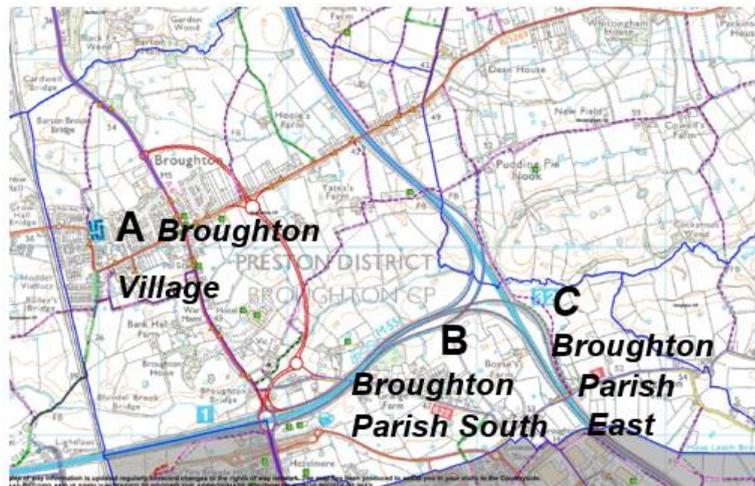


Broughton Neighbourhood Plan - Housing Issues and Preferred Development Strategy

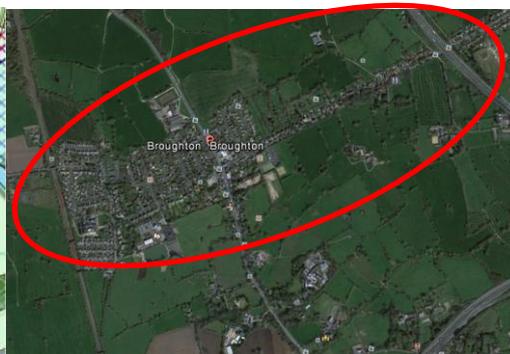
Executive Summary

Introduction

1. The plan area is made up of 3 distinct physical areas (shown below) and has about 1722 residents in about 764 properties. Currently around 85% of the population is within the defined settlement area of Broughton Village (the red striped area shown in the plan on the left below).



Broughton Village Housing Area



Broughton Parish South Housing mainly along D'Urton Lane with a few properties near Fulwood & Broughton CC



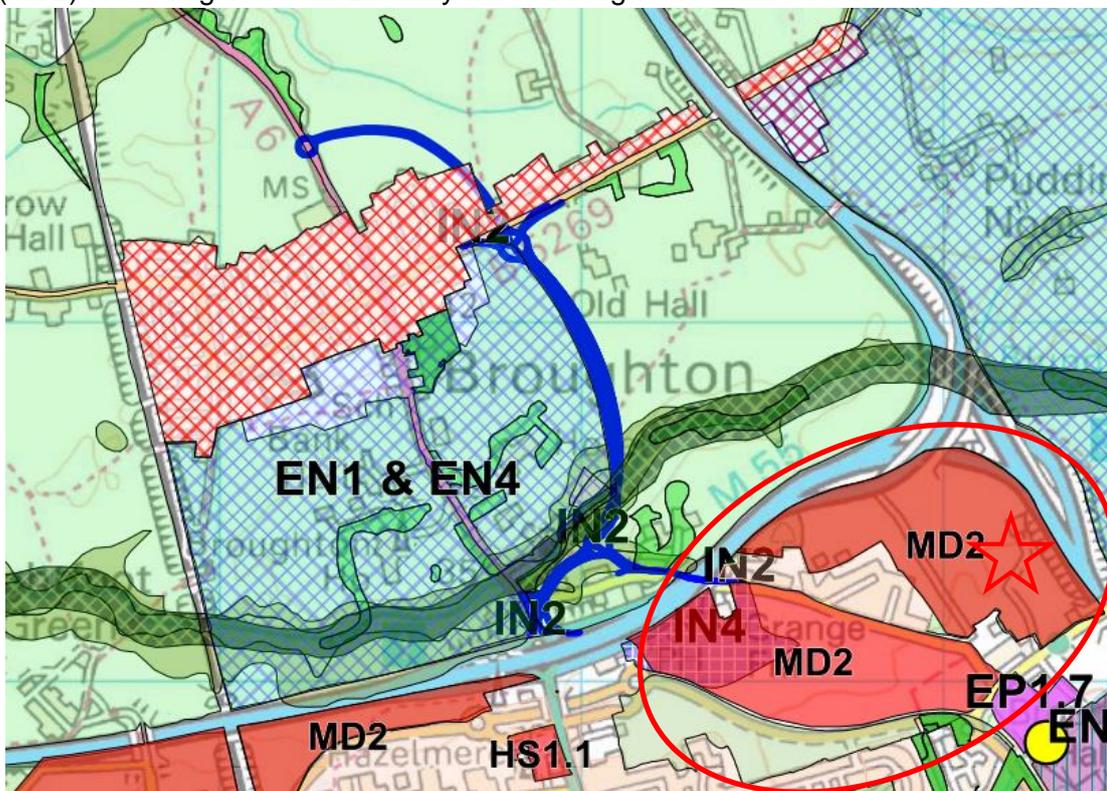
Broughton Parish East – Scattered properties along country lanes.

Aerial photos courtesy of Google Earth

2. The Census shows the resident population having a markedly older profile than Preston as a whole with 57% of residents 45 or over and 27% 65 or over compared with 37% and 14% respectively for Preston as a whole.
3. The housing stock is of a wide range of types and ages including a substantial number of semi-detached and detached properties, and some bungalows with between 2-6 bedrooms and a small development of flats. Average number of bedrooms is 3.2 against a local authority average of 2.6.
4. Currently there are only 13 social rented properties plus 22 sheltered properties both managed by Gateway.

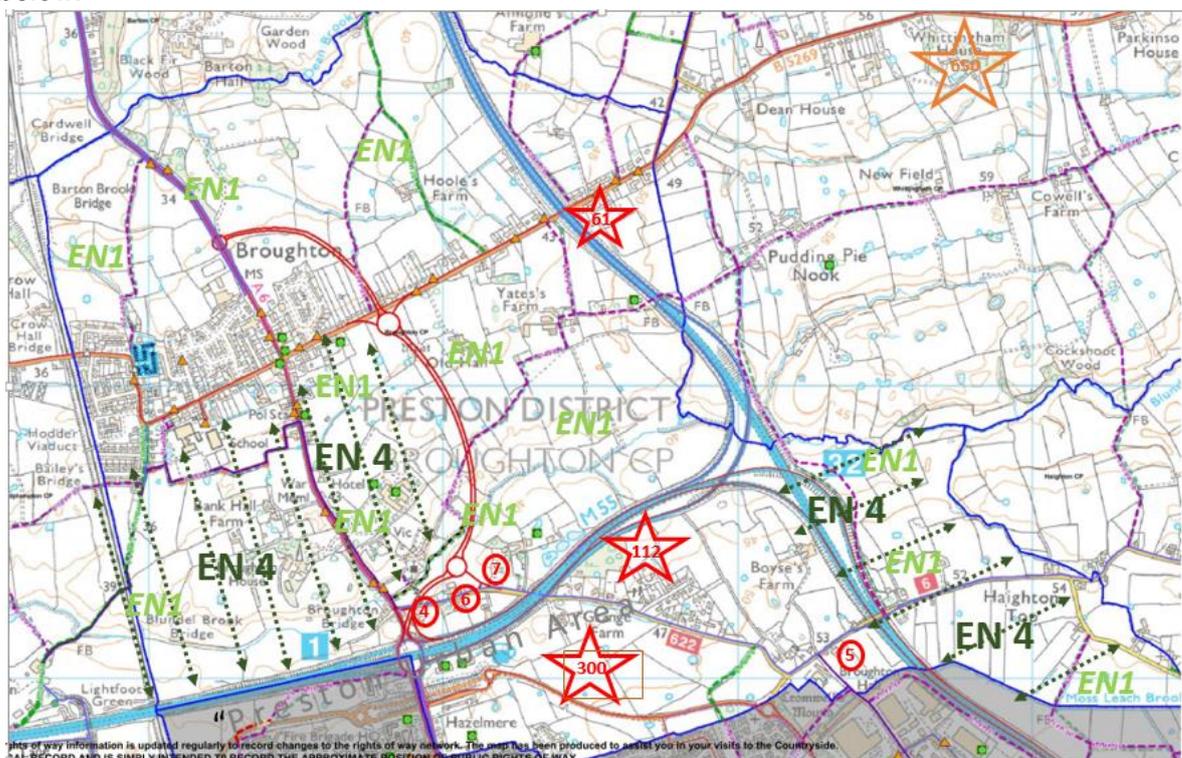
Existing Planned Provision for Housing Development in the Plan area

5. Preston's new Local Plan adopted in July 2015 identifies major allocations of land for mixed use development including housing south of the M55 either side of D'Urton Lane (MD2) extending as far as Eastway within Broughton Parish South



6. Much of the development land within the Plan Area allocated under Policy MD2 now has planning permission with the Story Development, D'Urton Manor (300 dwellings), and an approved Persimmon Development north of D'Urton Lane (112 dwellings – including 12 sheltered accommodation units) –both under construction. The only large potential housing site within this development allocation Boyse's Farm site immediately west of the M6 (shown by star above)
7. A further development east of the M6 bridge off Whittingham Lane (61 dwellings including 5 bungalows and 15 2 bed apartments) has been granted planning permission and is under construction.

8. These sites together with various smaller scale developments will add in excess of 500 to the dwelling stock (see plan below) within the plan area – an increase of almost two thirds.
9. In addition to these allocations in **Broughton Parish South**, the Plan allows for small scale housing development within the defined settlement boundary of **Broughton Village**, (see red cross hatched area above) provided that such development is of a design and scale in keeping with the character and appearance of the area and that there would be no impact on residential amenity.
10. Development elsewhere is tightly restricted by planning policies designed to protect open countryside (EN1); and to protect the identity and distinctiveness of Broughton as settlements separate from each other and from Preston Urban Area (EN4) – see plan below.



Community Views, Implications of Current Policy and Pressures for Development

11. Most respondents to the Neighbourhood Plan consultation have come from Broughton Village. Protecting the rurality of the area and quality of the local environment is seen by those respondents as the highest priority in terms of quality of life in Broughton. Many fear that this is potentially threatened by major new housing development schemes post bypass.
12. Neighbourhood Plan consultation indicates the overwhelming majority of local residents (over 95%) consider that the current provision for housing established through the Local Plan and/or planning permissions provides sufficient housing. When pressed, over 90% consider that any further housing

development that is allowed should be relatively small scale, 76% favouring under 20 units and 15% suggesting a limit of 50 units.

13. The Plan Area population is skewed towards the middle aged and elderly. Whilst the majority of respondents consider their existing properties could be adapted to meet their future needs, a quarter felt that this is not the case, with many identifying smaller properties or bungalow accommodation as a future need. Younger respondents tended to be more supportive of further development some identifying the lack of affordable housing as presenting an obstacle to finding suitable accommodation.
14. The major new developments proposed south of the M55 and east of the M6 are likely to introduce younger families and bring a more balanced age profile across the plan area as a whole. However under existing Local Plan policy AD1(b) new housing within Broughton Village is tightly restricted to sites within the existing settlement boundary limiting the ability of existing residents to meet their changing housing needs within the village or for younger residents to move in (making any rebalancing of the age profile dependent on natural change and property turnover).
15. Whilst there may be some opportunity for small scale windfall housing within the existing village settlement boundary from the development of existing large residential plots (e.g. North of Whittingham Lane) or through commercial sites falling vacant, such an approach is likely to yield only tens of units over the period to 2026. Furthermore because many opportunities may be of a modest scale (10 units or under), they cannot be required to provide 30% of affordable units.
16. The absence of any significant provision for additional housing within a walk-in distance of the village may also have implications in addressing the deficiencies in local services and community facilities identified by the local community (see community facilities paper).
17. Clearly housing developers and landowners see the building of the bypass and the improvements to accessibility and environment following from it, as unlocking the potential for further major housing development in Broughton Village. An application has been made for up to 97 houses on open countryside land south of Broughton High School within the Area of Separation.

Issues and Options

18. Consultation and discussion thus far has suggested widespread support for the general thrust of Local Plan policies but has identified concerns that:

- There may not be enough suitable and/or affordable housing accommodation to cater for those wishing to stay within Broughton Village including existing elderly residents who want to downsize or younger households.
 - The age profile of Broughton Village is heavily skewed to the middle aged and elderly with fewer young families and limited scope for this to change in the short to medium term.
 - The village has lost its local shopping facilities (garage sales apart) and post office and whether the bypass and associated enhanced access and environment will, on their own be sufficient to address these deficiencies.
19. It is clear from local consultation to date that the local community does not favour the development of large new housing estates because of the impact this will have on the character of a village and local community that has grown more organically over the years through the addition of small/medium size developments and has managed to maintain a rural character and setting despite these additions.
20. Furthermore Neighbourhood Plan proposals for large scale development of land designated as open countryside in the Local Plan would be contrary to strategic local plan policy. As such they could only be justified if there was clear evidence of quantitative need for development allocations of this scale which is not the case.
21. In this context the choice for the Neighbourhood Plan is between:-
- maintaining the development management policies of the Local Plan as described above or
 - relaxing these to provide more flexibility to allow additional small-scale housing development on the edges of the defined Broughton Village Settlement boundary to meet local needs, help rebalance the age profile and support community facilities and development.

Preferred Housing Development Strategy

22. Following careful appraisal of these 2 options the latter is considered to offer significant advantages in terms of meeting plan objectives.
23. Under this option it is proposed that small scale housing development within or comprising a small-scale extension to the existing defined settlement boundary could be permitted provided that it satisfies a number of criteria.
24. These criteria might appropriately include:
- A cap on development size in terms of unit numbers or site area

- Restrictions on location to ensure that local facilities in the centre of the village are conveniently accessible by foot from the proposed new housing
- Provisions to ensure the form of development is targeted at meeting local housing needs
- Consideration of the impact of development on the village's rural setting and upon access to and enjoyment of the open countryside not only from the public highway but from the Guild Wheel and other rights of way enjoyed by local residents and the wider urban population.

25. Such an approach is considered to address the concerns raised by the local community in particular in that it

- a) Would provide more flexibility in meeting housing needs, including a greater potential for the provision of affordable housing, than the rigid application of Local Plan policy and in doing so a stronger case against damaging large scale speculative development proposals.
- b) Would allow development in sustainable locations close to village facilities without undue reliance on motorised transport
- c) Would help in addressing deficiencies in local facilities and services
- d) Would assist towards creating a greater sense of community in a place whose identity has, through its fragmented and inadequate facilities, and traffic blighted environment, become perceived more as a traffic bottleneck and dormitory suburb than as a village or coherent local community.
- e) Could be accommodated whilst safeguarding, the character, appearance, and rural setting of the village, and access to and enjoyment of its surrounding open countryside by not just local residents but a wider population particularly those using the popular Guild Wheel.