



## **Interim Planning Statement 5**

# **Housing Provision in Preston**

**Adopted 10.12. 2008**

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## **1 Introduction**

- 1.1 In response to the housing provision figures set out in the published Regional Spatial Strategy (September 2008) this Interim Planning Statement sets out the Council's approach to housing provision and replaces *draft Supplementary Planning Guidance 9 - Housing Provision in Preston: The Monitoring and Managed Release of New Sites for Development* (Draft SPG9) produced by the Council in March 2004.
- 1.2 The purpose of this Interim Planning Statement is to enable the Council to effectively manage the future provision of residential development in Preston in line with the Council's objectives, the Regional Spatial Strategy and the sustainability principles set out in Planning Policy Statement 3: Housing<sup>1</sup>. It will remain in place until superseded by the Local Development Framework Core Strategy.
- 1.3 The policy in this Interim Planning Statement will be a material consideration in determining all new planning applications that result in a net increase in residential units.

## **2. Aims and Objectives of the Statement**

- 2.1 The overall aim of the Interim Planning Statement is to set a mechanism to enable the effective management of future housing provision in Preston. Objectives, consistent with Government policy, are:
- To create sustainable mixed, inclusive communities;
  - To improve affordability across the housing market;
  - To use land efficiently;
  - To direct new homes to the most sustainable locations;
  - To ensure all approved residential schemes are deliverable within five years;
  - To match housing supply to housing demand.

## **3. Document Status**

- 3.1 This Interim Planning Statement will be a material planning consideration in determining planning applications and will provide housing provision policy on all residential development until the adoption of the Core Strategy in December 2010 (according to the Local Development Scheme). The Core Strategy will include a policy on housing provision which will ultimately replace this Interim Planning Statement.
- 3.2 For clarification this Interim Planning Statement is a non-Local Development Framework document which has been produced to enable an updated policy to be introduced into the Local Development Framework in the future.

## **4. Monitoring and Review**

- 4.1 This Interim Planning Statement will be monitored regularly (at least annually) to ensure that the set objectives are being achieved.

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<sup>1</sup> [www.communities.gov.uk/documents/planningandbuilding/pdf/planningpolicystatement3.pdf](http://www.communities.gov.uk/documents/planningandbuilding/pdf/planningpolicystatement3.pdf)

## 5. Context

- 5.1 Local Planning Authorities preparing plans and policies have a duty to be in general conformity with higher level plans, specifically the Regional Spatial Strategy (RSS) and national Planning Policy Statements and Guidance (PPSs and PPGs).
- 5.2 High residential completion rates in Preston over recent years have resulted in the Council exceeding the strategic housing requirement set by the Lancashire Structure Plan 1991-2006. In response to this housing oversupply, the Council adopted draft SPG9 in March 2004 with the aim of restricting housing development, especially in unsustainable locations.
- 5.3 Preston Local Plan
- 5.4 The Preston Local Plan was adopted in April 2004. When the Planning and Compulsory Purchase Act came into force in September 2004, policies in the Local Plan were saved for three years (i.e. up to September 2007). At the time, it was anticipated that the Local Plan would have been replaced by new Local Development Documents within this three year period. This however has not been the case and Preston City Council applied to the Government to have certain policies retained until such a time when they are replaced under the new Local Development Framework system. Following assessment against set criteria, 108 of the 172 Local Plan policies were saved<sup>2</sup>.
- 5.5 Regional Spatial Strategy
- 5.6 Previously Regional Planning Guidance 13 and the Joint Lancashire Structure Plan set a restrictive housing provision figure for Preston of 180 dwellings per annum. This was superseded in September 2008 and replaced by the current RSS.
- 5.7 The North West Regional Spatial Strategy was published in September 2008. The Examination in Public (EIP) took place between October 2006 and February 2007, and the EIP Panel's Report was published in May 2007. The Secretary of State's Proposed Changes to the draft RSS were subject to public consultation ending in May 2008. On adoption, the new RSS formally replaces RPG13 and the Joint Lancashire Structure Plan as part of the Development Plan. The new RSS sets housing provision targets for each local authority in the region.
- 5.8 The new RSS sees a swing in regional policy objective from that of housing restraint to an emphasis on housing growth. In contrast to the 180 dwellings per annum set for Preston in the previous RSS, the new RSS sets a minimum housing target of 9,120 dwellings (net) for the period 2003-2021 (equivalent to 507 dwellings per annum) with an indicative target of at least 70% of these dwellings to be developed on previously developed land.
- 5.9 In light of these changes, this Interim Planning Statement has been produced, to replace draft SPG9, to reflect the new strategic requirement of the RSS.

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<sup>2</sup> The saved policies can be viewed at :  
<http://www.preston.gov.uk/documents/general/saving%20direction%20final%20preston.pdf>.

- 5.10 RSS Policy L4 states that Local Authorities should “introduce phasing policies which secure the orderly and managed release of housing land over the period of the plan in line with the sequential approach set out in Policy DP1.” The Council’s default phasing policy, while the Local Development Framework is under preparation, is to follow the mean annualised requirement that is set out in the RSS, i.e. 507 dwellings.
- 5.11 Preston City Council has applied jointly with South Ribble Borough Council, Chorley Council, Blackpool Council and Lancashire County Council to the Government for Growth Point status. A successful bid, based on accelerated growth would deliver housing provision figures 20% above RSS..

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### Planning Policy Statement 3: Housing (PPS3)

- 5.12 In November 2006 the Government issued a new planning policy statement on housing. PPS3 confirms that the “Plan, Monitor, Manage” approach first set out in Planning Policy Guidance 3 (PPG3) will continue, whilst putting in place a requirement for Local Planning Authorities to demonstrate a rolling five year supply of deliverable land for housing. Deliverable sites (according to the PPS3 definition) are **available** now, offer a **suitable** location for development and contribute to the creation of sustainable mixed communities, and are **achievable** within five years.
- 5.13 Where an up-to-date five year supply of deliverable housing sites can be demonstrated, local planning authorities, when determining residential planning applications, will need to consider whether granting planning permission would undermine achievement of their policy objectives.
- 5.14 Where local planning authorities cannot demonstrate an up-to-date five year supply of deliverable housing sites, planning applications for housing should be considered favourably having regard to the policies in PPS3.
- 5.15 The City Council can currently demonstrate a 5 year supply for the period 1<sup>st</sup> April 2008 - 31<sup>st</sup> March 2013. The housing supply position is set out in the document ‘5 Year Housing Supply Position’ (April 2008) which can be viewed on the Council website at [www.preston.gov.uk](http://www.preston.gov.uk). This position is reviewed and updated annually.

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### Interim Planning Statements

- 5.16 The City Council currently has four other interim planning statements for use, where applicable, in determining planning applications:
- IPS1: Cottam Development Area
  - IPS2: The Provision of Affordable Housing in Preston
  - IPS3: Generating Small Scale Renewable Energy in New Developments
  - IPS4: Replacement Dwellings in the Open Countryside
- 5.17 Developers should take into account the requirements of these interim planning statements as well as this IPS when submitting applications for residential development.

## 6. INTERIM POLICY

Where the Council can demonstrate a 5-year supply of housing sites, additional residential development will normally only be approved if it can be demonstrated that it can be delivered within 5 years. To be considered deliverable, sites should be:

- (a) Available;
- (b) Suitable; and
- (c) Achievable.\*

As indicated in PPS3.

Priority will be given to sites on previously developed land. Development on greenfield sites allocated or safeguarded for housing in the current Local Plan and meeting the criteria set out above will also be permitted. Both should be in sustainable locations and contribute to the creation of mixed communities.

The types, sizes and price ranges of the dwellings to be built on these sites should reflect local demand.

Residential development will not be permitted on other greenfield sites e.g. open countryside and greenspace unless there are exceptional circumstances that outweigh the need to preserve the open space involved. Exceptional circumstances include development in accordance with Local Plan Policy H3 – ‘Affordable Housing in Rural Areas’.

The conversion of rural buildings outside rural settlement boundaries will not be permitted unless the applicant can demonstrate:

- (a) how the proposed conversion will enhance or retain the rural nature and character of the local area; and
- (b) the desirability of preserving the building in terms of its architectural and historical merit; and
- (c) that the re-use of the building for economic development purposes is not feasible.

Planning applications on sites with an existing employment use, or on sites that were last used for employment uses, will normally be resisted unless the applicant can provide robust and credible evidence that the site has been actively marketed unsuccessfully for employment uses for a period of 12 months, or there are other exceptional planning reasons that would justify a change from employment use\*\*.

Developments should not jeopardise meeting the 70% previously developed land minimum requirement set in the Regional Spatial Strategy.

Applicants will be expected to meet the requirements of national planning policy, the Development Plan, and the Council’s Interim Planning Statements and Supplementary Planning Guidance.

\* As defined in Planning Policy Statement 3: Housing

\*\* Note - Developers seeking to develop employment sites for housing should prove to the satisfaction of the local planning authority that the wider social and environmental benefits of a change of use outweigh the economic cost associated with the loss of employment land.

## **7. IMPLEMENTATION OF THE POLICY**

- 7.1 All planning applications which will result in a net increase in residential units must include an IPS5 statement. This statement must demonstrate that the proposed development is compliant with this interim policy. The availability, suitability and achievability of the proposal must be addressed separately and clearly within the statement.
- 7.2 Where an applicant considers there to be exceptional circumstances allowing a relaxation of this policy, reasonable justification must be provided within the IPS5 statement.
- 7.3 Provision of an IPS5 statement will be included in the validation process for planning applications.

## **8. INTERPRETATION OF THE POLICY**

### **8.1 Barn Conversions**

8.2 The conversion of rural buildings outside rural settlement boundaries will not be permitted unless the applicant can demonstrate:

- (a) how the proposed conversion will enhance or retain the rural nature and character of the local area; and
- (b) the desirability of preserving the building in terms of its architectural and historical merit.

8.3 This demonstration must be in the form of an Impact Statement, which must be submitted as part of the planning application. Demonstrating compliance with the above criteria will require the submission of a detailed architectural assessment and a landscape assessment indicating how the building will fit within the landscape. A full structural survey will also be required.

### **8.4 Definition of a Deliverable Site**

8.5 In accordance with Planning Policy Statement 3, planning applications for residential development will only be approved if they are deemed to be deliverable in the next 5 years. To be considered deliverable, sites should be available, suitable and achievable as defined below:

Available – the site is available now.

Suitable – the site offers a sustainable location for development and would contribute to the creation of sustainable, mixed communities.

Achievable – there is a reasonable prospect that housing will be delivered on the site within five years.

### **8.6 Definition of a Mixed Community**

8.7 The interim policy requires residential schemes to contribute to the creation of mixed communities. According to PPS3 this means providing a variety of housing, particularly in terms of tenure and price and a mix of different households such as families with children, single person households and older people.

### **8.8 RSS Annual Brownfield Minimum Requirement**

8.9 The emerging RSS sets an annual minimum requirement that 70% of new residential development should be built on previously developed land. It is important to emphasise that this does not mean that 30% of residential units can be built on greenfield land. In line with the key objectives of sustainable development (as set out in PPS1) the presumption is in favour of previously developed land. All proposed development, be it on brownfield or greenfield sites, will be assessed in terms of sustainability.

### **8.10 Open Countryside**

8.11 Local Plan Policy DC2 was not saved by the Government in September 2007. Policy DC2 allocated land as open countryside and strictly controlled its future development. Development in the open countryside was only permitted where it was required for the purposes of agriculture, forestry or other appropriate uses, or alternatively, when it involved the re-use of existing buildings for employment or housing.

8.12 In the absence of Policy DC2, planning applications for housing in the countryside will be assessed against Planning Policy Statement 7 (PPS7).

8.13 PPS7 provides national guidance for the protection of the countryside. At paragraph 14 the Government identifies countryside as the largely undeveloped countryside that separates cities, towns and villages. With regard to residential development within the countryside, PPS7 states:

Focus for most additional housing in rural areas should be on existing towns and identified service centres. But it will also be necessary to provide for some new housing to meet identified local need in other villages (para 8);

Local Planning Authorities should focus most new development in or near to local service centres (para 3);

Isolated new houses in the countryside will require special justification for planning permission to be granted (para 10);

Very occasionally the exceptional quality and innovative nature of the design of a proposed, isolated new house may provide this special justification for granting planning permission. Such a design should be truly outstanding and ground breaking...so helping to raise standards of design more generally in rural areas (para 11).

### **8.14 Greenspace**

8.15 According to the Preston Local Plan, the term 'greenspace' relates to areas of open space which have grass, shrubs, trees or any sort of greenery. Greenspace is an important element in terms of overall leisure provision (catering for outdoor sport and informal recreation), nature conservation, contributing to the appearance and character of areas, and wildlife habitats. Saved Local Plan Policies G1-G7 control the development of Preston's greenspace.

8.16 The Government, in PPG17 Planning for Open Space, Sport and Recreation, support the protection of greenspace stating that existing open space, sports and recreational buildings and land should not be built on unless an assessment has been undertaken which has clearly shown the open space or the buildings and land to be surplus to requirements. Greenspace is of equal status to other land uses and there is no presumption in favour of its development.

**8.17 Applications on Existing Employment Land and Sites Last Used for Employment**

- 8.18 In order to ensure that there is an adequate supply of land for present and future industrial and commercial activity, planning applications on sites with an existing employment use, or on sites that were last used for employment uses, will be resisted unless the applicant can provide evidence that the site has been actively marketed unsuccessfully for employment uses for a period of 12 months, or there are other exceptional circumstances justifying redevelopment. Active marketing involves a site being available for sale or rent on the open market at a price of no more than market-value.
- 8.19 Proposed developments on previously allocated employment land will be assessed against the need not to prejudice future employment provision. An Employment Land Review has been prepared as part of the evidence base for the local development framework. This study will inform the future employment land requirements in Preston.

**9. Useful Links:**

Document:	Web link:
Preston Local Plan Saved Policies	<a href="http://www.preston.gov.uk/documents/general/saving%20direction%20final%20preston.pdf">www.preston.gov.uk/documents/general/saving%20direction%20final%20preston.pdf</a> .
North West Regional Spatial Strategy	<a href="http://www.nwrpb.org.uk/whatwedo/issues/environment/?page_id=457">www.nwrpb.org.uk/whatwedo/issues/environment/?page_id=457</a>
Planning Policy Statement 1: Delivering Sustainable Development	<a href="http://www.communities.gov.uk/documents/planningandbuilding/pdf/planningpolicystatement1.pdf">www.communities.gov.uk/documents/planningandbuilding/pdf/planningpolicystatement1.pdf</a>
Planning Policy Statement 3: Housing	<a href="http://www.communities.gov.uk/documents/planningandbuilding/pdf/planningpolicystatement3.pdf">www.communities.gov.uk/documents/planningandbuilding/pdf/planningpolicystatement3.pdf</a>
Planning Policy Statement 7: Sustainable Development in Rural Areas	<a href="http://www.communities.gov.uk/documents/planningandbuilding/pdf/147402.pdf">www.communities.gov.uk/documents/planningandbuilding/pdf/147402.pdf</a>
Planning Policy Guidance 17: Planning for Open Space, Sport and Recreation	<a href="http://www.communities.gov.uk/documents/planningandbuilding/pdf/ppg17.pdf">www.communities.gov.uk/documents/planningandbuilding/pdf/ppg17.pdf</a>

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