

## **Cottam Development Area – Interim Planning Statement**

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## EXECUTIVE SUMMARY

- The Cottam Development Area comprises two development sites in the Cottam / Ingol area of Preston, namely the former Cottam Hall Brickworks site and the allocated Local Centre site. The sites are closely related but are separated by Tom Benson Way (B6241) and an area of amenity greenspace (See Location Plan at Appendix 1). It has been a long-standing desire of the City Council to see both sites brought forward for development in order to benefit the communities that surround them and, in the case of the former Brickworks, to remediate a landfilled, contaminated and derelict site and to secure its long-term nature conservation value.
- To reflect this intention to bring the sites forward for development, both sites were made subject to site specific policies in the Preston Local Plan (adopted April 2004). The former Cottam Hall Brickworks site is allocated under Policy SS36 for a mixed-use development combining Business, Storage & Distribution, Residential and Appropriate Leisure Uses associated with the Lancaster Canal. These uses all remain acceptable but, in addition, this Interim Planning Statement makes the case that a convenience retail use, in lieu of retail development on the Local Centre site, would also be appropriate. The development must respect that much of the site is designated as a Biological Heritage Site and there should be no net loss of nature conservation value. This will be ensured through the creation and management of a Local Nature Reserve. The Interim Planning Statement also proposes that a Nursing/Care Home and Non-Residential Institutions (such as a health centre or place of worship) would be acceptable.
- Policy SS37 of the Preston Local Plan allocates the Local Centre site for Retail Development, Food and Drink uses, Offices, Non-Residential Institutions and Assembly & Leisure uses of a scale and form appropriate to the local centre. As stated above, the Interim Planning Statement proposes that the retail element is removed from this site and relocated to the former Brickworks site. All the other uses listed in the policy remain acceptable and, in addition, the Council accept that some residential development could be appropriate if it can be justified through the Local Development Framework.
- The Interim Planning Statement has been produced in order to:
  - clarify and justify the Council's preferred location for a convenience retail use to serve Cottam
  - set out the Council's expectations for an appropriate form of development
  - identify the development constraints

- to establish the requirements for any future planning applications and,
- provide general planning guidance to facilitate appropriate development of the sites.

## 1. INTRODUCTION

- 1.1 This Interim Planning Statement has been prepared on behalf of Preston City Council and relates to an area referred to in the document as the Cottam Development Area. The development area covers the former Cottam Hall Brickworks and allocated Cottam Local Centre sites and land between the two. The location and extent of the area is depicted on Plan Ref. 1 which forms **Appendix 1** of the document. A detailed description of the area is provided in Section 3. The statement has been prepared with the help and support of the owners of the two sites and consultants acting on their behalf.
- 1.2 The City Council considers that a planning statement is needed to supplement relevant policies of the Preston Local Plan (PLP) which allocate the two principal sites for development. New planning legislation and national and regional planning policy guidance of relevance has been introduced since the PLP was adopted which places greater weight than previously on the need to ensure that all developments are sustainable so as to make a more positive contribution towards the creation of sustainable communities.
- 1.3 A key tenet at the heart of sustainable development is that most new development should take place on previously developed land (brownfield land) in preference to land that has never been developed (greenfield land). In the context of the Cottam Development Area, the majority of the former brickworks site is a mix of previously developed, landfilled and contaminated land, whereas the allocated Local Centre site is greenfield. Both, however, are allocated in the PLP for mixed use developments.
- 1.4 The reason for the Local Centre allocation in the PLP despite the site's greenfield status is because the Central Lancashire New Town Development Corporation was granted approval for a new centre under Section 7 (1) of the New Towns Act in 1983. The centre was intended to serve the new residential area of Cottam, most of which has now been completed. For a number of reasons the centre was never progressed but the approval remains extant. English Partnerships (EP), the national regeneration agency helping the Government to support high quality sustainable growth in England, now has responsibility for former New Town sites, including the allocated Local Centre site.
- 1.5 EP and the City Council agree that there remains a pressing need to create a new centre to serve the relatively recently developed residential areas west of Tom Benson Way and the more established areas east of the road in Ingol. Both organisations also agree that under relevant national and regional planning policy guidance the existing allocated Local Centre site is not the most sustainable development option in the short term, given that the site is greenfield. This is particularly pertinent given that the former Brickworks site, which is a part brownfield / part landfilled / part contaminated site, lies less than 180m to the east, and is also allocated for a mix of uses. The close proximity of the two sites, the fact that both are allocated for mixed use developments, which in many ways are complementary and comprise similar uses, suggests that the most sustainable development options would use the former Brickworks site as the focus for new development.

- 1.6 It is the City Council's expectation that planning permission for a mixed use development including a retail unit at the former Brickworks site, would involve a written undertaking to prevent retail development at the allocated Local Centre site. Development at the allocated Local Centre site in the short to medium term could involve other uses which are set out in the 7(1) Approval and the adopted Local Plan. In the medium to longer term other uses can be considered in the Local Centre site through the review of the PLP, which will be in the form of the Local Development Framework (LDF). For clarity, a glossary of the LDF abbreviations is included at Appendix 6.
- 1.7 For clarification, this Interim Planning Statement is a non-LDF document which has been produced at this time in response to potential development pressures and time delays associated with the LDF process. It represents a clear reflection of the City Council's planning guidance and policy framework for the Cottam Development Area and, having been subject to full public consultation, is a significant material consideration in the determination of any future planning applications relating to the Cottam Development Area.
- 1.8 In due course, it is the Council's intention to prepare a Supplementary Planning Document (SPD) for the Cottam Development Area which will form part of the LDF for the City.

### **Main Objective**

- 1.9 The City Council's overall objective for the Cottam Development Area is to achieve a high quality sustainable development which incorporates a vital and viable new centre which will become a new focus for the local community.
- 1.10 In recognition of the development area's importance to the local area and to ensure a satisfactory mix, layout and phasing of a new mixed used development at the former brickworks site, an application for development must treat the site comprehensively and be based on a detailed masterplan showing how access will be achieved and where key uses will be located. This Interim Planning Statement provides clear guidelines to be followed when a masterplan and a planning application for the development are being formulated.
- 1.11 The scope of the Interim Planning Statement is as follows:
- Section 2 covers the need for the regeneration of the former brickworks site and the benefits of focusing the built development proposals at the former brickworks. It also confirms the City Council's expectations regarding the development of a vital and viable centre, and what this means for retail facilities forming part of the new centre.
  - A comprehensive description of the Cottam Development Area and surrounding area is provided in Section 3.

- Development guidance and criteria to influence the form and content of the masterplan and proposed mix and content of the mixed use development supported by this statement are set out in Section 4.
- Section 5 sets out what will be required in any planning application for development in the area.
- Section 6 provides details relating to the consultation exercise undertaken in relation to the statement.
- Contact information is included at Section 7.

## **2. THE NEED FOR THE REGENERATION OF THE FORMER COTTAM HALL BRICKWORKS AND A NEW CENTRE TO SERVE COTTAM**

### **Background**

- 2.1 In the Preston Local Plan, which was adopted in April 2004, the Cottam Hall Brickworks site is allocated under Policy SS36 for a combination of business uses (Use Class B1), storage and distribution uses (B8), residential (C3), and appropriate leisure uses (A3 or C1) associated with the Lancaster Canal. The main access to the former brickworks site lies adjacent to and also serves an operational Household Waste Recycling Centre (HWRC). At the time of the allocation the full extent of the HWRC was not known. Planning permission has since been granted by the County Council for a larger HWRC which is currently being implemented.
- 2.2 The Cottam Local Centre site, which is located to the west on the opposite side of Tom Benson Way, is a greenfield site that is allocated under Policy SS37 of the Local Plan for the development of a Local Centre. A new Local Centre for the Cottam and Ingol communities has been planned since the early 1980s. Existing residential areas to the east of the site and Tom Benson Way (in Ingol) do not benefit from any existing Local or District Centres. In more recent times the areas north and west of the site have been developed for extensive areas of new housing as part of the planned expansion of the north western suburbs of Preston (through the planning functions of the Central Lancashire New Town Development Corporation). The site was considered suitable for a new local facility to be the focus for a range of retail and other services.
- 2.3 A Section 7(1) Approval under the New Towns Act was issued on 15 August 1983 for the development of a centre at the site. The permission makes provision for a total of 47,000 sq ft (4,366 sq m) of retail floorspace, with the largest unit in the shopping development being within the range of 12,000 sq ft (1,114 sq m) to 18,000 sq ft (1,672 sq m) gross, and a petrol filling station. As a consequence of this permission, which remains extant, the Local Plan allocates Cottam Local Centre for retail (Use Class A1), food and drink development (A3), offices (B1), non-residential institutional uses (D1), and assembly and leisure uses (D2) under Policy SS37.

### **Emphasis of Current Government Guidance**

- 2.4 Since the granting of the Section 7(1) Approval in 1983 the direction of planning policy guidance on a range of topics has changed considerably. A significant change in emphasis has been in connection with the need to plan for the creation of 'sustainable communities' and the promotion of sustainable forms of development. A sustainable framework should:
- Provide for the nation's needs whilst respecting environmental objectives;
  - Use already developed areas in the most efficient way,
  - Conserve both cultural heritage and natural resources; and
  - Shape new development patterns in a way that minimises the need to travel.

- 2.5 There is a continuing and increased emphasis in national guidance to re-use previously developed land in the most efficient way so as not to waste valuable resources. This is combined with other objectives of reducing the need to travel, especially by car, and the emphasis on protection and enhancement of the environment.

### **Current Position**

- 2.6 The Cottam Local Centre site is owned by English Partnerships. English Partnerships (EP) is now the UK's key regeneration agency and is charged with managing its land portfolio to deliver urban renaissance and the government's 'sustainable communities' agenda as well as the management and disposal, where appropriate, of sites such as Cottam. EP remain committed to bringing forward new retail and other facilities of an appropriate scale and form to serve local people. However, EP accepts that the promotion of its Local Centre site, being greenfield, may represent a less sustainable option than the Cottam Hall Brickworks site which is previously developed site. The former Cottam Brickworks site is owned by Cottam Hall Properties and is available for redevelopment. A land ownership plan (Plan Ref: 2) is included at **Appendix 2**.
- 2.7 The Council and English Partnerships have decided that it would be appropriate to look at both sites and relevant policies and allocations for them collectively so as to consider the most sustainable form of development. The implication is that the Brickworks site will continue to be promoted for mixed use development but incorporating an extended range of uses, including a new centre with retail uses. The allocated Local Centre site can accommodate a range of other non-retail uses which are set out in the 7(1) approval and the adopted Local Plan. In the medium to longer term other wider uses can be considered for the Local Centre site, through the LDF process as set out in paragraph 2.14.

### **The Need to Create a Vital and Viable Centre for Cottam**

- 2.8 The raison d'être behind the granting of the Section 7(1) Approval was to create a new centre to serve Ingol and Tanterton, as well as the then developing residential areas to the west of Tom Benson Way, which formed part of the Development Framework for the Central Lancashire New Town. This is reflected in the scope of the Approval which supports retail, leisure and residential developments.
- 2.9 In terms of the retail facilities these were not to exceed 47,000 sq ft gross floorspace in size with the largest unit within the range of 12,000 sq ft to 18,000 sq ft.
- 2.10 Subsequent to the Section 7 (1) Approval, the City of Preston has seen considerable growth in new retail and leisure facilities. The City has seen the opening of major new foodstores in Fulwood (Asda), Deepdale (Sainsbury's) and Preston Docks (Morrison's) and non-food retail parks such as at Deepdale, all of which are out-of-centre. The major foodstores appear to be the destination for most of the City's population for the purposes of main food retail trips, and this is borne out by a recent survey of retail habits in Cottam and the surrounding area undertaken on behalf of the owners of the Cottam Brickworks site and their consultants. Most people living in the Cottam and Ingol areas travel to one of the stores identified earlier for main food shopping. Given that there

are few retail facilities in the Cottam and Ingol area this reflects a qualitative shortfall of main food retail provision in the surrounding area.

### **Viability Issue**

- 2.11 The potential to develop the former Brickworks site for a mixed use development incorporating a new centre is affected by the abnormal costs associated with developing the site, as detailed in Appendix 7. This is principally due to adverse ground conditions (extensive areas of contaminated backfilled land which are expensive to develop) and the requirement to set aside part of the site as a Local Nature Reserve.
- 2.12 Therefore, in order for the development to be successful and the full planning benefits of the redevelopment to be achieved, a truly mixed-use development should be brought forward on the site, including residential, retail, leisure and business uses which will support the high cost of development and cross-subsidise the provision of a properly protected and managed Local Nature Reserve (as defined under the National Parks and Countryside Act 1949, as amended) which must form a key part of any redevelopment proposals.

### **Future of Allocated Local Centre Site**

- 2.13 English Partnerships has confirmed that it will provide a written undertaking regarding the major retail element of the Section 7(1) consent on their land. Prior to any planning permission on the Brickworks site, Preston City Council will require evidence that English Partnerships have provided such an undertaking and it will not implement the specific retail element of its Section 7(1) Approval at the Local Centre site. This will resolve the status of the retail element of the existing Local Centre site and establish retail use on the former Brickworks site.
- 2.14 English Partnerships and Preston City Council will review the potential for wider uses of the former Local Centre site beyond those allowed in the Section 7(1) approval, through the LDF process.

### 3. THE COTTAM DEVELOPMENT AREA

- 3.1 The Cottam Development Area incorporates the former Cottam Hall Brickworks site, including the County Council's Household Waste Recycling Centre (HWRC), the allocated Cottam Local Centre site and the land in between. The area is located approximately 5 km to the north west of Preston City Centre. The location and extent of the area is shown on Plan Ref. 1 which forms **Appendix 1**.
- 3.2 The former Brickworks is owned by Cottam Hall Properties, the HWRC by Lancashire County Council, whilst the allocated Local Centre site to the west of Tom Benson Way is owned by English Partnerships. Details of land ownerships is shown on a land ownership schedule / plan at **Appendix 2**.

#### **Former Cottam Hall Brickworks**

- 3.3 Cottam Hall Brickworks operated as a brickworks between 1912 and 1960. The operation included the extraction of clay to make bricks and their production and subsequent distribution. Following closure the former mineral workings were backfilled with building and other waste. The site remains undeveloped and a large proportion of it has the status of previously developed land.
- 3.4 The former brickworks site has an area of 11.6 hectares (28.7 acres) and is located to the east of Tom Benson Way. Vehicular access into the site is possible from a roundabout located on Tom Benson Way, which provides access to Preston City Centre, the M55 and M6. Historically Cottam Avenue to the east provided direct access to the site when it was in use as a brickworks. A gated access from Cottam Avenue still remains.
- 3.5 Between Tom Benson Way and the former Brickworks site, but within the area covered by this Interim Planning Statement, is the County Council's HWRC. The County Council in its role as County Waste Disposal Authority granted permission in April 2004 for the facility to be expanded, independently of the development proposals for the wider site.
- 3.6 Part of the southern boundary is formed by the Lancaster Canal and part is formed by rear gardens of residential properties on adjoining land. East of the site are two existing schools whilst north are further residential areas. North west and between the site and Tom Benson Way is an area of open land which contains a large number of trees, screening views into and out of the site from the main road network.
- 3.7 A large proportion of the site was occupied by industrial and ancillary buildings and in total it is estimated that they had a total footprint of 4,400 sq m (47,350 sq ft), with a total built area (including hardstandings) of 1.5 ha (15,000 sq m). The works were located here because of the availability of clay for the manufacture of brick and the site also included an extensive clay extraction pit, which occupied the area to the north of Cottam Avenue. This was subsequently backfilled with building and other waste associated with the former use of the site.
- 3.8 Approximately two-thirds of the Brickworks site is designated as a Biological Heritage Site (BHS) (Cottam Hall Brickworks BHS) and has been recognised as a site of wildlife interest for almost two

decades. The Lancaster Canal BHS adjoins the southern boundary of the Brickworks site. BHSs are non-statutory local wildlife sites of at least county importance in Lancashire. Together with statutory sites (SSSIs, SACs and SPAs) they are considered to represent Lancashire's 'priority biodiversity resource'.

- 3.9 The Cottam Brickworks site is largely overgrown by dense grassland and scrub, the grassland being poorly drained and containing rushes in places. The scrub is dense and continuous in large areas but it is localised or scattered elsewhere. The only bare ground is where there is hardstanding and areas treated with herbicide for Japanese Knotweed elimination. Due to the spread of scrub, tall-herb vegetation and rough grassland, the former ponds have dried-out and become overgrown with a loss of Great Crested Newt and associated amphibian breeding habitats. Although the site retains some of its botanical and faunal interests, notably butterflies and birds, these are changing due to the continued spread of scrub and young trees. Action is being taken to conserve the Great Crested Newts and other important features of the site in an area to be managed as a Local Nature Reserve.

#### **Cottam Local Centre Site**

- 3.10 To the west of Tom Benson Way, lies the allocated Cottam Local Centre site. The site extends to 3.6 hectares (9 acres). The site fronts on to and can be accessed from Cottam Way, which runs westwards from the same roundabout on Tom Benson Way that serves the Brickworks site.
- 3.11 To the west and north are areas of new housing development. To the east and between Tom Benson Way and the allocated Local Centre site, is an area of rough open ground, which falls within the area covered by this statement. To the south and south west is the Lancaster Canal and Valentine Lane. The south-west corner of the site fronts the Lancaster Canal. Additionally, there is a sports arena and complex to the south west of the site, south of the Lancaster Canal.

#### **Land between the Former Brickworks Site and the allocated Local Centre Site**

- 3.12 The land between the Brickworks site and the allocated Local Centre site is designated as amenity greenspace in the Preston Local Plan, and is part of a wider amenity greenspace extending to the north of Cottam Way.

#### 4. PLANNING GUIDANCE FOR THE COTTAM DEVELOPMENT AREA

- 4.1 As set out earlier, the current allocation for the Cottam Local Centre and mix of uses on English Partnerships land remains, supported by the Section 7(1) approval under the New Towns Act 1981, which grants permission for residential, education, leisure, retail and health-care uses. This Interim Planning Statement proposes the transfer of the retail uses from the Local Centre site to the Cottam Hall Brickworks site. Wider uses of the Local Centre site will be dependent upon the formulation of the Local Development Framework.
- 4.2 This Interim Planning Statement therefore establishes a preference for the retail development proposals to come forward on the Cottam Hall Brickworks site as opposed to the Local Centre site, but in the event that this is not deliverable or justified, such uses in accord with the Section 7(1) approval may be delivered on English Partnerships land. The review of the Local Plan as a Local Development Framework will provide an appropriate opportunity to review progress on this document and the development of the two sites.
- 4.3 An indicative Zonal Plan for the first phase of development of the centre on the Brickworks site has been prepared and is enclosed at **Appendix 4**. The Zonal Plan is illustrative and provides a guide to developers as to a potential distribution of uses that would be acceptable on the site. The Council is aware that the owners of the site are in negotiations with Lancashire County Council regarding the provision of a nursing/care home on the Brickworks site. The Council would support the provision of the nursing/care home in principle as the first phase of the development of the Brickworks site, if it were required due to timing demands of any end user.
- 4.4 The Council notes that English Partnerships has adopted a wide-ranging set of environmental standards (BREEAM) for all new homes, retail, and office and industrial buildings constructed on its land. The standards should contribute to a sustainable future and a higher quality of life. For occupiers, the implementation of the standards will lead to lower utility bills, as well as more pleasant surroundings. The Council will encourage development proposals on all land covered by this Interim Planning Statement to comply with these or similar standards, given the involvement of English Partnerships.
- 4.5 The Council, in conjunction with English Partnerships, seeks the development of a true mixed and balanced community within the area covered by this Interim Planning Statement which:
- Focuses on the quality of the places and the living environments being created;
  - Promotes improved quality of development which, in their design, layout and allocation of space, create a sense of place and community;
  - Incorporates the latest best practice in energy efficiency and renewable energy;
  - Widens the range of housing opportunities in order to reflect changes in household trends;
  - Creates mixed and inclusive communities, which offer a choice of housing and lifestyle;
  - Avoids the creation of large areas of housing of similar characteristics; and

- Has good access to public transport.
- 4.6 Careful consideration should be given to Siting, Design, Materials and Landscape in order to generate a distinctive identity and create a strong 'sense of place'. In order to do this, development proposals must create vitality and variety and be legible and permeable. Good design will create an optimum balance of the above qualities and exhibit a robust approach to the design of buildings that should relate to each other in a sustainable way.
- 4.7 The approach to the Zonal Plan shall be in terms of the following urban design principles:
- Promotion of character in the townscape and landscape by responding to and reinforcing the local distinctiveness in terms of patterns of building and structure, development, natural features and impact;
  - Securing continuity and enclosure, legibility, nodal points, ease of movement and diversity of choice;
  - Appropriate highway design and materials, providing an environment, which gives a presumption in favour of walking and cycling, innovation in car parking and servicing; and
  - Providing high quality public realm, vitality of spaces and frontages, richness in architectural quality and detailing, and adaptability of buildings.
- 4.8 The development shall attain Secured by Design accreditation.
- 4.9 As indicated in the Introduction to this document, and in view of the fact that the Brickworks site is a mix of previously developed, landfilled and contaminated land, the Council are keen to see this area promoted for early redevelopment. In this context it is important that any development proposals have regard to the principles of layout and design set out below and in the indicative Zonal Plan included in **Appendix 4**.
- 4.10 The Zonal Plan indicates that the location of the residential element is in the southeastern corner, adjoining existing residential uses. Canal related development naturally focuses on the marina area, along with further waterside housing. The retail element of the centre is located in the central and eastern part of the site providing a focus for the centre with parking to the front and pedestrian linkages between the various elements facilitating ease of movement. Between the retail and the proposed residential area is a landscape buffer zone, which provides an element of open space along with good pedestrian linkages to surrounding areas.
- 4.11 As part of ensuring that there is 'no net loss' of nature conservation value on the Brickworks site a statutory Local Nature Reserve (LNR) must be created in accordance with a scheme to be agreed in detail with the Council and maintained in accordance with a Management Plan. An outline of the requirements for the LNR is set out in Appendix 8. It is considered that the LNR should be located in the northern part of the site so as to minimise any potential interference by surrounding uses and where there is a breeding site of the Great Crested Newt and the associated terrestrial habitat surrounding the breeding ponds. There are no other Great Crested Newt breeding ponds within the

site. A Management Plan will be required for the Local Nature Reserve and appropriate conditions will be attached to any consent on the site to ensure that it is adhered to. This is to address how the site will be protected through the construction stages of any development project and thereafter once the development is completed and operating.

- 4.12 The northern part of the site is the location for the business uses with quick and direct access from the main road network but also located with good links to other uses in the centre and the potential marina area.
- 4.13 Attenuation of surface water should be achieved by use of Sustainable Urban Drainage Systems (SuDS) as defined in PPG25 Development and Flood Risk.

### **Phase 1 – Development of Cottam Hall Brickworks**

- 4.14 The proposed design and layout of development proposals for this site should fully take into account all of the criteria listed below:
- The Council's intention is to create a high quality, attractive and user-friendly mixed-use development that is vital and viable. Therefore, the layout of the overall development should be designed with an obvious and easily identifiable focus from which visitors can carry out retail and other related trips.
  - The design of the housing element should ensure that a good quality residential environment would be created and that the retail and commercial uses would not have an adverse impact on residential amenity. This also applies to the impact of future proposed uses on the occupiers of existing housing nearby. The Council will ensure that, through the development control process, appropriate design features are incorporated including, where necessary, the use of noise attenuation measures.
  - There is the potential to create a small marina off the canal to serve as a stop/temporary mooring facility for pleasure craft using the canal that wish to visit the Centre and associated facilities. The Council and British Waterways are supportive of this and would expect consideration to be given by a developer to the incorporation of such a facility, particularly as it would support British Waterways' strategy of providing moorings off the canal and a focus of interest in a canalside development.
  - If a marina were provided, it would release the potential for a number of uses to be grouped around the waterside so as to create an attractive focus within the site. This could include residential apartments in conjunction with commercial, leisure, and smaller scale retail uses.

- A Local Nature Reserve (LNR) in accordance with details to be agreed with the Council in consultation with appropriate bodies should be created and managed to ensure 'no net loss' of nature conservation value on the site.
  - Building design and materials should be of a high quality and ideally of a contemporary design and constructed in materials that are environmentally sustainable. The layout of the site and the relationship of proposed buildings to others within the site should take account of the Council's desire to create a pleasant, user-friendly environment.
  - Open space should be provided to an appropriate standard within the site for the use of residents and other visitors, and agreed with Preston City Council Parks Department.
- 4.15 The site should be landscaped to a high standard and, where necessary, soft and hard landscaping should be combined to create a visually pleasing and safe environment for users. Screen planting may be necessary around part of the boundary of the site onto the HWRC.

#### **Appropriate Uses/Development**

- 4.16 It is important that the Brickworks site is developed as a mixed-use area; its development for only one use would not be acceptable to the Council. Appropriate uses/developments for the Cottam Development Area, including the new centre, are as follows:
- Convenience Retail Development;
  - Food and Drink (A3 and A4);
  - Business (B1);
  - Storage and Distribution (B8);
  - Residential (C3);
  - Nursing Home (C2)
  - Leisure (A3, A4, C1 or D2);
  - Non-Residential Institutions (D1);
  - Informal open space and land to be used for landscaping and screening purposes; and
  - Retention of part of the Brickworks site for a statutory Local Nature Reserve.
- 4.17 The retail uses should be in the form of a foodstore with a maximum gross floorspace of 47,000 sq ft (4,366 sq m) and located on the Brickworks site.
- 4.18 The food and drink/leisure uses could be in the form of a restaurant, family pub, café/bar or a mix of these uses and focussed around the canal area/marina. They should be of a scale and form appropriate to a Local Centre.

- 4.19 A range of residential uses should be provided to create a sustainable residential environment subject to suitable design, layout and materials. The Council's draft SPG on Housing Provision means that residential development at the Cottam Brickworks site would need to be an exception to the current policy of restricting applications for new housing. The Council believe that a comprehensive mixed use scheme has the potential to deliver significant local benefit in terms of regeneration, community provision, economic development and [nature] conservation and contain an element of affordable housing. The housing component of the scheme is therefore considered should be regarded as an exception to draft SPG9 under criteria 3 and 4 of the policy set out in that document. Any housing proposals on the site will be expected to provide a range of house types and affordable units, the level of which is to be agreed with the Council through the planning application process (see below). The proposed densities for housing should reflect current guidance in PPG3 (or PPS3 if published) and any application will be assessed against the latest guidance.
- 4.20 Business uses could be either offices in the form of individual units making up a small business park type development or for the purposes of light industry in the form of small to medium sized units in a small industrial park. A mix of these may be acceptable subject to design and layout and potential impact of industrial uses on the occupiers of the offices.
- 4.21 The storage and distribution uses could be in the form of a small industrial park, perhaps as part of a B1 development, again subject to impact on the other uses in terms of noise, traffic and any loss of amenity.
- 4.22 The non-institutional uses could be in the form of a doctor's or dentist's surgery, a community centre, a health centre, a nursery or similar.
- 4.23 An appropriate level of open space should be provided to serve residents from the proposed housing and the development generally, in accordance with Policy G10 of the adopted Preston Local Plan. Discussions should be undertaken with Preston City Council prior to the making of a planning application to determine the provision and location of play equipment and related open space facilities.
- 4.24 A Local Nature Reserve is listed as an appropriate use and this will be provided on a suitable part of the site in a protected form to maximise its ecological value.

### **Affordable Housing**

- 4.25 Affordable housing will be provided in line with national guidance and the findings of an up to date household needs survey. The level of provision will be balanced against the viability of the development having regard to the implications of competing land uses and informed assumptions about the levels of finance available for affordable housing. Affordable housing is defined as non-market housing for those people whose needs are not met by the market including social-rented housing, intermediate housing and special needs provision such care/nursing homes.

## **Retail Development**

- 4.26 The allocated Cottam Local Centre site has an appropriate allocation in the Local Plan which does not extend to the former Cottam Hall Brickworks site although this is allocated for a major mixed use development. The key purpose of the Interim Planning Statement is to consider the two sites together in order to create the most sustainable pattern of development in this part of the City.
- 4.27 The Council acknowledges that the Brickworks site does not have an allocation that extends to cover retail uses. In view of this and because the Council wants to see development proceed at the Brickworks site in the short term and in advance of the review of the Local Plan (LDF), the Council will expect an application for retail uses to be justified by reference to the key policy tests of need, sequential approach, impact, accessibility, and, by reference to PPS6, scale. It is accepted in relation to the sequential approach that this test is satisfied because of the existence of the adjacent allocated site and the fact that the development of retail facilities elsewhere would not necessarily meet the localised need in Cottam / Ingol.
- 4.28 The requirement to satisfy retail policy tests would not apply should the application be made once the LDF is published, as it is the Council's intention to allocate the site as a new centre in the framework.
- 4.29 The implementation of the Section 7(1) Approval would go some way towards meeting the deficiencies in retail facilities in the area. However, the Council has concerns that such a scheme would not arrest current retail trends relating to main food shopping trips. This is because a foodstore in the 12,000 sq ft to 18,000 sq ft (1,114 sq m to 1,672 sq m) range (or indeed two or three stores in this range), as required by the Section 7(1) approval, would be unable to compete with the larger stores listed earlier, and residents would continue to visit these stores for their main food retail trips.
- 4.30 The Council accepts the principle of new retail facilities being established in the Cottam area of a form and scale of development that has the potential to retain locally generated expenditure on convenience goods, comprising a foodstore that is large enough to be able to attract people and facilitate main food retail trips. Through this it can reduce the current level of car borne trips for weekly main food retail purposes.
- 4.31 For these reasons, the Council is prepared to support a single retail unit up to the size of the total retail floorspace supported under the Section 7(1) Approval (maximum gross floorspace 47,000 sq ft (4,366 sq m)), subject to the developer justifying this by reference to relevant retail planning policy tests which include demonstrating need and assessing impact. However, as the adopted Local Plan policy for former Brickworks site does not specify retail as one of the elements of a mixed-use scheme, any planning application submitted in advance of an adopted LDF policy and which contains a significant amount of retail development will need to be advertised as a departure to the development plan. An application may also be subject to the terms of the Town and Country

Planning (Shopping Development) (England and Wales) (No. 2) Direction 1993 and called in by the Secretary of State.

- 4.32 The net sales floor area shall not exceed 33,000 sq ft (3,065 sq m). Net sales floor area is defined as all areas to which shoppers have access including the checkouts, but excluding toilets, lobby, customer services, ATMs and café. In order for the store to function effectively as a convenience foodstore serving local needs, it is envisaged that at least 75% of the net sales area should be dedicated to the sale of convenience goods.

### **Transport and Movement**

- 4.32 A key point for developers to note with regard to the proposed uses and the layout of any proposed developments is that the Council is looking to create a vital and viable new centre on the Brickworks site with good linkages between this, the English Partnerships land and the western part of the Cottam Development area as well as surrounding areas and the city centre. Accordingly, the layout of the site and the relationships between the proposed uses including ease of movement will be an important consideration. The retail uses should be related well to the food and drink and non-institutional uses and the overall development should have a recognisable focus.
- 4.33 Any development proposals that come forward on the site will need to demonstrate, by way of a comprehensive Transport Assessment, that full consideration has been given to transportation and movement issues in line with the principles set out in this document and having regard to sustainability issues and the need to ensure that new development is accessible by a choice of transport modes. Integration of the area with surrounding uses and linkages between elements of the Cottam Development Area should be carefully considered.

### ***Vehicular Access***

- 4.34 Vehicular access to Cottam Hall Brickworks development will be provided via the existing 4-arm roundabout on Tom Benson Way at the junction with Cottam Way; no vehicular access will be permitted to/from Cottam Avenue (except for a bus-only connection described below or where the applicant can demonstrate special circumstances subject to highway safety and traffic generation considerations). The eastern arm of the junction currently only provides access to a household waste recycling centre operated by Lancashire County Council. Vehicular access to the EP site would have been via a new access on Cottam Way.
- 4.35 The existing access road into the Brickworks site will be widened and realigned over the section between the existing Tom Benson Way roundabout to a new roundabout within the site. Alterations to the existing roundabout may be required to accommodate additional traffic movements. Consideration will also need to be given to creating an emergency access. The roads within the development site will be designed in accordance with Lancashire County Council's adoptable road standards.

### ***Public Transport***

- 4.36 It is important that residents and visitors to the development are able to travel to the site by a choice of transport mode and are therefore not over-reliant on travel by private car. It is therefore proposed that a 'bus-only' link will be provided within the site to enable buses to travel between Tom Benson Way and Cottam Avenue. It will be necessary to provide high quality facilities for buses and passengers, which are likely to include: bus stops with illuminated shelters, seating and real time bus information; direct pedestrian access with safe and convenient crossing facilities near to bus stops; a 'bus-gate' to avoid rat-running by other vehicles; bus information within the supermarket etc. Provision should be made in accordance with 'Guidelines for Planning for Public Transport in Developments'.
- 4.37 Bus routes and services are reviewed continually by the highway authority and commercial bus operators and, as such, it would be premature to attempt to fix bus routes to serve the site as part of the Interim Planning Statement. It is anticipated that bus operators will respond to the demand for bus travel created by the development by routing services through the site, providing access to buses for all the proposed development areas.
- 4.38 Pedestrian linkages will also be created to link on to Tom Benson Way from the southwest of the site, to provide improved access to the planned Cottam Railway Station.

### ***Cycling***

- 4.39 It is necessary to ensure that suitable provision is made for cyclists to access the development area. Any proposals for the site should seek to connect the site to the nearby cycle network which has recently been extended and upgraded.
- 4.40 Within the site, appropriate provision will need to be made to ensure that sufficient parking is provided for cyclists and that access to the Development Area by this mode of transport is integrated into the overall layout and taken into account when considering movement between different uses within the area. In considering individual proposals, reference will be made to Lancashire County Council's cycle parking standards and the Supplementary Planning Guidance 'Access and Parking' when determining the level of parking to be provided within the development site for different uses.
- 4.41 A clear system of cycle route signing must be provided within and around the development.

### ***Walking and Pedestrian Movements***

- 4.42 A comprehensive network of good quality pedestrian routes should be provided throughout the development area to aid pedestrian movement, including from the west to connect with the Cottam housing, with pedestrian crossings provided where necessary. Details of pedestrian footway design are provided within Lancashire County Council's Residential Road Design Guide (1985) which should be referred to for guidance.

- 4.43 A clear system of pedestrian signage must be provided both within and around the development.

***Car Parking***

- 4.44 Car parking provision will be in full accordance with adopted policy as set out in Lancashire County Council's parking standards, SPG on Access and Parking and PPG13: Transport when determining the number of spaces to be made available.
- 4.45 All parking areas within the site will provide adequate special needs parking in accordance with the relevant design guidance and ensuring that such spaces are clearly marked.

***Access for the Disabled***

- 4.46 It is important that the development site is accessible for all. Therefore, all aspects of the development, particularly the design of the car park, pedestrian crossings, footways, access routes and ramps, will be fully accessible.

**Canal Basin**

- 4.47 There is the possibility of introducing a canal basin at the south end of the site, subject to approval by British Waterways and subject to commercial and development considerations. This would be seen as an opportunity to enhance both the character of the site, and potentially the mix of uses

**Phase 2 – Cottam Local Centre Site**

- 4.47 The Council and English Partnerships may consider detailed and site-specific criteria through a masterplanning exercise for the English Partnerships land dependent upon demand for the non-retail elements of the 7(1) approval which can be delivered in any event. General criteria however are listed below.
- Access should be from Cottam Way.
  - Mixed uses and a sustainable range of uses including offices (B1), non residential institutions (D1), Assembly and Leisure (D2) and Food and Drink (A3, A4, A5) with a view to establishing residential uses through the LDF process.
  - Any proposed uses should respect and not adversely impact on existing uses surrounding the site.

- Development should be of a high quality in terms of design and materials and environmental sustainability
- The layout of any development / uses should create an attractive, quality development that is safe and functional.
- The proposed development should provide obvious, safe and attractive pedestrian and cycle links to the surrounding area and the former Brickworks site.
- Any development proposal must include proposals for landscaping and where necessary screen planting.
- The site's frontage on to the Lancaster Canal should be maximised in layout and design terms.

4.48 In the medium term, the existing local centre site will accommodate a range of uses including business, community, leisure, social and affordable residential, places of worship etc. In the longer term, there may be opportunities for residential uses subject to prevailing policies at the time. Allocation of this site will be determined through the LDF process.

4.49 Preston City Council will not expect to see any major retail components to planning applications on the English Partnerships land at Cottam, in accordance with the content of this Interim Planning Statement and the written undertakings required by it. In the event that English Partnerships makes applications through the Town and Country Planning Acts for mixed-use development, Preston City Council will apply the relevant policy context at the time. This will include assessing housing issues against its numerical requirements, requirements for EIA, financial contributions, phasing and conditions. This would be a normal development control approach to such an application.

#### **Land between the Cottam Hall Brickworks and Local Centre Sites**

4.50 This area is allocated as Amenity Open Space within the Preston Local Plan to which Policy G2 refers. Development within this area will not be permitted unless it would lead to greater public access and enhance the visual amenity of the greenspace and it would not detrimentally affect any site of nature conservation value, or the development involves a change of use or extension to an existing building appropriate to the character of the area of amenity greenspace.