



Stoneygate Regeneration Framework Area - Birds Eye View (Source: Google)

# Stoneygate Regeneration Framework Masterplan

June 2019





UCLAN

Bus Station

Area Boundary

Preston  
Flag Market

Fishergate

Winckley  
Square

Preston  
Train  
Station

Avenham  
Park

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**Project Team**



Preston City Council - Client



Nexus - Planning Consultant, Regeneration and Project Lead



Buttress - Architect



WSP - Transport & Movement Consultant



Gillespies - Landscape Consultant



Colliers - Property Management



Easthams & Co. - Property Management

## 1. Introduction

Preston City Council, with the support of Lancashire County Council and Homes England, has appointed Nexus Planning with WSP, Buttress Architects, Colliers International, Eastham and Co and Gillespies, to prepare a regeneration framework masterplan for the Stoneygate area of Preston city centre.

Stoneygate covers around 25 hectares and collectively represents perhaps one of the largest regeneration opportunities in the city centre. The framework masterplan and associated Vision for Stoneygate will act to co-ordinate and encourage the actions of both public and private sector partners in the regeneration and development of Stoneygate as a mixed use 'urban village'.

Preston City Council intend to adopt the Framework Masterplan as a Supplementary Planning Document (SPD) so that it can contribute to the management of development in the area. The strategy for Stoneygate builds on, and complements other initiatives in the city centre and Preston as a whole, and in particular contributes to meeting the objectives of the Preston City Centre Plan, the Preston Housing Zone and the associated City Living Strategy and Prospectus.

The Framework Masterplan reflects baseline survey and assessment work and stakeholder consultation undertaken by the consultant team. Further public consultation will be required to adopt the framework as a supplementary planning document.

## 2. Policy Context

The Development Plan for Stoneygate comprises the Central Lancashire Core Strategy, the Preston Local Plan Site Allocations and Development Management Policies (for those areas outside of the city centre) and the Preston City Centre Area Action Plan. The Preston Local Plan (2015) does not deal with the city centre directly, although it does establish a number of development management policies which are relevant. The emerging draft City Transport Plan is also a consideration.

There is a strong policy basis for the Stoneygate Framework Masterplan with particular support for the delivery of a high quality 'urban village' environment which reflects the distinctive character and heritage of the area, whilst creating new linkages to and around the area, particularly for pedestrians and cyclists. This is reflected in the scope and content of the Framework Masterplan.

## 3. Area Appraisal

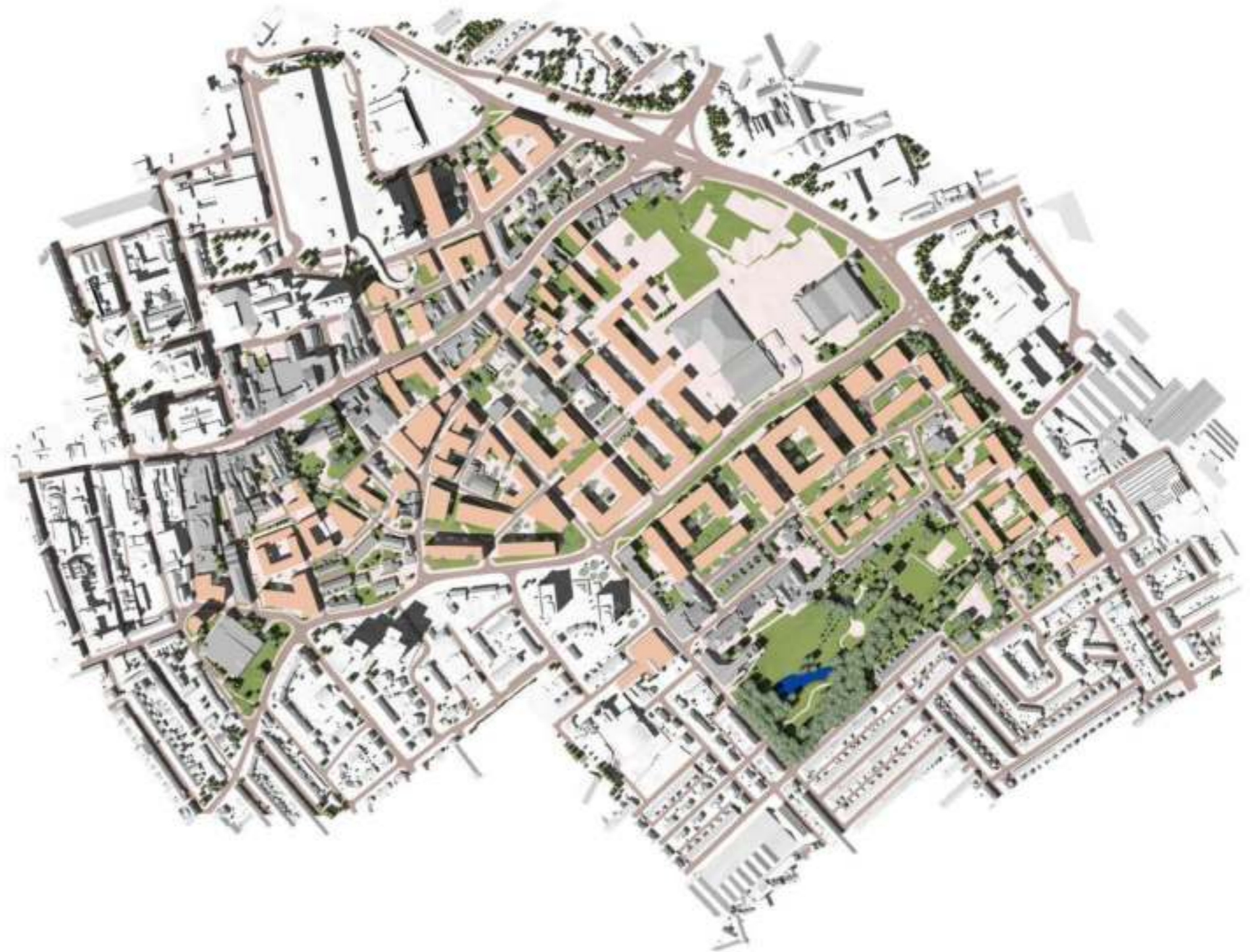
Stoneygate is a large area, extending from the heart of the city centre, and including Queens Retail Park in the east and the Cardinal Newman College to the south. It therefore comprises a number of distinct areas, which require different approaches to design and development. The historic core around Stoneygate (the street) and up to Avenham Street is of a finer grain than other parts of the area, with a more intimate urban form, although in some places much of the built form has been lost. The Horrocks Quarter, east of Manchester Road, is on a bigger scale with more scope for large-scale development. South of Queen Street, aside from the substantial exception of Cardinal Newman College, the area mainly consists of residential development.

The street and public realm environment in the area is adequate at best, with

one or two notable and positive exceptions. This detracts from the quality and investment potential of Stoneygate. There are few east-west links beyond the principal streets of Church Street and Queen Street which impacts on the potential vibrancy of the area.

The townscape, land use and ownership analysis points to a series of 'gap'

sites in the Stoneygate area. These are a combination of vacant, derelict and underused sites as well as a number of surface level car parks. They range from small infill sites to more significant opportunities such as the former Horrocks Mill site. These 'gap' sites detract from the sense of place and vibrancy of Stoneygate. A key objective of the strategy is to bring about more beneficial uses of these sites for new homes, workspace and other facilities.



Illustrative Masterplan Framework

4. Property Market Considerations

Stoneygate has inherent potential due to its proximity to the heart of the city centre, and has many of the factors that can make it a successful area. However, aside from a small number of notable exceptions, there has been little in the way of recent property market activity. This is particularly the case in the residential sector which is the key opportunity to deliver the scale of investment and development required to capitalise on the opportunity of Stoneygate, and to provide the backdrop for the creation of the new businesses and other uses that will help animate the area.

However, the fundamental changes that are occurring with the regeneration of the city centre are rapidly changing perceptions and creating new opportunities for inner area areas such as Stoneygate. Market research has identified a steady increase in demand for city centre living opportunities over the last 12 months.

Stoneygate 'Urban Village' therefore has significant potential. However, it will be important to create the conditions where the market can develop to realise this Vision. The public sector will have a key role to play in this respect, through promoting the area, facilitating the private sector, encouraging enterprise and importantly, through investing in infrastructure and the public realm. It will also be important to work closely with the key existing stakeholders that will be instrumental in bringing forward change.

5. Stakeholder Engagement

In preparing the Framework document the consultant team have undertaken a number of meetings with landowners, developers and other stakeholders and held three stakeholder events, one for a small number of Cardinal Newman College students and two for a wider group of stakeholders. This consultation has provided a very useful snapshot of views. Consultation on the SPD can further broaden the debate around the emerging strategy.

6. Stoneygate – Vision

In the light of baseline work and stakeholder engagement, the following Vision for the Stoneygate area is proposed:

**Stoneygate - a distinctive, characterful, sustainable, vibrant and successful 'urban village' that the City can be proud of, providing a safe, engaging, connected, enterprising, inclusive, people orientated environment for local residents, students, businesses, community groups and visitors.**

7. Vision Objectives

In delivering on the Vision, the following objectives are established:

- To create a new, vibrant 'urban village' in Stoneygate combining existing and new, high quality, bespoke, development.
- To work with the existing community and other partners to ensure that the benefits of regeneration are widely felt.
- To safeguard those parts of the existing built environment that contribute

to the character, heritage and distinctiveness of the area and can contribute to its future.

- To create an attractive environment that places an emphasis on the safety and utility of streets and routes for pedestrians and cyclists.
- To reduce the dominance of traffic, whilst maintaining appropriate vehicle access and movement.
- To support and foster the continued success of Cardinal Newman College through the creation of a high quality environment that meets its current and future needs, as well as a better integration of the College with the surrounding area.
- To support the significant improvement of the environment.
- To improve the quality and quantity of homes in the area for new and existing residents.
- To use high quality, sustainable design to drive regeneration.
- To focus public sector activity and investment to unlock the potential of Stoneygate

8. Framework Masterplan and Design Principles

The Vision for Stoneygate is underpinned by a Framework Masterplan and a series of design principles.

The Framework Masterplan defines a number of key linking regeneration corridors and a series of distinct, yet related, development areas. The regeneration corridors are:

- Church Street - as it links eastwards from Preston city centre to London Road. Church Street acts as the thread binding the Horrocks Quarter into the historic core of Stoneygate and into the city centre.
- Manchester Road (including Church Row) - a key north-south link between Cardinal Newman College and the residential communities around Queen Street to the city centre and the Bus Station, a key focus for public transport.
- Queen Street – as leads from London Road through to Avenham and, via Cross Street, to the historic Winckley Square. The Queen Street corridor is a key gateway to Stoneygate and the city centre.
- Stoneygate - the principal pedestrian route from the St John's Minster on Church Street, along Stoneygate itself and, currently, through to Queen Street via Syke Hill.

The significant improvement of the environmental quality and vibrancy of these corridors through traffic management, public realm improvements, the enhancement and re-use of some key buildings and the development of key sites, will be central to delivering the Stoneygate strategy.

The Framework Masterplan also comprises four regeneration areas: the historic Stoneygate area; the Horrocks Quarter/Grimshaw Street; the Percy Street / Church Street area; and the housing and Cardinal Newman College area south of Queen Street.

Each area has a distinct, but complementary role and will require a different approach to prioritisation and delivery.

- Stoneygate - The Historic Core

The historic core of Stoneygate offers the real potential of mixing urban green space, heritage, landmarks, new and existing businesses, including creative industries, cafes and the like, with new homes in a vibrant and distinctive mix brought to life by much stronger footfall through and past the area – along

Church Street, along Shepherd Street to the Horrocks Quarter; to new homes on Avenham Street; to the College and the rejuvenated communities along Queen Street.

The area clearly has the potential to develop as a location of interest, to creative industries, micro business and other entrepreneurs willing to take on older, in some cases unloved, buildings. Whilst the area is unlikely to have the scale of a new City Quarter, or be devoted predominantly to new creative industries, it does have potential to offer a new and additional environment, complementary to places such as Winckley Square.

- Horrocks Quarter / Grimshaw Street

The scale of the Horrocks Quarter opportunity and the limited number of ownerships involved offer the potential to bring forward a viable scheme at an early point in the regeneration of Stoneygate. Done in the right way this would then act as a catalyst for the regeneration of the wider area. Facilitating development of the area and not least working with the owners of the former Horrocks Mill site should therefore be a key, early priority of the City Council and its partners. Whilst it is acknowledged that the core Horrocks Mill site is identified as being suitable for a range of town centre uses in the Development Plan, this Framework Masterplan considers in particular the scope for residential as the predominant use for development in the area, with the scope for mixed use on key frontages. In developing the strategy for the area it will be important that development opportunities are considered comprehensively in order to ensure a complementary approach and, critically, to ensure that the appropriate links are made, enhancing permeability in the area.

The Vision Masterplan



• The Percy Street area, north of Church Street

Overall, there is less potential for transformational change in the Percy Street area than in other areas due to established mix of development in the area, including residential, civic, health and other uses. However, in addition to a number of smaller regeneration opportunities, the area does include the important Church Row / Derby Street site, adjacent to the southern access ramp to the Bus Station Multi-storey car park and on the key pedestrian route between the Bus Station and the Manchester Road corridor.

• Cardinal Newman College / Queen Street

The local resident community and Cardinal Newman College are key assets for the Stoneygate area. The Manchester Road strategy, and to a lesser extent that for the historic core of Stoneygate, will contribute significantly to better connecting this area to the heart of the city centre, to the benefit of community safety, improve access to facilities and public transport and enhanced profile for the College

Cardinal Newman College is keen to explore the scope of expanding its teaching space, improve the visibility of the College and enhance the safety and security of students. Onward Housing, the social housing landlord for the public housing at Queen Street, wishes to consider ways of improving the housing stock and the environment by working with the local community. There is clear merit in these key partners working with the City Council and the County Council (both landowners in the Queen Street area) and the local community to develop a detailed, joint approach to regeneration.

9. Design Principles and Design Guidance

The Framework Masterplan and the approach to key corridors and regeneration areas is underpinned by a series of key design principles that will be used to guide the consideration of development proposals across the Masterplan area. These design principles address:

- Massing and indicative heights
- Key views
- Key new routes
- Key spaces
- Active frontages
- Buildings of Townscape Value

These design principles and the Framework Masterplan approach are reflected in a public realm strategy and an access and movement strategy that bring key themes, principles and proposals together.

Design guidance on how these principles should be applied to specific projects and areas is provided.

10. Delivery

The Masterplan for the Stoneygate area represents an ambitious programme which, if substantially implemented, will radically transform this part of Preston. The area has the potential to deliver 1600 new homes as well as commercial and other floorspace. The Masterplan concentrates on physical development activity as this is the role of this study and it will need to be coordinated with the implementation of the City Deal, the Housing Zone and the City Centre Living Strategy and other initiatives to ensure that education and skills development and business support and other vital services are improved in tandem.

The Vision will not be realised overnight; this is a long-term strategy that will need continued oversight, guidance and promotion by the City Council and its partners. Delivery priorities and the need for investment and intervention will change overtime, so the approach to delivery should be kept under review.

Early actions will however be key – Stoneygate clearly has very significant latent potential. It also benefits from a number of key stakeholders who have a direct interest in the regeneration of the area, and whose efforts can result in significant short-term progress. The confidence of the wider market, of investors, of new businesses and of new residents in the potential of the area certainly needs to be bolstered and the potential to unlock some key sites and initiatives early in the regeneration process will go a long way to fostering greater belief in the area, unlocking, over time, further investment and development.

Key areas for action are:

- Continuing to engage proactively with active landowners and developer partners, including Brookhouse, Cardinal Newman College, Onward and the owners of the Barnfather site.

- Adopting a strategy based on this Framework Masterplan as a Supplementary Planning Document;
- Establishing a Project Steering Group to lead the project;
- Creating a communication and engagement strategy;
- Developing and delivering the public sector investment strategy;
- Working with the creative community to develop a presence in Stoneygate;
- Identifying the key focus for public sector investment in the short term, including public realm improvements, and potentially, site acquisition.

11. Acknowledgements

The consultant team would like to thank officers of Preston City Council, Lancashire County Council and other stakeholders for their assistance in preparing this report.

Stoneygate Masterplan Framework



## Introduction

- 1.1 Preston City Council, with the support of Lancashire County Council and Homes England, has appointed Nexus Planning with WSP, Buttress Architects, Colliers International, Eastham and Co and Gillespies, to prepare a regeneration framework masterplan for the Stoneygate area of Preston city centre.
- 1.2 This report sets out that strategy.
- 1.3 Stoneygate covers around 25 hectares and collectively represents perhaps one of the largest regeneration opportunities in the city centre. The masterplan and associated Vision for Stoneygate will act as a framework to co-ordinate and encourage the actions of both public and private sector partners in the regeneration and development of Stoneygate as a mixed use 'urban village'. It will also serve as a development prospectus, confirming the potential and encouraging further investment.
- 1.4 Preston City Council intend to adopt the Framework Masterplan as a Supplementary Planning Document (SPD) so that it can contribute to the management of development in the area. The strategy for Stoneygate builds on and complements other initiatives in the city centre and Preston as a whole and in particular contributes to meeting the objectives of the Preston City Centre Plan, the Preston Housing Zone and the associated City Living Strategy and Prospectus.
- 1.5 The Stoneygate area is one of a number of policy Opportunity Areas identified in the adopted Preston City Centre Plan Area Action Plan. For the purposes of this framework masterplan, and to facilitate a comprehensive view of the opportunities, 'Stoneygate' encompasses a wider area than that defined as Stoneygate in the Area Action Plan and includes the Horrocks Quarters (including Queens Retail Park); areas to the south of Queen Street (outside of the city centre, comprising Cardinal Newman College and existing housing); and areas to the north of Church Street, including areas within the City Centre North Policy Opportunity Area.
- 1.6 The masterplan area is shown on a number of plans within this report and is referred to as a whole as 'Stoneygate'.

View to Church Street from Stoneygate at St. John's Minster footpath.



## Framework Masterplan

1.7 The Framework Masterplan reflects baseline survey and assessment work and stakeholder consultation undertaken by the consultant team. Further public consultation will be required to adopt the framework as a supplementary planning document.

1.8 The focus of the framework is to:

- Establish a clear Vision and development strategy for the area which is reflected in approaches to development management, design, investment, city centre management, partnership working, transport and other matters;
- Provide confidence to partners in the prospects for Stoneygate and to encourage further investment;
- Ensure that development and regeneration opportunities come forward in a co-ordinated manner contributing to overall objectives over the long term;
- Establish clear development and design principles to be used as a material consideration in the determination of planning applications;
- Confirm key and catalytic projects and how they can be delivered;
- Identify the focus for public sector investment and support in unlocking the potential of Stoneygate; and
- Provide a focus for on-going stakeholder and public engagement in delivering the Vision for Stoneygate.

1.9 To provide this strategy, this report considers the following:

- An overview of the Stoneygate area;
- A review of stakeholder engagement;
- A summary of the opportunities and challenges;
- A Vision statement;
- The Framework Masterplan;
- Design and development principles;
- Details on the key project sites and areas;
- The approach to delivery; and
- The next key steps

## Acknowledgements

1.10 The consultant team would like to thank officers of Preston City Council, Lancashire County Council and other stakeholders for their assistance in preparing this report.

Figure 1: Stoneygate: Area Boundary









### The Development Plan

<p>2.1 The Framework Masterplan will be adopted as a Supplementary Planning Document following further consultation, including public consultation. SPDs are intended to provide further guidance on existing development plan policies, in this case the Core Strategy, Area Action Plan and the Local Plan. In order to provide a robust policy basis for the Framework (and a subsequent SPD), it is important to confirm the scope for the strategy to be a material consideration in development management.</p>	<p>2.8 The areas around Wards End, Hammonds Road and Lords Walk are within the City Centre North Policy area. Areas further to the east, either side of Percy Street are not included within an Allocated Opportunity Area.</p>	<p>redevelopment of existing employment space for other uses (Policies 8 and 9, Core Strategy);</p> <ul style="list-style-type: none"> <li>• The approach to delivering sufficient green infrastructure in residential developments (Policy HS3, Local Plan);</li> <li>• Encouraging cultural and heritage based tourism and leisure (Policy 12, Core Strategy);</li> <li>• The suitability of the area for student accommodation (Policy HS6, Local Plan);</li> <li>• The appropriate level of car parking in new developments (Policy ST1, Local Plan); and</li> <li>• The protection of community facilities that serve the needs of the local community (Policy WB1 Local Plan);</li> </ul>
<p>2.2 The Development Plan for Stoneygate comprises the Central Lancashire Core Strategy, the Preston Local Plan Site Allocations and Development Management Policies (for those areas outside of the city centre) and the Preston City Centre Area Action Plan. The Preston Local Plan (2015) does not deal with the city centre directly, although it does establish a number of development management policies which are relevant. These are reflected in the assessment of the policy basis for this Masterplan.</p>	<p>2.9 In Stoneygate, area policy OP4 seeks to contribute towards the achievement of an 'urban village'. New, high quality housing will be encouraged. A broad range of other uses are also considered acceptable, where they conserve and enhance historic character – acceptable uses are:</p> <ul style="list-style-type: none"> <li>• Shops (within in the primary shopping area only)*</li> <li>• Cafes, restaurant and take-aways (A3, A5 uses)</li> <li>• Business and General Industrial</li> <li>• Education and leisure (D1, D2 uses)</li> </ul>	<p>2.14 And specifically for key areas of the masterplan:</p> <p><b>Stoneygate</b></p> <ul style="list-style-type: none"> <li>• The delivery of an urban village concept for Stoneygate (as defined in the Area Action Plan), including improved and enhanced inter-connectivity and the adoption of place making principles (Policy OP4, Area Action Plan)</li> <li>• Improvements to the public realm and pedestrian environment along Manchester Road, including new development with active frontages(Policy OP4, Area Action Plan)</li> </ul> <p><b>Horrocks Quarter</b></p> <ul style="list-style-type: none"> <li>• High quality frontages on to Queen Street, London Road and Stanley Street (Policy OP4, Area Action Plan)</li> <li>• Public realm and pedestrian access to and from the site, including to the west on to Church Street (Policy OP4, Area Action Plan)</li> <li>• Taking opportunity to reveal and interpret the heritage of the area (Policy OP4, Area Action Plan)</li> </ul>
<p>2.3 The Supplementary Planning Document to be prepared on the basis of the Framework Masterplan will also need to reflect this policy basis.</p>	<p>2.10 Policy SP4 allocates five sites within the area for housing and provides indicative estimates of their capacity:</p> <ul style="list-style-type: none"> <li>• Avenham Street Car Park (42 units) (SP4.2)</li> <li>• Rear of Bull and Royal Public House (14 units) (SP4.3)</li> <li>• Rear of Shepherd Street (28 units) (SP4.4)</li> <li>• Grimshaw Street / Queens Street (70) (SP4.5)</li> <li>• Former Byron Hotel, Grimshaw Street (7 units) (SP4.6)</li> </ul>	<p>*Within the masterplan area the Primary Shopping Area includes Church Street frontage between Main Sprit Weind and Stoneygate and the Lancaster Road frontage (up to Wards End).</p>
<p>2.4 The Core Strategy, adopted in 2012, establishes Preston city centre as a key focus for investment. Importantly it also proposes the new housing required in Central Lancashire to accommodate a growing population - 384,000 by 2026 and an additional 30,000 households in Central Lancashire by 2026. A number of overarching design and other policies are relevant to the Stoneygate area and these are noted in the City Centre Area Action Plan.</p>	<p>2.11 In the Horrocks Quarter, a broad range of uses are again considered acceptable (Policy OP4) including retail, hotels, residential, leisure and offices.</p>	<p>2.15 The policy context therefore provides a solid basis upon which to deliver a high quality urban village environment and a public realm which reflects the distinctive character and heritage of the area, particularly for pedestrians and cyclists.</p>
<p>2.5 The City Centre Plan, adopted in 2016, covers the period up to 2026. The plan establishes a Vision for the city centre which draws on the themes of confidence and competitiveness; of connections and distinctiveness; creativity and dynamism. Walking, public transport, heritage and high quality housing are also emphasised. The Vision forms the basis for a number of overarching objectives which can be summarised as:</p> <ul style="list-style-type: none"> <li>• establishing a healthy business environment</li> <li>• enhancing the shopping experience</li> <li>• revitalising the leisure and cultural offer</li> <li>• responding positively to townscape and heritage</li> <li>• creating an attractive and accessible environment</li> <li>• delivering sustainable development</li> </ul>	<p>2.12 Main town centre uses, including new housing will be encouraged in the City Centre North Area (Policy OP3).</p> <p><b>Policy Basis for the Framework Masterplan</b></p>	<p>2.15 The policy context therefore provides a solid basis upon which to deliver a high quality urban village environment and a public realm which reflects the distinctive character and heritage of the area, particularly for pedestrians and cyclists.</p>
<p>2.6 These objectives are a starting point for the Stoneygate Framework Masterplan.</p>	<p>2.13 In the light of the above, it is clear that there is a strong policy basis for the Stoneygate Masterplan with particular support for developing strategies (and subsequent SPD guidance and principles) in the following areas:</p> <ul style="list-style-type: none"> <li>• Design and the need for new development to make a positive contribution to local character through high quality design (Policy EN9, Local Plan);</li> <li>• Promoting public art and public realm works with contributions from developers where appropriate (Policy 12, Core Strategy);</li> <li>• The provision of landscape enhancements in new development as well as access to cycleways and footpaths to link facilities and services (Policy EN3, Local Plan);</li> <li>• The conservation of heritage assets, including assets considered to be of 'local' heritage value (Policy 16, Core Strategy; Policy EN8, Local Plan);</li> <li>• The safety, convenience and efficiency of access to developments for all users (Policy ST2, Local Plan);</li> <li>• The provision of affordable and special needs housing (Policy 7, Core Strategy);</li> <li>• The opportunity for scope for new employment opportunities and for the</li> </ul>	<p>2.15 The policy context therefore provides a solid basis upon which to deliver a high quality urban village environment and a public realm which reflects the distinctive character and heritage of the area, particularly for pedestrians and cyclists.</p>
<p>2.7 The Area Action Plan establishes a number of area based policies. As noted before, the Stoneygate Masterplan area covers a number of policy areas within the city centre (and areas outside of the defined city centre around Cardinal Newman College). The relevant Area Action Plan policy areas are therefore:</p> <ul style="list-style-type: none"> <li>• Stoneygate Policy (OP4)</li> <li>• Horrocks Quarter Policy (OP5); and</li> <li>• City Centre North (part) Policy (OP3)</li> </ul>	<p>2.13 In the light of the above, it is clear that there is a strong policy basis for the Stoneygate Masterplan with particular support for developing strategies (and subsequent SPD guidance and principles) in the following areas:</p> <ul style="list-style-type: none"> <li>• Design and the need for new development to make a positive contribution to local character through high quality design (Policy EN9, Local Plan);</li> <li>• Promoting public art and public realm works with contributions from developers where appropriate (Policy 12, Core Strategy);</li> <li>• The provision of landscape enhancements in new development as well as access to cycleways and footpaths to link facilities and services (Policy EN3, Local Plan);</li> <li>• The conservation of heritage assets, including assets considered to be of 'local' heritage value (Policy 16, Core Strategy; Policy EN8, Local Plan);</li> <li>• The safety, convenience and efficiency of access to developments for all users (Policy ST2, Local Plan);</li> <li>• The provision of affordable and special needs housing (Policy 7, Core Strategy);</li> <li>• The opportunity for scope for new employment opportunities and for the</li> </ul>	<p>2.15 The policy context therefore provides a solid basis upon which to deliver a high quality urban village environment and a public realm which reflects the distinctive character and heritage of the area, particularly for pedestrians and cyclists.</p>

Figure 2: Area Action Plan

