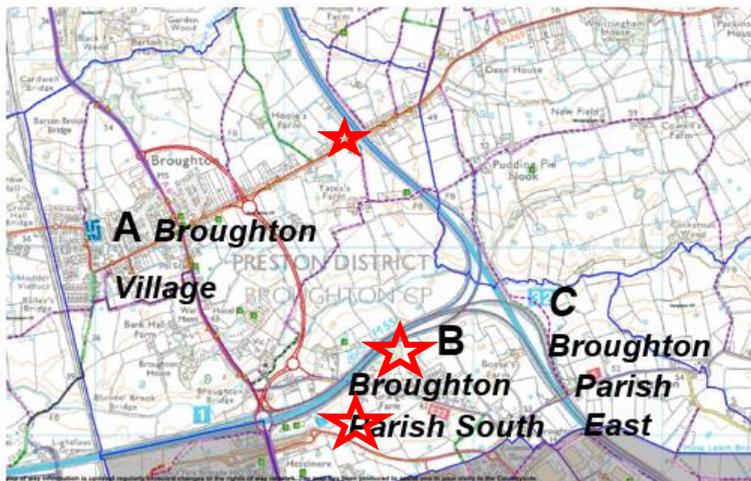


## **8. HOUSING**

### **Introduction**

- 8.1 The plan area is made up of 3 distinct physical areas (shown below) and has about 1722 residents in approximately 768 properties. Currently around 85% of the population is within the defined settlement area of Broughton Village..
- 8.2 The Preston Strategic Plan, agreed in 2015, incorporated the NW Preston Development Area that has a number of areas designated for housing development in the South section of the Parish. Two of these areas have planning permission for 300 & 112 dwellings which are currently under construction. In addition a scheme under construction on Whittingham Lane to the east of the M55 will add a further 61 properties. The area to the north of these developments is owned by HCA and as yet has no applications for planning permission but based on the recommended property per hectare could take overall new housing development in Broughton Parish South to over 600 dwellings.
- 8.3 The area to the north of the M55 and to the south of the church hamlet has planning permission for a further 28 dwellings on 4 sites.
- 8.4 All of these developments have the correct levels of affordable housing in their plans and are approximately three quarters of a mile from the centre of Broughton Village (Broughton crossroads) with residents likely to choose private transport for most trips into the village.



- 8.5 The 2011 Census showed 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. Updated figures for the population obtained from Preston City Council for 2015 show a small growth to 1787.

- 8.6 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.
- 8.7 Currently there are only 13 social rented properties available in the Village plus 22 sheltered properties both managed by Gateway.
- 8.8 The neighbouring parishes of Barton, Woodplumpton, Whittingham & Barton have considerable housing developments planned, allocated or approved. At Barton, a mile to the north of Broughton (66 dwellings) on the A6 and at Whittingham Hospital (some 650 dwellings) to the East along Whittingham Lane (125 dwellings)

### **Existing Development Plan Policy**

- 8.9 Preston's Housing requirements were established when the Central Lancashire Core Strategy (adopted in 2012) was prepared and land was identified to meet these needs in Preston Local Plan (adopted July 2015).
- 8.10 In looking at how these requirements should be met, the Core Strategy established a hierarchical approach (Core Strategy Policy 1 based on size, accessibility and range of services available) choosing as a focus of development within Preston, its Urban Area including a Strategic Development Location at **North West Preston**. Most villages including Broughton appear at the bottom of that hierarchy – where development will typically be small-scale and limited to appropriate infilling, conversion of buildings and proposals to meet local need unless there are exceptional reasons for larger scale redevelopment schemes.
- 8.11 Preston City Council applied this approach in drawing up Preston Local Plan, allocating land in Broughton Parish South for major development as part of North West Preston (now subject to planning approvals and construction work- see above) and limiting development elsewhere within the neighbourhood plan area to sites within the defined **Broughton Village settlement** boundary (see below) and to small-scale development of an appropriate design and scale that is in keeping with the character and appearance of the area and provided that there would be no adverse impact on residential amenity (Preston Local Plan Policy AD1(b)).
- 8.12 Outside the settlement boundary all land north of the M55 and East of the M6 is allocated as **Open Countryside** (Policy EN1) and that between the M55 and Broughton Village (and also East of the M6) also allocated as an **Area of Separation** (Policy EN4) to seek to ensure, in Broughton's case, that the identity and distinctiveness of it as a village separate from Preston's Urban Area is safeguarded.

- 8.13 Under Policy EN1 housing development within Open Countryside is restricted to:-
- the re-use or re-habitation of existing buildings
  - infilling within groups of buildings in smaller retail settlements (not identified as a village)
  - Rural Exception Affordable Housing Developments adjoining village settlement boundaries where need for such housing has been established by a comprehensive needs assessment for the local area.
  - Rural Workers dwellings where there is a functional need for workers to live near their place of work and no suitable existing accommodation and subject to other criteria.
- 8.14 Under Policy EN4 any development within Areas of Separation has to be assessed in terms of any harm to the effectiveness of the gap between settlements (e.g. that between Broughton and Preston's Urban Area) and whether such harm would compromise the function of the Area of Separation in protecting the identity and distinctiveness of settlements.
- 8.15 Where housing development is considered acceptable Core Strategy Policy 5 requires that local planning authorities *secure densities of development which are in keeping with local areas and which will have no detrimental impact on the amenity, character, distinctiveness and environmental quality of an area, consideration will also be given to making efficient use of land.*
- 8.16 Central Lancashire Core Strategy Policy 7 sets out a number of design criteria for new development.

### **Consultation, Issues, Objectives and Vision**

- 8.17 This neighbourhood plan is being prepared in the context of fears amongst the local community that, following the completion of the bypass, Broughton may be subject to applications for housing development of a scale far in excess of that allowed under policies in the Core Strategy and Local Plan. Those concerns have been fuelled by large scale housing development being allowed at appeal in the village of Barton only a mile to the north.
- 8.18 That approval was granted in the context of Preston City Council conceding that the housing requirements established in the Core Strategy are not up-to date. The Council has since commissioned a review of objectively assessed housing need to address this issue. This review has established that the housing requirements set out in the Core Strategy and that form the basis for housing allocations in Preston Local Plan do meet Preston's current

objectively assessed housing needs. On this basis Preston had at December 2016 a 5 year supply of available and deliverable housing sites.

- 8.18 Broughton's residents (and those visiting the village e.g. on the hugely popular Guild Wheel cycle/pedestrian route) attach huge importance to the village's rural setting amongst views of open countryside and are looking forward to the character and appearance of the village and local environment being considerably enhanced by the removal of through traffic and the works to create a pedestrian and cyclist friendly street environment post bypass.
- 8.19 Fears that these positive attributes will be threatened by large scale development have been further heightened by an application submitted in August 2016 for 97 dwellings to the south of the settlement boundary in both Open Countryside and the Area of Separation.
- 8.20 Local consultation shows that the local community overwhelmingly feel that housing development should continue to be tightly restricted in line with Core Strategy and Local Plan policy and that any development should be relatively small scale. In the context of Preston's housing policies having been demonstrated to be *up-to-date* there would need to be very significant overriding planning considerations to justify applications being determined other than in accordance with this general approach.
- 8.21 However there is an acceptance that the opportunities for additions to the housing stock within the existing defined settlement are very modest and some additional scope for development close to the village could assist in meeting local housing needs, in supporting development of community facilities and activity, and in rebalancing a local community that is skewed towards the middle aged and elderly..
- 8.22 The following Issues and objectives have been agreed by the local community in respect of the future development of the village:-

## ISSUES

- **PROVISION FOR DEVELOPMENT** What provision should be made for future development, whilst safeguarding open countryside, and the rural setting, environmental quality, identity, character, and distinctiveness of Broughton Village?
- **HOUSING** – Should the Neighbourhood Plan provide more flexibility on future housing development than provided by Local Plan policies, and does it need to incorporate more detailed policies on the form of such development to better meet local needs?

## OBJECTIVES

1. **RURAL SETTING** To retain Broughton Village's rural setting and enhance its identity as a distinct settlement and community physically separate from Preston's Urban Area.
2. **DEVELOPMENT** To ensure that any new development is of an appropriate, nature, location, scale and design, and in the case of Broughton Village is in keeping with and does not undermine the character, rural setting and environmental quality of the village (including through the impact of associated vehicle traffic).
3. **HOUSING** To ensure the location, scale, and form of future housing development takes full account of local needs, and helps establish a balanced and active local community.

- 8.23 Arising from the housing issue identified above, the specific views of the local community were sought in respect of the best future housing development strategy for the village. The community supported a slightly more flexible approach than expressed through local plan policy in terms of providing for small scale development of appropriate sites adjoining the defined settlement boundary.
- 8.24 This approach is consistent with the strategic approach adopted in the Core Strategy and Local Plan in terms of the scale of development being commensurate with Broughton's position at the foot of the settlement hierarchy, but is seen to offer the following advantages
- More flexibility in meeting local housing needs
  - Development on sites close to the village centre would help to support improved local facilities and services and create a greater sense of community.
  - Such development is considered capable of being accommodated without detriment to Broughton's rural setting, or significant loss of open countryside and views.
  - Such provision would strengthen the case against damaging large scale housing proposals.
- 8.25 This choice has informed the agreed Neighbourhood Plan vision that in 2026 Broughton Village will have
- Retained its rural setting, and distinct physical identity from Preston Urban Area through stringent control of development within Open Countryside areas, and the maintenance of extensive areas of separation between it, Preston Urban Area to the south and Barton to the North.

- Grown, in the main, organically, through small scale development catering for local needs and carefully controlled to that appropriate to the scale and character of the village, excluding large scale estate housing.

## **Neighbourhood Plan Policy - General**

### **RES Housing General**

**With the exception of development proposals within Broughton Village sub-area, housing proposals will be determined in accordance with policies in the Central Lancashire Core Strategy and Preston Local Plan. Policy 5 of the Core Strategy for central Lancashire refers to a density of 25-30 per hectare and the Policy MD2 of the Preston Local Plan referring to the NW Preston strategic area concurs with this.**

**Proposed development within Broughton Village will also be subject to the additional neighbourhood planning policies set out below.**

- 8.25 The allocations in Preston Parish South are part of the wider North West Preston development area. Much of the development land allocated in Broughton Parish South already has planning permission and will transform the character of this area from rural to suburban.
- 8.26 It is appropriate that any further housing development within this development allocation – the main opportunity being Boyes Farm – should be planned in the context of those developments, Local Plan Policy for the North West Preston Development Area (MD2) and the North West Preston Master Plan Supplementary Planning Guidance..
- 8.27 Similarly that part of the Parish East of the M6 is part of a more widely defined area of open countryside and Area of Separation between Preston and the villages of Goosnargh/Whittingham and Grimsargh.
- 8.28 Amended policy guidance is warranted for Broughton Village because of the limited capacity for housing growth within the settlement boundary and the opportunities and challenges presented by construction of the bypass.

### **Neighbourhood Plan Policies Specific**

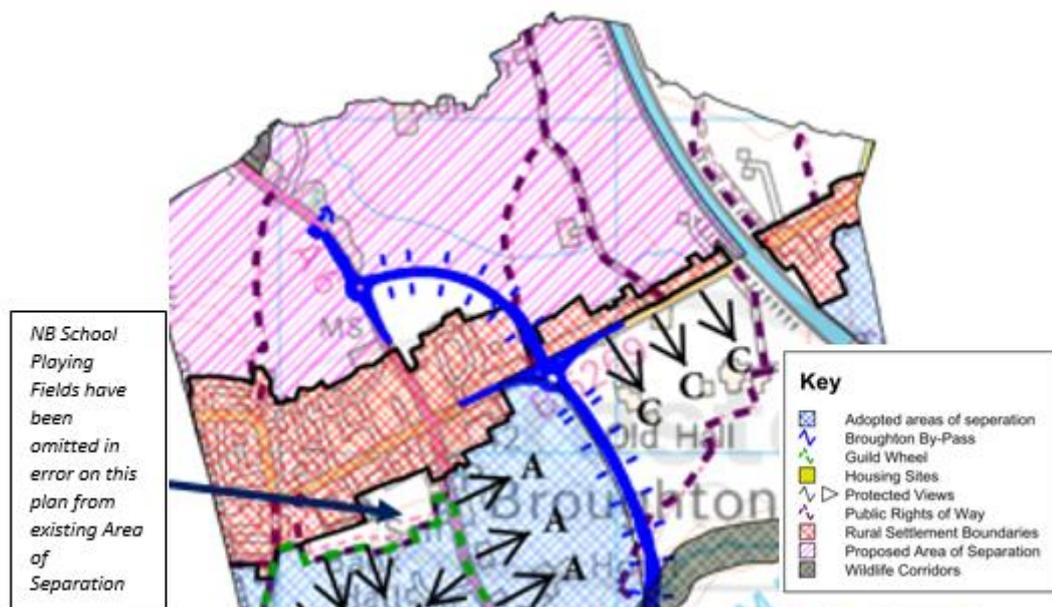
#### **RES1 Broughton Village – Housing Development adjoining the defined settlement boundary**

**Small-scale developments\* will be permitted, adjoining the defined village settlement boundary, provided all of the following criteria are met**

- The development would not, by virtue of its location, scale or design impact detrimentally on:-
  - the character and appearance of the village
  - the village's rural setting in particular the key public views identified under Policy NE2
  - residential amenity
  - the Area of Separation between Broughton and Preston Urban Area designated under Preston Local Plan Policy EN4 and between Broughton and Barton to the north (see Policy NE1)
  
- The development will offer convenient access on foot to the centre of the village.
  
- The application is accompanied by a supporting statement demonstrating how the form of development proposed contributes towards meeting local housing needs.

**Other proposed development within designated Open Countryside will be heavily restricted in accordance with Preston Local Plan Policy EN1.**

\*For the purposes of this policy defined as 25 dwellings or less



**PLAN 3 BROUGHTON VILLAGE SETTLEMENT BOUNDARY (RED CROSS-HATCH) AND OTHER POLICY CONSTRAINTS**

NB All land around the designated Broughton Village Settlement Boundary (except Broughton High School Playing Fields) is also designated Open Countryside subject to the provisions of Preston Local Plan Policy EN1.

- 8.29 The only significant committed housing development within the Broughton Village sub-area is the 61 unit Whittingham Place East of the M55 on Whittingham Lane - a full three quarters of a mile from the Village centre. The major housing areas under construction south of the M55 in Broughton Parish South are over a mile from this centre, include proposals for their own local shopping and health facility and may well identify more closely with Fulwood than with Broughton, notwithstanding the enhanced pedestrian/cycle links into the village centre via the Guild Wheel.
- 8.30 Local Plan policy allows only very modest scope for additional housing to be developed within the heart of Broughton village other than through infill and back land development opportunities within the settlement boundary.
- 8.31 Some modest additional flexibility towards housing development is considered appropriate in the context of these constraints, the benefits of some additional housing provision in meeting local housing needs, in supporting local facilities and in creating a better balanced and more active and cohesive local village community.

## **RES2 Broughton Village –Housing Development within the Settlement Boundary**

**Small scale housing development within the defined village settlement boundary of Broughton, including infill and back-land development, will be permitted in accordance with Preston Local Plan Policy AD1(b) provided that :-**

- **Is of a design and scale that is sensitive to and in keeping with the character and appearance of the area and does not detract from any local heritage assets.**
  - **Existing natural features, such as trees and hedgerows are, as far as is practicable, retained, and appropriate landscaping incorporated into the proposal.**
  - **It would have no adverse impact on residential amenity**
  - **It is of an appropriate density avoiding any appearance of *cramming***
  - **It provides appropriate and safe parking and access arrangements both for the new development and any retained existing properties.**
  - **It leaves adequate private amenity space for any retained existing properties.**
- 8.32 In order to manage pressures for development on the edge of Broughton Village and in the open countryside/areas of separation, it is important that appropriate opportunities are taken to deliver housing within the existing settlement boundary. Such development, particularly close to the centre of the village, will support sustainable lifestyles and the development of

enhanced local facilities and contribute to a more cohesive local community. post bypass.

8.33 Potential opportunities for such development may include:-

- Lengthy rear gardens to properties on Whittingham Lane
- Broughton South Petrol Filling Station (outline planning permission now granted)
- Former Golden Ball PH (conversion) and/or part car park to rear (development).

8.34 In the case of proposed back-land development of large rear gardens, particular care will be needed in layout and design to ensure that as much of the existing mature landscape is retained.

### **RES3 Broughton Village Housing Mix**

**Any new residential development of over 10 units should either:-**

- a) **provide a mix of housing types to meet local need or**
- b) **provide housing of a type that is under-represented within the village and for which a clear local need can be established.**

**The provision of smaller dwellings with one or 2 bedrooms, bungalows and sheltered accommodation will be encouraged.**

8.35 Development on this scale will require the provision of 30% affordable housing units in accordance with Preston Local Plan policy. The additional flexibility afforded by this Neighbourhood Plan in respect of housing development within the village is not to meet any wider quantitative shortfall in housing provision across North West Preston. Existing Local Plan housing allocations and planning approvals are entirely adequate in meeting Preston's objectively assessed housing needs. The case for Broughton to accommodate housing development of a scale somewhat beyond that indicated in Core Strategy and Local Plan policy is in promoting the development of a strong, sustainable local community post bypass. To do this, it is important that development be tailored to local needs rather than duplicate the general private market housing that housebuilders are delivering elsewhere across North West Preston.

### **RES4 Broughton Village Housing Design**

**In addition to adhering with the design guidance set out in Central Lancashire Core Strategy Policy 17, development should satisfy the following local requirements.**

- **Houses should be single or 2 storey**

- **Densities should generally be in the region of 25 dwellings per hectare.**
- **New developments should be designed to encourage walking and cycling, and sustainable lifestyles by the adoption of layouts that facilitate direct and convenient access by these modes of transport to local facilities.**
- **Existing natural features, such as trees and hedgerows should, as far as is practicable, be retained, and appropriate trees and landscaping incorporated into new housing layouts**
- **Sufficient external space should be provided :-**
  - **For a garden area at least as large as the ground floor footprint of the dwelling.**
  - **For off-street car parking in accordance with local standards**
  - **To accommodate storage facilities for cycles, tools and other outdoor equipment,**
  - **To enable refuse, recycling and compost to be stored out of sight.**
- **New dwellings should make provision for the changing needs and lifestyles of an ageing population and be built to the “Lifetime House” standard.**
- **All dwellings should be energy efficient (the use of renewable energy sources is encouraged).**

8.36 Relatively low density single or 2 storey housing, in a well landscaped setting, will help ensure that development is not to the detriment of the character and appearance of the village and is not unduly prominent in the wider landscape. The density guidance is at the lower end of the range stipulated in the Core Strategy (25-35 dwellings per hectare). This is justified in the context of that guidance covering inner urban and suburban as well as rural development locations. A higher density may often be appropriate for urban and suburban development where existing densities may be high and forms of development, that would be wholly out of character in a rural situation e.g. 3 storey town housing may be eminently suitable. Local consultation has raised specific concerns over density and specifically over development of such townhouses.

8.37 Lifetime House Standards will help ensure that additions to the housing stock cater for the long term housing needs of the local community and provide greater choice for elderly residents looking to downsize.

