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# Central Lancashire **Controlling Re-Use of Employment Premises** Supplementary Planning Document (SPD)

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**Final Version October 2012**



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## A: Introduction

1. Supplementary Planning Documents (SPDs) were introduced by the **Planning and Compulsory Purchase Act 2004** as part of the reforms to the planning system. Although not forming part of the statutory development plan, one of the functions of an SPD is to provide further detail on policies and proposals within the development plan. SPDs must be consistent with national and regional planning policies as well as the policies set out in the development plan.
2. The Central Lancashire SPDs have been prepared in accordance with **The National Planning Policy Framework**, conforming and responding to all relevant local and national policies, and is based on a robust and up-to-date evidence base. They form part of the Local Development Framework (LDF) for the Central Lancashire authorities of Chorley, Preston and South Ribble. SPDs do not seek to allocate land but are to be considered alongside Policy in the Core Strategy and Site Allocations Development Plan Documents (DPDs). Their guidance should therefore be taken into consideration from the earliest stages of the development process of any site, including any purchase negotiations and in the preparation of development schemes.
3. The purpose of this SPD is to set out the Councils' approach to dealing with development proposals involving the re-use of existing employment premises and sites in Central Lancashire. It develops Core Strategy Policy 10 by setting out the balanced criteria based approach, including marketing and an assessment of the viability of employment use, under which all proposals for re-use will be assessed. The SPD therefore aims to guide the implementation of the Core Strategy and ensure:
  - An adequate supply of employment land in Central Lancashire to 2026, including:
    - the provision and availability of suitable locations for industrial and commercial developments, and,
    - provision for a broad range of business types from small start-up businesses through to large enterprises.
  - All existing employment sites and premises (including those last used for employment purposes) are protected for employment use, and a presumption that 'Best Urban' and 'Good Urban' sites (see Appendix 4) will be retained for B use class employment use (see Appendix 5).
  - The maintenance and creation of employment opportunities in Central Lancashire.

## B: Economic Context

4. The Core Strategy identifies the Central Lancashire area as one that is well located to 'do business'. The Central Lancashire Economic Regeneration Strategy (underpinned by an extensive evidence base, including Centre for Cities work) attempts to harness the business advantages that the area exhibits in setting out the Councils' aims for economic growth to 2026.
5. One of the key challenges facing Central Lancashire is the need to grow its private sector economy, and create more private sector jobs in order to counter the substantial contraction of the public sector. A recent national report by Centre for Cities<sup>1</sup> highlights Preston as a city which has benefited from significant private sector growth between 1998 and 2008. During this period the percentage of private sector jobs increased by 16.2%, the third strongest performance out of all England's cities.
6. A more recent Centre for Cities<sup>2</sup> report analyses the spatial distribution of economic growth in Preston between 1998 and 2008 and how this growth has affected the wider Lancashire economy. The report found that Preston's economic performance during this period has not been to the detriment of wider Lancashire and that future growth in Preston will be to the benefit of Lancashire and its residents. The report also found that despite economic growth within the Preston urban area (defined as the local authorities of Preston, Chorley and South Ribble), Preston City Centre actually lost private sector jobs during the period. More therefore needs to be done to support the business environment within the city centre, in combination with key growth locations in the wider Preston urban area.
7. Overall, it is essential to have a wide range of different types of employment sites – a broad portfolio of land and buildings – suitable for various businesses in the area. This is particularly so in relation to those industrial sectors that are growing and for start-up firms. Across Central Lancashire the range of sites need to be complementary to one another and not in direct competition. The objective will be to provide a range of employment sites which are suitable, attractive and flexible to be able to cater for the needs of both local firms and inward investors.

<sup>1</sup> 'Private Sector Cities – A New Geography of Opportunity', Centre for Cities (June 2010)

<sup>2</sup> 'Strength From Within: Supporting Economic Growth in Preston', Centre for Cities (December 2011)



# C: Planning Policy

## National Policy

8. Guidance on planning policy is issued by central Government in the form of the National Planning Policy Framework, which sets out the Government's planning policies for England and how these are expected to be applied. National policies are also laid out in planning circulars. The National Planning Policy Framework (NPPF) must be taken into account in the preparation of local and neighbourhood plans, and is a material consideration in planning decisions. Planning law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. 'At the heart of the NPPF is the presumption in favour of sustainable development, which states that local planning authorities should seek to meet the objectively assessed development needs of their area, and that development proposals according with the development plan should be approved without delay'.

NPPF paragraph 19 states that:

"The Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth. Planning should operate to encourage and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system."

In order to assist in achieving sustainable economic growth, NPPF paragraph 22 states that where there is no reasonable prospect of a site being used for employment purposes, long term policy protection should be avoided. As such any planning applications for alternative uses should have regard to market signals and the overall need for different land uses within the area.

<http://www.communities.gov.uk/planningandbuilding/planningsystem/planningpolicy/planningpolicyframework/>

9. The Employment Land Reviews Guidance Note 2004 provides specific advice to help local planning authorities to identify an up to date and balanced portfolio of employment sites in Local Development Frameworks.

## Regional Policy National Policy

10. The North West Regional Spatial Strategy 2008 is the Regional Plan for the North West to the period 2021 and covers the Central Lancashire area. The Government has made a policy commitment in the Localism Act to revoke the Regional Spatial Strategy.

## Local Policy

11. **The Local Development Framework** is a suite of documents which will, when complete, replace the existing old-style Local Plans as the spatial planning policy documents for the three Central Lancashire councils. **The Core Strategy** is the key document as it sets the overarching vision for the area. It will be underpinned by **Site Allocations and Development Management Policies Development Plan Documents (DPDs)** for each of the three Local Authorities. These documents will include policies and proposals allocating some land for development whilst protecting other areas from inappropriate development. The Site Allocations DPDs will conform to the Core Strategy and, when adopted, will supersede the adopted Preston Local Plan 2004, South Ribble Local Plan 2000 and Chorley Borough Local Plan Review 2003.

12. The Central Lancashire Core Strategy was adopted in July 2012. The particular Core Strategy policy which relates to this SPD is Policy 10: Employment Premises and Sites.

13. As at October 2012, five SPDs have been prepared for Affordable Housing, Design, Controlling the Re-use of Employment Premises, Rural Development, and Access to Healthy Food. This SPD will fit into the LDF by setting out guidance to ensure the Core Strategy policies and objectives for the re-use of employment premises are clearly articulated.



## D: Criteria to Assess Planning Applications

14. This SPD develops Policy 10 of the Central Lancashire Core Strategy. The policy wording should be read in conjunction with Chapter 9 of the Core Strategy “Delivering Economic Prosperity” and the Equality Impact Assessment.

### Policy 10: Employment Premises and Sites

All existing employment premises and sites last used for employment will be protected for employment use. There will be a presumption that ‘Best Urban’ and ‘Good Urban’ sites will be retained for B use class employment use. Proposals on all employment sites/premises for re-use or redevelopment other than B use class employment uses will be assessed under the following criteria:

- (a) there would not be an unacceptable reduction on the type, quality or quantity of employment land supply;
- (b) the provision and need for the proposed use;
- (c) the relative suitability of the site for employment and for the alternative use;
- (d) the location of the site and its relationship to other uses;
- (e) whether the ability to accommodate smaller scale requirements would be compromised;
- (f) there would be a net improvement in amenity.

Any proposals for housing use on all employment sites/premises will need to accommodate criteria (a)-(f) above and also be subject to:

- (g) convincing evidence of lack of demand through rigorous and active 12 month marketing period for employment re-use and employment redevelopment;
- (h) an assessment of the viability of employment development including employment re-use and employment redevelopment.

(See Appendix 4 for a definition of employment uses)

15. The Councils will assess all applications for the redevelopment of employment sites on their individual merits. The Councils’ starting point will be to retain all employment sites to support sustainable economic growth. Consideration will only be given to alternative uses where an applicant can clearly demonstrate that the criteria in the policy have been fully met. This includes both changes of use and redevelopment from employment to non-employment uses.

16. Diagram 1 highlights the approach that the Councils will take towards proposals that involve the loss of employment land and premises to other uses. This criteria based approach determines market signals as required in NPPF paragraph 22. Proposals must satisfy **all** of criteria (a) – (f) and, in the case of housing applications, criteria (g) and (h) in order to secure a sufficient range and type of employment land to deliver economic growth.

In response to the overall need for different land uses in Preston, in accordance with NPPF paragraph 22, the application of the criteria based approach outlined in Diagram 1, will not apply to proposals for the redevelopment of ‘Other Urban’ sites. In these cases Policy EP2 of the Preston Site Allocations & Development Management Policies DPD will apply’.

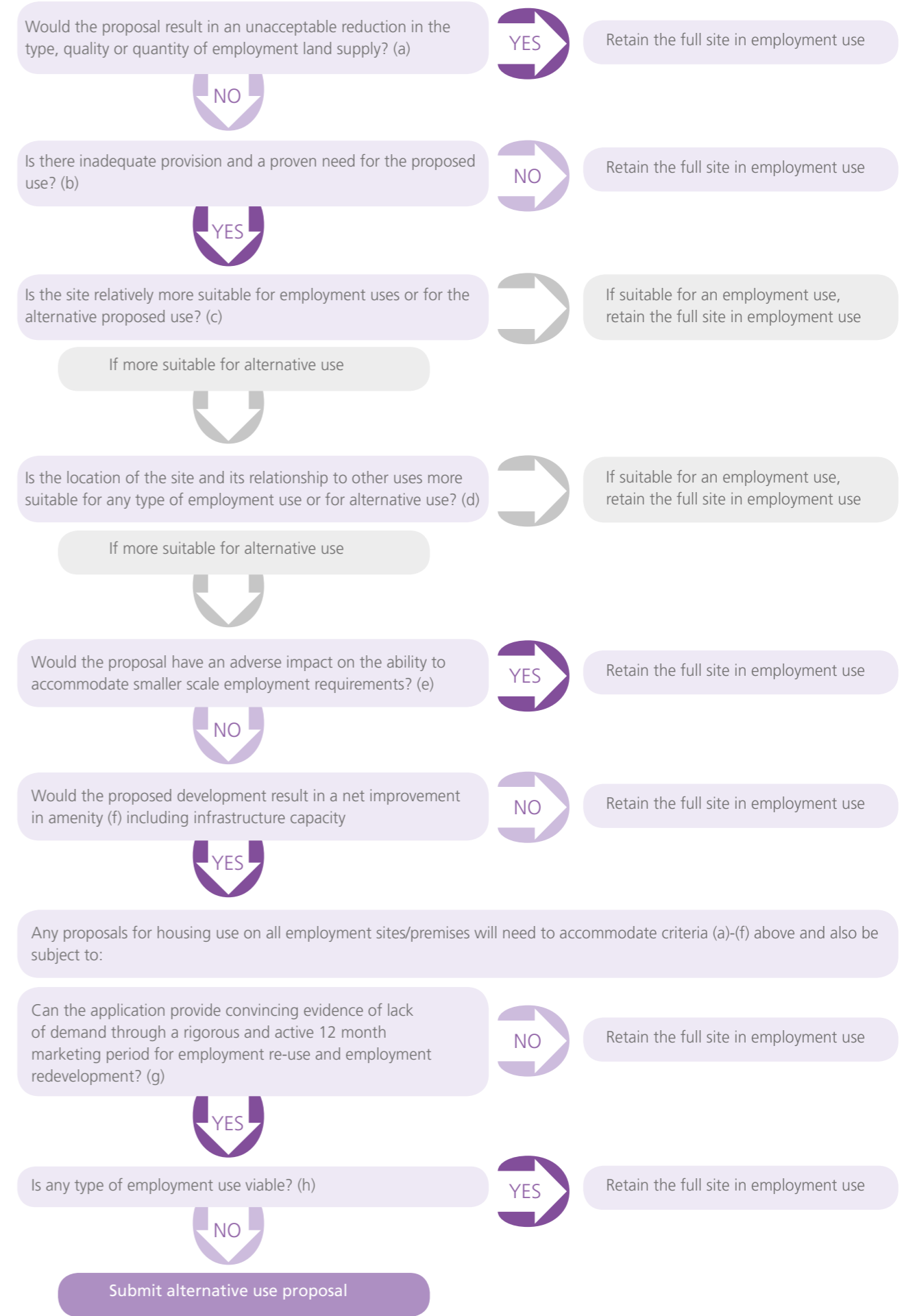
### Criterion (a): there would not be an unacceptable reduction in the type, quality or quantity of employment land supply

An unacceptable change is one which would result in any reduction in the type, quality or quantity of employment land unless this type, quality or quantity has been identified as surplus within the borough/settlement/area against requirements identified by the local authority annual monitoring process and/or by the Chorley, Preston and South Ribble Employment Land Review (2009).

17. The existing stock of employment premises and sites, including land or premises last used for employment, comprises a range of different types, sizes and quality of premises. These have been assessed through the **Employment Land Review** and evaluated into categories, which form the component parts of the employment land supply. A balance of quality, type and size of premises is important to meet the needs of the range of new and established businesses and to attract new investors. Development proposals for uses other than employment must provide evidence that there would not be an unacceptable reduction in the type, quality or supply of employment land.

18. The amount of land required for economic development in Central Lancashire is set out in paragraph 9.4 and table 5 of the Core Strategy. Each Council will monitor the employment land supply, including take-up and losses, and allow for assessment of proposals impacting on the supply. In assessing quantitative and qualitative issues, regard will be had to available land and premises in the local area.

19. The potential for all employment uses for a site should be considered before a planning application is made for any non-employment use. Evidence such as that provided by the marketing requirement set out under criteria (g) and Appendix 1 will be required to determine market signals.



## Criterion (b): the Provision and Need for the Proposed Use

Any proposal submitted should include an assessment of the existing provision of the proposed use and clearly identify a need, backed up by robust evidence.

20. The regeneration of sites is a high priority. In some circumstances there can be advantages in reorganising land uses such that it is appropriate for redevelopment of an employment site for other uses. Such a proposal would need to demonstrate that it is in the wider economic, social and environmental interests of the area. Proposals should not result in a net loss of employment numbers and should be seen as an opportunity to improve/resolve any local infrastructure issues. More information is given below in relation to examples of suggested uses.

### Retail

21. Proposals for retail uses will not be acceptable on former employment sites outside existing shopping centres. The sequential test set out in NPPF paragraph 24 should be applied and an impact assessment will be required if the development is over 2,500 sq m. Any proposals will be assessed against other relevant policies in the Core Strategy, as appropriate, which seek to restrict retail uses to shopping centres. Other uses that provide employment such as crèches, hotels and built leisure developments may have regeneration benefits and could also be appropriate development in established employment areas dependant on compliance with other policies in the LDF.

### Leisure

22. Public and community uses are best suited in town, district and local centres, as supported by NPPF 2. Ensuring the vitality of town centres. The sequential test set out in NPPF paragraph 24 should be applied and an impact assessment will be required if the development is over 2,500 sq m. Any proposal for community facilities should clearly set out the reasons why it needs to be situated on the site/premises in question, and why there are no suitable alternative sites available. To confirm this, a list of alternative buildings should be submitted with details explaining why each one was not suitable. In addition, evidence will be required with the supporting statement showing a demonstrable local need for the use.

### Community Facilities

23. Proposals for a community building that could have an adverse effect on existing business or other adjoining users, for example residential areas, will not be acceptable. Recreational and community uses generally will require high levels of environmental and landscape quality and this will be respected in any approval process.

### Housing Need

24. In order to demonstrate that a housing development is needed and can only be implemented on a site that was previously in employment use, applicants will need to present evidence in respect of planning policies for housing. This will include evidence of the supply of housing land against the requirement for new housing set out in the Core Strategy. Evidence of capacity on brownfield sites not previously in employment use will also be relevant.

25. Proposals that include a level of affordable housing above the normal policy requirement will be given additional weight as part of this SPD. Any additional weight will be proportionate to the level of provision secured over and above the current policy requirement, but will need to be carefully balanced against the loss of jobs/employment land.

26. Affordable housing proposals will be given greater weight in settlements that are identified as having significant local affordable housing needs. Proposals that include affordable housing should comply with the appropriate Council's affordable housing policies and definitions.

## Criterion (c): the relative suitability of the site for employment and for the alternative use

Any application for uses other than employment should include information to assess the relative suitability of the site for employment and for alternative uses.

27. This assessment should take into account the fact that there are considerable differences between different types of employment uses that the site could accommodate. Employment requirements cover a range of sizes and there is demand for small-medium scale developments. Although the current employment use may, at the time of application, cause amenity problems, this does not necessarily rule out the ability of the site or premises to accommodate a different type of employment use. Alternatives should be considered such as upgrading or redevelopment for different types or sizes of employment uses.

28. The assessment should also consider any external influences which might impact on the suitability of a site for employment uses. These may change over time so that the site could be suitable for development for some type of employment uses in the future and would therefore still be an important part of the employment land supply.

29. Where uses other than employment are proposed, mixed use schemes and live/work units (see criterion (d)) should be considered which could contribute to supporting the local economy. Similarly, the other policies and proposals within the Core Strategy should be taken into account and any other material considerations such as traffic generation.

## Criterion (d): the Location of the Site and Its Relationship to Other Uses

Where consideration is being given to alternative uses of employment land or premises, any such proposals must demonstrate that the alternative use would be better suited to the location of the site and its relationship to other uses than employment use. It must also ensure that the proposed use does not conflict with the character of the surrounding area and other policies and proposals within the Core Strategy, or any other material considerations.

## Traffic

30. A significant problem of traffic generation on unsuitable roads would only arise when access to a site is exceptionally poor. An example would be where there are significant numbers of lorry movements on a sustained basis as part of the regular operations of a business, and access is via a minor street in an otherwise quiet residential neighbourhood, or an un-adopted road that provides access to other properties. Instances of heavy volumes of traffic on the general road network would not be considered a significant problem. Lancashire County Council as the Highway Authority will determine whether a use is acceptable or not to the area or detrimental or not to the road network.

## Small Sites

31. Small employment sites that are physically isolated from other employment sites contribute significantly to the local economy and supply of jobs in Central Lancashire. Therefore they should be retained unless they can be shown to conflict with the amenity value of the surrounding area (e.g. noise). This includes employment land and premises in rural areas, which support a strong rural economy and economic growth.





## Mixed Use Developments

32. There may be instances where a site's sole use for employment purposes is no longer suitable. In such cases the Councils will expect applicants to have examined the possibility of developing either mixed use schemes, including live/work units, or other elements including some housing to deliver a scheme that is well related to surrounding uses. NPPF paragraph 21 encourages facilitation of flexible working through integration of residential and commercial uses. In such cases, and where this is demonstrated by the applicant, the Councils will adopt a more flexible approach and will seek to secure a mix of land uses.

33. Live/work units are buildings where parts of the floor space are designed as a small work unit, while the rest of the space is devoted to living accommodation. The Councils' definition of a live/work unit is a work space that is integrated with a dwelling unit occupied by the proprietor of the work space, with at least 50% of the floor-space being dedicated to the work unit. There are two ways that this type of unit can be provided:

- Conversion of existing buildings such as farm buildings;
- New build designed specifically for live/work uses.

34. This type of development should have close access to classified roads, and space for parking/deliveries. Someone who lives in the residential part of the unit should be employed wholly or primarily in the workspace provided in the development. The Councils will consider applications for live/work units, whether singly or as a small cluster of units. Any consideration will have regard to the impact that such development will have on neighbouring properties and the overall character of the locality. Live/work units will be controlled by suitable conditions to ensure they are used in accordance with the original consent. Conditions will include occupation restrictions to prevent use as a residential dwelling and a requirement that the property to be inspected to ensure that the layout as a live/work unit has been implemented. A separate SPD on Rural Development also covers live/work units.

35. The Councils are preparing their Site Allocations and Development Management Policies DPDs and where relevant these will identify housing and employment mixed use sites, some as new allocations and on sites previously in employment use. The relevant sites will show the areas for housing and employment, and the range of employment uses for each site.

36. Where proposals come forward for mixed use on existing employment sites the applicant should demonstrate the amount of non employment uses necessary to deliver significant employment on the site and this will be assessed on a site by site basis. In assessing mixed use proposals, the Councils will normally expect, as a minimum, that the equivalent amount of employment floor-space will be delivered on the site as currently exists. Where this cannot be achieved, the Councils will expect that the other elements of the scheme should be the minimum necessary to support a viable employment development on the site. Applicants will be required to submit a reasoned justification as to why the existing employment floor-space cannot be replaced in full.

37. When determining the proportion of the overall site to be developed for employment uses, the Councils will assess the individual merits of each case, but in doing so will take account of the employment resource being lost and the potential level of employment that can be achieved within the mixed use development. The Councils will also seek to ensure that the new employment element would not cause harm to the amenity of neighbouring properties.

38. If a mixed use scheme is pursued, then any planning permission granted (subject to other material considerations and those items detailed in this SPD) will be conditional on the delivery of the employment uses on the site. It will normally be expected that the employment element will be constructed in advance of the higher value uses. This will be controlled through Section 106 Agreements.

### Criterion (e): where the ability to accommodate smaller scale requirements would be compromised

Alternative uses of land in use as or last used for employment will not be permitted where the ability to accommodate smaller scale employment requirements would be compromised.

39. Employment requirements cover a range of sizes and demand is often for small – medium scale development. Therefore in considering the qualitative impact on the supply of employment, the realistic potential of premises/sites to accommodate the small – medium component of employment development will be assessed when considering proposals for their release to other uses.

40. The Councils will require a robust supporting statement to show that the loss of the site in question would not compromise the supply of land to accommodate smaller scale employment requirements before the employment land or premises can be considered for an alternative use. Appendix 1 sets out the requirements of a marketing strategy.

## Criterion (f): there would be a net improvement in amenity

Proposals for alternative uses may be considered on sites with uses that currently have a detrimental impact (i.e. unacceptable environmental/traffic/ noise implications) on the adjacent residential areas and where reuse/redevelopment to an alternative use would offer significant amenity benefits over and above the existing use/previous use.

41. These benefits would include physical and visual attractiveness, improvements to the overall character of an area and impact of the site on the local street scene to the benefit of residents, improvements to the aural amenity (through a quieter but not necessarily the quietest use) of the area and highway improvements. The capacity of local infrastructure to serve the proposed development will also be relevant.

## Conservation and Heritage

42. Redevelopment or re-use for non-employment uses will be considered if it can be demonstrated that it is the only means by which a building of architectural or historic interest can be retained.

43. Any proposals for housing use on all employment sites/premises will need to accommodate criteria (a)-(f) above and also be subject to Criterion (g).

## Criterion (g): convincing evidence of lack of demand through a rigorous and active 12 months marketing exercise for employment re-use and/or employment redevelopment

It is important that applicants consider the potential for all employment uses on a site before making a planning application for a non-employment use. Where a business is coming to the end of its economic life, or has ceased trading altogether, the Councils will expect the land or premises to have been marketed for employment use before it can be considered for an alternative use. These marketing requirements will determine if there are strong economic reasons to protect employment sites where there is an identified need for additional housing in that area in line with NPPF paragraph 51.

43. Applicants will therefore be expected to have undertaken extensive marketing to determine the demand for the site from business occupiers. Until this has been done, a change of use will not be considered by the Councils, as existing employment land or premises which are currently not in use are not, by definition, genuinely redundant. A lesser financial return on investment, relative to other development or reuse options, will not be sufficient to justify the site not continuing to be available for employment use.

44. Following any initial enquiries with the relevant Council, it will be necessary to put together a marketing strategy, as set out below, that is up to date and relevant to the current owner of the property.

## Marketing strategy

45. The manner in which the site or premises have been marketed for continued employment use will be a key consideration of its future viability. A marketing strategy and supporting evidence will be required to demonstrate that the site or premises has been appropriately marketed and there is no current demand for employment use. Where relevant, the marketing strategy will also need to consider the potential to refurbish or redevelop the site (in part or in whole) in order to meet the requirements of alternative employment uses.

46. The Councils also expect sites and premises to be marketed flexibly according to the circumstances that prevail, including the subdivision or amalgamation of units or partial demolition in order to improve access and servicing, where appropriate. The marketing strategy should be prepared by a suitable professional person such as a Chartered Surveyor, who has a sound knowledge of the sale/lease of commercial properties in the Central Lancashire area, and is certified accordingly.



47. The Councils expect employment sites and premises to be actively marketed for a reasonable period before an application for a change to alternative use can be considered: at least twelve months in the current commercial property market. This timescale may need to be longer if the market is slow or if the premises are large.

48. The applicant must inform the Economic Development Team at the relevant Council of the sites availability at the start of the marketing campaign. This will allow details to be included in on-line commercial sites and property registers operated by each Council, which can be viewed by using the links below:

**Preston:**

<http://www.preston.gov.uk/business/business-property/>

**South Ribble:**

<http://www.southribble.gov.uk/locateinsouthribble>

**Chorley:**

<http://www.chorley.gov.uk/business>

49. The full requirements expected in a marketing strategy are set out in Appendix 1 and a marketing checklist is included in Appendix 2 to guide applicants through the process. The Councils will only accept that this criterion has been met if the marketing strategy is agreed as being adequate.

## Criterion (h): an assessment of the viability of employment development including employment re-use and employment redevelopment

Applicants will be expected to clearly demonstrate, in a supporting statement with the planning application, why they consider that new employment development cannot be achieved on a site for reasons of financial viability. The Councils will give full consideration to the evidence submitted and may need to take independent advice on this, with the applicant being expected to pay the Council's expenses.

50. There may be instances where an applicant can demonstrate that there is no demand for an employment site in its present condition and that the site's buildings are of a state that they would be unsuitable for continued employment use. In such cases, it is important to recognise that the value offered by such sites does not arise solely from the existing buildings, but from the potential the site offers for future employment uses. The marketing exercise required under criteria (g) will form part of the evidence required that employment development is not viable.

51. The Councils will, therefore, expect an applicant to provide evidence that they have carefully considered how the site could be refurbished or redeveloped for employment purposes and that they have marketed it accordingly. In addition, although the retention of the site in employment use may not be viable at present, the economics of development can change; making refurbishment / redevelopment for employment uses a viable proposition in the future. In this respect, such sites are still considered to have value as an employment resource.

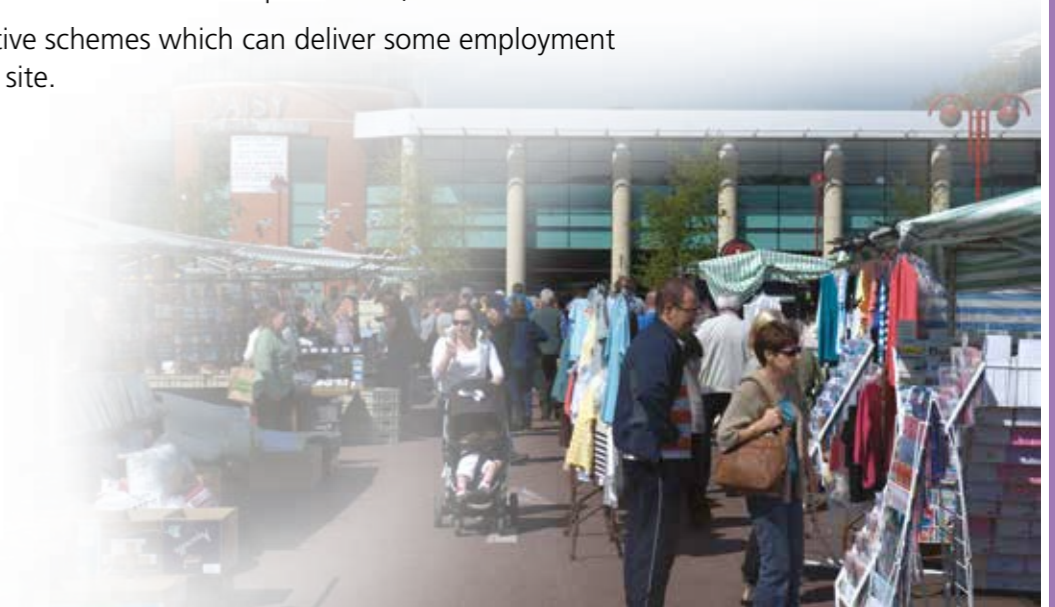
52. There are two stages to establishing that a site is in such a poor condition that it is uneconomic to either refurbish or redevelop it for employment purposes:

- Establish from 12 months of active marketing that prospective occupants have turned down the property because of the condition of the premises;
- Establish that the costs involved in refurbishing or redeveloping the site for employment use are greater than the return that could be anticipated.

53. The Councils are unlikely to concede that the site is in poor condition unless this conclusion can be drawn from site marketing evidence (see above and Appendices 1 and 2) or the advice of the relevant Council's Property Services Team. In considering marketing evidence, the Councils will pay particular attention to the market price at which the site has been offered and will expect the price to reflect the current state of the property.

54. A list of the evidence required to demonstrate a case that the costs of refurbishment / redevelopment exceed the likely returns from the site is shown in Appendix 3. Where it can be demonstrated that redevelopment for employment purposes alone cannot be achieved on financial grounds, the Councils expect applicants to consider:

- Approaching support agencies to see whether additional funding may be available to assist the redevelopment and;
- Preparing alternative schemes which can deliver some employment floorspace on the site.



## Mixed Use Developments

55. There may be instances where a site's sole use for employment purposes is no longer viable. In such cases the Councils will expect applicants to have examined the possibility of developing either mixed use schemes, including live/work units, or other elements (including some residential) to cross fund development. Where this can be clearly demonstrated by the applicant/agent, the Council will adopt a more flexible approach and will seek to secure a mix of land uses in some cases. Criterion (d) sets out the approach that will be taken by the Councils when considering mixed use proposals.

## Non Business (B Use Classes) Development

56. Where an applicant has demonstrated the continued use of a site/premises either for solely employment use or a mixed use scheme is not viable, then in accordance with our sequential approach, other employment generating uses not within the 'B uses' of the Use Class Order 2005 will be preferred.

57. If an applicant considers that an employment scheme can only be made viable by incorporating a residential element to the scheme, then it should be demonstrated why a non-residential mixed-use development, including employment floorspace, is not feasible on a particular site. The evidence required should include relevant cost information as detailed in this SPD. Where this is satisfactorily demonstrated, residential development proposals will need to show that the resulting residential amenity conditions are satisfactory. There would also need to be no unacceptable impact on the operating conditions of existing and potential businesses at a location by virtue of its potential use classification.

58. Any outline approval granted for residential development on an existing employment site will normally be conditioned to ensure that any subsequent reserved matters conform to the agreed approach - whether that is in relation to a mixed use proposal or through the conversion for other employment generating uses.

## E: Sustainability appraisal and habitats regulations assessment

59. Given the relationship between this SPD, the Core Strategy and the Site Allocations DPDs and the level of Sustainability Appraisal (SA) that these documents have undergone together with the anticipated absence of any significant environmental effects arising from this proposal, an independent SA of this Planning Framework SPD is not required. In addition, the Core Strategy has undergone a Habitats Regulations Screening Assessment to determine the likely significant effects of the plan on sites of international nature conservation importance. Given the SPD is in conformity with the policies contained within the Core Strategy, a full Screening Assessment of this SPD is not required..

## F: Monitoring and Review

60. The Councils will monitor the effectiveness of this guidance including Core Strategy key indicators and review as appropriate in the light of its performance and future changes in planning law, and policy guidance.

## G: Status of SPDs

61. A Consultation Draft of this SPD was published under Regulation 17 of the Local Development Regulations 2004 (SI2004.2204) in April 2012. Responses to this Consultation Draft SPD were taken into consideration within a revised document. Once adopted, this document should be afforded significant weight as a material consideration in determining planning applications.

## H: Further Information

62. The SPD will primarily be implemented through the development management process and the determination of planning applications. Charges may apply for pre-application consultations; please see websites for details. Planning Officers will be pleased to provide advice and guidance on planning matters regarding the re-use or retention of employment land.

They can be contacted on:

Preston City Council  
[www.preston.gov.uk](http://www.preston.gov.uk)  
 01772 906949  
 01772 903606

Chorley Council  
[www.chorley.gov.uk](http://www.chorley.gov.uk)  
 01257 515151

South Ribble Borough Council  
[www.southribble.gov.uk](http://www.southribble.gov.uk)  
 01772 421491  
 01772 625567

## Appendix 1: Requirements of a Marketing Strategy

The marketing strategy should bring the availability of the site to the full notice of the local business community, for at least 12 months and should include as a minimum:

- (a) The market price of the site/premises and an indication of this price relative to those prevailing for similar sites/premises in the local market, including details of an independent valuation;
- (b) Details of any reductions in market price made during the course of marketing;
- (c) The marketed use of the site - the Councils will expect employment sites to be marketed in a way that identifies all the options available in retaining the site in employment use and include all employment uses, which could be attractive to the commercial market in that area. This will include, where appropriate; the potential for refurbishment; redevelopment for new employment uses; sub-division, amalgamation or selective demolition, in order to improve the format, layout and access arrangements;
- (d) Details of the site particulars prepared, which should include the following information as a minimum:
  - Good quality internal and external photographs
  - A description of the site / premises
  - The current permitted use and all potential employment uses, subject to planning permission
  - Dimensions of the building / internal rooms / eaves height / door widths, if relevant/gross internal area / total size of the site, including any land. (Note: Any residential element to the property should be removed or subordinate to the commercial particulars.)
  - Extent of site, shown on a site plan
  - Site location, including map – the map extract should show the property in relation to the road network
  - Services e.g. electricity, gas, water and any other relevant information
  - Asking price & tenure – including both leasehold and freehold
  - All restrictions, conditions and covenants
  - Known costs, such as service charges, rateable value and any other known items
  - Terms and conditions associated with the sale
  - Parking availability and access to public transport
  - Contact details for viewing and more information

(e) The site should be continuously advertised by way of a commercial agent's advertisement board (minimum size 0.5 square metres in area) on each site frontage to the main highway throughout the period;

(f) The site should be continuously included on the commercial agent's website, the Councils' commercial property database/website and commercial property search sites such as Property Pilot, together with the agents own property papers and/or lists of commercial premises. Circulation should be undertaken to other local commercial agents, by way of mail shots and/or hard copies of sales particulars, and circulated again if any significant details change;

(g) The site should be advertised in the regional and local press, including the property press and specialist trade papers, on a frequent basis (minimum 6 adverts) throughout the twelve months timescale. Please see the checklist in Appendix 2. Details of where and how often the site was advertised, with copies of all advertisements placed, including dates, must be produced;

(h) A monthly breakdown should be compiled, detailing contact details of interested parties in the property. All expressions of interest / offers received, including rental interest should be shown and progress with negotiations, including any offers rejected and the reasons for this. Where possible the applicant should obtain from interested parties the reasons why they were not able or willing to proceed. It is not sufficient evidence to just quote the number of viewings and generalise on the feedback;

(i) Details should be shown of any variations in the marketed use of the site / premises that were introduced in the course of marketing;

(j) Details should be provided of any variation in terms and conditions on which the site is being made available.

## Appendix 2: Marketing Checklist

	Yes	No	Date
<b>1</b> Contact made with the Council's Planning Policy Department Did the advice request a marketing campaign to be undertaken in line with this document? If <ul style="list-style-type: none"> <li>• Yes – please continue steps below</li> <li>• No – An application can be submitted without following steps below</li> </ul>			
<b>2</b> Submission of marketing proposals (see Appendix 1) forwarded to the Council's Planning Policy Case Officer for consideration. <i>(the following must form part of your submission)</i>			
<b>a Site Particulars:</b> Are the following included? <ul style="list-style-type: none"> <li>• external photo(s); description of the site/premises;</li> <li>• current permitted use and potential uses subject to planning; price and tenure; dimensions of:</li> <li>• building, internal rooms, gross internal area, size of the total site including any land, services;</li> <li>• restrictions and covenants that may affect the site;</li> <li>• location map extract; contact details for viewings (other relevant information to attract potential commercial investors should also be detailed)</li> </ul>			
<b>b Advertisement details:</b> <ul style="list-style-type: none"> <li>• A draft advert indicating the size and format together with confirmation of where the advert will be placed and its regularity.</li> <li>• Confirmation of how the property will be advertised including online advertising</li> </ul>			
<b>c For sale/to let Board:</b> <ul style="list-style-type: none"> <li>• Confirmation that a for sale/to let board will be erected on site</li> </ul>			
<b>d Evidence based information:</b> <ul style="list-style-type: none"> <li>• Details of negotiations, independent valuation and sales particulars prior to start of campaign.</li> <li>• The method and format of reporting progress of interested parties, copies of advertisements placed and the date of publication.</li> <li>• The methods and format of reporting the final marketing campaign and its results</li> </ul>			

	Yes	No	Date
3 Have the above marketing proposals been acceptance been received? Has the start date and length of campaign been confirmed in writing?			
4 Particulars supplied to the Council's Economic Development Team for promotion through the database and websites?			
5 Evidence based information: <ul style="list-style-type: none"> <li>Submission of final summary of marketing campaign to the Council's Development Management Case Officer for consideration.</li> <li>Option 1 – pre-application discussions take place (NB: these may involve a fee)</li> <li>Option 2 – await confirmation that the campaign meets the criteria of Policy 10 before submitting planning application</li> </ul>			
6 Written confirmation received from the Council that the campaign has been undertaken in a manner that satisfies the requirements of Policy 10. <ul style="list-style-type: none"> <li>If yes, please append all of the above evidence to any future planning application</li> <li>If no, further negotiations will be required before submitting a planning application.</li> </ul>			

## Appendix 3: Evidence of Refurbishment/ Redevelopment Costs Exceeding Returns

The following will be required to demonstrate a case for the costs of refurbishment / redevelopment exceeding the likely returns from the site:

- (a) A full structural survey of the existing premises highlighting the matters that require refurbishment or which are incapable of refurbishment. This survey should be prepared by a suitably qualified professional consultant;
- (b) A survey of the site from an operational point of view indicating any exceptional or site specific costs. These costs to be prepared by a suitably qualified professional consultant;
- (c) A detailed cost breakdown of the works required to refurbish/redevelop the site. These costs to be prepared by a suitably qualified professional consultant;
- (d) Written evidence from 3 recognised separate financial institutions of the likely cost of borrowing over a fifteen year period to fund these costs;
- (e) Written evidence from 3 recognised separate financial institutions that they would not be prepared to advance finance for refurbishment/ redevelopment, with the applicant to bear any costs involved in obtaining this information; and
- (f) An indication (in the case of a prospective landlord) that the anticipated rate of return from the premises would not cover the costs of refurbishment/ redevelopment;
- (g) An indication (in the case of a prospective owner occupier) that the level of income needed to cover both the costs of refurbishment/ redevelopment and other necessary overheads would be unsustainable.

The Councils will seek to verify any such information submitted under these criteria. It is recognised that some of this information is of a confidential nature and the Councils will use best endeavours to ensure that it is not made publicly available or used for purposes other than those set out in this SPD.



## Appendix 4: Definition of Employment Uses within this Document

### What is Employment Use?

The B use class employment uses identified in Core Strategy Policy 10 derive from the Use Classes Order Guide (England and Wales) October 2010. These are:

- **B1 Business**
  - (a) Offices other than A2
  - (b) Research and Development
  - (c) Light Industry
- **B2 General Industry**
- **B8 Storage and Distribution**

Consideration will be given to enterprises which provide jobs, particularly local jobs. For example, a pub, which by its nature can provide local and sustainable employment opportunities. Sui generis, (such as warehouse clubs, cash and carry businesses and builders merchants), housing and retail uses are not covered by the definition.

In assessing applications for re-use of employment premises, consideration will be given to the types of employment that the economic indicators show the area most needs, for example, provision of higher value jobs or provision of higher volumes of jobs close to areas of higher unemployment.

## Appendix 5: List of Sites Defined as “Best Urban” and “Good Urban”

This Supplementary Planning Document applies to all existing employment premises and sites and those last used for employment purposes as set out in Policy 10 of the Central Lancashire Publication Core Strategy December 2010.

Chapter 9 of the Core Strategy, including Policy 10, refers to sites identified by the Chorley, Preston and South Ribble Employment Land Review 2009 as “Best Urban” and “Good Urban”. A list of those sites is set out below and the locations are shown on the following maps.

### Best Urban Sites

#### Chorley

Group 1, Buckshaw (37)  
Southern Commercial Area, Buckshaw (38)  
The Revolution (Regional Investment Site),  
Buckshaw (39)

#### Preston

Preston East Employment Area (7)  
Millennium City Park (1)

#### South Ribble

RO Matrix Park (OS2)





## Good Urban Sites

### Chorley

Botany/ Great Knowley Site, Chorley (1)  
 Chorley North Industrial Estate, Chorley (3)  
 M61/ Botany Site, Chorley (2)  
 Red Bank/ Carr Lane (Duxbury Business Park), Chorley (17)  
 Ackhurst Park/ Common Bank Employment Area, Chorley (5)  
 Stump Lane, Chorley (16)  
 Highfield Industrial Estate, Chorley (4)  
 East Chorley Business Park, Chorley (9)  
 Telent Site, Chorley (18)  
 Standish Street, Chorley (26)  
 Cowling Business Park, Tincklers Lane, Chorley (28)  
 Coppull Enterprise Centre, Coppull (31)  
 Chapel Lane Industrial Estate, Coppull (30)  
 Chorley Business and Technology Park, Euxton (36)  
 Euxton Lane, Euxton (40)  
 Market Street, Adlington (48)  
 Adlington South Business Village, Adlington (49)  
 Pincroft, Market Street, Adlington (50)  
 Railway Road, Withnell (64)

### Preston

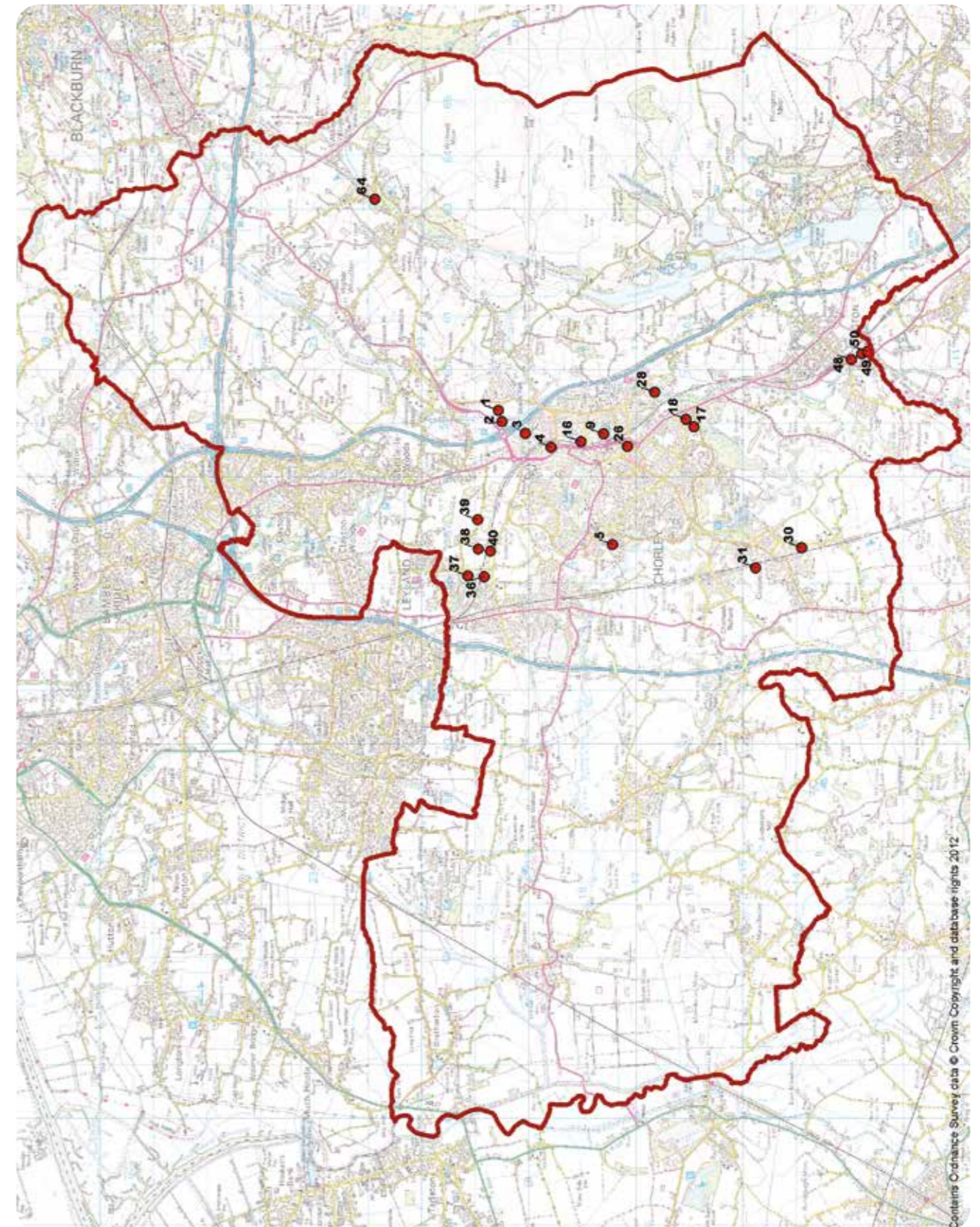
Ringway/ Falkland Street (78)  
 Preston Riversway (20)  
 North Preston Employment Area (30)  
 Red Scar Industrial Estate (17)  
 Roman Way Industrial Estate (18)  
 Riversway Phase B (25)  
 Deepdale Street/ Fletcher Street (44)  
 Unicentre, Derby Street (49)  
 Winckley Square/ Chapel Street (54)  
 Walker Street (62)  
 Winckley Square (SW)/ East Cliff (65)

Winckley Square South and East/ Cross Street (66)  
 North Road B/ Kent Street (34)  
 Ribbleton Lane/ New Hall Lane (46)  
 Tulketh Mill (73)  
 Croft Street/ Wellfield Road (80)  
 West Strand/ March Lane (84)  
 Cottam Hall Brickworks (12)  
 Cottam Local Centre (13)  
 Hartington Road/ Fishergate Hill (22)  
 Bow Lane (27)  
 Riversway A – Portway/ West Strand (28)  
 Rough Hey Industrial Estate (2)

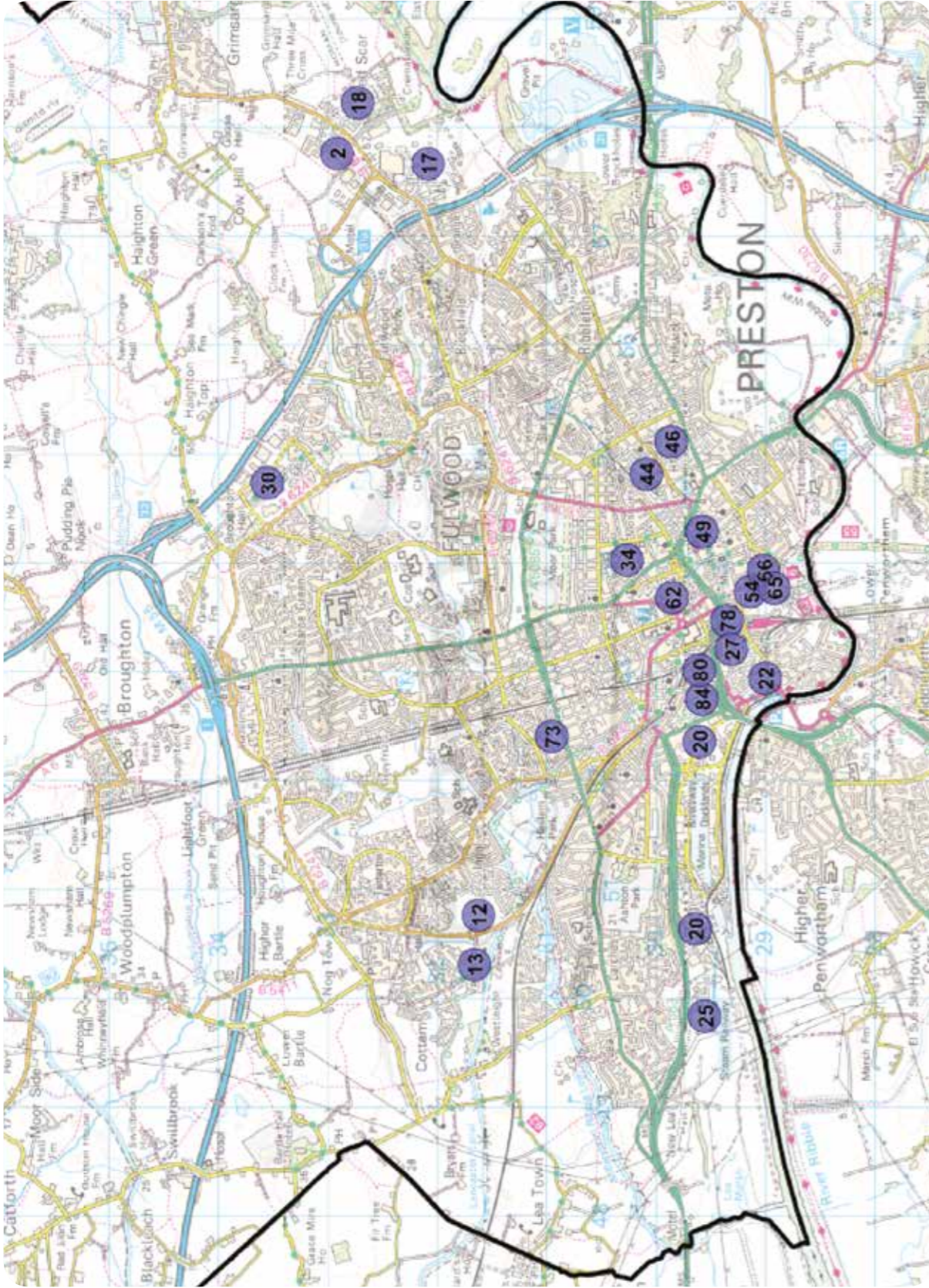
### South Ribble

Carr Lane, Farington (AS5)  
 West Paddock, Leyland (AS8)  
 South Rings, Bamber Bridge (AS1)  
 Leyland Business Park, Farington (OS6)  
 North of Golden Hill Lane, Leyland (EMP3/6)  
 Tomlinson Road, Leyland (EMP4/9)  
 Braconash Road, Leyland (EMP4/10)  
 Heaton Street, Leyland (EMP4/11)  
 Walton Summit (EMP3/1)  
 Sceptre Point, Bamber Bridge (OS4)  
 South of School Lane, Bamber Bridge (EMP4/1)  
 North of School Lane, Bamber Bridge (EMP3/2)  
 Dunbia, adj. Walton Summit (SS11)  
 Edward Street/Winery Lane, Walton-le-Dale (SS26)

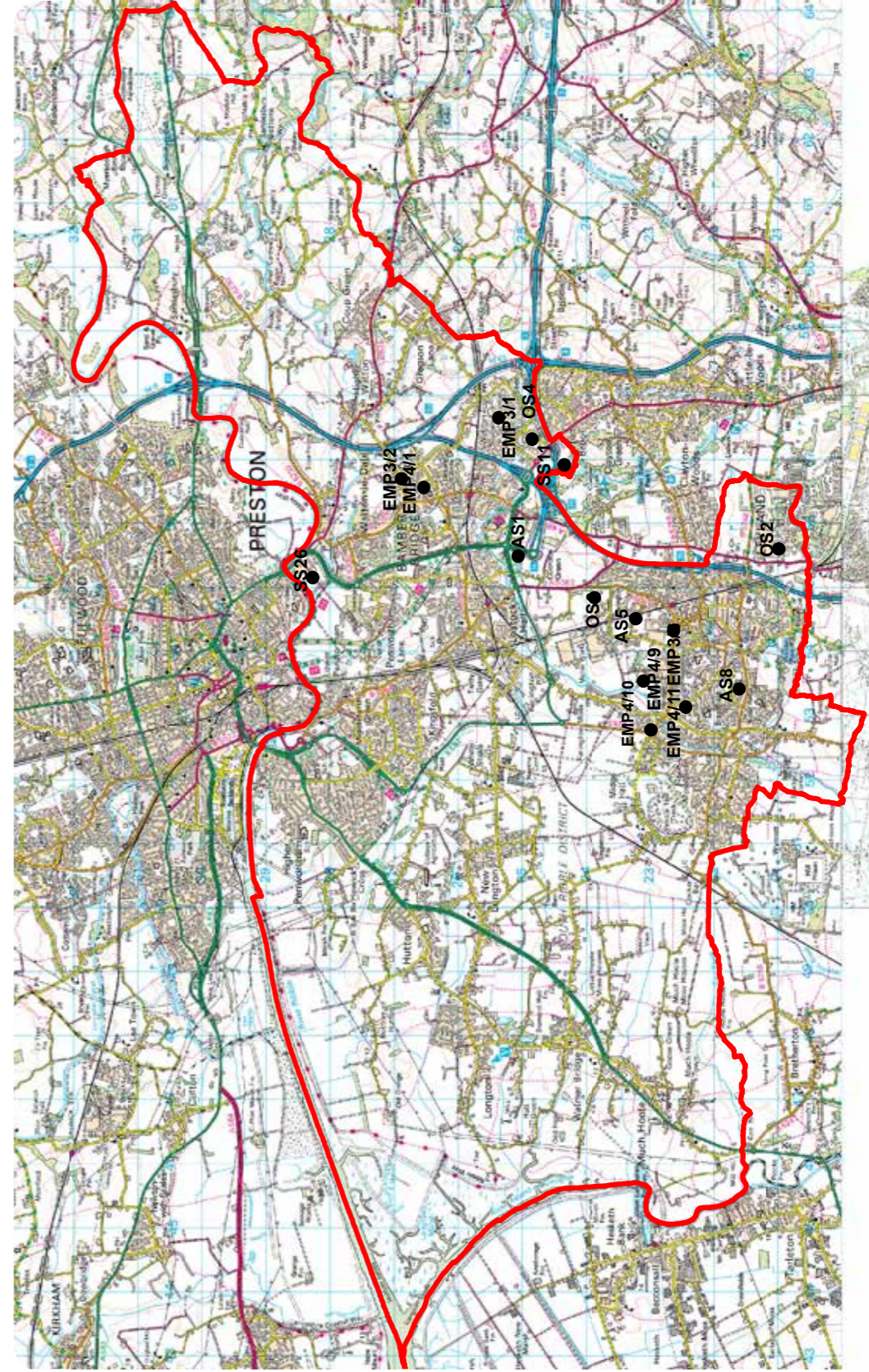
## Chorley



### Preston



### South Ribble



Best Urban and Good Urban Employment Sites

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