEVELOPMENT HAS AN INTRINSIC LINK WITH A PARTICULAR LOCATION, IN OTHER MAIN DEVELOPMENT LOCATIONS ELSEWHERE WITHIN LANCASHIRE.

ALL LARGE-SCALE VISITOR ATTRACTIONS MUST BE CONVENIENTLY ACCESSIBLE BY PUBLIC TRANSPORT.

TOURISM DEVELOPMENT PROPOSALS THAT BY THEIR NATURE CANNOT BE APPROPRIATELY ACCOMMODATED WITHIN AN URBAN AREA WILL BE PERMITTED IN OTHER SETTLEMENTS AND IN RURAL AREAS WHERE:

- (i) THEY ARE OF AN APPROPRIATE SCALE;
- (ii) THEY ASSIST RURAL REGENERATION;
- (iii) INFRASTRUCTURE AND THE ENVIRONMENT CAN ACCOMMODATE THE VISITOR IMPACT.

6.3.63

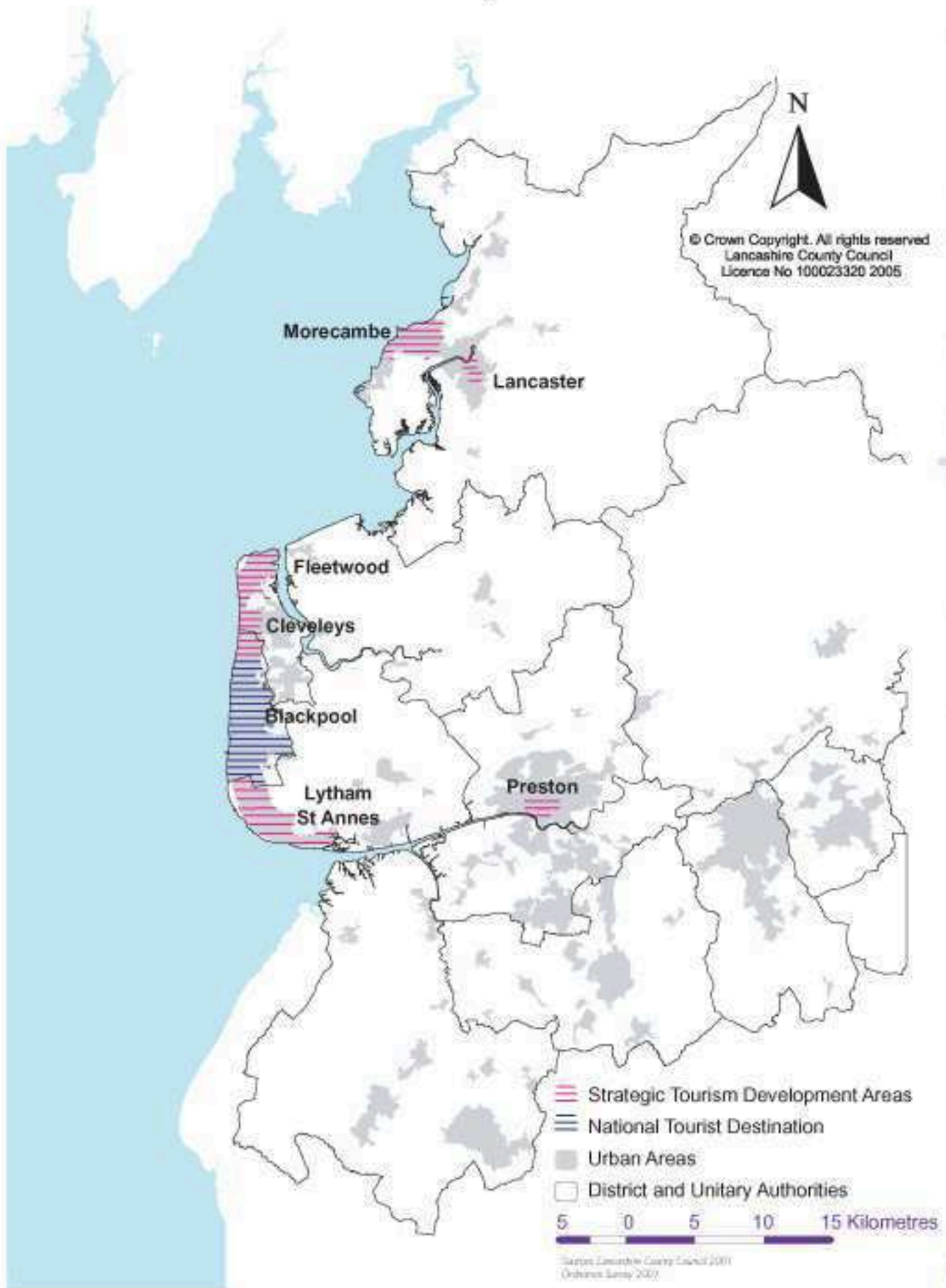
This policy provides for tourism development that draws visitors from a County-wide, Regional and wider catchment. Visitor attractions of this scale are crucial to the regeneration of Lancashire's Coastal Towns. They may also be able to make a more modest but important contribution to the regeneration of the County's other Regeneration Priority Areas.

6.3.64

Research⁶ highlights the competitiveness of this market and indicates there may be few opportunities to secure investment in new visitor attractions over the Structure Plan period. It is therefore vital that such investment is channelled to appropriate locations that will support regeneration and sustainability objectives.



map 12 strategic tourism development areas





6.3.65 Regional Spatial Strategy advises that development plans should facilitate the provision of employment opportunities through tourism development but that they should give priority to locations that have existing major tourism and leisure facilities (including visitor accommodation); are conveniently accessible by public transport and where development will contribute to regeneration within the defined Regeneration Priority Areas. In particular it acknowledges the need to provide high quality modern facilities in Blackpool to support its role as a tourism destination of regional and national importance. This need has been recognised in the designation of Blackpool's Resort Core as an Economic Development Zone (with European Objective 2 funding) and in the preparation of a Resort Masterplan for this area. Blackpool's status as a National Tourism Destination also makes it the most appropriate location in the County for the emerging resort casino project. The potential scale of this development-comprising casino, hotel, restaurants, conference and leisure facilities – would make it of national significance.

6.3.66 In accordance with this regional framework Blackpool is designated as a National Tourism Destination and Cleveleys, Fleetwood, Morecambe, Preston, Lancaster and Lytham St. Annes as Strategic Tourism Development Areas (Map 12). Where such locations can provide an appropriate location for the tourism development proposed such development should be accommodated within the urban areas of these coastal towns and historic cities.

6.3.67 Additional tourism facilities in Lancaster and Preston should underpin their role as historic cities as identified in Regional Spatial Strategy and not detract from the tourist potential of the coastal towns.

6.3.68 However, other parts of the County may provide opportunities for tourism and recreational development that are not provided by the coastal towns and historic cities and that can make an important contribution to urban and rural regeneration.

6.3.69 Where tourism development cannot be accommodated within the coastal towns or historic cities and there are a range of potential alternative locations it is appropriate that priority be accorded to locations where such development will contribute to identified priorities for regeneration, i.e. the Regeneration Priority Areas.

6.3.70 Where tourism development cannot be accommodated in such areas or where the development potential is area/site specific (e.g. related to local history, built heritage, etc.) other locations elsewhere within Lancashire will, in principle, be acceptable.



6.3.71

This sequential approach directing development in the first instance to the strategic tourism development areas, then the Regeneration Priority Areas and finally other locations applies to forms of tourism development that can appropriately be located in urban areas.

6.3.72

In addition to large-scale visitor attractions, internal tourism involving day trips to local tourist attractions within the County should be encouraged in order to help create a balanced and sustainable tourist industry.

6.3.73

The need for rural regeneration within Lancashire is not confined to the Regeneration Priority Areas and tourism represents an important opportunity for rural diversification. It is considered appropriate that all rural areas should have the opportunity to accommodate tourism development of an appropriate scale and character in line with the criteria stated in the policy and provided that such development accords with Policies 4 and 5 of the Plan.

lancashire's landscapes

6.4 RESOURCE MANAGEMENT

policy 20

LANCASHIRE'S LANDSCAPES

LANCASHIRE LANDSCAPE CHARACTER TYPES ARE IDENTIFIED ON MAP 13. DEVELOPMENT MUST BE APPROPRIATE TO THE LANDSCAPE CHARACTER TYPE WITHIN WHICH IT IS SITUATED AND CONTRIBUTE TO ITS CONSERVATION, ENHANCEMENT OR RESTORATION OR THE CREATION OF APPROPRIATE NEW FEATURES.

IN AREAS OF OUTSTANDING NATURAL BEAUTY, PRIORITY WILL BE GIVEN TO CONSERVATION AND ENHANCEMENT OF LANDSCAPE CHARACTER. DEVELOPMENT MUST CONTRIBUTE TO THE CONSERVATION OF THE NATURAL BEAUTY OF THE AREA OF OUTSTANDING NATURAL BEAUTY.

PROPOSALS WILL BE ASSESSED IN RELATION TO:

- (a) LOCAL DISTINCTIVENESS;
- (b) THE CONDITION OF THE LANDSCAPE;
- (c) VISUAL INTRUSION;
- (d) THE LAYOUT AND SCALE OF BUILDINGS AND DESIGNED SPACES;
- (e) THE QUALITY AND CHARACTER OF THE BUILT FABRIC;
- (f) PUBLIC ACCESS AND COMMUNITY VALUE OF THE LANDSCAPE;
- (g) HISTORIC PATTERNS AND ATTRIBUTES OF THE LANDSCAPE;
- (h) LANDSCAPE BIODIVERSITY AND ECOLOGICAL NETWORKS;
- (i) SEMI-NATURAL HABITATS CHARACTERISTIC OF THE LANDSCAPE TYPE;
- (j) REMOTENESS AND TRANQUILLITY;
- (k) NOISE AND LIGHT POLLUTION.

A Landscape Strategy for Lancashire

6.4.1

Lancashire's diverse and distinctive landscape has been the subject of a detailed study entitled 'A Landscape Strategy for Lancashire'. The study forms the basis for this policy. It identifies the key environmental features of each landscape character type and the particular forces for change affecting them. These determine the strategies of conservation, enhancement, restoration or creation identified for each landscape type. Development will be considered appropriate if it follows the strategies and detailed recommendations for the landscape type in which it occurs.

Guiding Principles for Lancashire's Landscapes

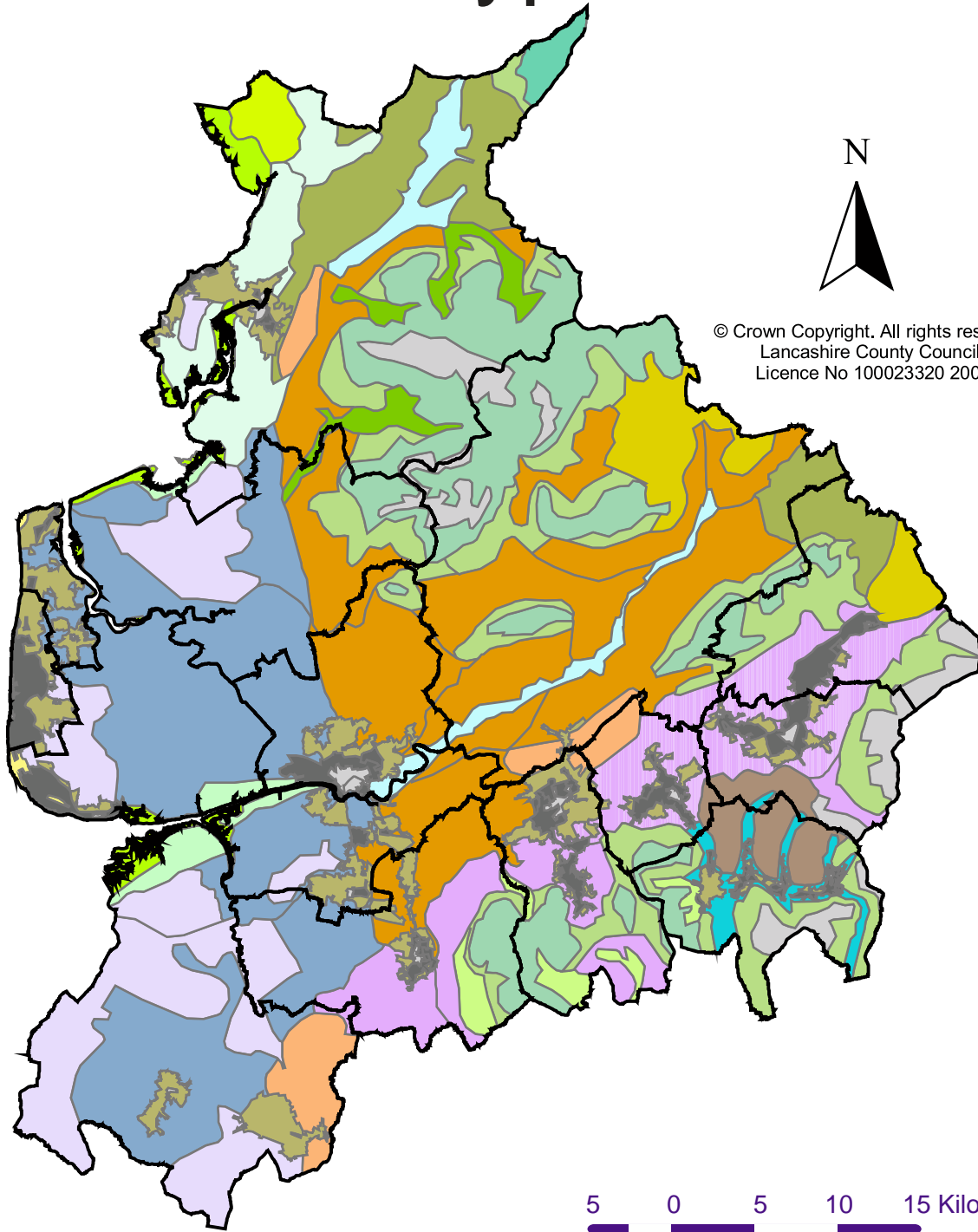
6.4.2

The policy is designed to accommodate landscape change in a positive way and its implementation will be guided by the following principles:

- Recognise and enhance local distinctiveness - The policy takes an account of all Lancashire's landscapes, not just those with special designations. Local distinctiveness is defined by the special characteristics, features and patterns which make a landscape instantly recognisable to those who live and work in it. A standardised approach to design should therefore be avoided.



map 13 landscape character types




























© Crown Copyright. All rights reserved
Lancashire County Council
Licence No 100023320 2005

5 0 5 10 15 Kilometres

Sources: Lancashire County Council 2001, Ordnance Survey 2001

Key of Features

Landscape Character Types

- | | | |
|---|--|---|
|  01 Moorland Plateaux |  09 Reservoir Valleys |  18 Open Coastal Marsh |
|  02 Moorland Hills |  10 Wooded Rural Valleys |  19 Coastal Dunes |
|  03 Enclosed Uplands |  11 Valley Floodplains |  20 Wooded Limestone Hills & Pavements |
|  04 Moorland Fringe |  12 Low Coastal Drumlins |  21 Limestone Fells |
|  05 Undulating Lowland Farmland |  13 Drumlin Field |  22 Historic Core |
|  06 Industrial Foothills and Valleys |  14 Rolling Upland Farmland |  23 Industrial Age |
|  07 Farmed Ridges |  15 Coastal Plain |  24 Suburban |
|  08 Settled Valleys |  16 Mosslands |  District and Unitary Authorities |
| |  17 Enclosed Coastal Marsh | |



The landscape policy applies to the whole landscape, urban as well as rural areas. The assessment of development proposals in the urban landscape will take particular account of settlement pattern and settings, scale, character and condition of the built fabric, heritage, archaeology, designed spaces, nature conservation and community value.

- A positive approach towards landscape change - Change will not be resisted on principle but should be appropriate to the landscape character. Development should conserve and where possible enhance key environmental features and use them as a starting point for creating new landscape features in degraded areas and areas under pressure from development or recreation.
- Adopt an integrated approach to landscape resources - The landscape is influenced by a wide range of factors from the economy of the agricultural sector to National and European policy on renewable energy and on nature conservation. It is important therefore that a range of different disciplines and partner organisations work together to maximise opportunities for nature conservation, historical landscape conservation and to manage recreation and access.

6.4.3

The planning system will deliver the policy through the development control process, planning conditions, Section 106 agreements and Local Plan/Local Development Framework development policies. Other mechanisms for delivering the policy are through countryside management and joint working, raising public awareness, local community and private owner initiatives and tourism initiatives.

TARGET 20.1:

Increase/protect selected key environmental features by:

- Increasing the area of native woodland by 15% by 2016.
- No net loss of hedgerows through development, 2001-2016.

TARGET 20.2:

Create two ponds for every pond lost through development, 2001-2016.



lancashire's natural and man-made heritage

policy 21

LANCASHIRE'S NATURAL AND MANMADE HERITAGE

LANCASHIRE'S NATURAL AND MANMADE HERITAGE WILL BE PROTECTED FROM LOSS OR DAMAGE ACCORDING TO THE HIERARCHY OF DESIGNATIONS OF INTERNATIONAL, NATIONAL, REGIONAL, COUNTY AND LOCAL IMPORTANCE. THE STRONGEST LEVELS OF PROTECTION WILL BE AFFORDED TO THOSE HERITAGE RESOURCES OF INTERNATIONAL AND NATIONAL IMPORTANCE.

SITES, AREAS, FEATURES AND SPECIES OF HERITAGE IMPORTANCE WILL BE CONSERVED AND, IN APPROPRIATE CIRCUMSTANCES, ENHANCED AND RE-ESTABLISHED TAKING ACCOUNT OF:

- (a) THEIR RARITY, VULNERABILITY, ANTIQUITY OR COMPLEXITY;
- (b) THEIR CONTRIBUTION TO THE COUNTYWIDE NETWORK OF SITES AND FEATURES, TO THE CHARACTER OF ITS LOCATION AND SETTING AND TO NATIONAL AND COUNTY BIODIVERSITY AND THE LIKELY IMPLICATIONS OF CLIMATE CHANGE ON HERITAGE ASSETS;
- (c) POSITIVE OPPORTUNITIES AFFORDED BY DEVELOPMENT FOR THE CONSERVATION, MANAGEMENT OR ENHANCEMENT OF HERITAGE RESOURCES.

WHERE, IN EXCEPTIONAL CIRCUMSTANCES, UNAVOIDABLE LOSS OR DAMAGE TO A SITE OR FEATURE OR ITS SETTING IS LIKELY AS A RESULT OF A PROPOSED DEVELOPMENT, MEASURES OF MITIGATION AND COMPENSATION WILL BE REQUIRED TO ENSURE THERE IS, AS A MINIMUM, NO NET LOSS OF HERITAGE VALUE. SUCH MEASURES MAY INCLUDE THE CREATION OF APPROPRIATE NEW HERITAGE RESOURCES, ON OR OFF-SITE.

6.4.4

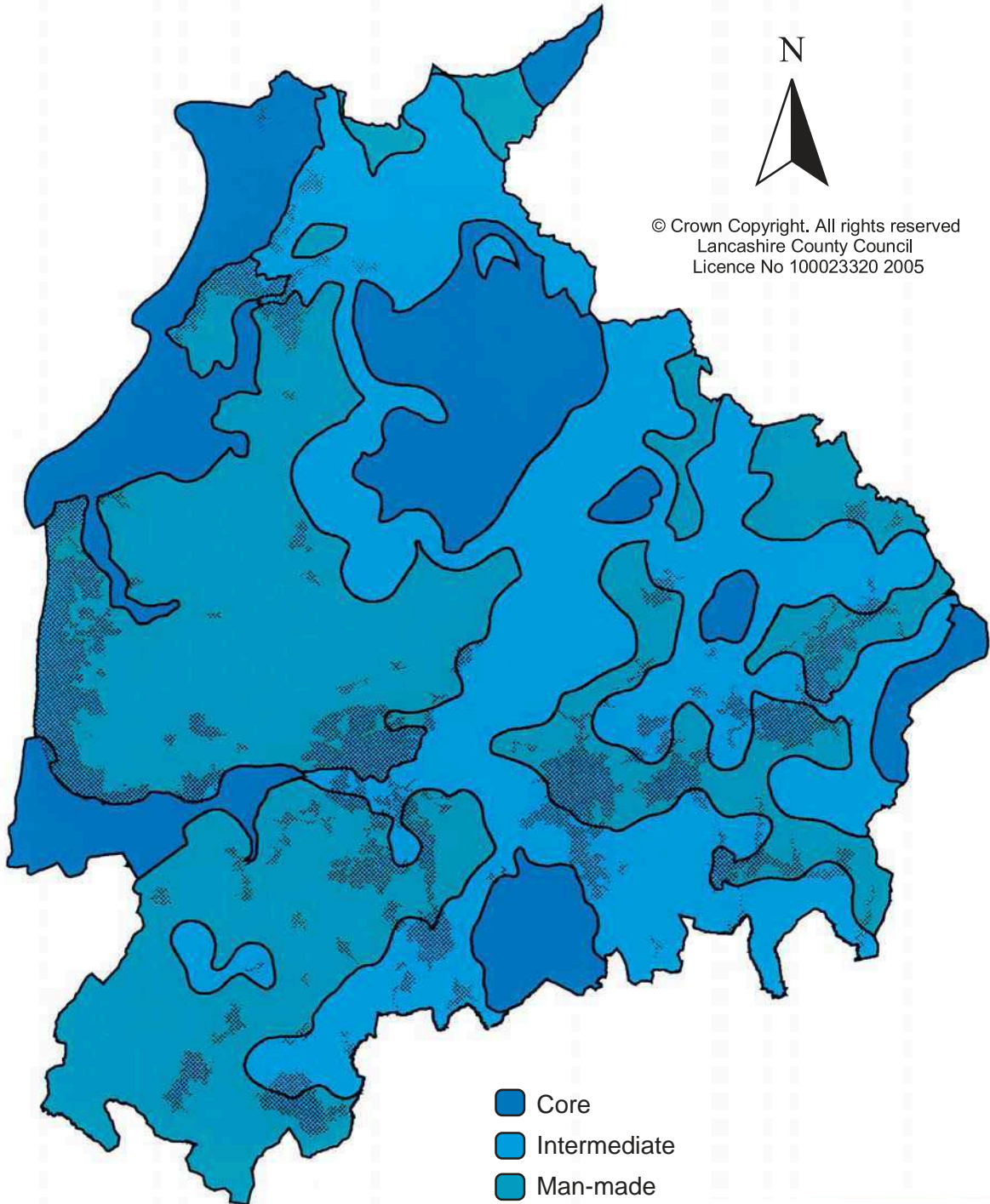
The natural and man-made heritage assets of Lancashire comprise an important resource of individual sites of ecological, geological, historical and cultural importance and the links between them. They are valuable in themselves and for their contribution towards the education, recreation and economic life of the County, including the continued development of tourism. The degree of protection given to a heritage asset will reflect its position within the hierarchy of designations, shown in Table 6. Greatest protection is assigned to sites or features of international importance, followed in descending order by National, Regional, County and Local Importance:

6.4.5

The aim of sustainable development is to ensure that the overall quality of the natural and man-made environment is maintained and, where possible, enhanced. The under-lying principle of this policy is that, as a minimum, there should be 'no net loss' of environmental value arising from any development. The policy also looks to harness the development process as a force for positive conservation of heritage assets.



map 14 natural heritage zones



© Crown Copyright. All rights reserved
Lancashire County Council
Licence No 100023320 2005

- Core
- Intermediate
- Man-made
- Urban Areas
- Joint Structure Plan Area

5 0 5 10 15 Kilometres

Sources: Lancashire County Council 2001
Ordnance Survey 2001

6.4.6

The 'no net loss' approach to heritage conservation does not mean protecting every site or feature *in situ*, although there will be a strong presumption against development adversely affecting international and national sites and areas. Whilst *in situ* conservation is the preferred option, some features can be relocated or recreated. Others are so important because of their rarity, vulnerability, age or complexity that they should be regarded as irreplaceable.

Map 14 shows the principal variations in the broad character of Lancashire's natural heritage, based on an analysis of designated nature conservation sites, the extent of any semi-natural habitat and the recorded diversity of breeding bird species. Three broad natural heritage zones are shown. In each zone the application of the Policy, particularly (b), will differ in practice. The "no net loss" approach applies to all three zones although, given the relative importance of statutory designations, it will not necessarily be implemented in the same way.





Table 6: Hierarchy of Heritage Designations

International importance:

- Candidate Special Areas of Conservation (SAC)
- European Protected Species
- Ramsar Sites
- Special Protection Areas (SPA)

National importance:

- Areas of Outstanding Natural Beauty (AONB)
- Best and Most Versatile Agricultural Land (Grade 1, 2 and 3a)
- Limestone Pavement Orders
- Listed Buildings (Grade 1, 2*, and 2)
- National Nature Reserves (NNR)
- Nationally Important Sites of Archaeological Interest
- Parks and Gardens of Special Historic Interest (Grade 1 2* and 2)
- Protected Species
- Schedule Monuments (SM)
- Sites of Special Scientific Interest (SSSI)

Regional and County importance:

- Biological Heritage Site (BHS)
- Conservation Areas
- Important hedgerows (defined by the Hedgerow Regulations 1997)
- Local Nature Reserves
- Regionally Important Geological/Geomorphological Sites (RIGS). Also known as Geological Heritage Sites (GHS) in Lancashire.
- Sites of Archaeological Interest

Local importance:

- Designations of local value identified in District Local Plans/Local Development Frameworks

6.4.7

Some priority habitats and species are below viable levels for maintaining populations. The UK and Lancashire Biodiversity Action Plans contain targets for expanding the resource of such habitats and species, with development seen as one mechanism for contributing to their delivery. Individual sites and features can have an important role to play as part of a network or system of heritage assets, and may also help mitigate for the impacts of climate change by facilitating species movement. Some features are essential for the migration and dispersal of wildlife species. The importance of an individual archaeological site or monument may be greatly enhanced by its association with related monuments. It is important that the impact of development on land adjoining heritage assets is considered. Development proposals which include positive land use proposals to conserve and enhance heritage assets, or where appropriate to extend access to them, and to deliver UK and County Biodiversity Objectives will be encouraged.

6.4.8

Development which would damage a heritage site or feature may exceptionally be allowed because of other overriding considerations in the public interest. The development proposals should then include measures to mitigate the damage to the heritage resource. These may include relocating all or part of the resource, restricting the timing of development operations, controlling working methods, and protecting retained features. Where mitigation is insufficient, compensation - through the provision of equivalent assets elsewhere - will be required to ensure no net loss. Compensation should, where possible, be on a like-for-like basis and take into account the functions and values of those features which would be lost. Consideration should also be given to the long-term

management of areas offered in compensation, which would be secured by planning conditions or legal agreements. In the case of archaeological resources, compensation may include excavation, recording and publication of the resource, and the provision of educational or interpretative material.

TARGET 21.1:
No net loss of heritage assets, networks or settings, 2001-2016.



protection of water resources

policy 22

PROTECTION OF WATER RESOURCES

DEVELOPMENT THAT IS LIKELY TO LEAD TO AN ADVERSE IMPACT ON GROUNDWATER AND SURFACE WATER IN TERMS OF THEIR QUANTITY, QUALITY AND THE ECOLOGICAL FEATURES THEY SUPPORT WILL NOT BE PERMITTED. DEVELOPMENT THAT IS LIKELY TO LEAD TO AN ADVERSE IMPACT ON COASTAL WATERS IN TERMS OF THEIR QUALITY AND THE ECOLOGICAL FEATURES THEY SUPPORT WILL NOT BE PERMITTED.

6.4.9

Groundwater forms that part of the natural water cycle that is present within underground strata (aquifers). Groundwater has a key role in public water supply. Therefore protection of groundwater yield is vitally important. The distribution of major, minor and non-aquifer units in Lancashire are shown on Map 15.

6.4.10

The major aquifers in Lancashire comprise the Permo-Triassic Sandstones. The majority of the sandstone outcrop comprises the Fylde Aquifer, which extends from Heysham in the north to Leyland in the south. This aquifer is heavily exploited for public and industrial water supply, and is under stress. The Rufford Aquifer is also heavily exploited and groundwater resources are now fully committed. The Liverpool and Ormskirk Aquifer, covering the area around Burscough and Ormskirk, supports a large number of licensed and unlicensed abstractions.

6.4.11

Minor aquifers cover the majority of Lancashire. The minor aquifers are extensively exploited to provide private domestic and agricultural water supplies in rural areas remote from mains water. Additionally, there are several major abstractions for public water supply.

6.4.12

Vulnerability to over-use or pollution is dependent on the geology and will be site-specific. Due to the very slow movement of groundwater the effects of the pollution may be virtually impossible to clean up, even after the source of the problem has been removed. Development with a potentially unacceptable impact will not be permitted, unless conditions attached to a planning permission or other safeguards can prevent the impacts or reduce them to an acceptable level.

6.4.13

Groundwater also feeds surface waters through springs and rivers. It is often important in supporting wetlands and their ecosystems. A reduction in quality and quantity of groundwater can therefore have a detrimental effect on surface water. Rivers are threatened by pollution from waste disposal, industrial wastes and farm effluents. Regular monitoring is carried out by the Environment Agency.



6.4.14

The main considerations for coastal water quality relate to ecosystems and recreational uses. Improving and maintaining quality of bathing waters is important for the tourism and leisure industries. Quality is important for the large sections of Lancashire's coastline and estuaries that are designated nature conservation sites. The Environment Agency regularly monitors bathing water quality.

6.4.15

The Mersey Basin Campaign, launched in 1985, is a partnership for stimulating regeneration in the North West through environmental improvements, mainly in river quality and through landward development schemes. The Campaign is backed by Central and Local Government, the European Union, the voluntary sector and many businesses. In Lancashire it operates in Blackburn with Darwen, Burnley, Pendle, Hyndburn, West Lancashire, Rossendale and Chorley Districts.



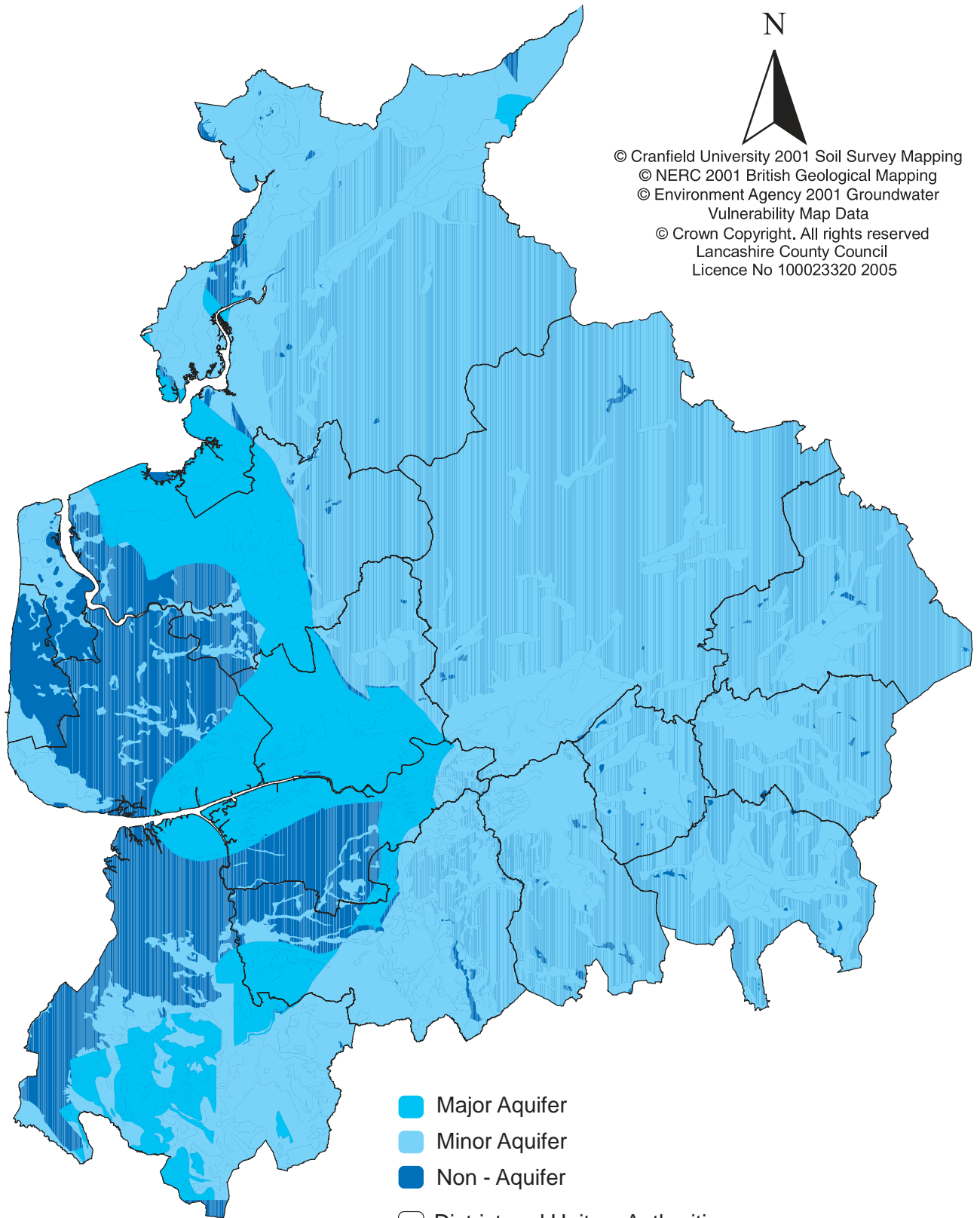
6.4.16

The 25 year Campaign concludes in 2010. Its aims are:

- to improve water quality so that all rivers, streams and canals are clean enough to support fish;
- to stimulate the development of attractive waterside environments for businesses, housing, tourism, heritage, recreation and wildlife;
- to encourage people to value their watercourses and waterfront environments.



map 15 groundwater resources in Lancashire



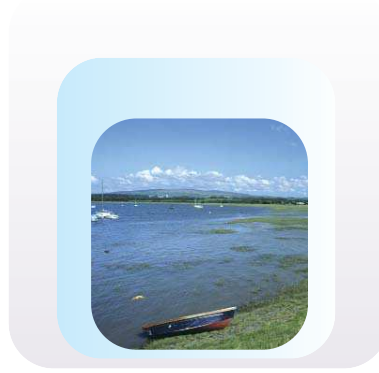
© Cranfield University 2001 Soil Survey Mapping
© NERC 2001 British Geological Mapping
© Environment Agency 2001 Groundwater Vulnerability Map Data
© Crown Copyright. All rights reserved
Lancashire County Council
Licence No 100023320 2005

- Major Aquifer
- Minor Aquifer
- Non - Aquifer
- District and Unitary Authorities

5 0 5 10 15 Kilometres

Sources: Lancashire County Council 2001
Environment Agency 2001
Ordnance Survey 2001

the coastal zone



policy 23

THE COASTAL ZONE

THE COASTAL ZONE IS DEFINED AS THE LOW COASTAL DRUMLINS, ENCLOSED COASTAL MARSHES, OPEN COASTAL MARSH AND COASTAL DUNES LANDSCAPE CHARACTER TYPES TOGETHER WITH AREAS OF COASTAL HIGH FLOOD RISK, URBAN AREAS ADJOINING THE COAST AND THE AREA OFFSHORE EXTENDING FOR 5 KILOMETRES SEAWARD FROM THE MEAN LOW WATERMARK.

DEVELOPMENT WHICH REQUIRES A COASTAL LOCATION WILL BE DIRECTED TO DEVELOPED COASTAL AREAS, AVOIDING LOCATIONS WHERE COASTAL EROSION OR FLOODING IS LIKELY TO OCCUR OR WHERE THE RISK OF EROSION OR FLOODING ELSEWHERE MAY BE EXACERBATED BY THE DEVELOPMENT.

THE OPEN CHARACTER OF THE UNDEVELOPED COASTAL ZONE WILL BE MAINTAINED AND THE NATURE CONSERVATION INTEREST WITHIN IT WILL BE CONSERVED OR ENHANCED.

6.4.17

The Landscape Character Types referred to in Policy 23 are defined in the Lancashire Landscape Strategy. The Low Coastal Drumlins, Enclosed Coastal Marshes, Open Coastal Marsh and Coastal Dunes have strong coastal characteristics. The tidal areas of high flood risks are taken from the Environment Agency's indicative flood plain maps. The Coastal Zone for Lancashire is shown on Map 16. District Local Plans/Local Development Frameworks will define its precise boundary.

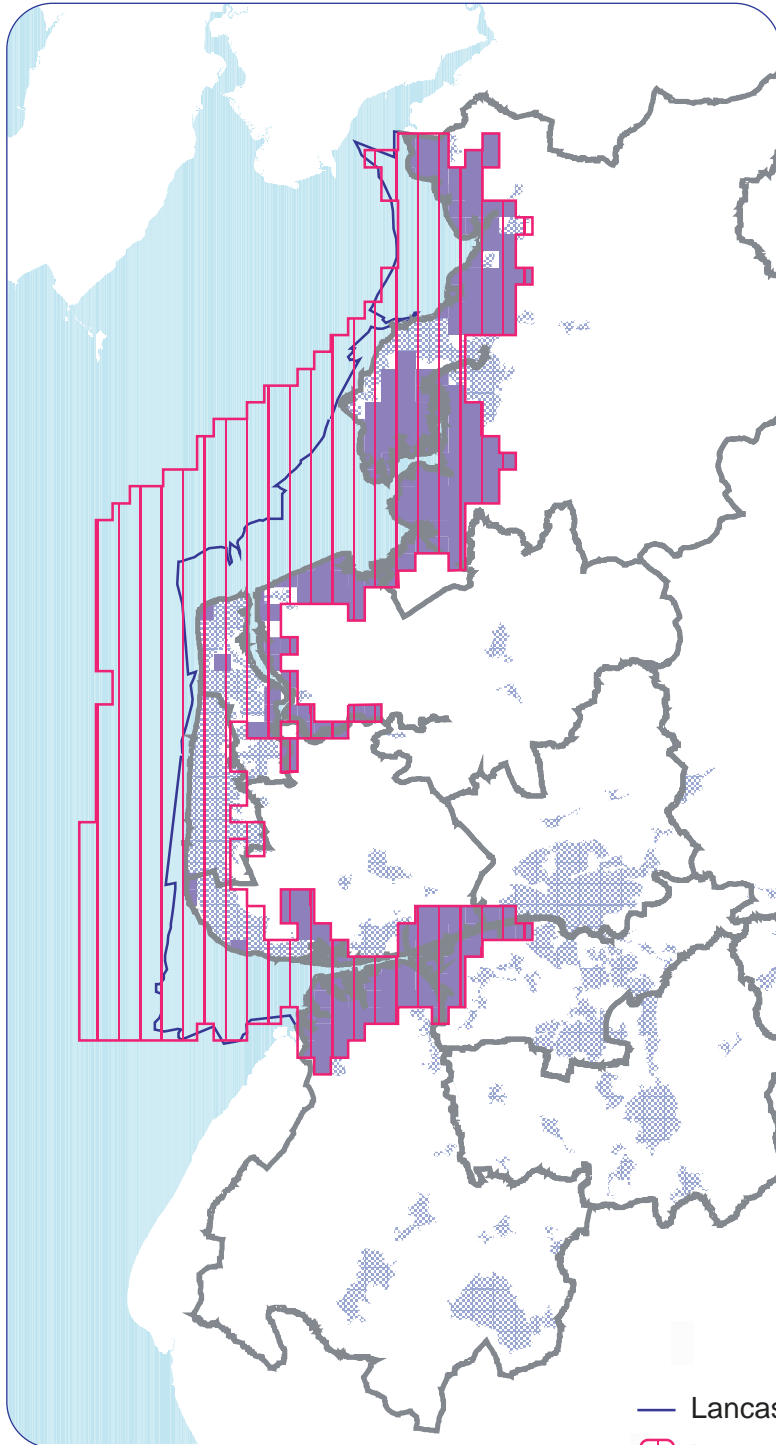
6.4.18

A major concern in coastal areas is the possibility of tidal flooding. These areas may be increasingly at risk due to the affects of global warming. Much of the undeveloped coast has considerable nature conservation value and is also important in terms of its landscape quality and character. It is inappropriate to locate development on the undeveloped coast that could be located elsewhere. However, certain types of development may require a coastal location. Developments which may require a undeveloped coast location include those relating to fisheries, sea defences and coastal protection, navigation, offshore hydrocarbon industries, renewable energy projects and informal recreation and amenity projects.

6.4.19

Maritime districts will implement this policy through the Local Plan/Local Development Framework and development control system in conjunction with the Environment Agency operating in an advisory capacity, and through the Conservation (Natural Habitats &c.) Regulations 1994. In formulating policies for development in the undeveloped coastal zone, District Councils should have regard to the Management Strategies that have been prepared for the Ribble Estuary and Morecambe Bay, together with Shoreline Management Plans for Formby Point to River Wyre, River Wyre to Walney Island, River Wyre Estuary and River Ribble Estuary. Districts should also have regard to the Management Scheme for the Morecambe Bay European Marine Site and Coastal and Habitats Management Plans. Due to the importance of Lancashire's undeveloped coast and river estuaries, any development proposal that may have significant impact on them will require an environmental assessment.

map 16 the coastal zone



© Crown Copyright. All rights reserved
Lancashire County Council
Licence No 100023320 2005



- Lancashire Low Water Mark
 - ▭ Lancashire Coastal Zone
 - Undeveloped Coastal Areas
 - Urban Areas
 - District and Unitary Authorities
- 5 0 5 10 15 Kilometres
-

Sources: Lancashire County Council 2001
Ordnance Survey 2001
Environment Agency 2001

flood risk

policy 24

FLOOD RISK

THE HIGH FLOOD RISK AREAS IN LANCASHIRE ARE IDENTIFIED ON MAP 17.

IN DEVELOPED HIGH FLOOD RISK AREAS, DEVELOPMENT WILL BE LIMITED TO PROPOSALS FOR WHICH APPROPRIATE FLOOD ALLEVIATION MEASURES EITHER EXIST OR WILL BE PROVIDED BY THE DEVELOPER.

IN UNDEVELOPED OR SPARSELY DEVELOPED HIGH FLOOD RISK AREAS, DEVELOPMENT WILL BE LIMITED TO PROPOSALS FOR WHICH THE PARTICULAR LOCATION IS ESSENTIAL.

IN FUNCTIONAL FLOOD PLAINS, DEVELOPMENT WILL BE LIMITED TO PROPOSALS WHICH COMPRISE ESSENTIAL INFRASTRUCTURE WHICH CANNOT BE LOCATED ELSEWHERE.

IN ALL AREAS:

- (a) DEVELOPMENT THAT COULD COMPROMISE EXISTING FLOOD DEFENCES OR INCREASE FLOOD RISK WILL BE AVOIDED;
- (b) DEVELOPMENT THAT REDUCES FLOOD RISK OR AIDS THE OPERATION OF FUNCTIONAL FLOOD PLAINS WILL BE PROMOTED;
- (c) SUSTAINABLE URBAN DRAINAGE SYSTEMS WILL BE USED IN NEW DEVELOPMENT WHERE PRACTICABLE.

6.4.20

The high flood risk zone is based on the indicative flood plain maps produced annually by the Environment Agency. In the case of rivers the maps show the approximate extent of floods with a 1% annual probability of occurrence (1 in 100 year flood). For coastal flooding they show the 0.5% annual probability (1 in

200 year flood). The maps show areas that could be affected by such flood events, overtopping or breaching of flood defences. However, it is important to note that they are indicative only and do not take local factors into account, such as the presence or quality of existing flood defences. A flood risk assessment should be provided with planning applications and Local Plan/Local Development Framework allocations in this zone. Indicative Areas at High Risk of Flooding are shown on Map 17, based on Environment Agency Data.

6.4.21

The high flood risk is subdivided as follows:

- **Developed areas** may be suitable for residential, commercial and industrial development provided the appropriate minimum standard of flood defence can be maintained.
- **Undeveloped and sparsely developed areas** are generally not suitable for residential, commercial and industrial development unless a particular location is essential, e.g. navigation, water-based recreation, agriculture, essential transport and utilities.



- **Functional flood plains** are areas of relatively flat land adjacent to a river or sea where excess water flow is held in time of flood. Built development should be wholly exceptional and limited to essential transport and utilities infrastructure that cannot be located elsewhere. However, suitable land uses could include recreation, sport, amenity and conservation uses. Development should be designed to remain operational in times of flood and should not impede flood flows or result in a net loss of flood-plain storage.

6.4.22

District Local Plans/Local Development Frameworks or Supplementary Planning Guidance will define areas of flood risk using the most up to date information including the Environment Agency's Indicative Flood Plain Maps. Local Plans/Local Development Frameworks will give more detailed guidance on:

- Types of development permitted in different areas.
- Measures needed to ensure development is adequately protected.
- Measures needed to ensure development does not increase flood risk.

6.4.23

It is important that consideration of flood risk is on a whole catchment basis rather than being confined to areas of high flood risk. All built development increases flood risk by increasing run-off through preventing water from soaking into the ground. Sustainable urban drainage systems (SUDS) can help to reduce the impact of built development. Traditional drainage using underground pipes increases the rate of run-off. SUDS involve techniques which control surface water runoff as close to its source as possible, slowing the water down and allowing it to infiltrate into the ground. Physical elements can include basins, ponds, wetlands, permeable areas and swales (very shallow channels).



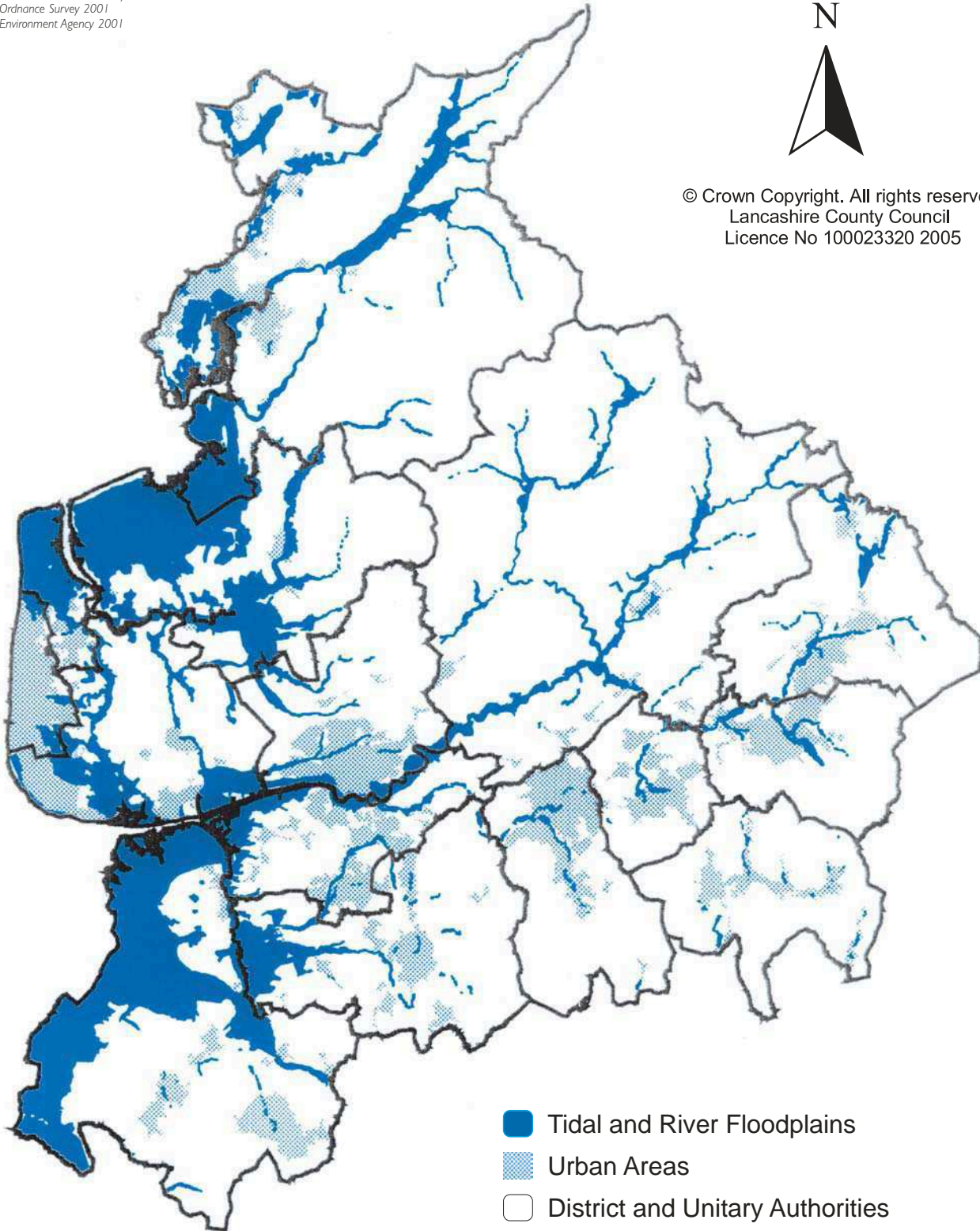
map 17 indicative areas of high flood risk

Based on digital data licenced from the NERC Centre for Ecology and Hydrology (© CEH, © MAFF (now DEFRA), © Crown Copyright). The flooded areas have been generated using a generalised technique and should not, by themselves, be used to infer that specific areas are, or are not, at risk of inundation. Flood risk at any specific location may be influenced by local factors - not least flood defences that have not been taken into account. Includes material based on Ordnance Survey 1:10,000 maps with the permission of the Controller of Her Majesty's Stationery Office.

Sources: Lancashire County Council 2001
 Ordnance Survey 2001
 Environment Agency 2001



© Crown Copyright. All rights reserved
 Lancashire County Council
 Licence No 100023320 2005



- Tidal and River Floodplains
- Urban Areas
- District and Unitary Authorities

5 0 5 10 15 Kilometres

renewable energy

policy 25

RENEWABLE ENERGY

DEVELOPMENTS THAT GENERATE ENERGY FROM RENEWABLE SOURCES INCLUDING ANY ANCILLARY INFRASTRUCTURE OR BUILDINGS WILL BE ASSESSED AGAINST THE FOLLOWING CRITERIA, AND WILL BE SUPPORTED WHERE THEY DEMONSTRATE THAT THESE HAVE BEEN SATISFACTORILY ADDRESSED:

- (a) THE IMPACT ON THE CHARACTER OF THE SURROUNDING LANDSCAPE, BIODIVERSITY, AND THE NATURAL AND BUILT HERITAGE;
- (b) THE EXTENT TO WHICH ANY MATERIAL HARM THAT MAY BE CREATED BY THE PROPOSAL WILL BE MINIMISED TO ACCEPTABLE LEVELS;
- (c) THE CONTRIBUTION THAT WILL BE MADE TO TARGETS FOR RENEWABLE ENERGY AND FOR REDUCING GREEN HOUSE GAS EMISSIONS;
- (d) THE WIDER ENVIRONMENTAL, SOCIAL AND ECONOMIC BENEFITS OF PROPOSED RENEWABLE ENERGY SCHEMES.

6.4.24

Renewable energy comes from continuously available sources, which do not rely on exhaustible fossil fuels like coal, oil and gas. The main sources of renewable energy in the UK are wind (both on and offshore), the sun (solar photovoltaics), water (conventional hydro, and the developing technologies of tidal stream and wave), biomass (including energy crops) and energy from waste. Lancashire has the potential to facilitate the development of all these technologies in coming years and will play a key role in meeting regional and national targets for electricity generated by renewable energy



set for 2010 and 2020 and its own target, Target 25.1, derived from the renewable energy target for Lancashire in the Partial Review of Regional Spatial Strategy.

6.4.25

Renewable energy technologies also have a key role to play in terms of tackling climate change in the UK. Under the Kyoto Protocol the UK government entered into an internationally binding target to reduce greenhouse gas emissions by 12.5% below 1990 levels by 2008-2012. Domestic targets were set for a 20% reduction in CO2 by 2010 leading to an ultimate goal of a 60% reduction by 2050. In addition, renewable energy technologies offer a range of potential economic and employment benefits.

6.4.26

In most instances, renewable energy technologies can only be developed where the resource exists, and each technology has its own locational characteristics and requirements. Policy 25 seeks to promote the development of renewable energy, directing development to where the technology is viable and environmental impacts can be satisfactorily addressed. Such impacts may include the visual effects and any noise and odour created by the development or from sources such as increased traffic arising from the development.

6.4.27

For a renewable energy development to be acceptable, its impact on the attributes of the area in which it is to be located should be outweighed by the wider environmental, social and economic benefits arising from the development.

6.4.28

Within designated sites of international and/or national importance, proposals for renewable energy schemes must demonstrate that the objectives of the designation of the area or the integrity of the site would not be compromised by the development.

6.4.29

Small scale and building related renewables including low or zero energy schemes also provide great potential for increasing energy efficiency and reducing reliance on non-renewable energy forms. Such developments should be encouraged and should be a key consideration in the determination of planning applications.

6.4.30

Further guidance on the development of renewable energy within Lancashire will be provided in a new supplementary planning document. This will expand on the criteria contained in Policy 25 by providing additional guidance on the factors by which proposed renewable energy schemes will be assessed, in terms of their design and location. The Study of Landscape Sensitivity to Wind Development⁷, Advancing Sustainable Energy in the North West: Mapping the Way Forward to 2020⁸ and Advancing Sustainable Energy - A Sustainable Energy Strategy for the North West⁹ will inform the preparation of the SPD. These documents will establish a baseline for renewable energy technologies, identify their potential installation capacity and location implications.

6.4.31

Proposals for renewable energy should also be assessed against guidance contained in the Landscape and Heritage SPG, currently published in draft form, in relation to landscape character, sites, areas and features of heritage importance and compensatory enhancement to ensure no net loss of value where unavoidable loss or damage to a feature is likely as a result of the proposed development. The SPG will take account of assessments of landscape sensitivity to wind energy developments.

⁷ To be undertaken by Derek Lovejoy, Birmingham Ltd., on behalf of the Joint Structure Plan Authorities.

⁸ NWRA (November 2004)

⁹ NWRA (Consultation draft - October 2004)

6.4.32

In the period to 2010, it is expected that the majority of onshore renewable electricity generating capacity developed in Lancashire will come from wind power sources. Lancashire contains extensive uplands and coasts with high wind speeds. The development of wind energy in Lancashire is regarded as being one of the most practical and economically viable means of achieving the national and regional targets for the amount of electricity generated from renewable sources, provided environmental and other impacts can be satisfactorily addressed.

6.4.33

The conversion of organic matter into heat and electricity also offers considerable potential to meeting national and regional renewable energy targets within Lancashire. An important consideration in the development of biomass projects is proximity to the fuel source in order to reduce reliance on transport.

6.4.34

There is also considerable potential for offshore renewable generation projects (offshore wind farms, offshore wave and tidal stream) off the Lancashire Coast. The Department of Trade and Industry identified the northwest as one of three strategic areas of shallow water appropriate for the development of offshore wind energy. Offshore wind farms avoid many of the landscape and environmental concerns relating to onshore wind farms. However, account will need to be taken of the need to protect the marine environment. They have the potential to make a significant contribution to the national targets of 10% of electricity to be from grid connected renewable sources by 2010, 15% by 2015 and an aspiration of 20% by 2020.

6.4.35

The development of offshore renewable energy developments, however, fall outside of the remit of the land use planning system, with the exception of associated onshore infrastructure. The development of offshore wind farms and related development, and other renewable energy generators will be supported in principle by the Joint Authorities. Two offshore wind farms are anticipated at Barrow and Shell Flat, which together will provide some 423MW of capacity. These developments, together with any other offshore development, will not contribute towards the achievement of Target 25.1.

TARGET 25.1:

To increase the existing capacity for onshore renewable energy electrical generation in Lancashire from 47MW (November 2002) to a minimum of 116MW capacity by 2010 with an Interim Target of 95MW by 2007.



provision for working minerals

policy 26

PROVISION FOR WORKING MINERALS

LANCASHIRE'S MINERAL RESOURCES WILL BE CONSERVED. THE RELEASE OF NEW MINERAL RESOURCES WILL BE LIMITED TO THE MINIMUM REQUIRED TO MEET IDENTIFIED REQUIREMENTS. DEVELOPMENT WILL ACHIEVE THE BEST BALANCE OF SOCIAL, ENVIRONMENTAL AND ECONOMIC IMPACTS AND BENEFITS.

MINERAL DEVELOPMENTS (INCLUDING EXTENSIONS TO EXISTING SITES) WILL NOT BE LOCATED IN AREAS SUBJECT TO INTERNATIONAL, NATIONAL OR OTHER STATUTORY PROTECTION, OTHER THAN IN EXCEPTIONAL CIRCUMSTANCES.

ELSEWHERE MINERAL DEVELOPMENTS WILL BE ASSESSED AGAINST:

- (a) ACCESSIBILITY TO THE STRATEGIC ROAD AND RAIL NETWORK;
- (b) EFFICIENT USE OF MATERIALS;
- (c) THE SCOPE TO MAXIMISE THE USE OF SECONDARY AND RECYCLED MATERIALS AND MARINE DREDGED SAND;

ALL PROPOSALS WILL BE EXPECTED TO DEMONSTRATE:

- (d) SENSITIVE WORKING PRACTICES;
- (e) HIGH QUALITY RESTORATION AND AFTERCARE. RESTORATION WILL BE COMPATIBLE WITH THE LOCATION AND SETTING OF THE SITE.

PROVISION WILL BE MADE FOR SUFFICIENT FACILITIES TO MAXIMISE THE PRODUCTION OF SECONDARY (RECYCLED) AGGREGATES FROM CONSTRUCTION, DEMOLITION, INDUSTRIAL AND MINERAL WASTE.

POTENTIAL ECONOMIC MINERAL RESOURCES WILL BE PROTECTED FROM PERMANENT STERILISATION BY BUILT DEVELOPMENT.

Background and Overall Approach

6.4.36

Lancashire is an important minerals extraction County. It contains extensive mineral resources, some of national significance and others which are of importance at a regional or local level and provides a substantial proportion of the aggregates worked within the North West. The most important minerals activity in the County is the quarrying of minerals for use in construction - sand and gravel; limestone and gritstone (for crushed rock aggregates) and materials for the manufacture of bricks and cement. The production of aggregates exceeds all other forms of mineral activity both in terms of the number of sites involved and the quality of materials excavated.



6.4.37

Mineral Planning Guidance (MPG6) provides quantitative regional guidance only to 2006 and is substantially out of date.

Consequently quantitative guidance for the provision of aggregates in development plans will not be available before the review of the Structure Plan is complete. This Plan establishes the broad principles of provision for minerals including the locational aspects. Detailed quantitative issues for individual minerals will be addressed in the first review of the Minerals Local Plan after revised national and regional policy guidance has been published.

Provision

6.4.38

Mineral resources are finite. It is essential that these resources are managed to minimise the use of primary materials and to protect resources for the future. Mineral development has the potential to adversely impact on the environment. It is important to minimise waste and permanent environmental damage. The principles of sustainable development require the protection and enhancement of the quality of life and thus the policy seeks to limit the release of additional mineral reserves to that which is demonstrably required to meet justified national, regional or local needs.

Protection of National and International Designations

6.4.39

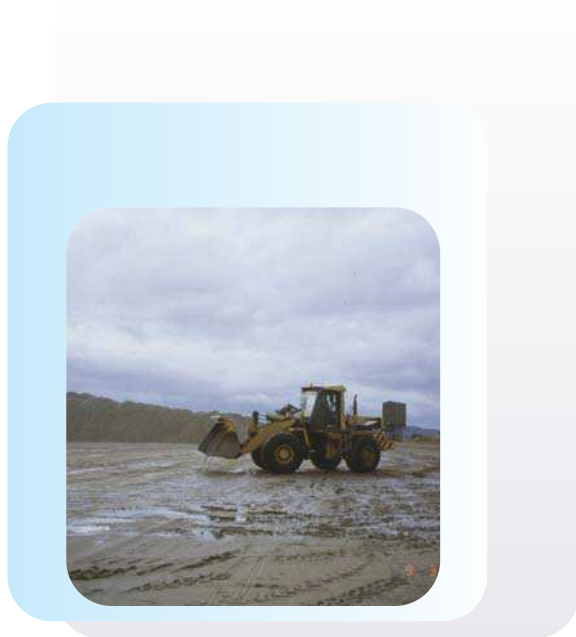
Lancashire includes extensive areas and large numbers of sites which are subject to protection at the international or national level or by reason of statutory protection. The Plan gives the maximum protection to these areas by restricting minerals developments which impact on them except in the most exceptional circumstances. The relevant national guidance notes (i.e. PPGs 7, 9 and 13 and MPG1) set out the appropriate tests for the assessment of

developments in such areas. “Exceptional circumstances” will be judged against the relevant current national policy guidance in relationship to the particular designation affected.

Location of New Developments

6.4.40

Mineral developments will be located outside the areas subject to national and international protection. Wherever they are sited it is essential that the quality of life of residents in the County is protected and any impact on the natural and manmade environment minimised. Proposals will be determined having regard to detailed environmental protection policies set out in the review of the Minerals Local Plan, which will establish the appropriate criteria for protection of the various elements.





Transportation

6.4.41

All minerals produced in Lancashire are currently transported by road. Transportation of minerals by road generates a significant number of heavy goods vehicles trips. This can create local impacts in amenity and have energy and pollution implications. Impact of traffic on local amenities, the highway network and the environment will be major considerations in the assessment of new proposals. Transportation by rail is likely to have lower impacts and will be preferred where this is practicable. The rail system in Lancashire has the potential to play a significant role in the transportation of minerals. However, there is a mismatch between the distribution of the rail network and the distribution of mineral resources. Not all resource areas are served by rail and some mineral sites have strictly local service areas in which rail distribution can have no role.

Avoiding Unacceptable Impacts and Securing High Operational Standards

6.4.42

The operation of minerals developments has the potential to cause considerable disturbance to local communities and their environment. As well as the visual intrusion resulting from working sites, problems can include dust, dirt, noise, pollution and vibration emanating from both the site and from the resultant movement of heavy goods vehicles. The purpose of the policy is to ensure that those proposals which cause unacceptable impacts are not permitted and to ensure that where permission is granted that adverse impacts are removed or reduced to acceptable levels through careful working practices, planning conditions or legal agreements. The Review of the Minerals Local Plan will develop detailed policies. The Minerals Planning Authority will work with operators and the minerals industry to seek to continually improve operational practices at sites.

Restoration and Aftercare

6.4.43

Restoration of completed mineral sites is a crucial part of the planning process for minerals. Effective restoration ensures the efficient use of land and prevents permanent eyesores being left after working. The choice of restoration, design and after use must be sympathetic to the landscape character of the location.

Recycling Materials, Secondary Minerals and Other Alternative Sources

6.4.44

Many primary mineral products, particularly aggregates, are relatively cheap. This leads to wastage in use and over specification. The use of alternatives, especially waste materials, reduces the necessity to extract virgin resources. This also reduces the quantities of waste requiring disposal. Regional Spatial Strategy includes a target of obtaining 20% of construction aggregates in the North West from secondary and recycled sources by 2010 and 25% by 2021.

6.4.45

Marine sand has a smaller share of the North West market than the national average and existing licences off the North West coast are underused. The scope for greater utilisation of this underused resource will be taken into account in consideration of new proposals.



6.4.46

In recent years a substantial recycling industry has grown up in Lancashire, with about 12 sites processing construction and demolition waste into usable aggregate material. A trend has also developed whereby most major schemes involving demolition of buildings and their structures incorporate in situ crushing and screening of the material either for re-use on site or general sale.

6.4.47

One of the objectives of this policy is to ensure that adequate facilities are available to ensure the maximum capture and re-use of this potential resource to the maximum extent practicable. The provision of a network of recycling facilities which matches the scale of the available resource is the key to maximising utilisation of recycled materials.

Conservation of Mineral Resources

6.4.48

Care must be taken to safeguard deposits which have potential economic and strategic importance from surface development that would sterilise them or restrict their extraction. Protecting non-renewable resources for use by future generations is in line with the principles of sustainable development.

sites for gypsy and traveller families

policy 29

SITES FOR GYPSY AND TRAVELLER FAMILIES

WHERE A LOCAL NEED HAS BEEN ESTABLISHED, GYPSY SITES AND TRAVELLER SITES WILL BE LOCATED HAVING REGARD TO:

- (a) THE LOCATION OF SERVICES AND FACILITIES, INCLUDING SCHOOLS; AND
- (b) ACCESSIBILITY FROM PRIMARY AND OTHER MAIN ROUTES;
- (c) ENVIRONMENTAL AND SUSTAINABILITY CONSIDERATIONS, INCLUDING THE REGENERATION OF BROWNFIELD SITES.

WHEREVER POSSIBLE SITES SHOULD BE SUITABLE FOR MIXED RESIDENTIAL AND BUSINESS USES IN ACCORDANCE WITH THE NEEDS OF GYPSY AND TRAVELLER FAMILIES.

SITES SHOULD NOT BE LOCATED IN THE GREEN BELT.

6.3.31

In accordance with Circular 1/94, local planning authorities are required to make a quantitative assessment of the amount of accommodation required by Gypsies and where necessary identify suitable locations for sites having regards to the needs of both the Gypsies, Traveller families and settled populations. It is appropriate for Local Plans/Local Development Frameworks to include their own policies on the development of sites reflecting local circumstances within the context of this strategic policy.

6.3.32

Consideration will be given to the principles of sustainable development in site location including the potential use of brownfield sites. Sites will need to be well related to the pattern of service provision including schools, shops and other community facilities. The identification of sites will also have regard to highway considerations including vehicular access, parking, turning, servicing and road safety, and to the potential for noise arising from the movement of vehicles for domestic and business purposes.

6.3.33

Other policies of the Plan, including Policies 20 and 21, will be relevant to determining the location of Gypsy sites and Traveller sites. Circular 1/94 states that Gypsy sites and Traveller sites are not regarded as being among those uses of land that are normally appropriate in Green Belts.



glossary

The glossary does not provide a definitive or legalistic description of terms, unless otherwise stated.

Accessibility

The ability of all members of the community to access places and facilities by a choice of modes of transport.

Accessibility Corridors

As a minimum this should consist of a bus corridor with at least a 15 minute frequency during weekdays and half-hourly during evenings and weekends. Such corridors should be designated to “Quality Bus” standard and be served by routes to 2 or more transport hubs. Developments should be located within a maximum of 400 metres and preferably 300 metres walking distance from a bus stop on such a route.

Aggregates

‘Aggregates’ describes a variety of bulky inert materials used in construction. They may be natural or manufactured and can be categorised into three types:

- sand and gravel (including marine dredged);
- crushed rock (e.g. limestone, sandstone);
- manufactured aggregates and waste material (e.g. colliery waste, power station fuel ash).

Best Practicable Environmental Option (BPEO)

The Royal Commission on Environmental Pollution gave the following definition: “A BPEO is the outcome of a systematic consultative and decision-making procedure which emphasises the protection and conservation of the environment across land, air and water. The BPEO procedure establishes for a given set of objectives, the option that provides the most benefit or least damage to the environment as a whole, at acceptable costs in the long-term as well as the short-term”.

Biodiversity Action Plan

These outline the current status of and pressures facing particular habitats or species and set targets and propose action to maintain or increase biodiversity and identify research needs. The National Biodiversity Action Plan was prepared by the UK Biodiversity Group and the County Biodiversity Action Plan was prepared by the Lancashire Biodiversity Partnership.

Brownfield

See Previously Developed Land and Buildings.

County Heritage Sites

A schedule of sites set up by the County Council on the basis of the Phase 1 Habitat Survey, Wildlife Trust Sites list and other known important sites. The sites are categorised on the following basis: Biological, Geological and Archaeological.



Developer Contributions

Section 106 of the Town and Country Planning Act 1990 enables Local Planning Authorities to enter into planning obligations with developers in certain specified circumstances. This can result in money being made available by a developer to a local authority to assist the authority in providing infrastructure, services and amenities and environmental mitigation works which become necessary due to the granting of planning permission for the development concerned. Alternatively, the developer may agree to undertake the necessary works. The term "Planning Obligation" covers both agreements between the LPA and the developer, and unilateral undertakings by the developer, under Section 106.

Development

'Development' is defined in Section 55 of the Town and Country Planning Act 1990 as 'the carrying out of building, engineering, mining or other operations in, on, over or under land, or the making of any material change in the use of any buildings or other 'land'.

Development Plan

Prior to the commencement of the Planning and Compulsory Purchase Act (28 September 2004) the Development Plan consisted of the Structure Plan, the District wide Local Plan, the Minerals Local Plan and the Waste Local Plan.

Under the new Act the Development Plan will consist of the Regional Spatial Strategy, District Local Development Frameworks and the Mineral and Waste Development Framework.

Adopted Structure and Local Plans will retain Development Plan status and will automatically become saved policies for a period of three years from commencement of the Act or adoption of the Plan whichever

is the later, unless during that period revisions of the Regional Spatial Strategy are published by the Secretary of State which replace the Structure Plan policies in whole or part; and/or the Secretary of State directs under sub-paragraph 1(3) of Schedule 8 of the Act, and the three year period should be extended.

District Centres

District centres are groups of shops, separate from the town centre, usually containing at least one food supermarket or superstore, and non-retail services such as banks, building societies and restaurants.

Greenfield Development

Development taking place on previously undeveloped sites and most often comprising land which was last used for agriculture. Greenfield development is normally located outside the existing built-up extent of a settlement.

Guided Busways

Segregated concrete channels along which specially adapted buses can operate, helping to increase the overall speed of the journey.

Integrated Transport Strategy

A strategy to ensure that all forms of transport provision and demand management (e.g. traffic calming) are complementary and where it is desirable, to assist smooth transfer between different transport modes for example, from rail to bus or road to rail.

Joint Authorities

'Joint Authorities' refers to Lancashire County Council, Blackburn with Darwen Borough Council and Blackpool Borough Council.

Knowledge-based Industries

The North West Development Agency's Regional Strategy identified seven target sectors for future expansion. These are: environmental technologies; life science industries (biotechnology and pharmaceuticals); medical equipment and technology; financial and professional services; tourism; computer software and services/internet-based services; and creative industries, media, advertising and public relations.

Light Rapid Transport System

A public transport system utilising a combination of rail-based options (trams, light rail vehicles and traditional trains), high quality feeder buses, new station and interchange facilities and through ticketing.

Local Centre

Small centres usually comprising a newsagent, a general grocery store, a sub-post office and occasionally a pharmacy, a hairdresser and other small shops of a local nature.

Mineral Planning Guidance (MPG)

Mineral Planning Guidance notes set out the Government's policies on different aspects of mineral working. Local Planning Authorities must take their contents into account in preparing their development plans. The guidance may also be material to decisions on individual mineral planning applications and appeals.

Mixed Uses

Development of employment, residential and other uses in an integrated way on the same site.

Native Woodland

Woodland composed of a mix of locally native tree and shrub species.

Other Main Routes

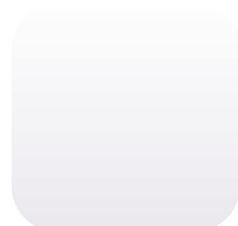
Other Main Routes are good quality roads which act as links between, and into, the main towns and between those towns and the Primary Routes. Traffic on these roads will take precedence over that on Distributor Roads and Local Roads which join them. There will generally be limitations on access, parking, crossing and turning movements.

Park and Ride

A transit system which enables journeys to be made by a combination of private and public transport based on the provision of peripheral car parks and a dedicated public transport link to a centre.

Plan, Monitor, Manage

In March 2000 the Government issued revised guidance (PPG3) to local authorities relating to new housing. Local authorities have to operate a 'plan, monitor, manage' approach to allocating land for new housing developments. This involves local authorities having to plan for future housing provision, to monitor the development of new housing proposals and to manage the release of land accordingly to ensure that enough new housing is permitted to satisfy the local provision.



Planning Policy Guidance (PPG)

Advice issued by the Secretary of State which sets out the Government's policies on different aspects of planning. They are to be taken into account by local authorities in the preparation of development plans and may be material to decisions on individual planning applications and appeals.

Ponds

Bodies of standing water between 10m² and 2 ha in extent which hold water for at least 4 months of the year.

Previously Developed Land

Defined in Annex C of PPG3 as: "Previously-developed land is that which is or was occupied by a permanent structure (excluding agricultural or forestry buildings) and associated fixed surface infrastructure. The definition covers the curtilage of the development. Previously-developed land may occur in both built-up and rural settings. The definition includes defence buildings and land used for mineral extraction and waste disposal where provision for restoration has not been made through development control procedures.

The definition excludes land and buildings that are currently in use for agricultural or forestry purposes, and land in built-up areas which has not been developed previously (e.g. parks, recreation grounds and allotments - even though these areas may contain certain urban features such as paths, pavilions and other buildings). Also excluded is land that was previously developed but where the remains of any structure or activity have blended into the landscape in the process of time (to the extent that it can reasonably be considered as part of the natural surroundings) and where there is a clear reason that could outweigh the re-use of the site - such as its contribution to nature conservation - or it has subsequently been put to an amenity use and cannot be regarded as requiring redevelopment".

Primary Routes

Primary routes are high quality roads linking major centres of population and providing for regional and inter-regional movement. They comprise the more important Class 'A' roads which are part of the national "Primary Route Network", which can be identified by distinctive "green backed" signs. There are generally severe limitations on access, parking, crossing and turning movements.

Proximity Principle

In relation to waste, the proximity principle means waste should be disposed of, or otherwise managed, close to the point at which it is generated, e.g. at the nearest appropriate facility.

Quality Bus Corridors

Routes with frequent bus services utilising high quality vehicles where a number of infrastructure improvements have been made. These may include bus lanes, bus priority at traffic lights and high quality shelters.

Regeneration Priority Areas (RPA)

RPAs are defined by the North West Regional Assembly's Regional Spatial Strategy and refined by the Panel Report. They are areas of greatest economic need and low future economic prospects. In the County, East Lancashire, Blackpool, Fleetwood, Morecambe and Skelmersdale are RPAs.

Regional Spatial Strategy (RSS)

Regional Planning Guidance for the North West (RPG13) became the Regional Spatial Strategy for the North West on commencement of the Planning and Compulsory Purchase Act (September 2004). Regional Spatial Strategy provides a framework to inform the preparation of Local Development Documents, Local Transport Plans and other regional and sub-regional strategies with land-use impacts.

Regionally Important Geological/Geomorphological Sites (RIGS)

RIGS are any geological or geomorphological sites, excluding SSSIs, in the County that are considered worthy of protection for their educational, research, historical or aesthetic importance. RIGS are broadly analogous to non-statutory wildlife sites and are often referred to locally by the same name. They can include important teaching sites, wildlife trust reserves, Local Nature Reserves and a wide range of other sites. RIGS are not regarded as 'understudy' SSSIs, but as sites of regional importance in their own right. All the RIGS sites in Lancashire have been designated as geological heritage sites.

Secondary Minerals

(Also secondary aggregates, recycled minerals/aggregates, and secondary materials.)

Materials used for mineral purposes, especially as aggregates, produced from by-products of other processes or from waste materials and used instead of primary minerals obtained from virgin natural sources such as rock or sand and gravel.

Sequential Approach

The selection of new sites can be subject to a specified search sequence. For retailing, new developments are selected on the basis that first preference should be for town centre sites, followed by edge-of-centre sites, district and local centres and only then out-of-centre sites in locations that are accessible by a means of transport.

Shoreline Management Plans

Non-statutory plans prepared by coastal defence authorities (the Environment Agency and maritime Local Authorities) which set out a strategy for sustainable coastal defence within coastal sediment cells.



Superstore

A single level self-service store selling a wide range of food, or food and non-food goods with at least 2,500 square metres of floor space and supported by car parking.

Supplementary Planning Guidance (SPG)

Statements that either elaborate key policies set out in the Development Plan or set out how policies apply to a particular site.

Sustainability Appraisal

A means of identifying the potential economic, environmental and social impacts of policies included within a Development Plan.

Sustainable Development

The most commonly used definition is that of the 1987 World Commission on Environment and Development, the Brundtland Commission: “development which meets the needs of the present without compromising the ability of future generations to meet their own needs”.

Traffic Management

Measures aimed at controlling the volume and speed of traffic. Such measures tackle a number of problems, including road safety and public transport penetration.

Transport Hubs

Locations particularly well served by bus or rail services and cycle routes from a number of different locations; a node where different services meet.

Travel Assessments

Travel Assessments are mechanisms for ensuring that the accessibility implications of new developments, including change of use, are fully taken into account.

Travel Plans

Travel Plans are a mechanism through which businesses and other organisations can identify their transport impacts and how these can be reduced.

Waste Developments

The disposal of mineral waste; the disposal or treatment of refuse or waste material by landfilling or other methods; the erection of buildings, engineering or other operations or the use of land for the handling; treatment or disposal of waste; plants and facilities for waste water treatment and disposal.

Waste Management Strategy

A non-statutory document setting out a mainly technical strategy (i.e. future requirements for waste management facilities, the nature of those facilities, favourable locations and so on) for waste management.

Windfall Site

A site not specifically allocated for development in a Local Plan/Local Development Framework, but which becomes available for development during the Plan period and is granted planning permission.

Wind Farms

A group of three or more wind turbines.

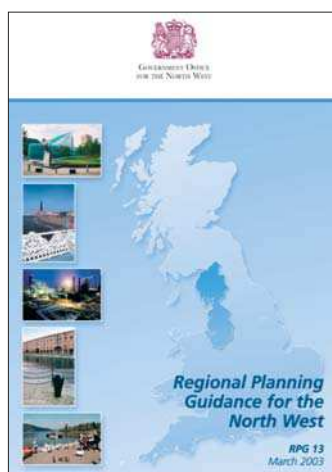
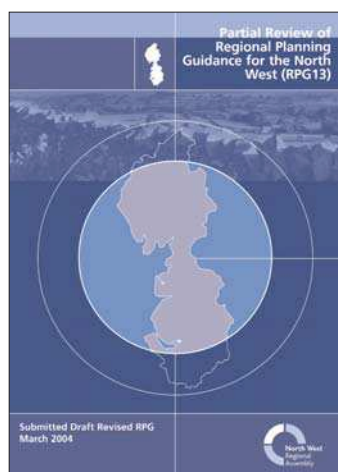
Zone A Rentals

Rental Value for the first 6 metres depth of floorspace in retail units from the shop window.

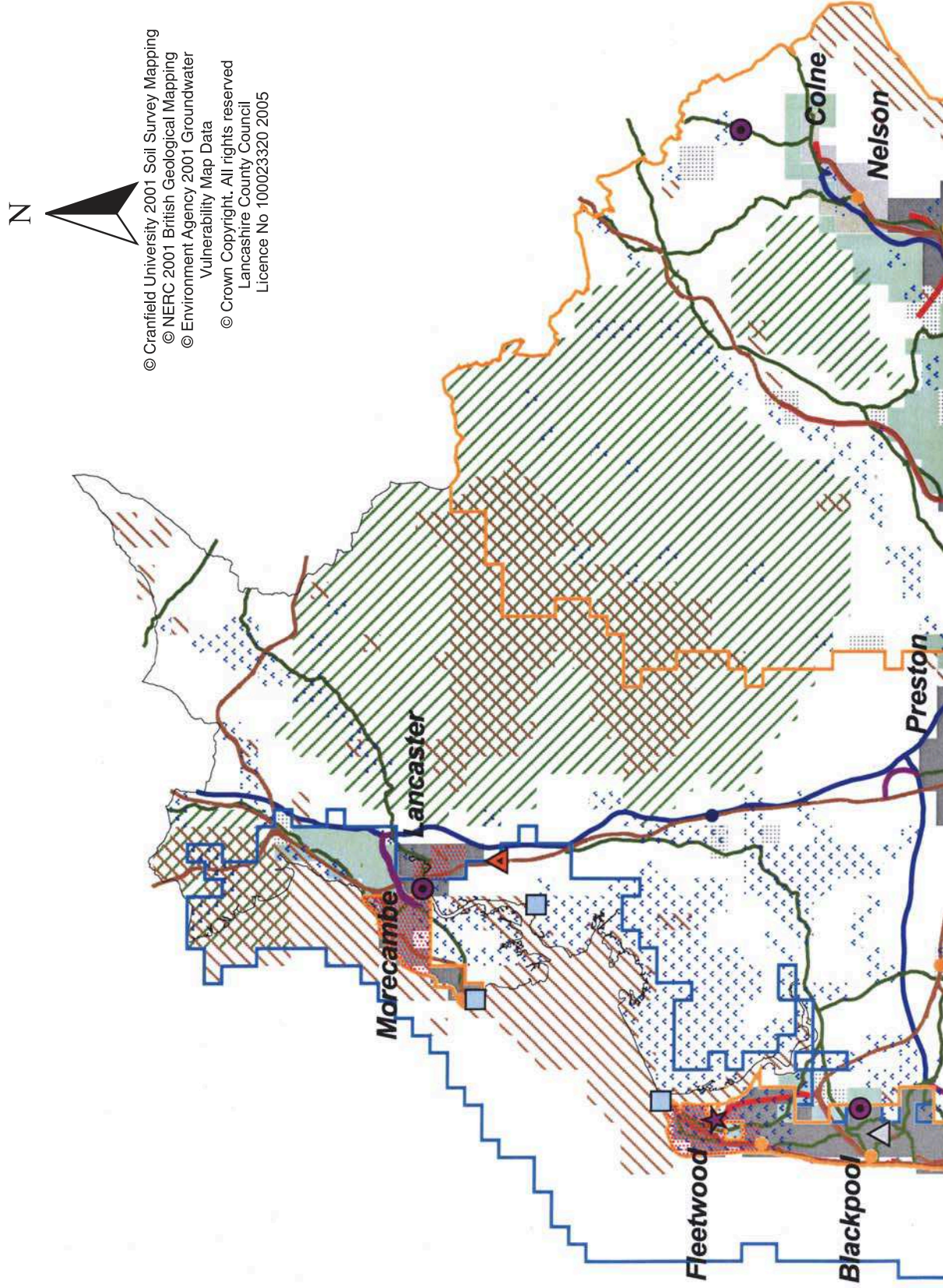


RELATIONSHIP BETWEEN POLICIES IN THE JOINT LANCASHIRE STRUCTURE PLAN AND REGIONAL SPATIAL STRATEGY

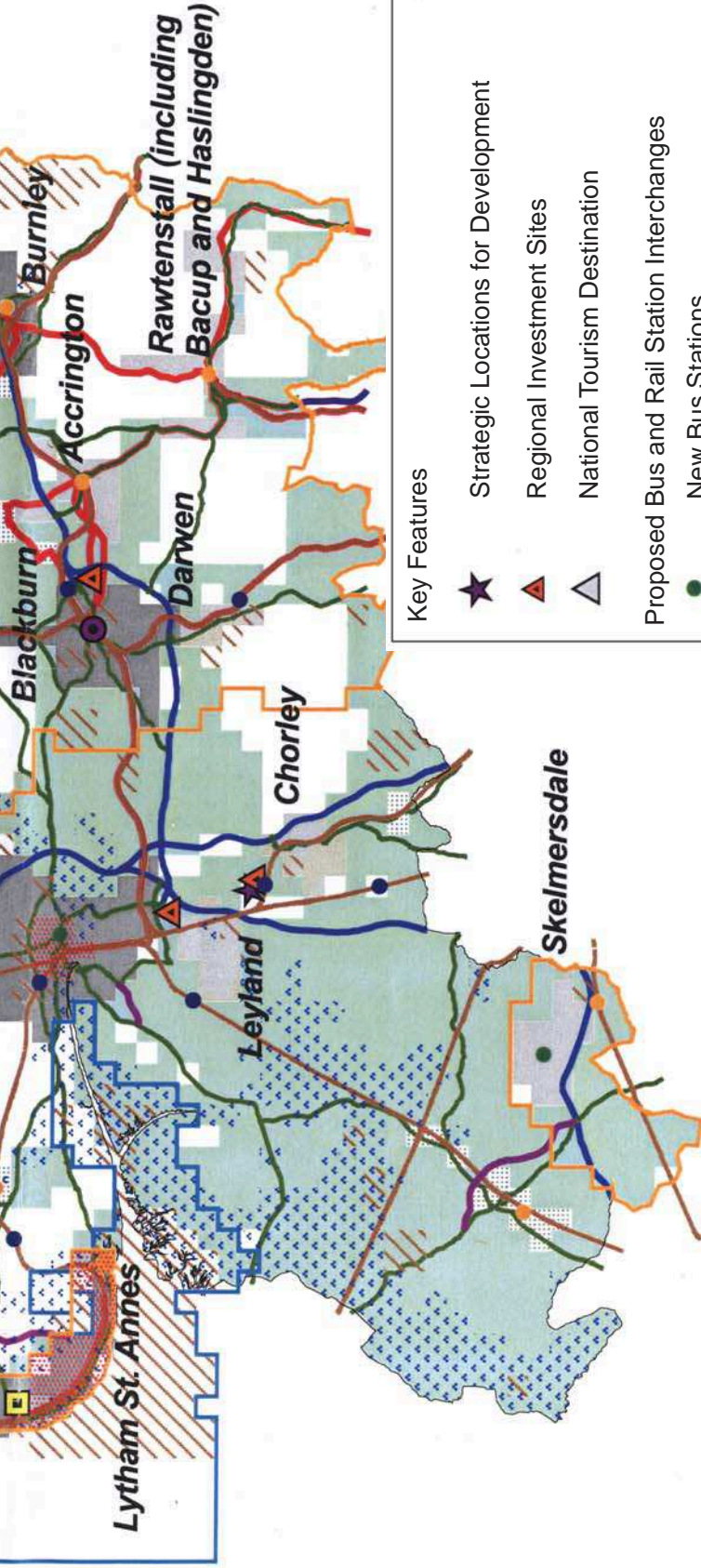
Structure Plan	RSS Policies and Policies included in Partial Review of RSS
Policy 1	DP1, SD4, EC6, UR1, UR3, UR4, ER4,
Policy 2	SD2, SD3, EC6
Policy 3	
Policy 4	SD3, EC1, EC6, UR9, RU3, RU4, RU5
Policy 5	SD8, EC1, UR9, RU1, RU2, RU3, RU4, RU5
Policy 6	SD4, SD5
Policy 7	DP3, RU5, EQ2, T1, T4, T9, UR3, Appendix 4, Review DP5
Policy 8	T1, T2, T3, T10
Policy 9	SD3, SD9, EC6, UR3, T1, T2, T10
Policy 10	SD2, SD3, SD9, RU5, UR3, T2
Policy 11	EC1, EC2, EC5, EC7, T1, T2, T6, T7
Policy 12	DP1, SD2, SD3, UR4, UR5, UR6, UR7, UR8, UR9
Policy 13	UR1, UR6, UR10
Policy 14	DP4, EC1, EC6, UR5
Policy 15	DP4, EC1, EC3, EC5
Policy 16	SD2, SD3, EC8
Policy 17	SD2, SD3, EC8
Policy 18	SD2, SD3
Policy 19	SD3, SD7, EC1, EC9, CZ3
Policy 20	DP2, DP3, SD7, SD8, ER2, ER6
Policy 21	DP2, SD7, CZ2A, ER1, ER3, ER5
Policy 22	DP2, SD7, ER7, EQ3
Policy 23	DP2, SD7, CZ1, CZ2A, CZ3, ER1, ER2, ER5, ER8
Policy 24	CZ2B, ER8
Policy 25	DP2, SD7, SD8, ER1, ER2, Review ER13, Review ER15
Policy 26	DP2, ER1, ER9, ER10, ER11
Policy 27	DP2, EQ4, Review EQ4, Review EQ6, Review EQ7
Policy 28	DP2, ER1, EQ6, Review EQ8, Review EQ9 Policy 29



joint lancashire structure plan 2001 - 2016 key diagram



© Cranfield University 2001 Soil Survey Mapping
© NERC 2001 British Geological Mapping
© Environment Agency 2001 Groundwater
Vulnerability Map Data
© Crown Copyright. All rights reserved
Lancashire County Council
Licence No 100023320 2005



Key Features

- ★ Strategic Locations for Development
- ▲ Regional Investment Sites
- △ National Tourism Destination
- Proposed Bus and Rail Station Interchanges
- New Bus Stations
- New Rail Stations
- New or Improved Rail / Bus Interchanges

Ports and Airports

- Airport
- Ports
- Proposed Network Improvements (no route shown)
- Proposed Network Improvements (route shown)
- Proposed Rapid Transit Systems
- Railways
- Strategic Road Network
- Motorways

- Regeneration Priority Areas
- The Coastal Zone
- Areas of High Flood Risk
- Strategic Tourism Development Areas
- Areas of Outstanding Natural Beauty
- Sites of International and National Importance
- Green Belt
- Settlement Areas
- Principal Urban Areas
- Main Towns
- Key Service Centres (Market Towns)

Source: Lancashire County Council, 2001