

Land north of Eastway, Preston

Planning Statement

Application for outline planning permission for a Local Centre
(all matters reserved other than access)

Hollins Strategic Land
January 2018

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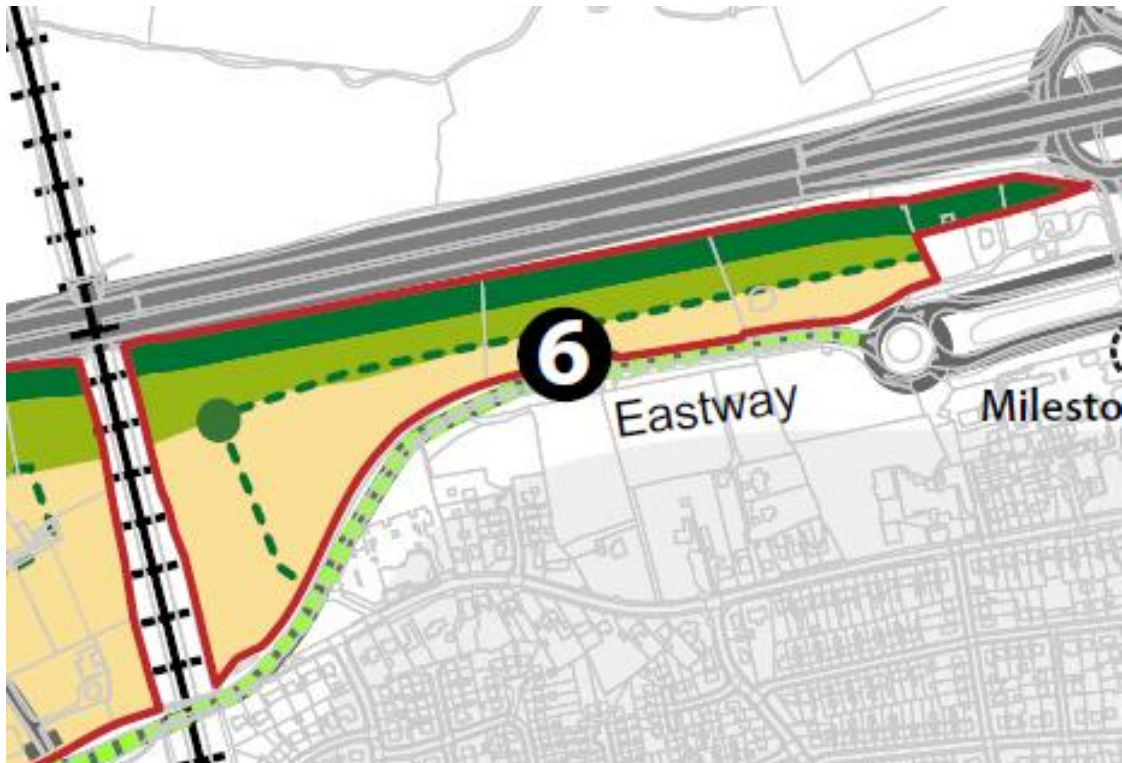
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1 Introduction

- 1.1 This Statement is written in support of an application for outline planning permission for a Local Centre on land north of Eastway, Preston (all matters reserved other than access).
- 1.2 The proposed Local Centre is compliant with the development plan. It will comprise of a small supermarket (Class A1 use up to 1800sqm), six individual units (Class A1/A3 uses up to 1160sqm in total), a restaurant/public house (Class A3/A4 use up to 900sqm) and a drive-through restaurant/cafe (Class A1/A3/A5 use up to 200sqm), with associated access, parking, landscaping and infrastructure.
- 1.3 The application site is within the North West Strategic Location (NWPSL). Policy MD2 of the Local Plan (LP) states that the NWPSL will be a “*residential-led mixed use development comprising the erection of approximately 5,300 dwellings and associated local centres together with the infrastructure to facilitate the creation of a sustainable community*”. The proposals comply with the definition of a Local Centre, as set out in the Central Lancashire Core Strategy.
- 1.4 Furthermore, the proposed Local Centre is appropriately located. The preamble to LP policy MD2 confirms that the NWPSL Masterplan “*provides more detail on type of facilities likely to be required and indicative sustainable locations given the likely distribution of population within the area*”. The Masterplan identifies the application site as land for a potential mixed use Local Centre.
- 1.5 The proposals comply with the Core Strategy, Local Plan and NWPSL Masterplan. The National Planning Policy Framework states that Local Planning Authorities should approve development proposals that accord with the development plan without delay.

2 The Application Site and its Setting

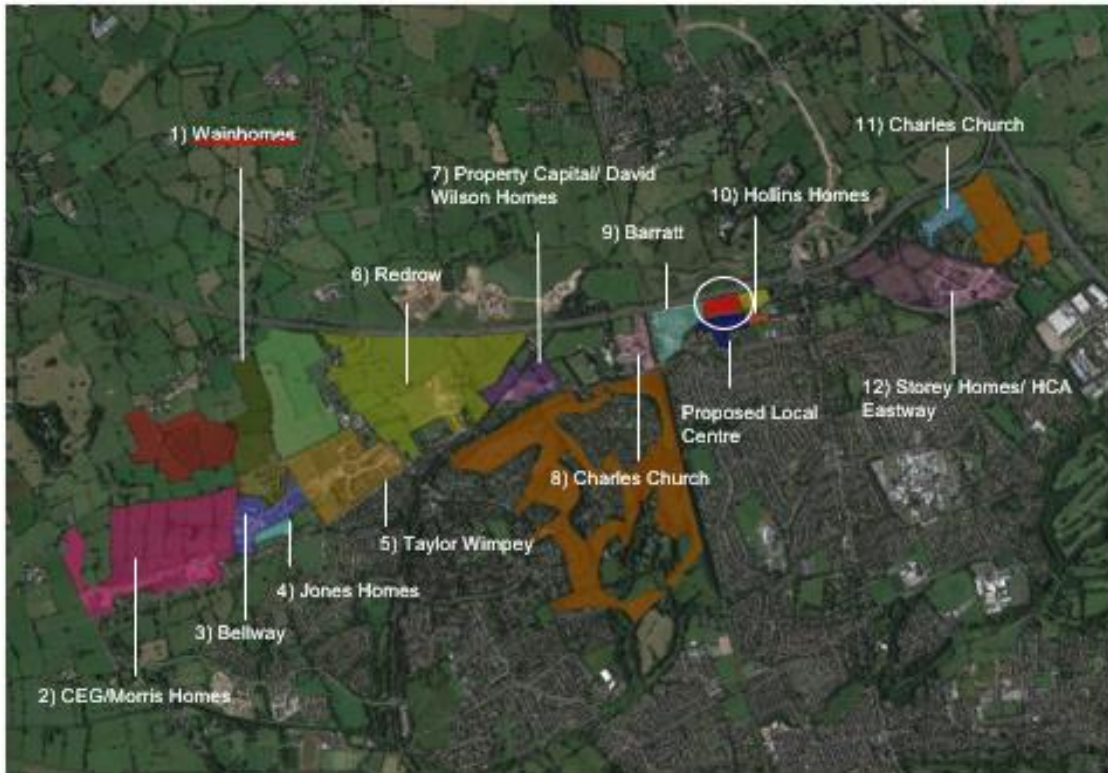
- 2.1 The application site is greenfield land which is some 1.91ha in extent. The Local Plan confirms that it forms part of land identified for residential-led mixed use development within the North West Preston Strategic Location (NWPSL). The NWPSL Masterplan Supplementary Planning Document (SPD) identifies the site as a potential mixed use Local Centre.



- 6** Potential additional small scale mixed use local centre - Hollins "Eastway Hub" site

- 2.2 The site is very well contained by existing and future built development resulting in it having the character of disused land within the urban area:
- To the north is the M55;
 - To the east is land identified as forming part of the NWPSL for further residential led mixed use development;
 - To the south, the site is bound by Eastway, beyond which lies recent residential development on land off Limes Chase and to the rear of Our Lady and St Edwards' RC Primary School;
 - To the west, construction is underway on a scheme for 140 dwellings.
- 2.3 Furthermore, this level of containment results in the site being within easy walking/cycling distance of a significant number of existing and proposed dwellings. At present, there are approximately 1,826 dwellings within 1,200m walking distance of the

site. When the proposed/approved development within the NWPSL is taken into account, this figure increases to approximately 2,251 dwellings within easy walking distance of the site. There are significantly more dwellings within easy cycling distance of the site, particularly given the vast amount development that is underway in the NWPSL¹.



Site Summary

2.4 The above assessment has revealed that the application site:

- comprises of greenfield land;
- is identified as forming part of the NWPSL in the Local Plan;
- is identified for a potential Local Centre in the NWPSL Masterplan SPD;
- is well contained on all sides by existing and future development resulting in it having the character of disused land within the urban area; and,
- is in a highly sustainable location, within easy walking distance of a significant number of existing and proposed/approved dwellings.

¹ Appendix 1: NWPSL developments

3 Relevant Town Planning History

- 3.1 An outline planning application (no. 06/2014/0092) was submitted to the Council in February 2014. The description of development was:

Outline planning application for erection of 1no. foodstore up to 4,000 sqm (Class A1) and ancillary petrol filling station, 1no. restaurant/drive-thru up to 170 sqm (mixed class A3/A5), 1no. public house up to 1050 sqm (class A4), units for class A1/A3/A5 use up to 475 sqm, units for class D1/D2 up to 700 sqm, new vehicular access from Eastway with associated landscaping, public realm areas, parking and internal road layout (access only and all other matters reserved).

- 3.2 The application was recommended for approval. However, it was refused by Members in November 2014. An appeal (ref: 3002607) was submitted in January 2015.

- 3.3 In an attempt to overcome the Council's concerns and following positive pre-application discussions, a second outline application (no. 06/2015/0823) was submitted to the Council in March 2015. The description of development was:

1no. foodstore, up to 2,325 sqm (Class A1); units for A1 use up to 2,140 sqm; units for Class A1/A3/A5 use up to 465 sqm; units for mixed A3/A5 use up to 400 sqm; 1 no. café (A3 use) up to 105 sqm; 1 no. public house (Class A4) up to 1,050 sqm; and, units for Class D1/D2 use up to 700 sqm.

- 3.4 The application was to be recommended for refusal at Committee in July 2015, but an appeal against non-determination (ref: 3130141) was submitted in advance of the Committee Meeting.

- 3.5 Appeal 3002607 was subsequently withdrawn and the Public Inquiry for appeal 3130141 sat for 5 days on 24 – 27 November 2015 and 3 December 2015. The Inspector dismissed the appeal, concluding as follows:

Taking account of all the matters set out above, I have found that the proposed development would not accord with the CS definition of a local centre, and the appeal site is therefore not suitable for a development of the size, scale and nature of the appeal proposal. Furthermore, the appeal proposal does not satisfy the sequential test, and whilst its likely impact on the viability of CDC is difficult to establish with any confidence, my conclusion is that there would be a harmful impact. Notwithstanding my generally favourable findings on the third main issue [highways], and on some of the other matters raised, my

adverse conclusions on the first and second main issues mean that this proposal would be in clear conflict with the development plan and, accordingly, would not constitute sustainable development in the terms set out in the NPPF. I therefore conclude that the proposed development is not acceptable and that this appeal should be dismissed.

- 3.6 The Inspector found that the foodstore did not represent a small foodstore, as referred to in the Core Strategy definition of a Local Centre, but also that the large non-food retail store of up to 2,140 sqm would not serve a local catchment area. It is for these combined reasons that the Inspector considered the scheme did not represent a Local Centre. As a result, the scheme did not comply with the development plan and a Sequential Test was therefore necessary. The Inspector found that the scheme did not pass the Sequential Test. The third main issue related to highways and the Inspector found that the scheme would not have had a severe impact on the highway network.
- 3.7 The current application proposals are for a Local Centre which does comply with the Core Strategy definition. The foodstore does represent a small foodstore; at up to 1,800sqm it is smaller than the EH Booths store at Sharoe Green Local Centre, which the Inspector for appeal 3130141 deemed to be a small supermarket. Furthermore, the other proposed uses, which do not include the aforementioned large non-food retail store, would serve a local catchment area. The proposals do therefore comply with the development plan and as a result, a Sequential Test is not necessary. The significantly reduced scale of the proposed development ensures that it can once again be concluded that there will be no severe impact on the highway network.

4 Planning Policies and Guidance

- 4.1 Planning policy is set out within the development plan, which comprises the Central Lancashire Core Strategy (CS) and Preston Local Plan (LP). Relevant national planning policy is established within the National Planning Policy Framework (NPPF).

Core Strategy

- 4.2 The following CS policies are considered relevant:

- Policy MP;
- Policy 1: Locating Growth;
- Policy 2: Infrastructure;
- Policy 3: Travel;
- Policy 11: Retail and Town Centre Uses and Business Based Tourism;
- Policy 17: Design of New Buildings;
- Policy 22: Biodiversity and Geodiversity;
- Policy 26: Crime and Community Safety; and,
- Policy 27: Sustainable Resources and New Developments.

Local Plan 2012 – 2026

- 4.3 The following LP policies are considered relevant:

- V1: Model policy;
- MD2: North West Preston;
- ST1 Parking Standards;
- ST2: General transport considerations;
- EN9: Design of new development;
- EN10: Biodiversity and nature conservation;
- EN11: Species protection.

Supplementary Planning Documents

- 4.4 The following SPDs are considered relevant to the application:

- Design Guide SPD; and
- North West Preston Masterplan SPD.

National Planning Policy and Guidance

National Planning Policy Framework (NPPF) (March 2012)

4.5 Para. 14 provides a presumption in favour of sustainable development “*which should be seen as a golden thread running through both plan-making and decision-taking*”. The following parts of NPPF are also considered relevant to this application:

- Part 1: Building a strong, competitive economy;
- Part 2: Ensuring the vitality of town centres;
- Part 4: Promoting sustainable transport;
- Part 7: Requiring good design;
- Part 10: Meeting the challenge of climate change, flooding and coastal change;
- Part 11: Conserving and enhancing the natural environment;
- Determining applications;
- Planning conditions and obligations;
- Annex 1: Implementation.

5 Consultation

Ecological Survey and Assessment

- 5.1 The Ecological Assessment concludes that the proposals are feasible and acceptable in accordance with ecological considerations and relevant planning policy. The proposals will secure an opportunity to implement measures such as habitat management and habitat creation that will safeguard habitats for wildlife such as birds, bats and reptiles, with the aim of providing a net gain in biodiversity.

Drainage Statement

- 5.2 This confirms that the surface water flows can be limited to greenfield run-off rates before discharging to the existing culvert and that foul drainage will be served on a gravity system that will drain to a new foul pumping station within the site.

Flood Risk Assessment

- 5.1 This confirms that the site is within Flood Zone 1, is at low risk of flooding from other sources and that the proposals will not increase the risk of flooding elsewhere.

Noise Assessment

- 5.2 This Assessment demonstrates that, in principle, there should be no adverse impact at the closest proposed and existing receptors as a result of the proposed Local Centre.

Preliminary Risk Assessment

- 5.3 The PRA does not identify any significant constraints to the development of the site.

Transport Assessment

- 5.4 It can be concluded from the site accessibility study, that further to the implementation of committed and proposed highway works, the proposed development is located in a location where it would be accessible on foot, by cycle and public transport, in line with local and national transport policies.
- 5.5 In addition, a 28% reduction in net trips generated by the current proposed scheme, in comparison with the previous scheme proposed, demonstrates that the proposals would have less of traffic impact on the local highway network.

- 5.6 In view of the above positive findings it is concluded that the proposed development is acceptable in highway, traffic and transportation terms.

Tree Report

- 5.7 The Tree Report confirms that the majority of existing trees within or surrounding the site are moderate or low quality.

Utilities Statement

- 5.8 This confirms that the site can be serviced by BT, gas, electricity, water and foul sewers.

6 Evaluation

6.1 The application must be determined in accordance with the development plan, unless material considerations indicate otherwise. The relevant development plan policies are set out in Section 4 of this Statement. The principle of the proposed development is compliant with the development plan.

6.2 The application site is within the North West Preston Strategic Location (NWPSL). Policy MD2 of the Local Plan (LP) states that the NWPSL will be a “*residential-led mixed use development comprising the erection of approximately 5,300 dwellings and associated local centres together with the infrastructure to facilitate the creation of a sustainable community*”.

6.3 The proposals are for a Local Centre which would provide a range of small shops of a local nature, including a small supermarket, as well as complementary A1/A3/A4/A5 uses. This mixed-use development is compliant with the definition of a Local Centre, as set out in the Central Lancashire Core Strategy (CS):

Local Centres – include a range of small shops of a local nature, serving a small catchment, typically local might include, amongst other shops a small supermarket, a newsagent, a sub-post office and a pharmacy. Other facilities include a hot food takeaway and launderette.

6.4 The Council has also confirmed that the proposed Local Centre is appropriately located. The preamble to LP policy MD2 confirms that the NWPSL Masterplan “*provides more detail on type of facilities likely to be required and indicative sustainable locations given the likely distribution of population within the area*”. The Masterplan identifies the application site as land for a potential mixed-use Local Centre.

6.5 The proposals comply with the Core Strategy, Local Plan and NWPSL Masterplan. The National Planning Policy Framework (NPPF) states that Local Planning Authorities should approve development proposals that accord with the development plan without delay.

6.6 It is also demonstrable that the proposals would result in numerous benefits which, in accordance with the development plan, would facilitate the creation of a sustainable NWPSL community, and these benefits represent material considerations of weight in the decision-making process.

Benefits of application proposals

- 6.7 The proposed Local Centre would provide the following economic, social and environmental benefits:

Economic benefits

- A. Provide employment opportunities for the construction industry and benefit the wider construction industry supply chain;
- B. Provide employment opportunities throughout the lifetime of the Local Centre.

Social benefits

- C. Provision of a Local Centre within the NWPSL

Environmental benefits

- D. Enhance biodiversity at the site; and,
- E. Provide a locationally sustainable Local Centre.

A: Employment opportunities for the construction industry and benefits to the supply chain

- 6.8 The site is deliverable and it is anticipated the development could be built out in two years. The proposals would therefore provide for two years of economic benefits for the construction industry and its supply chain. Therefore, the proposals represent an investment with significant economic benefits.

B: Employment opportunities throughout the lifetime of the Local Centre

- 6.9 The proposed Local Centre will create significant employment opportunities. It is anticipated that approximately 132 jobs (full time equivalent) would be created by the proposed uses. This again demonstrates that the proposals represent an investment with significant economic benefits.

C: Provision of a Local Centre in the NWPSL

- 6.10 The LP confirms that the NWPSL will comprise of approximately 5,300 dwellings with associated Local Centres to facilitate the creation of sustainable communities. To date, planning permission has been granted for up to 3,126 dwellings; the majority of these are under construction and a significant number are already occupied. Whilst outline planning permission has been granted for two Local Centres within NWPSL (applications 06/2013/0428 and 06/2016/0700), construction has not commenced. Indeed, the Local Centre for 06/2013/0428 obtained outline permission as part of a

residential-led scheme; reserved matters for the residential elements have been approved and construction is underway, but a reserved matters application for the Local Centre has not yet been submitted. Furthermore, the Cottam District Centre (CDC), which the LP states will serve NWPSL does not yet have planning permission despite an application having been submitted to the LPA in January 2015.

- 6.11 It could take several more years for the approved Local Centres or the proposed District Centre to be constructed because the surrounding areas do not yet have the required population density. The proposed Local Centre at Eastway is located such that it can come forward immediately. It is located adjacent to the existing settlement of Fulwood and is already surrounded by new residential development. The population density therefore already exists.

D: Enhance biodiversity

- 6.12 The Ecological Assessment confirms that measures to achieve a net gain in biodiversity can be implemented.

E: Provision of a locationally sustainable Local Centre

- 6.13 The NWPSL Masterplan identifies the site as having potential for a mixed use Local Centre, acknowledging that it is locationally sustainable.
- 6.14 The submitted Transport Statement demonstrates that a significant amount of residential development is within easy walking and cycling distance of the proposed Local Centre. Approximately 2,250 dwellings (existing, approved and proposed) are within easy walking distance of the Local Centre.
- 6.15 Furthermore, while the earlier drafts of the Masterplan identified a potential Local Centre near to the junction of Lightfoot Lane and Sandyforth Lane, the adopted Masterplan omits this because the land now has permission for residential development. There is subsequently some 3.5km (as the crow flies) between the Main Local Centre and the Local Centre to the east of the A6, which would result in a significant swathe of the NWPSL not being serviced by an easily accessible Local Centre. Additionally, there are no pedestrian/cycle links connecting the Local Centre east of the A6 with the wider NWPSL to the west of the A6.
- 6.16 If the proposed Local Centre is not approved, significant numbers of future occupiers of the NWPSL would be forced to drive to their nearest Centre and this would result in unsustainable communities, contrary to the development plan.

- 6.17 The environmental benefit of providing such a locationally sustainable Local Centre weighs significantly in favour of the application proposals.

Summary

- 6.18 The proposed Local Centre complies with the Core Strategy, Local Plan and North West Preston Strategic Location. Furthermore, it provides numerous benefits which would facilitate the creation of a sustainable NWPSL community, and these benefits represent material considerations of weight in the decision-making process.

7 Conclusions

- 7.1 The proposed Local Centre complies with the Core Strategy, Local Plan and North West Preston Masterplan. The NPPF states that Local Planning Authorities should approve development proposals that accord with the development plan without delay.
- 7.2 Furthermore, the Local Centre will result in the following economic, social and environmental benefits:
- A. Provide employment opportunities for the construction industry and benefit the wider construction industry supply chain;
 - B. Provide employment opportunities throughout the lifetime of the Local Centre;
 - C. Provide a Local Centre within the NWPSL in the absence of any Local Centre or District Centre to date despite the approval of planning permission for 3,126 dwellings;
 - D. Enhance biodiversity at the site; and,
 - E. Provide a locationally sustainable Local Centre within easy walking distance of a significant number of existing, approved and proposed dwellings.
- 7.3 The proposals are therefore commended to the LPA for approval.



Appendix 1