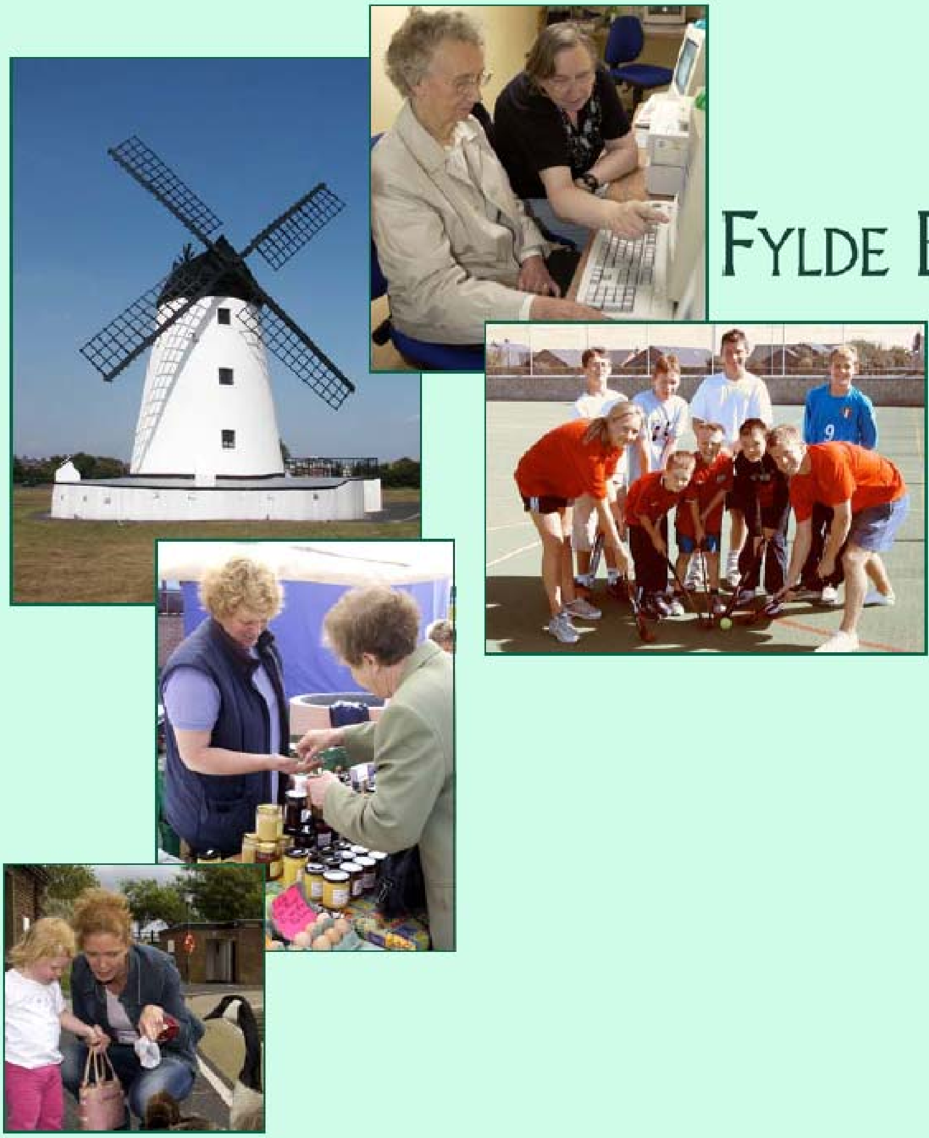

FYLDE BOROUGH COUNCIL

Meeting Agenda

Planning Policy Scrutiny Committee
Town Hall, St Annes
11 December 2008, 19:00pm

The main doors to the Town Hall will be open to the public at 6:40pm

The maximum capacity for this meeting room is 60 persons – once this limit is reached no other person can be admitted.

PLANNING POLICY SCRUTINY COMMITTEE

MEMBERSHIP

CHAIRMAN – Councillor Kevin Eastham
VICE-CHAIRMAN – Councillor Ben Aitken

Councillors

William Thompson	George Caldwell
Michael Cornah	VACANCY
John Bennett	Maxine Chew
Lyndsay Greening	

Contact: Lyndsey Lacey, St. Annes (01253) 658504,
Email: lyndseyl@fylde.gov.uk

FYLDE BOROUGH COUNCIL

working together for excellence

Our Vision

To establish Fylde Borough Council as a high performing local authority

Our Corporate Objectives

To improve the economic, social and environmental well-being of our communities through:

• The promotion and enhancement of the natural built environment

• Increasing the availability and access to good quality housing for all

• Maintaining healthy and safe communities to reduce the fear of crime

• Supporting and sustaining a strong and diverse Fylde coast economy to further enhance employment prospects

We will achieve this by:

Focusing on customer requirements

Clear community and organisational leadership

Delivering high quality, cost-effective services

Partnership working

FYLDE BOROUGH COUNCIL

A G E N D A

PART I - MATTERS DELEGATED

PUBLIC PLATFORM

To hear representations from members of the public in accordance with Committee procedure rules

Personal interests

8.—(1) You have a personal interest in any business of your authority where either—

(a) it relates to or is likely to affect—

(i) any body of which you are a member or in a position of general control or management and to which you are appointed or nominated by your authority;

(ii) any body—

(aa) exercising functions of a public nature;
(bb) directed to charitable purposes; or
(cc) one of whose principal purposes includes the influence of public opinion or policy (including any political party or trade union),

of which you are a member or in a position of general control or management;

(i) any employment or business carried on by you;
(ii) any person or body who employs or has appointed you;
(iii) any person or body, other than a relevant authority, who has made a payment to you in respect of your election or any expenses incurred by you in carrying out your duties;
(iv) any person or body who has a place of business or land in your authority's area, and in whom you have a beneficial interest in a class of securities of that person or body that exceeds the nominal value of £25,000 or one hundredth of the total issued share capital (whichever is the lower);
(v) any contract for goods, services or works made between your authority and you or a firm in which you are a partner, a company of which you are a remunerated director, or a person or body of the description specified in paragraph (vi);
(vi) the interests of any person from whom you have received a gift or hospitality with an estimated value of at least £25;
(vii) any land in your authority's area in which you have a beneficial interest;
(viii) any land where the landlord is your authority and you are, or a firm in which you are a partner, a company of which you are a remunerated director, or a person or body of the description specified in paragraph (vi) is, the tenant;
(xi) any land in the authority's area for which you have a licence (alone or jointly with others) to occupy for 28 days or longer; or

(b) a decision in relation to that business might reasonably be regarded as affecting your well-being or financial position or the well-being or financial position of a relevant person to a greater extent than the majority of other council tax payers, ratepayers or inhabitants of the ward, as the case may be, affected by the decision;

(2) In sub-paragraph (1)(b), a relevant person is—

(a) a member of your family or any person with whom you have a close association; or
(b) any person or body who employs or has appointed such persons, any firm in which they are a partner, or any company of which they are directors;
(c) any person or body in whom such persons have a beneficial interest in a class of securities exceeding the nominal value of £25,000; or
(d) any body of a type described in sub-paragraph (1)(a)(i) or (ii).

Disclosure of personal interests

9.—(1) Subject to sub-paragraphs (2) to (7), where you have a personal interest in any business of your authority and you attend a meeting of your authority at which the business is considered, you must disclose to that meeting the existence and nature of that interest at the commencement of that consideration, or when the interest becomes apparent.
(2) Where you have a personal interest in any business of your authority which relates to or is likely to affect a person described in paragraph 8(1)(a)(i) or 8(1)(a)(ii)(aa), you need only disclose to the meeting the existence and nature of that interest when you address the meeting on that business.
(3) Where you have a personal interest in any business of the authority of the type mentioned in paragraph 8(1)(a)(viii), you need not disclose the nature or existence of that interest to the meeting if the interest was registered more than three years before the date of the meeting.
(4) Sub-paragraph (1) only applies where you are aware or ought reasonably to be aware of the existence of the personal interest.

(5) Where you have a personal interest but, by virtue of paragraph 14, sensitive information relating to it is not registered in your authority's register of members' interests, you must indicate to the meeting that you have a personal interest, but need not disclose the sensitive information to the meeting.

(6) Subject to paragraph 12(1)(b), where you have a personal interest in any business of your authority and you have made an executive decision in relation to that business, you must ensure that any written statement of that decision records the existence and nature of that interest.

(7) In this paragraph, "executive decision" is to be construed in accordance with any regulations made by the Secretary of State under section 22 of the Local Government Act 2000(**d**).

Prejudicial interest generally

10.—(1) Subject to sub-paragraph (2), where you have a personal interest in any business of your authority you also have a prejudicial interest in that business where the interest is one which a member of the public with knowledge of the relevant facts would reasonably regard as so significant that it is likely to prejudice your judgement of the public interest.

(2) You do not have a prejudicial interest in any business of the authority where that business—

(a) does not affect your financial position or the financial position of a person or body described in paragraph 8;
(b) does not relate to the determining of any approval, consent, licence, permission or registration in relation to you or any person or body described in paragraph 8; or
(c) relates to the functions of your authority in respect of—

(i) housing, where you are a tenant of your authority provided that those functions do not relate particularly to your tenancy or lease;
(ii) school meals or school transport and travelling expenses, where you are a parent or guardian of a child in full time education, or are a parent governor of a school, unless it relates particularly to the school which the child attends;
(iii) statutory sick pay under Part XI of the Social Security Contributions and Benefits Act 1992, where you are in receipt of, or are entitled to the receipt of, such pay;
(iv) an allowance, payment or indemnity given to members;
(v) any ceremonial honour given to members; and
(vi) setting council tax or a precept under the Local Government Finance Act 1992.

Prejudicial interests arising in relation to overview and scrutiny committees

11.— You also have a prejudicial interest in any business before an overview and scrutiny committee of your authority (or of a sub-committee of such a committee) where—

(a) that business relates to a decision made (whether implemented or not) or action taken by your authority's executive or another of your authority's committees, sub-committees, joint committees or joint sub-committees; and
(b) at the time the decision was made or action was taken, you were a member of the executive, committee, sub-committee, joint committee or joint sub-committee mentioned in paragraph (a) and you were present when that decision was made or action was taken.

Effect of prejudicial interests on participation

12.—(1) Subject to sub-paragraph (2), where you have a prejudicial interest in any business of your authority—

(a) you must withdraw from the room or chamber where a meeting considering the business is being held—
(i) in a case where sub-paragraph (2) applies, immediately after making representations, answering questions or giving evidence;
(ii) in any other case, whenever it becomes apparent that the business is being considered at that meeting;

unless you have obtained a dispensation from your authority's standards committee;

(b) you must not exercise executive functions in relation to that business; and
(c) you must not seek improperly to influence a decision about that business.

(2) Where you have a prejudicial interest in any business of your authority, you may attend a meeting (including a meeting of the overview and scrutiny committee of your authority or of a sub-committee of such a committee) but only for the purpose of making representations, answering questions or giving evidence relating to the business, provided that the public are also allowed to attend the meeting for the same purpose, whether under a statutory right or otherwise.

REPORT

FYLDE BOROUGH COUNCIL

REPORT OF	MEETING	DATE	ITEM NO
STRATEGIC DEVELOPMENT SERVICES DIRECTORATE	**PLANNING POLICY SCRUTINY COMMITTEE**	**11 DECEMBER 2008**	4

FYLDE COAST RETAIL STUDY

Public Item

This item is for consideration in the public part of the meeting.

Summary

To inform Committee of the publication of the Fylde Coast Retail Study.

Recommendation

1. That Committee notes the report and is aware of the publication of the Fylde Coast Retail Study (August 2008).

2. That Committee recommends to the Portfolio Holder that the findings of the study are accepted for the purposes of development control and policy preparation.

Cabinet Portfolio

The item falls within the following Cabinet portfolio:

Planning and Development **Cllr Trevor Fiddler**

<u>Report</u>

1. Background

1.1 To provide retail evidence for their Core Strategies; White Young Green (WYG) was commissioned, in September 2007, by Fylde Borough Council, Blackpool Council and Wyre Borough Council to undertake an assessment of the current and future retail role of the main centres within the Fylde Coast Sub-Region.

2. Current Consideration

Continued....

2.1 The Study provides an in-depth analysis of the retail provision within the main centres of the Fylde Coast Sub-Region, including an assessment of the extent to which the centres are meeting the retail needs of the local population and the role of the local shopping network and the Sub-Regional shopping hierarchy.

2.2 **St Annes** - is identified to be the most popular retail destination in the Borough. The Study emphasises the importance of the Council identifying appropriate opportunities to improve the retail offer of St Annes. However, it is important that any new development is appropriate in scale and contributes to the vitality and viability of the centre. Within the convenience goods sector (food and ancillary items) there is identified to be capacity of up to 390 - 935 sq m (net) by 2013 (dependent upon the end-operator) increasing to 690 – 1,650 sq m (net) by 2021. In terms of comparison goods (larger durable goods), there is identified to be capacity of some 1,940 sq m (net) in 2013, increasing to 5,970 sq m (net) by 2021.

2.3 The Study includes a position statement, specific to St Annes, which assesses the impact of the regeneration programme to date. In brief, the regeneration of St Annes appears to have had a positive impact upon the vitality of the centre. The continued improvement of St Annes Town Centre is identified as an important element of providing a strong visitor economy; and an important catalyst in achieving the aim of the Business Plan for the Ribble Coast and Wetlands Regional Park.

2.4 In connection with the above, the Study includes an assessment of the amount and type of 'leisure retail' and other commercial uses which could be included in any redevelopment proposal at The Island, St Annes. Given that this site is out-of-centre, any improvement in the retail offer in this location would need to be ancillary to the main leisure use. Any 'leisure retail' here should enhance the town's offer for tourism and recreation rather than compete with the existing town centre offer.

2.5 **Lytham** - is identified to perform a more limited retail role than Kirkham or St Annes, despite a relatively strong comparison goods retail offer. Potential development opportunities within the town centre are limited. There appears, in the short term at least, to be no capacity for additional convenience goods floorspace in Lytham and any capacity in the longer term will be influenced by any future proposals elsewhere. With regard to capacity for additional comparison goods floorspace, there is identified capacity of 1,380 sq m (net) by 2013, increasing to 4,450 sq m (net) by 2021 at current market shares. It is important that improvements to the comparison goods offer in Lytham take place in response to the likely increase in competition from Preston (including the Tithebarn Scheme) in the future in order to at least maintain its current market share.

2.6 **Kirkham -** is considered an important centre in meeting the needs of the local population. There is capacity for up to 1,160 – 2,750 sq m (net) of convenience goods floorspace by 2013, increasing to up to 1,410 – 3,355 sq m (net) by 2021. Whilst the analysis suggests significant scope for additional convenience goods floorspace, as with Lytham, the need for additional convenience goods floorspace will be affected by what will take place elsewhere. The comparison goods offer in Kirkham is more limited, with capacity of only 700 sq m (net) by 2013, increasing to 2,310 sq m (net) by 2021. Accordingly, the analysis suggests that there is only limited scope for additional comparison goods floorspace in Kirkham.

2.7 The evidence contained in the study will inform the retail polices to be included in the Council's Core Strategy. In the meantime the findings of the study may have relevance to any retail proposals submitted to the Council. any retail proposals so submitted would alsol need to have regard to the advice contained in Planning Policy Statement 6 'Planning for Town Centres', would need to provide justification by producing a Retail Impact Assessment and would need to be subject to the normal procedures of the'Sequential Test'.

2.8 This is a large document containing a large number of photographs, plans and appendices. It was considered too large to be traditionally distributed. The Study's Executive Summary is however attached as Appendix 1 to this report. The main report is available on the following link: **http://www.fylde.gov.uk/Category.aspx?cat=1906** The extensive appendices are available on CD.

IMPLICATIONS	
Finance	None arising directly from the report.
Legal	None arising directly from the report.
Community Safety	None arising directly from the report.
Human Rights and Equalities	None arising directly from the report.
Sustainability	Full regard has been made within the Study to Planning Policy Statement 6, which promotes sustainable development.
Health & Safety and Risk Management	None arising directly from the report.

Report Author	Tel	Date	Doc ID
Mark Sims	(01253) 658656	November 2008	

List of Background Papers		
Name of document	Date	Where available for inspection
Fylde Coast Retail Study	August 2008	Planning Policy Office & **http://www.fylde.gov.uk/Category.aspx?cat=1906**

Attached documents

APPENDIX 1 : FYLDE COAST RETAIL STUDY – EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

Scope and Purpose

1. White Young Green was commissioned by Blackpool Council; Fylde Borough Council and Wyre Borough Council in September 2007, to undertake an assessment of the current and future retail role of the main centres within the Fylde Coast Sub-Region.

Market Research

2. A key element of this study was to obtain a detailed understanding of shopping patterns within and just beyond the Fylde Coast Sub-Region and identify the potential catchment of existing centres within it. This was achieved by three strands of original market research:

- **A Household Telephone Survey** – between October and November 2007 a survey of 2,019 households was undertaken within a defined Study Area, which comprised the three local authority areas of Blackpool, Fylde and Wyre but also extended to include the neighbouring authorities of Lancaster, Preston and Ribble Valley. The initial survey area comprised 18 zones based on post code sectors. From analysis of these survey results Zone 18 (which extended into Lancaster) was excluded from future analysis as no residents within this zone were identified to shop at facilities in the Sub-Region. Furthermore, the post code sectors which comprised the Study Area were amalgamated to create three zones that reflects the local authority boundaries together with an Outer Zone, which included residents located outside the three authority areas.

- **On- Street Survey** – an on-street survey was undertaken within the defined centres of Cleveleys, Poulton-le-Fylde, Fleetwood, Garstang, Thornton, St Annes, Kirkham and Lytham in order to identify customer views, including their perception of each centre and how they could be improved. On-street surveys were not undertaken for Blackpool, South Shore and Bispham as similar surveys were undertaken in the 2004 Blackpool Shopping Study. Instead, the findings of these surveys were utilised for these centres.

- **Business Survey** – was distributed to all businesses within the main centres of the Fylde Coast Sub-Region: Blackpool, Bispham, South Shore, Fleetwood, Cleveleys, Poulton-le-Fylde, Garstang, Thornton, St Annes, Lytham and Kirkham.

Defined Study Area

3. The defined Study Area was identified to have a population of approximately 350,690 people (2008 estimate) and generate £554m of convenience goods expenditure and £1,056m of comparison goods expenditure. These levels of expenditure are forecast to increase to £700m and £1,856m respectively by 2021, which takes into account population change and current forecasts of retail expenditure growth.

Vitality and Viability of Existing Centres

4. In accordance with PPS6, as part of this study an assessment of the 'health' of the main centres within the Fylde Coast Sub-Region was undertaken. SWOT analysis (which assessed strengths, weaknesses, opportunities and threats) of the main centres was undertaken:

BLACKPOOL BOROUGH

Blackpool

Table 1: SWOT Analysis of Blackpool

Strengths	Weaknesses
• Leisure services are well above the national average, reflecting the strong tourism role of the centre; • A range of different sized outlets are available; • A large number of traders are seeking representation in the centre, according to Focus; and • Improving town centre yields.	• Poorly provided for in the convenience goods sector; • High proportion of small vacant outlets when compared to the national average; and • Comparison, retail service, and financial and business service representation are all below the national average.
Opportunities	**Threats**
• Current expansion of the Hounds Hill; • Continued promotion/ marketing of the centre; • New anchor foodstore as part of Talbot Gateway expansion; • Improve public realm and better integrated transport gateway; and • Redevelopment of smaller vacant outlets to make them suitable to modern retailing.	• No change in the comparison or convenience goods sectors; • Continued proliferation of a high number of small vacant outlets; • Competing rather than complementary edge-of-centre development; • Continued growth of competing centres and out-of-centre retail destinations; and • Continued growth of on-line shopping.

Bispham

Table 2: SWOT Analysis of Bispham

Strengths	Weaknesses
• Well provided for in terms of convenience goods, retail services and leisure services; • Low occurrence of vacancies; and • Free car parking.	• Comparison sector poorly represented; and • Dominance of small retail outlets in the centre.
Opportunities	**Threats**
• Expansion of the centre; • Improvements to the built environment; and • Diversification of the current retail offer.	• Lack of vacant outlets will restrict potential investors; • Continued growth of competing centres and out-of-centre retail destinations; and • Continued growth of on-line shopping.

South Shore

Table 3: SWOT Analysis of South Shore

Strengths	Weaknesses
• Convenience goods floorspace is greater than the national average; and • The centre benefits from good accessibility.	• Vacancies are significantly above the national average; • Comparison goods floorspace and all leisure service floorspace are below the national average; • Poor range of shops and services.
Opportunities	**Threats**
• The large number of vacancies offer potential for regeneration; • Improve the comparison goods offer in the town; and • Diversify the retail offer of the town centre.	• Continued presence of a large number of vacant outlets; • Continued growth of competing centres and out-of-centre retail destinations; and • Continued growth of on-line shopping.

FYLDE BOROUGH

St Annes

Table 4: SWOT Analysis of St Annes

Strengths	Weaknesses
• Well represented service sector; • Vacancies below the national average; • A relatively high number of expressions of interests in locating in the centre according to Focus; • Environmental improvement has recently taken place which has created a clean, higher quality environment; • Ongoing regeneration work appears to have had positive impact on investor confidence; • Increasing Prime Zone A rents; and • Improving yields.	• Relatively poorly provided for in the convenience and comparison goods sectors; • A need for longer, cheaper parking identified through the business survey; and • A lack of cultural facilities identified.
Opportunities	**Threats**
• Strengthening of the towns convenience and comparison goods sectors; • Provision of larger retail outlets to meet some of the expressed demand by retailers; • Strengthen St Annes' role as a 'classic resort'; • Future retail and leisure provision as part of The Island redevelopment; • Form an integral part of the Business Plan for the Ribble Coast and Wetlands Regional Park; • Introduction of more events to the town centre; and • Further public realm works	• Expansion in the range of goods sold by the Sainsbury's and Booths stores; • Continued growth of competing centres and out-of-centre retail destinations; • Continued growth of on-line shopping; and • Lack of vacant outlets will restrict potential investors.

Lytham

Table 5: SWOT Analysis of Lytham

Strengths	Weaknesses
• Strong comparison goods offer • Proportion of service floorspace is above the national average; • Vacancies are significantly below the national average; • Good quality shopping environment.	• No large retail outlets are present in the centre; and • Limited demand from retailers seeking to locate in the centre.
Opportunities	**Threats**
• Diversification of the retail offer; • Enhance comparison goods provision in the centre; • Introduction of street markets; and • Development of a greater range of outlets of larger floorplates.	• Continued proliferation of small vacant outlets • Lack of vacancies may limited opportunities for new retailers to enter the centre; • Continued growth of competing centres and out-of-centre retail destinations; and • Continued growth of on-line shopping

Kirkham

Table 6: SWOT Analysis of Kirkham

Strengths	Weaknesses
• Convenience floorspace is above the national average; • Financial and business service sector and retail services are well represented in the centre; • Low proportion of vacancies; and • Free car parking provision.	• The proportion of comparison floorspace and leisure service floorspace are both below the national average; • The centre is dominated by small retail outlets of less than 232 sq m; and • Business deemed there to be poor entertainment/ leisure facilities and poor cultural facilities in the centre.
Opportunities	**Threats**
• Improvement of the comparison goods offer in Kirkham.	• Lack of available retail stock may force perspective retail investors to locate elsewhere; • Lack of large format retail outlets; • Continued growth of on-line shopping; and • Continued growth of competing centres and out-of-centre retail destinations.

WYRE BOROUGH

Garstang

Table 7: SWOT Analysis of Garstang

Strengths	Weaknesses
• Strong convenience goods sector; • Retail services and financial and business services well represented in the centre; • Most businesses stated that their business was trading either well or very well; and • Attractive shopping environment.	• Comparison goods sector and leisure services poorly represented; • Dominance of small outlets in the centre; and • The in-street survey and business survey both deemed car parking prices to be poor or worse than other centres.
Opportunities	**Threats**
• Improved comparison and leisure service provision in the centre; and • Modernisation of the existing retail stock in the centre.	• The town centre is relatively restricted and there may be limited opportunities for expansion; • Continued growth of competing centres and out-of-centre retail destinations; and • Continued growth of on-line shopping.

Thornton

Table 8: SWOT Analysis of Thornton

Strengths	Weaknesses
• Convenience sector is well represented in Thornton; • Extremely low occurrence of vacancies; • Financial and business services and retail services are well represented; and • Most businesses indicated that they were currently trading either well or very well.	• Poorly provided for in the comparison retail sector; • Dominance of small retails outlets; and • Entertainment, leisure and cultural facilities available in the centre deemed to be poor by most town centre traders.
Opportunities	**Threats**
• Opportunity to improve the comparison provision in the centre; • Expansion of the centres comparison retail sector; and • Diversification of the role of the centre.	• Limited opportunities to expand the town centre due to physical constraints • Lack of vacant outlets will restrict potential investors; • Continued growth of competing centres and out-of-centre retail destinations; and • Continued growth of on-line shopping.

Poulton-le-Fylde

Table 9: SWOT Analysis of Poulton-Le-Fylde

Strengths	Weaknesses
• Strong provision of service uses in the centre; • Convenience provision is above the national average; • Proportion of vacant outlets and floorspace both below the national average; and • A number of national retailers are seeking representation in the centre.	• Comparison provision is below the national average both with respect to the proportion of outlets and floorspace occupied; • Retail outlet somewhat disjoined; and • The centre has declined in the MHE Rankings of national shopping centres.
Opportunities	**Threats**
• Extension of the town centre; • Improved provision of comparison goods; and • Improvements to the centres urban fabric.	• Lack of vacant outlets will restrict potential investors; • Continued growth of competing centres and out-of-centre retail destinations; and • Continued growth of on-line shopping.

Fleetwood

Table 10: SWOT Analysis of Fleetwood

Strengths	Weaknesses
• Proportion of convenience floorspace is significantly above the national average, albeit dominated by the edge-of-centre Asda store; • A range of retail and service providers are seeking representation in the centre; • Free car parking; and • Improving commercial yields.	• Comparison floorspace and all types of services floorspace are below the national average; • Poor linkages between the town centre and Freeport; • Limited 'evening economy' and commercial leisure facilities; and • Most respondents were planning to stay in the centre for 2 hours or less.
Opportunities	**Threats**
• Provision of new retail outlets to accommodate some of the expressed demand; • Expansion of the town centre; • Increased choice/ range of shops	• Continued growth of competing centres and out-of-centre retail destinations; • Expansion of the range of goods sold in the ASDA store; and • Continued growth of on-line shopping.

Cleveleys

Table 11: SWOT Analysis of Cleveleys

Strengths	Weaknesses
• Strong comparison goods offer in the centre; • The proportion of retail services and financial and business services are above the national average; • Vacancies are well below the national average; and • The centre is easily accessible.	• Proportion of convenience floorspace is below the national average; • Yields in the centre have remained static over the last ten years; and • Leisure services are poorly represented when considered against the national average.
Opportunities	**Threats**
• Improve convenience offer in the town centre; • Strengthen the towns leisure service offer to promote the night time economy; and • Promotion/ marketing of the centre.	• Continued growth of competing centres and out-of-centre retail destinations; and • Continued growth of on-line shopping.

Shopping Patterns within the Study Area

<u>Convenience Goods</u>

5. With regard to convenience goods shopping, shopping patterns was broken down into two types – main food shopping where respondents bought the bulky of their food and grocery shopping and 'top-up' food shopping, which was shopping trips between their main food shop for day-to-day purchases.

6. The principal 'main food' shopping destinations in the Fylde Coast Sub-Region are identified by the Household Survey to be: the Tesco Extra store at Clifton Retail Park, near Blackpool (13%); the Morrisons store at Squires Gate Lane within Fylde (10%); the Asda store at Cherry Tree Road near Blackpool (9%); the Morrisons store at Amounderness Way in Cleveleys (9%) and the Asda store at Dock Street in Fleetwood (7%). Collectively, these stores retain almost half (47%) of main food shopping trips undertaken within the Study Area and represent 58% of all main food shopping trips retained by facilities in the Fylde Coast Sub-Region.

7. Overall, convenience goods facilities within the Fylde Coast Sub-Region retain more than **82%** of main food shopping trips undertaken by residents within the Study Area.

8. The Household Survey identified that 'top-up' convenience shopping is more localised. Within the Study Area, facilities in Blackpool attract 36% of 'top-up' shopping trips; with facilities in Wyre attracting 33% of top-up shopping trips and Fylde 19% of 'top-up' shopping trips undertaken. As a whole, facilities within the Fylde Coast Sub-Region retain approximately **88%** of 'top-up' shopping trips undertaken within the Study Area.

9. The patterns of convenience goods shopping in the Study Area recorded by the Household Survey is as follows:

Table 12: Fylde Coast Convenience Shopping Patterns – 2007 (Study Area)

	Main	Top-up
Blackpool	35.4%	37.3%
Fylde	21.1%	18.9%
Wyre	26.0%	33.1%
FYLDE COAST SUB-REGION	82.4%	88.5%
Preston	6.1%	2.7%
Lancaster	4.6%	5.1%
Other Outside of Fylde Coast	3.5%	3.7%
TOTAL OUTSIDE FYLDE COAST	14.2%	11.5%
(Internet/ home delivery)	3.4%	0.0%
TOTAL	100%	100%

10. Overall, approximately 18% of main food shopping trips (including internet/ home delivery) and 12% of ‘top-up’ convenience shopping trips undertaken within the Study Area are directed to facilities outside the Fylde Coast Sub-Region. These are primarily directed to facilities in Lancaster and Preston.

11. The market share achieved by all facilities within the Fylde Coast Sub-Region is relatively high for convenience goods shopping with limited ‘leakage’. The main levels of leakage within the Study Area are identified to be from the peripheral zones (zones 15 to 18 inclusive). Indeed, within Zone 18 (‘Caton’) the Household Survey results suggest that no residents visited facilities in the Fylde Coast Sub-Region. Therefore, this zone was excluded from further analysis as part of the study.

Comparison Goods (Non Food) Shopping

12. In terms of non-bulky comparison goods shopping, facilities in the Fylde Coast Sub-Region generally achieve lower market shares than those identified for convenience goods shopping. This is understandable given the strength and proximity of competing centres such as Preston City Centre and Lancaster City Centre and to a lesser extent facilities in Manchester. Although retention levels for bulky goods are generally higher than that identified for non-bulky goods, the market shares achieved remain lower than those identified for convenience goods shopping.

13. The pattern for comparison shopping within the Study Area recorded by the Household Survey is identified as follows:

Table 13: Fylde Coast Comparison Shopping Patterns – 2007 (Study Area)

	Clothing & Footwear	Books, CDs, etc.	Household	Toys, Games, etc.	Chemist	Electrical	Furniture	DIY
Blackpool	43.3%	37.4%	45.8%	33.4%	39.2%	52.6%	50.2%	37.0%
Fylde	4.3%	6.5%	5.8%	4.2%	15.7%	6.9%	6.5%	37.5%
Wyre	13.2%	13.3%	13.5%	12.4%	25.0%	7.8%	12.1%	7.8%
FYLDE COAST SUB-REGION	60.8%	57.2%	65.0%	50.1%	79.9%	67.2%	68.8%	82.1%
TOTAL OUTSIDE FYLDE COAST	33.6%	23.6%	28.4%	40.4%	18.0%	20.6%	28.1%	16.9%
(Internet/ Home Delivery	5.6%	19.2%	6.5%	9.6%	2.1%	12.1%	3.1%	0.9%

14. The Household Survey identifies that facilities in the Fylde Coast Sub-Region retain between 50% (Toys, Games, bicycles, recreation goods, etc.) and 82% (DIY goods) of comparison goods shopping trips undertaken within the Study Area. Facilities in Blackpool are identified

to be the main destinations within the Fylde Coast Sub-Region for comparison goods shopping, reflecting the relative strength of provision, most notably within Blackpool Town Centre (although as previously highlighted the attraction of Blackpool Town Centre is likely to be overstated, particularly for certain goods that are commonplace in out-of-centre locations (e.g. DIY, furniture goods)). Accordingly, in assessing both the current role and future 'capacity' for additional retail floorspace in Blackpool Town Centre it is appropriate to make some adjustment to take this into account.

15. Notwithstanding this, despite the relative strength of Blackpool Town Centre compared to other destinations within the Sub-Region, it remains evident that a significant proportion of shopping trips within the Sub-Region are being lost to competing centres elsewhere. Facilities in Wyre and Fylde have a more limited role in meeting the comparison goods shopping needs of the local resident population reflecting the hierarchy of centres in the Sub-Region. However, the B&Q store at Whitehills Retail Park places Fylde Borough as the most popular destination in the Fylde Coast Sub-Region for undertaking purchases of DIY goods.

Capacity for Future Convenience Goods

Blackpool Borough

16. Within Blackpool Borough, existing facilities are identified to achieve a market share of 37% within the Study Area. This equates to a convenience goods turnover of £236.8m in 2008 (allowing for tourism expenditure). This compares to an expected turnover of existing facilities of £216.5m. Accordingly, existing facilities are identified to be trading some 9% above expected turnover, with the Sainsbury's store at Bispham trading more than double its expected level based on the findings of the Household Survey.

17. Given this overtrading based on current market shares there is identified to be capacity of some £35m within the Borough in 2013, increasing to £61m by 2021.

Table 14: Estimated Capacity for Additional Convenience Goods Facilities – Blackpool Borough

Year	Turnover - £m[1]	Expenditure available - £m[2]	Surplus Expenditure - £m
2008	216.5	236.8	20.3
2013	222.0	256.8	34.8
2018	227.6	278.3	50.7
2021	231.0	292.1	61.1

Notes: [1] – Allows for increased turnover efficiency of +0.5% per annum
[2] – Assumes constant market share at 36.9% within the Study Area and assumes tourism expenditure of £32.2m and allows for growth in expenditure of +0.4% per annum
At 2005 prices

18. Although the scale of the new foodstore as part of the Talbot Gateway redevelopment is not certain, it is likely that most of this identified capacity will be met by this development. This proposal will also have a positive impact of significantly improving the convenience goods offer of Blackpool Town Centre, reducing the overtrading of existing out-of-centre stores.

Fylde Borough

19. In terms of Fylde Borough, existing facilities are identified to retain 23% of convenience goods expenditure generated in the Study Area. By allowing for tourism expenditure, this equates to some £135m of convenience goods expenditure being directed to facilities in the Borough. This level of turnover compares to an expected turnover of existing floorspace of approximately £119m. Therefore, existing floorspace is identified to be trading some 13% above expected level. The largest stores in the Borough (Sainsbury's in St Annes, Morrisons in Kirkham and the out-of-centre Morrisons at Squires Gate Retail Park) are all identified to be overtrading by 71%, 79% and 45% respectively.

20. By rolling forward existing market share, our assessment identifies capacity in the Borough of £24m in 2013, increasing to £40m by 2021 (Table 15). There is only one outstanding commitment within the Borough for additional convenience goods floorspace, an Aldi store at the in St Annes, which is identified to have a turnover of more than £3m. Consequently, less than 15% of the identified capacity in 2013 will be met by outstanding commitments. By 2021, there will remain capacity of almost £37m over and above outstanding commitments.

Table 15: Estimated Capacity for Additional Convenience Goods Facilities

Year	Turnover - £m[1]	Expenditure Available - £m[2]	Surplus Expenditure - £m
2008	119.4	135.1	15.7
2013	122.4	146.6	24.2
2018	125.5	159.6	34.1
2021	127.4	167.9	40.5

Notes: [1] – Allows for increased productivity at +0.5% per annum
[2] – Assumes constant market share at 22.6% in the Study Area and assumes tourism expenditure of £9.3m, which is forecast to grow at +0.4% per annum
At 2005 prices

Wyre Borough

21. The market share achieved by all facilities in Wyre Borough derived from the Study Area is 28%. By accounting for tourism expenditure this equates to a turnover of almost £167m in 2008. Existing facilities within the Borough are identified to have an expected turnover of £128m. Given this, existing facilities are identified to trading some 30% above expected level. The main level of overtrading is identified to be at the out-of-centre Morrisons store at Amounderness Way.

22. By rolling forward current market shares, there is identified to be capacity of some £50m in 2013, increasing to more than £70m by 2021. This compares to outstanding commitments having a convenience goods turnover of £11m. Accordingly, just over a quarter (28%) of the identified capacity will be met by existing commitments. However, by 2021 there will remain residual capacity over and above outstanding commitments of some £59m.

Table 16: Estimated Capacity for Additional Convenience Goods Facilities – Wyre Borough

Year	Turnover - £m[1]	Expenditure Available - £m[2]	Surplus Expenditure - £m
2008	128.2	166.5	38.3
2013	131.4	181.2	49.8
2018	134.8	197.0	62.2
2021	136.8	207.1	70.3

Notes: [1] – Allows for increased productivity at +0.5% per annum
[2] – Assumes constant market share at 27.5% in the Study Area and tourism expenditure of £14.0m, which is forecast to increase at +0.4% per annum
At 2005 prices

Capacity for Future Comparison Goods

<u>Blackpool Borough</u>

23. In terms of capacity within Blackpool Borough, existing facilities are identified to retain 43% of comparison goods expenditure generated in the Study Area. Based on this market share and allowing for tourism expenditure existing facilities are identified to have a comparison goods turnover of £533m in 2008.

24. By rolling forward current market shares there is identified to be capacity of some £83m in 2013, increasing to £286m by 2021. Outstanding commitments within the Borough (most notably the ongoing redevelopment of the Houndshill Centre) will absorb much of the identified capacity at least in the short-term. However, by 2021 even after taking into account outstanding commitments, there is identified to be capacity of some £202m within the Borough based on no change in current market shares. Clearly, the ongoing improvement of the retail offer of Blackpool is likely to have an impact on shopping patterns in the Borough and the wider sub-region.

<u>Fylde Borough</u>

25. Within Fylde Borough, existing facilities retain 11% of comparison goods expenditure generated in the Study Area. By allowing for tourism expenditure this equates to a comparison goods turnover of approximately £135m in the Borough. Clearly, the strength and proximity of competing centres such as Blackpool and Preston has an influence on shopping patterns within the Borough.

26. Based on current market shares there is identified to be capacity of some £20m in 2013, increasing to more than £70m by 2021.

<u>Wyre Borough</u>

27. Existing facilities within Wyre Borough are identified to achieve a market share of 14% within the Study Area. This equates to a comparison goods turnover of £175.6m in 2008 after taking into account tourism expenditure.

28. Based on current market share there is a demonstrable capacity within the Borough as a whole of some £27m in 2013, increasing to £92m by 2021. By taking into account

outstanding commitments, most (80%) of the identified capacity in the short-term will be met. However, in the long-term (i.e. up to 2021) there is identified to be a residual capacity of approximately £67m.

Overview of Capacity

29. Table 17 provides a summary of 'capacity' (excluding outstanding commitments) for additional retail floorspace in the Sub-Region and the three respective Boroughs that comprise the Fylde Coast Sub-Region.

Table 17: Capacity for Additional Retail Floorspace within the Fylde Coast Sub-region (2008-2021)

	Surplus Capacity (£m)				Floorspace Requirement (sq m net)			
	2008	**2013**	**2018**	**2021**	**2008**	**2013**	**2018**	**2021**
Convenience Goods								
Blackpool Borough	20.3	34.8	50.7	61.1	1,710 – 4,060	2,859-6,789	4,062-9,647	4,823-11,453
Fylde Borough	15.7	24.2	34.1	40.5	1,320-3,140	1,990-4,720	2,730-6,490	3,195-7,590
Wyre Borough	38.3	49.8	62.2	70.3	3,225-7,660	4,090-9,715	4,980-11,830	5,550-13,175
Comparison Goods								
Blackpool Borough	-	83.1	217.4	286.3	-	17,140	41,630	52,420
Fylde Borough	-	20.1	53.3	70.3	-	4,140	10,200	13,180
Wyre Borough	-	27.2	70.2	92.4	-	5,610	13,440	16,920

Source: WYG (2008)

30. Outstanding commitments within the Sub-Region for additional convenience goods floorspace could have a turnover of approximately £14m in 2013 (less than £1m in Blackpool, £3m in Fylde and £11m in Wyre). However, this will vary depending on the end operators and therefore, the actual turnover of commitments could increase. Furthermore, a new foodstore is proposed as part of the Talbot Gateway redevelopment in Blackpool.

31. Outstanding commitments within the Sub-Region for additional comparison goods floorspace could have a turnover of approximately £97m in 2013 (£75m in Blackpool and £22m in Wyre). Consequently, much of the identified capacity in the short-term within Blackpool and Wyre local authority areas will be met by existing commitments assuming no change in market shares.

Qualitative Need

Convenience Goods

32. Whilst it is acknowledged that across the Sub-Region as a whole there is a reasonable provision of main food shopping destinations, it is evident that there is a specific need for improved distribution of facilities within the Sub-Region to provide more sustainable shopping

patterns. Furthermore, many of the main food shopping destinations within the Sub-Region are identified to be overtrading.

33. It is considered that there is a need for improved convenience goods provision within Fylde, notably within the Warton/Freckleton area (as acknowledged by the adopted Local Plan) in order to reduce leakage and reduce the need for local residents to travel to facilities elsewhere. Similarly, within Wyre, the two main stores within the Borough (Morrisons and Asda) are overtrading and there appears a demonstrable qualitative need for improved provision to address this significant overtrading and improve consumer choice.

34. Despite Blackpool Town Centre's strength as a comparison goods destination (reflecting its Sub-Regional status in the retail hierarchy) the current convenience goods offer is very limited. However, the new foodstore currently proposed as part of the Talbot Gateway redevelopment will help meet this qualitative need for improved convenience goods floorspace in Blackpool. This development will have the benefit of reducing the currently overtrading of nearby stores and improving its attractiveness as a convenience goods destination. This development will also help address the imbalance between in-centre/edge-of-centre and out-of-centre destinations within the Borough.

Comparison Goods

35. Current existing facilities in the Sub-Region perform a strong comparison goods shopping role. Expenditure attracted to facilities outside the Sub-Region primarily originates from the peripheral areas, most notably in the eastern part of Fylde Borough, which is understandable given the proximity of Preston City Centre.

36. As a whole, existing facilities in the Sub-Region retain a relatively high level of expenditure generated in the Study Area. Although the findings of the Household Survey suggest that Blackpool Town Centre is performing strongly and the most dominant destination for comparison goods retailing in the Sub-Region this is likely to be overstated by the level of 'bulky goods' expenditure identified to be directed to the town centre. By looking more specifically at the clothing and footwear market share of Blackpool Town Centre (which is traditionally the key attraction of sub-regional centres) our analysis suggests that the market share achieved by the town centre has declined in recent years. The quality of the retail offer of Blackpool Town Centre has declined, losing a number of key department stores. This decline in retail offer is further compounded by the current decline in tourism in Blackpool and the wider area is also likely to have an adverse impact upon the continued vitality of the town centre.

37. Blackpool Town Centre is facing further competition from the growing attraction of out-of-centre supermarkets for clothing and footwear purchases, such as the Asda store at Cherry

Tree Road and Tesco Extra store at Clifton Retail Park. Whilst the improvement currently taking place in the retail offer of Blackpool Town Centre will improve attraction of the town centre there remains a need for the Council to improve the quality of the town centre retail offer in the long-term in order to compete with the growing threat of out-of-centre retail provision and further competition from nearby centres such as Preston.

38. Smaller centres within the Sub-Region are performing a much more limited role. Indeed, within the Study Area, the Household Survey suggests that Preston City Centre is identified to be a more popular comparison goods destination than other centres within the Sub-Region. Accordingly, a number of town centres are identified to be underperforming and there is a need to improve the retail offer within centres elsewhere within the Sub-Region. Whilst it is acknowledged that smaller centres within the Sub-Region will be unable to compete directly with Blackpool Town Centre, development of an appropriate scale that will contribute to the vitality and viability of each centre and will provide more sustainable shopping patterns should be encouraged by the relevant Council.

39. In relation to large format, bulky goods retailing, whilst Blackpool Borough is well provided for there appears a qualitative need to enhance the range and choice of such facilities elsewhere in the Sub-Region, most notably within the Wyre local authority area. However, this qualitative need would be met should the current proposal at Copse Road be permitted and implemented.

Role of Existing Centres

40. Based on the analysis undertaken it is possible to identify the hierarchy of centres within the Fylde Coast Sub-Region.

41. The total turnover of the 11 main centres identified for this study within the Fylde Coast Sub-Region is identified to be £746.3m (convenience and comparison goods) excluding tourism expenditure. Table 18 summaries the hierarchy, turnover and the market share achieved by the main centres within the Fylde Coast Sub-Region.

Table 18: Hierarchy and Market Share of the Main Centres within the Fylde Coast Sub-Region

Centre	Convenience (£m)	Comparison (£m)	Total (£m)	Market Share in Study Area (%)	Market Share Amongst Centres (%)
1. Blackpool	22.1	288.2	310.3	19.3	41.6
2. Fleetwood*	47.4	53.8	101.2	6.3	13.6
3. Cleveleys	17.3	61.5	78.9	4.9	10.6
4. St Annes	30.7	34.9	65.6	4.1	8.8
5. Bispham	34.5	10.2	44.7	2.8	6.0
6. Kirkham	26.7	14.0	40.7	2.5	5.5
7. Lytham**	10.3	26.8	37.1	2.3	5.0
8. Garstang	18.7	9.6	28.3	1.8	3.8
9. Poulton-le-Fylde	14.1	12.2	26.3	1.6	3.5
10. South Shore	2.1	4.7	6.8	0.4	0.9
11. Thornton	4.4	2.0	6.4	0.4	0.9
TOTAL	**228.3**	**517.9**	**746.3**	**46.4**	**100.0**

Notes: WYG (2007)
Excludes tourism expenditure
*Includes Freeport
**Includes Booths, Haven Road
At 2005 prices

Key Recommendations and Future Role of Existing Centres

42. The retail strategy contained within the respective Local Development Frameworks (LDFs) should reflect the overall objectives of PPS6, including the need to promote the vitality and viability of existing centres, by planning for their growth and development. They should also have regard to the wider objectives of other strategies relating to the Sub-Region. These include the adopted and emerging Regional Spatial Strategy, which identity Blackpool as a Regional Town and clearly the largest centre within the Sub-Region.

43. There is likely to be a requirement for significant additional floorspace in the longer term, even after taking account existing commitments, and development plan documents should seek to identify areas where new development could potentially be accommodated.

44. The policy approach contained within the Blackpool, Fylde and Wyre LDFs in relation to convenience and comparison retailing should seek to encourage new facilities in existing centres of a scale consistent with their current role and function and which assist in maintaining their vitality and viability. It will clearly be important for any new proposals to be considered in the context of the conclusions of this study and the key PPS6 tests, including need, the sequential approach, impact and accessibility.

BLACKPOOL

Blackpool

45. From our analysis, Blackpool is identified as the dominant retail destination in the Borough and the wider Sub-Region for comparison goods shopping, attracting shoppers from throughout the Sub-Region. Whilst its retail offer is currently being improved as a result of the Houndshill Centre redevelopment the market share of the town centre appears to have declined in recent years. Although the Houndshill Centre development will absorb all the

identified capacity in Blackpool in the short term (i.e. 2013) based on current market shares. Given the growth in comparison goods expenditure forecast in the longer term there is likely to be significant further capacity over and above existing commitments for additional comparison goods floorspace even by allowing for no increase in market share.

46. Blackpool Town Centre should continue to be the main focus for major retail development within the Borough and wider Sub-Region. Given this, the primary objective for Blackpool Town Centre should be to maintain and enhance the centre's existing sub-regional shopping role improving the quality as well as quantity of its retail offer. Indeed, it will be important to address the ongoing decline and underperformance of Blackpool Town Centre in the future. Therefore, the Council should seek to resist further out-of-centre retail floorspace in the Borough given the clear priority to regenerate and improve Blackpool Town Centre as a retail destination. As part of any improvement in the retail offer it will also be important to improve accessibility, car parking, the public realm and the wider shopping environment. The ongoing initiatives for the town centre including the Talbot Gateway, the rejuvenation of the Winter Gardens and the regeneration of the Resort seafront and attractions on the edge of the town centre. The Council should continue to identify these initiatives as a priority for improving Blackpool Town Centre.

47. As well as the ongoing improvement to the comparison goods retail offer, there is a clear need for enhanced foodstore provision in the Blackpool urban core due to the lack of existing provision and the need to reduce the overtrading of existing out-of-centre facilities. An improvement to the convenience goods offer of Blackpool would also help re-balance the retail offer of Blackpool, which is currently very limited in terms of convenience goods shopping. The proposed foodstore as part of the Talbot Gateway redevelopment will help address this specific need.

Bispham

48. Bispham serves a much more limited retail role, primarily serving a convenience goods shopping role with the centre being anchored by the Sainsbury's store (which is identified to overtrading). Although containing a limited comparison goods retail offer when compared to nearby Blackpool, the findings of the Household Survey suggests that the town centre is trading well with few vacancies. Bispham performs an important role and is a vital and viable centre.

49. Whilst the ongoing improvement of the retail offer of Blackpool Town Centre may have an impact on the trading performance of Blackpool Town Centre and future capacity for additional retail floorspace, the Council should seek to maintain the vitality of the centre by allowing appropriate retail development. Whilst our assessment identifies a relatively high level of capacity for additional convenience goods (£26.9m by 2021), the expected planning

application for a large-format foodstore as part of the Talbot Gateway redevelopment would significantly reduce this capacity. Therefore, it is not considered that the Council needs to identify potential sites to accommodate further convenience goods retailing within Bispham

50. With regard to capacity for additional comparison goods floorspace in Bispham, whilst there appears scope for small increase in retail floorspace in the longer term, opportunities are limited. Again, further improvement in the quantum and quality of the retail offer of Blackpool Town Centre could impact upon this identified impact.

South Shore

51. South Shore is identified to be performing poorly with high vacancies and a limited retail role as reflected by the findings of the Household Survey. Indeed, existing retail floorspace identified to be undertrading. South Shore suffers from its close proximity to Blackpool and the lack of major retail attractors, such as a main food shopping destination.

52. Given the poor performance of South Shore as a retail destination there is identified to be very limited capacity for additional retail floorspace. Given this, together the centre's close proximity to Blackpool, WYG considers that the Council should seek to improve its quality (such as re-use of existing vacant floorspace), which will contribute to the vitality of the centre rather than seeking to create significant new levels of retail floorspace. The Council may also need to identify other regeneration opportunities to improve the attractiveness of South Shore in the future.

FYLDE

St Annes

53. St Annes is identified to be the most popular retail destination in the Borough. Indeed, the significant ongoing regeneration and improvement of the shopping environment of the town centre in recent years appears to have improved the vitality of the town centre, reducing vacancies and increasing footfall.

54. However, whilst the convenience goods sector is considered relatively strong (third highest market share in the Sub-Region) and anchored by the existing Sainsbury's store and the new M&S Simply Food, its comparison goods shopping role is much more limited. Our assessment suggests that the town centre as a comparison goods destination is performing below what would be expected.

55. It is important for the Council to identify appropriate opportunities to improve the retail offer of St Annes. However, it is important that any new development is appropriate in scale and contributes to the vitality and viability of the centre.

56. Further work will be necessary to identify potential opportunities within the town centre that could accommodate additional retail floorspace. Potential opportunities could include the existing car park at St Georges Road (although any loss in car parking may affect the vitality of the centre) and the covered market also on St George's Road. There could also be scope to provide additional retail floorspace as part of any future use of The Island. However, given that this is out-of-centre, any improvement in the retail offer in this location would need to be ancillary to the main leisure use rather than compete with the existing town centre offer.

57. In addition, there is an opportunity to enhance St Annes as a 'Classic Resort' as part of the ongoing Business Plan for the Ribble Coast and Wetlands Regional Park. Further improvements in St Annes to create a vibrant town centre will help strengthen the visitor economy in the region and act as an important catalyst in the aim of achieving the aim of the Business Plan.

Lytham

58. Lytham performs an important role in meeting the needs of the local population. However, it is identified to perform a more limited retail role than nearby Kirkham or St Annes, despite a relatively strong comparison goods retail offer.

59. Given the recent development of a new Booths store on Haven Road at the edge of Lytham Town Centre (which opened just before the Household Survey was undertaken) there appears no demonstrable capacity for additional convenience goods floorspace within Lytham based on current market shares. Therefore, in the short term at least no capacity for additional convenience goods floorspace in Lytham and any capacity in the longer term will be influenced by any future proposal elsewhere.

60. It is also important that improvements to the comparison goods offer in Lytham take place in response to the likely increase in competition from Preston in the future in order to at least maintain its current market share. However, appropriate opportunities within the town centre for improved retail provision appear limited.

Kirkham

61. Kirkham is considered an important centre in meeting the needs of the local population. The centre is anchored by a Morrisons store, which is identified to be trading very well.

62. Whilst our analysis suggests significant scope for additional convenience goods floorspace, as with Lytham, the need for additional convenience goods floorspace will be affected by what will take place elsewhere.

63. The comparison goods offer in Kirkham is more limited. Accordingly, there is only limited scope for additional comparison goods floorspace in Kirkham based on current market shares.

WYRE

Cleveleys

64. Cleveleys serves an important retail role. It is the second most popular destination for comparison goods shopping behind Blackpool Town Centre. The convenience goods offer of Cleveleys is identified to be less important, although an out-of-centre Morrisons store on Amounderness Way serves a key main food shopping role in the Borough. By taking into account the overtrading of the existing town centre provision and the nearby out-of-centre Morrisons store there is identified to be significant capacity for additional floorspace in Cleveleys in the long-term.

65. It is considered that the Council should consider appropriate sites within or at the edge of Cleveleys Town Centre to improve its convenience goods offer, which is currently dominated by the Tesco Metro store. An appropriate improvement in the convenience goods offer of Cleveleys Town Centre will add to the overall attractiveness of the centre and reduce the overtrading of existing floorspace. However, in considering any improvement in the convenience goods offer in Cleveleys consideration should be made to proposals/strategies elsewhere in the Borough, including the likely improvement in the retail offer of nearby Thornton.

Fleetwood

66. Fleetwood is identified to be the most popular retail destination within Wyre Borough. The recent Asda development (which is identified to be trading well) has significantly improved the retail offer at the edge of the town centre and the market provides a key attractor. It is notable that the convenience goods market share of Fleetwood has significantly increased since the opening of the Asda store. Similarly, the attraction of Fleetwood as a comparison goods destination also appears to have increased in recent years, which is likely to also be attributable to the new Asda store.

67. However, the recent Asda development appears to have resulted in a shift in the centre of gravity of the town centre towards the Asda store. This has resulted in a reduction in pedestrian activity elsewhere in Fleetwood Town Centre, most notably at the other end of Lord Street. In this respect, there is a need to improve the linkages between the Asda store and elsewhere in Fleetwood Town Centre in order to maximise the spin off benefits associated with the success of the Asda store.

68. There appears scope to improve the convenience goods offer of Fleetwood Town Centre which is currently dominated by the existing Asda store. Indeed, improved provision in Fleetwood would improve consumer choice and competition for the benefit of local residents. Based on the need identified, there appears scope for an additional foodstore that is comparable in scale to the existing Asda store in the long term based on current market shares. However, a potential improvement in the convenience goods offer in Fleetwood will need to be well linked to the established town centre so that new investment contributes to the vitality of the centre.

69. Whilst outstanding commitments are identified to meet the identified quantitative need beyond 2013, this is based on current market shares. As demonstrated in this report it is considered that Fleetwood Town Centre is underperforming and has suffered from a lack of significant investment in recent years. Therefore, it is considered that there is scope to improve the current market share of the town centre through appropriate improvements to the retail offer.

70. However, potential opportunities within the town centre are limited, with existing retail premises comprising predominantly small format units that are not attractive to modern retailers, particularly those focused along Lord Street. Accordingly, the Council will need to identify edge-of-centre locations that are, or will be, well linked to the existing town centre.

Garstang

71. Garstang is considered to be a vital and viable centre serving an important role in meeting the needs of the local population, particularly for convenience goods shopping. Indeed, there has been recent investment with the extant permission to relocate and enlarge the existing Booths store.

72. The comparison goods offer of Garstang is much more limited and is affected by the strength and proximity of larger centres such as Preston and Lancaster, although the existing comparison goods floorspace is identified to be trading well.

73. Whilst there appears scope for some additional retail floorspace in Garstang given the historical and constrained nature of the town centre, opportunities for improved retail provision within Garstang are limited.

Poulton-le-Fylde

74. Poulton-le-Fylde is considered a vital and viable centre with few vacancies and performing a key retail role in the Borough. Despite Poulton-le-Fylde's limited size it serves an important retail destination for local residents, particularly for convenience goods shopping, containing a Booths and Somerfield store.

75. Based on current market shares the outstanding commitment to provide an enlarged Booths store will absorb the identified capacity in the short-term (up to 2013). Consequently, there is no clear need to identify sites to accommodate new convenience goods retail floorspace.

76. Our assessment identifies limited comparison goods capacity within Poulton-le-Fylde over and above outstanding commitments. This limited capacity is reflective of the limited shopping role of Poulton-le-Fylde as a comparison goods retail destination.

Thornton

77. Thornton is identified to be the smallest of the main centres considered as part of this assessment. Consequently, the retail offer (both convenience and comparison) is limited resulting in very limited capacity for additional retail floorspace.

78. However, it is important to highlight that the ongoing Thornton AAP proposes a Local Service Centre. However, agents on behalf of a landowner are seeking to elevate the status of the Local Centre to a District Centre. The creation of the local service centre will be anchored by improved convenience goods provision. Whilst at current market shares there is very limited scope for additional convenience goods floorspace at Thornton, the current location of Thornton is well positioned to meet a specific local need in this part of the Borough and reduce the dependence on the out-of-centre Morrisons store at Amounderness Way on main food shopping patterns.

79. Consequently, there appears scope for improved retail floorspace at Thornton as part the creation of a new Local Service Centre. However, any development will need to be appropriate in scale to the centre and catchment that it will serve.

REPORT

REPORT OF	MEETING	DATE	ITEM NO
STRATEGIC DEVELOPMENT SERVICES DIRECTORATE	PLANNING POLICY SCRUTINY COMMITTEE	11TH DEC 2008	5

RESIDENTIAL USE OF HOLIDAY CARAVANS

Public Item

This item is for consideration in the public part of the meeting.

Summary

This report provides a short note of the approach taken by Ribble Valley Borough Council on the issue of the residential use of holiday caravans.

Recommendation

1. That the report be noted.
2. That option 2 of the previous report be recommended to the Portfolio Holder for adoption (the use of a more rigorous condition on new planning applications).
3. That, having regard to the current level of resources available for enforcement in the development control and environmental health licensing units, no further action be taken on this matter until a definitive response on the national position is received from the MP.

Cabinet Portfolio

The item falls within the following Cabinet portfolio:

Planning and Development: Councillor T Fiddler

Continued....

Report

1. A report was considered by Committee on the issues around the unlawful residential use of holiday caravans on 9th October 2008. The report identified three (not mutually exclusive) options for potential action.

2. No resolutions were made in relation to the recommended options. However, the Committee did resolve to ask for a report on the approach taken by Ribble Valley Borough Council; and to invite the M.P. to take the matter up at regional and national level.

3. A letter to the M.P. has been sent in accordance with the minute.

4. Regarding the approach taken at Ribble Valley, the Head of Development Control has been contacted and has reported that the Council has no special approach to the issues and challenges previously reported on which that Council also experiences. However, where the Council Tax section reports to planning that council tax is being paid by a person living in a holiday van, the matter is investigated and enforcement action taken where appropriate.

5. Members are requested to re-consider the options set out in the October report which is attached.

IMPLICATIONS	
Finance	Additional enforcement will have significant implications for the Council's revenue budget which are set out in the report. There is no provision in the current 2008/09 budget to employ additional staff to undertake additional enforcement work.
Legal	All suggested enforcement solutions depend on the council being prepared to invest in resources to make them effective.
Community Safety	No direct implications.
Human Rights and Equalities	There may be significant implications if enforcement leads to people losing their homes.
Environmental Sustainability	No direct additional implications.
Health & Safety and Risk Management	Option 3 could give rise to appeals against conditions which could put at risk the recommended strategy. If successful, enforcement procedures could result in people being made homeless and presenting themselves to the Council as such.

Report Author	Tel	Date	Doc ID
Tony Donnelly	(01253) 658610	Dec 2008	

List of Background Papers		
Name of document	Date	Where available for inspection
PPSC Report : Residential Use of Holiday Caravans and Chalets:	9th October 2008	Attached

Attached documents

1. Report to Committee 9th October 2008

Appendix 1

REPORT

FYLDE BOROUGH COUNCIL

REPORT OF	MEETING	DATE	ITEM NO
STRATEGIC DEVELOPMENT SERVICES	**PLANNING POLICY SCRUTINY COMMITTEE**	**9TH OCT 2008**	

RESIDENTIAL USE OF HOLIDAY CARAVANS AND CHALETS

Public Item

This item is for consideration in the public part of the meeting.

Summary

This report follows previous reports, the last considered by Committee on the 10th April 2008. The current report sets out the options in respect of seeking to control the unauthorised use of holiday caravans for residential purposes.

Recommendation

That the three options contained in the report are recommended to the respective Portfolio Holders

Cabinet Portfolio

The item falls within the following Cabinet portfolios:

Development & Regeneration: Councillor T Fiddler
Social Wellbeing: Councillor P Fieldhouse

Report

Background

In September 2003 the former Economy and Development Committee established a task and finish group to make recommendations in respect of a number of issues arising from the fact that it was believed that a number of static holiday caravans were being used as residential caravans, contrary to planning permission conditions.

A number of 'task and finish' group meetings were held in the months following but the issues continued to remain unresolved.

The issues were raised again in April 2007 when a detailed report and addendum paper was considered by this Committee.

An informal joint member / officer meeting took place on 20th March 2008 the outcome of which was referred to the meeting of this Committee on the 10th April 2008.

The Committee resolved:

- to ask officers should consult with other Lancashire authorities to ascertain whether they had identified similar issues, and if so, how they were dealing with the matters;
- to arrange for one to one meetings with site owners to be undertaken to discuss relevant issues, particularly when planning applications are submitted to extend the season;
- to undertake enforcement action (a test case) in respect of sites where there is evidence that planning conditions are being breached; and
- to ask Environmental Health officers to research whether there was a means whereby site owners could be charged for enforcement proceedings;
- to ask the Executive Manager (SP&D) to write to the MP for Fylde and the Local Government Association to raise awareness of the issues;
- to invite representatives of the Valuation Office and the licensing, tourism and rating sections of the Council to brief members on issues appertaining to their areas of responsibility;
- to ask the Executive Manager (SP&D) to obtain evidence substantiating the need for static/touring caravan sites in the borough;
- to ask the Executive Manager (SP&D) to produce an options report for consideration by Committee, detailing all the issues to be considered in preparing a suitable policy.

The subject matter identified in each resolution is covered below.

Other Lancashire Authorities

Chorley Borough Council: only have two holiday sites and are not really affected by the problem.

Blackpool Council: in general do not perceive that they have a problem. They do get a few cases presented on Marton Moss but each case is investigated.

Lancaster City Council: acknowledge that there is a problem but concede that they do not know the extent of it. Officers consider that to tackle the problem would place a significant strain on resources and there are doubts whether such action would be justified. The report prepared by Fylde officers (April 2008) was described as a very accurate summary of the situation in Lancaster also.
In relation to the suggested use of conditions in the 2007 Practice Guidance, Lancaster may continue to use the seasonal occupancy condition (although this had been successfully challenged on appeal elsewhere). The Council has an additional problem of traveller sites being used by non-travellers.

Wyre Borough Council: acknowledge that they do have a similar problem in that caravans within a number of holiday caravan parks are being occupied to all intents and purposes as permanent dwellings.

The Council is not currently dealing with the matter. They consider that it is most likely that any breach of condition notice served would be ignored. It would occupy an entire team of enforcement officers and lawyers to deal with all the resultant court cases.

Officers consider that one of the problems is that the government favours all year round occupation, but does not like conditions which restrict occupancy to a particular time period e.g. not more than 4 weeks in any 6 month period. Given that a person could occupy a holiday caravan for an indefinite period, the Council raises the question as to how we define ‘holiday’.

Meetings with Site Owners

At the time of writing this report, no new planning applications to extend the season have been received and no meetings have taken place with site owners regarding their operation of their sites. This has partly been due to a result of lack of resources, but also as it was considered preferable to await the outcome of an enforcement action “test case”.

Enforcement Action

There is evidence that a number of holiday caravans on various sites across the Borough are being occupied in breach of planning restrictions. Following the officer/member meeting on 20th March initial investigations have revealed some evidence that a number of caravans on a particular site are being occupied in breach of planning conditions and initial enquiries to assess whether this site would form a suitable test case have taken place.

Members should be aware however, that in regard to planning enforcement, if a holiday caravan has been used as a primary residence for a period in excess of 4 years, it would be immune from enforcement action. If the local planning authority where to serve a notice, the recipient of the notice may appeal on the grounds that the use commenced in excess of 4 years ago.

The length of time that these particular pitches have been occupied in breach of the planning condition is not known, but it has been concluded that there is a risk that the occupiers of these caravans have been on site for in excess of 4 years and that they would, therefore, be immune from enforcement action.

Charging for Enforcement Action

There are no provisions within the legislation to charge for enforcement action. The Council can only make application to the courts for costs in bringing a prosecution, following conviction.

Correspondence with MP

Michael Jack MP has made the following points in correspondence:

- acknowledges that 'hard information' is required about the scope and scale of the problem;
- suggests that the Regional Assembly should find some resources to fund research into the area;
- indicates that it is now timely to address the issues and would be happy to co-operate in trying to persuade the Assembly, or any other relevant body, to assist Fylde in evaluating this situation.

A letter inviting the MP to the meeting has been sent but no reply has been received to date.

Correspondence with LGA

No reply has been received from the LGA to date.

Invitations

Invitations to attend the Committee Meeting have been sent out to the District Valuer's office and to the relevant officers.

Evidence Regarding Static and Touring Caravan Sites

A Caravan Site Survey was commissioned by the Council in 2007 as part of the 'Private Sector House Condition Survey'.

A sample survey of holiday licence caravan sites was undertaken. 88 surveys of caravans were completed (out of an initial target of 100) on 24 sites. Of the 24 sites, 11 (46%) were assessed as having residential units where they are described as holiday licence sites only. The main distribution of 'offending' sites was at Little Eccleston, but other such sites were identified at Lytham, Singleton, Warton and Wesham.

Consultants have also recently been commissioned jointly with Blackpool and Wyre Councils to undertake a study into the adequacy of all tourism accommodation in the sub-region. This study which will inform the preparation of the Core Strategy will comment specifically on the demand for and supply of holiday caravan pitches (static and touring).

The study should be complete by February 2009.

Options for Action

Option 1

Enforcement action could be undertaken in respect of those occupants where there is evidence that they are in breach of planning conditions and the conditions are considered to be enforceable. E.g. where occupants are in receipt of housing benefit or have elected to pay the full amount of Council Tax. This would mainly relate to sites with recent planning permission. It is indicated above that preparations for a test case are being made.

However, given the number of caravan pitches within the Borough, the collection of evidence and implementing enforcement action will be resource intensive. Given the limited enforcement resource within the planning service (which has previously been acknowledged by a Task & Finish Group that examined the Council's wider enforcement function) Members should be aware that without additional resources being made available, there would be an inevitable impact on other enforcement cases.

A further enforcement officer on Scale 6 would involve an additional £28,784 p.a. including on-costs.

<u>Option 2</u>

In respect of new planning applications for holiday caravans, it is suggested that planning conditions based on those recommended in the 2007 Practice Guidance should be imposed but that documentary evidence should be required from occupants whose stay exceeds a period of (say) six months. The suggested conditions would read:

i. the caravans (cabins/chalets) are occupied for holiday purposes only;

ii. the caravans (cabins/chalets) shall not be occupied as a person's sole or main place of residence;

iii. the owners/operators shall maintain an up-to-date register of the names of all owners of individual caravans/cabins/chalets on the site, their main home address and two forms of documentary evidence verifying the address; and shall make this information available at all reasonable times;

iv. the owners/operators shall maintain an up-to-date register on a weekly basis of the names of all occupiers of individual caravans/cabins/chalets on the site, their main home address and where occupation exceeds three months in any six month period, two forms of documentary evidence verifying the main home address; and shall make this information available at all reasonable times.

<u>Option 3</u>

Monitoring the situation could be undertaken through the licensing process. This could be done in retrospect since it may be possible to implement a programme of re-licensing all relevant sites with a view to imposing a condition which required occupants of holiday caravans to provide evidence that they had a primary residence elsewhere. This could be done by having to provide Council tax bills, utility bills etc relating to the primary residence, in the occupant's name.

The programme of work would have to be approved through the Public Protection Committee, but in any event would require additional staffing resources in the licensing section to undertake the work.

However, there are some significant doubts as to whether such a condition would effectively control the unauthorised use of holiday caravans in every case. It would be a relatively easy matter for the occupiers to give fictitious home addresses (e.g. the address of a relative) and without a sophisticated procedure of obtaining relevant documents (e.g. utility bills etc) it would be very difficult if not impossible to disprove that assertion.

The main purpose of the licensing regime is to safeguard the health and safety persons occupying caravans. This is reflected in the Government's standard model conditions for site licences, which the current Fylde site licence conditions are drawn, e.g. the distances between caravans (fire breaks) and sanitation.

Approval of such an approach would have to be approved by the Public Protection Committee should the Council wish to impose additional conditions upon existing site licences. Appeals and legal challenges could be made to the imposition of any such new condition if it was considered by site owners to be unnecessary or onerous.

In respect of resource implications, there is currently one Environmental Health Officer and one Technical Officer (vacant post), supported by the Commercial and Licensing Manager. In addition to inspecting caravan sites, these officers are responsible for enforcing health and safety legislation in over 1800 commercial premises within the Borough. Inspections are prioritised and based upon the health and safety risk. Should the Council wish to impose this additional condition, this would add a further burden or work and require officers to deal with licensing issues which may prove time consuming, not health and safety related and ultimately unenforceable.

A Technical Officer on Scale 6 would involve an additional £28,784 p.a. including on-costs.

The above options are not mutually exclusive and it is recommended that the actions identified in options 1 and 2 are supported by the Committee. Members are asked to come to a view on whether a request should be made through the Portfolio Holder to the Public Protection Committee regarding monitoring and enforcement through the licensing procedure.

IMPLICATIONS	
Finance	Enforcement will have significant implications for the Council's revenue budget which are set out in the report. There is no provision in the current 2008/09 budget to employ additional staff to undertake additional enforcement work.
Legal	All suggested enforcement solutions depend on the council being prepared to invest in resources to make them effective. Members should be under no illusions that present resources do not allow for a comprehensive solution to the perceived problems without diverting resources

	presently used for other priorities.
Community Safety	No direct implications.
Human Rights and Equalities	There may be significant implications if enforcement leads to people losing their homes.
Sustainability	It is not sustainable to have people living in caravans in the rural areas of the borough remote from services and facilities.
Health & Safety and Risk Management	Option 3 could give rise to appeals against conditions which could put at risk the recommended strategy. If successful, enforcement procedures could result in people being made homeless and presenting themselves to the Council as such.

Report Author	Tel	Date	Doc ID
Tony Donnelly	(01253) 658610	Sept 2008	

List of Background Papers		
Name of document	Date	Where available for inspection
Previous Report to PPSC	10th April 2008	Council website

REPORT

FYLDE BOROUGH COUNCIL

REPORT OF	MEETING	DATE	ITEM NO
STRATEGIC DEVELOPMENT SERVICES DIRECTORATE	PLANNING POLICY SCRUTINY COMMITTEE	11TH DEC 2008	6

REGIONAL SPATIAL STRATEGY PARTIAL REVIEW

District Provision for Gypsies, Travellers and Showmen

Public Item

This item is for consideration in the public part of the meeting.

Summary

4NW has consulted this Council on the Partial Review of the Regional Spatial Strategy. This report indicates the draft level of provision for gypsies and travellers etc proposed for Fylde Borough in the period to 2016. The draft provision levels significantly exceeds those previously published.

Recommendation

1. That the report be noted.

Cabinet Portfolio

The item falls within the following Cabinet portfolio:

Planning and Development: Councillor T Fiddler

Report

1. To inform itself in respect of the position on the local needs for additional accommodation for gypsies, travellers and travelling showpeople, this Council in partnership with other councils in Lancashire commissioned Salford University to undertake an assessment. The Lancashire Sub-regional Gypsy and Traveller Accommodation and Related Services Assessment was published in May 2007.

Continued....

2. The Assessment indicated that for Fylde Borough, there was a need for just 1 pitch for gypsies in the period 2006 – 2011. The study indicated that there was no need for any pitches for travelling showpeople up to 2016.

3. The Assessment also identified a need in Blackpool for 24 pitches for gypsies and a need in Wyre for no gypsy pitches but 3 pitches for travelling showpeople.

4. A Partial Review of the Regional Spatial Strategy (RSS) is currently being undertaken which in part will introduce policies on gypsy and traveller accommodation into the RSS (now part of the statutory development plan).

5. Consultation with the Council has been undertaken on the proposed distribution of pitches on a borough basis. The consultation document indicates that the previous work contained in the Lancashire Assessment incorporated a bias in the methodology in that demand would tend to be identified in locations where there was already a gypsy / traveller presence i.e. more pitches would be required in those locations where gypsies already lived.

6. The partial review has adopted a more distributive approach whereby the requirement would be more equally shared between districts.

7. The current consultation indicates a proposed need for 10 permanent pitches and 5 transit pitches for gypsies in each of the three Fylde Coast authorities i.e. at total of 45 pitches.

8. Additionally, the consultation indicates a requirement of at least 15 pitches for travelling showpeople in Fylde Borough and 12 pitches in both Blackpool and Wyre. The increased figures are based on a survey undertaken with the Showman's Guild where travelling showpeople were invited to give a single locational preference.

9. Given the consultation closing date of the 2nd December 2008, and on the basis of the significant increase in numbers compared with the recent Lancashire Assessment, and the lack of transparency as to how the new figures have been determined, your officers have lodged objections to the figures pending discussions with 4NW officers.

10. This report is brought for information only.

IMPLICATIONS	
Finance	No direct financial implications.
Legal	Policies of the RSS form part of the statutory development plan and inform development control decision taking.
Community Safety	No direct financial implications.
Human Rights and Equalities	No direct financial implications.
Sustainability	No direct financial implications.
Health & Safety and Risk Management	No direct financial implications.

Report Author	Tel	Date	Doc ID
Tony Donnelly	(01253) 658610	Dec 2008	

List of Background Papers		
Name of document	Date	Where available for inspection
Regional Spatial Strategy: Partial Review	Nov 2008	Website address www.northwestplanpartialreview-forum.org.uk

REPORT

FYLDE BOROUGH COUNCIL

REPORT OF	MEETING	DATE	ITEM NO
STRATEGIC DEVELOPMENT SERVICES DIRECTORATE	PLANNING POLICY SCRUTINY COMMITTEE	11 DECEMBER 2008	7

CONSULTATION RESPONSE TO CENTRAL LANCASHIRE PREFERRED CORE STRATEGY AND PLANNING APPLICATION TO PRESTON CITY COUNCIL FOR RETAIL PROPOSALS AT TITHEBARN PRESTON

Public Item

This item is for consideration in the public part of the meeting.

Summary

The Portfolio Holder for Planning and Development considered a report by the Principal Planner – Policy – (reference 2008/009), regarding the Consultation Response to Central Lancashire Preferred Core Strategy and Planning Application to Preston City Council for Retail Proposals at Tithebarn Preston.

Following representations from Preston City Council the Portfolio Holder for Planning and Development has deferred the recommendations contained in the report in order to allow Preston City Council to make a presentation of their proposed scheme to this Committee.

Following a presentation by Preston City Council the Committee is invited to make a recommendation to the Portfolio Holder.

Recommendation

1. That Committee notes the report and make a recommendation to the Portfolio Holder.

Cabinet Portfolio

The item falls within the following Cabinet portfolio:

Planning and Development **Cllr Trevor Fiddler**

<u>Report</u>

1. Background

Continued....

1.1 Retail Proposals at Tithebarn Preston

1.1.1 Members will recall that at its meeting on 31 July 2008 the Planning Policy Scrutiny Committee considered a report which outlined the details of the then prospective mixed use planning application for the Preston Tithebarn Regeneration Area. At that meeting the following was recommended:

> ”1. To advise that the Committee acknowledges Preston’s predominance in the hierarchy of the shopping centres in the administrative area of Lancashire nevertheless, that committee agrees that Executive Manager, Strategic Planning and Development, accepts any invitation to meet with senior officers from Blackpool, Wyre and Blackburn with Darwen Councils to jointly consider whether there would be any likely effect of the Preston scheme on other centres, including centres within Fylde Borough; and
>
> 2. To request that when the planning application is submitted to Preston City Council that the details are referred to the Portfolio Holder for Development and Regeneration for comment and, if appropriate, a collective Fylde Coast / Blackburn with Darwen authority response be submitted.”

1.1.2 Preston City Council is now in receipt of the planning application for comprehensive redevelopment of the Tithebarn Regeneration Area. This Council has been consulted on the planning application. The extended deadline for representations on the planning application is 12th December 2008.

1.2 Central Lancashire Preferred Core Strategy

1.2.1 The three administrative areas of Preston, South Ribble and Chorley, collectively referred to as ‘Central Lancashire’, are working together to produce a joint Core Strategy, which is part of their Local Development Frameworks.

1.2.2 The Preferred Core Strategy sets out the long-term spatial vision, spatial objectives policies, and strategies for Central Lancashire. It details how the area will grow, how services will be provided and how the environment and character of the area will be enhanced and protected. It will include a monitoring and implementation framework for the local authority areas. It should be kept up to date and all other development plan documents must be in conformity with it.

1.2.3 The Central Lancashire Preferred Core Strategy (CLPCS) has commenced its community engagement phase, which will run through until 19th December 2008.

2. Current Consideration

2.1 Integral to the CLPCS are the Retail Proposals at Tithebarn Preston. The proposal provides for 52,000sq m net of additional non-food retail floor space, including two department stores to be occupied by Marks and Spencer and John Lewis. Up to 2,500sq m of food stores, a multi-screen cinema, over 20 restaurants and cafes, over 400 residential apartments, over 2,700 parking spaces and a relocated and redeveloped bus station are also provided as part of the proposal.

2.2 The draft decision notice (Reference 2008/009), is attached as Appendix 1 to this report. Your particular attention is drawn to sections 2.1 and 2.2 of Appendix 1 as they set out in detail the observations of your officers. Revised deadlines for this

Council's representations on both the Retail Proposals at Tithebarn Preston and the Central Lancashire Preferred Core Strategy are being negotiated.

2.3 The views of this Committee are now welcomed so that a response can be made to both consultation exercises.

IMPLICATIONS	
Finance	Refer to attached report (Appendix 1).
Legal	None arising directly from the report.
Community Safety	None arising directly from the report.
Human Rights and Equalities	None arising directly from the report.
Sustainability	Refer to attached report (Appendix 1).
Health & Safety and Risk Management	None arising directly from the report.

Report Author	Tel	Date	Doc ID
Mark Sims	(01253) 658656	December 2008	

List of Background Papers		
Name of document	Date	Where available for inspection
Planning Policy Scrutiny Committee Report - Preston Tithebarn Regeneration Area, Prospective Mixed Use Planning Application	31 July 2008	Planning Policy Section Town Hall St. Annes

Attached documents

APPENDIX 1 :

DRAFT DECISION NOTICE (2008/009) - INDIVIDUAL CABINET MEMBER DECISION - PLANNING AND DEVELOPMENT PORTFOLIO HOLDER

CONSULTATION RESPONSE TO CENTRAL LANCASHIRE PREFERRED CORE STRATEGY AND PLANNING APPLICATION TO PRESTON CITY COUNCIL FOR RETAIL PROPOSALS AT TITHEBARN PRESTON

PORTFOLIO HOLDER REPORT

REPORT OF	EXECUTIVE PORTFOLIO	DATE	ITEM NO
STRATEGIC DEVELOPMENT SERVICES DIRECTORATE	**PLANNING AND DEVELOPMENT**	**NOV 2008**	

CONSULTATION RESPONSE TO CENTRAL LANCASHIRE PREFERRED CORE STRATEGY AND PLANNING APPLICATION TO PRESTON CITY COUNCIL FOR RETAIL PROPOSALS AT TITHEBARN PRESTON

Summary

The Portfolio Holder is asked to consider the Council's proposed response to the Central Lancashire Preferred Core Strategy; and Preston City Council's consultation on the planning application for comprehensive redevelopment of the Tithebarn Regeneration Area.

The extended deadline for representations on the planning application is 12th December 2008; and 19th December for the Preferred Core Strategy.

The Portfolio Holder's approval is sought in respect of the following:-

1. **Central Lancashire Preferred Core Strategy:** that a combined response on behalf of the three Fylde Coast authorities (as set out in section 2.1 of this report), incorporating shared concerns be submitted as a representation to the current consultation.

2. **Tithebarn Retail Proposals:** that a combined objection to the planning application, (as set out in section 2.2 of this report) on behalf of the three Fylde Coast authorities, be submitted to Preston City Council.

Cabinet Portfolio

The item falls within the following Cabinet portfolio:

Planning and Development **Cllr Trevor Fiddler**

REPORT

1. BACKGROUND

1.1 Central Lancashire Preferred Core Strategy

Continued....

1.1.1 The three administrative areas of Preston, South Ribble and Chorley, collectively referred to as 'Central Lancashire', are working together to produce a joint Core Strategy, which is part of their Local Development Frameworks.

1.1.2 The Preferred Core Strategy is the third phase in producing a plan to deal with the spatial planning issues facing Central Lancashire. It builds upon the previous Issue & Options stages of the project**.** Your officers commented upon the previous '2nd Issues and Options Document' document. Amongst other things our observation centred around comments previously submitted to Preston City Council in respect of the Tithebarn Regeneration Area Supplementary Planning Document, as follows,

"Any improvements in the TRA should not be seen in isolation. They should be seen as part of an integrated whole. Any improved retail offer in Preston should be such that the vitality and viability of other town centres, district or local centres within or adjoining Lancashire is protected. In considering the detailed retail impact issues at the planning application stage the Retail Assessment, should have particular regard to impact upon Lytham, St Annes and Kirkham / Wesham."

1.1.3 The Preferred Core Strategy sets out the long-term spatial vision, spatial objectives policies, and strategies for Central Lancashire. It details how the area will grow, how services will be provided and how the environment and character of the area will be enhanced and protected. It will include a monitoring and implementation framework for the local authority areas. It should be kept up to date and all other development plan documents must be in conformity with it.

1.1.4 Core strategies should:

- contain a clear spatial vision from which spatial objectives, strategic policies, monitoring and implementation frameworks flow;
- be guided by sustainable development principles;
- be linked to the sustainable communities agenda, helping determine the broad location of new housing and employment land necessary to meet the requirements of the regional spatial strategy or any sub-regional strategy contained within it;
- be in general conformity with regional spatial strategies; and
- avoid repeating national planning policy policies or policies in the relevant regional spatial strategy.

1.1.4 Specific land allocations should not be set out in the core strategy. Instead, the core strategy should set out the broad locations for land use, which can then be outlined in detail in site specific allocations in other development plan documents. It can also use criteria to identify locations and priorities for preparing area action plans.

1.1.5 The Central Lancashire Preferred Core Strategy has commenced its community engagement phase, which will run through until 19th December 2008.

1.2 Retail Proposals at Tithebarn Preston

1.2.1 In July 2008 the Planning Policy Scrutiny Committee considered a report which outlined the details of the then prospective mixed use planning application for the Preston Tithebarn Regeneration Area. It recommended

”1. To advise that the Committee acknowledges Preston’s predominance in the hierarchy of the shopping centres in the administrative area of Lancashire nevertheless, that committee agrees that Executive Manager, Strategic Planning and Development, accepts any invitation to meet with senior officers from Blackpool, Wyre and Blackburn with Darwen Councils to jointly consider whether there would be any likely effect of the Preston scheme on other centres, including centres within Fylde Borough; and

2. To request that when the planning application is submitted to Preston City Council that the details are referred to the Portfolio Holder for Development and Regeneration for comment and, if appropriate, a collective Fylde Coast / Blackburn with Darwen authority response be submitted.”

1.2.2 The proposal provides for 52,000sq m net of additional non-food retail floor space, including two department stores to be occupied by Marks and Spencer and John Lewis. Up to 2,500sq m of food stores, a multi-screen cinema, over 20 restaurants and cafes, over 400 residential apartments, over 2,700 parking spaces and a relocated and redeveloped bus station are also provided as part of the proposal.

1.2.3 As this application is of strategic concern it was considered that a joint Fylde Coast response would be more influential. An independent specialist retail consultant has been appointed to review the planning application on behalf of the Fylde Coast and Blackburn local authorities. A summary of the conclusions as it relates to Fylde is included in Section 2 of this report.

2. KEY ISSUES

2.1 Central Lancashire Preferred Core Strategy

2.1.1 The vision of the Core Strategy states that “The City of Preston will have become well established as the alternative destination to Manchester and Liverpool for retailing, culture entertainment, business and higher education, with a transformed, high quality city centre and regenerated surrounding areas.”

2.1.2 The key areas for growth and investment identified in the preferred Core Strategy include Preston City Centre (incorporating the Tithebarn Regeneration Area), Chorley Town, Leyland and Longridge (in Ribble Valley).

2.1.3 It is considered that this places too much emphasis on the role of Preston after Manchester and Liverpool. Preston appears to be seeking to raise the level of the City above that established by RSS. This is contrary to regional policy contained within the Regional Spatial Strategy (RSS). Policy RDF1 of the RSS places the regional centres of Manchester and Liverpool as the first priority for growth and development, followed by the inner areas surrounding these regional centres. The third priority for growth and development should be the towns/cities in the 3 city regions, which includes amongst others Blackpool, Blackburn, Burnley and Preston.

2.1.4 Elsewhere in the document it is stated that, ”*The aim for Preston is that it will provide a viable alternative shopping and leisure destination to Manchester and Liverpool. Within Preston City Centre it is assumed that the Tithebarn*

Regeneration Area will have been redeveloped and that this will have greatly enhanced the city's retail and leisure offer and created further opportunities for city living." Under 'Givens', Page 94 of the Preferred Cores Strategy states that RSS "identifies Preston as a centre for higher order retailing and services".

2.1.5 This is not the case. Policy W5 of the RSS establishes a hierarchy for retailing in the North West. It states that: "*Manchester/Salford and Liverpool City Centres will continue to function as the North West's primary retail centres. Comparison retailing facilities should be enhanced and encouraged in the following centres to ensure a sustainable distribution on of high quality retail facilities."* There follows a list, which includes Blackburn, Blackpool, Burnley, Bury, Preston etc all at the same level. RSS does not promote Preston as a higher order centre, as referred to under 'givens' on page 94 of the Preferred Cores Strategy.

2.1.6 The document does not include the impacts on surrounding centres of extending Preston's Primary Retail Core to facilitate the Tithebarn proposal. As referred to in para 1.1.2 above, representations have previously been made in this regard. Notwithstanding the fact that reference to this has been included in the now adopted SPD, it is not addressed in the Preferred Options Core Strategy. More information on the impacts should be embedded within the document. Any impact on the growth and development of Blackpool could have implications for the rest of the Fylde Coast, including the possible regeneration of Fleetwood.

2.2 Retail Proposals at Tithebarn Preston

<u>Policy</u>

2.2.1 The application site falls partially within the Principal Retail Core (PRC) of Preston City Centre, as defined in the adopted 2004 Preston Local Plan. The PRC embodies both the primary and secondary shopping frontages of the City Centre. The majority of the application site, and the bulk of the proposed retail uses, fall outside the PRC and outside the defined City Centre Shopping Area (CCSA).

2.2.2 Policy of S1 of the Preston Local Plan permits the redevelopment of land within the PRC for retail purposes. Policy S2 allows for only 'small scale infill schemes' in respect of retail proposals located outside the PRC but within the CCSA. Policy S6 allows for retail development outside the PRC but within the 'City Centre' subject to nine criteria. These criteria echo the requirements of PPS6 for out-of-centre retail development, including the proposals effect on existing businesses within the City Centre.

2.2.3 No primary shopping frontage (as defined in the adopted 2004 Preston Local Plan) falls within the application site; and only a few of the secondary frontages do so. The majority of the application site, and the bulk of the proposed retail uses, fall outside the Primary Retail Core, which the Preferred Core Strategy seeks to extend in order to facilitate the development

2.2.4 The development plan context for the Tithebarn proposal is not, as such, permissive. Nor is the proposal compliant with any existing development plan strategy. Although the Tithebarn redevelopment is sought to be brought forward under the Local Development Framework, this is at an early stage and little weight can be applied to it.

2.2.5 The Supplementary Planning Document (SPD) for Tithebarn was adopted despite questions being raised regarding its status and the fact that it was not subject to any independent scrutiny. SPDs cannot alter development plan strategy or bring forward new allocations.

2.2.6 The applicants somewhat rely on the fact that the planning application is consistent with the retail strategy embodied in the SPD and emerging LDF, which is of limited relevance. Under national policy, the proposal needs to be thoroughly assessed against the relevant provisions of the development plan, including the RSS, having regard to Government policy in Planning Policy Statement 6.

2.2.7 An analysis based on the above was conducted, looking at the Preston Retail Study Update 2008 and the applicant's Retail Impact Assessment (RIA). Below is a summary of the main issues:

Scale

2.2.8 The turnover of the Tithebarn scheme will exceed the non-food turnovers of Blackpool and Blackburn town centres; similarly, at 52,000 sq m net, its non-food retail floor space is of similar order to that of these centres.

2.2.9 The net effect of the proposal would be to increase Preston City Centre's non-food retail floor space by 74%. This resultant floor area would be more than double the non-food retail floor space of the neighbouring 'Tier 1' (as under RSS) towns of Blackpool and Blackburn, creating a material difference in their respective statuses in the regional hierarchy. Preston appears to be seeking to raise the level of the City above that allocated in the RSS. Under the provisions of PPS6, such an alteration in the regional retail hierarchy should only come about through the RSS. There is no such provision in the RSS. Notwithstanding this, it should be noted that whilst policy W5 of RSS does not place any constraint on the scale of development, it does state that *"any investment made should be consistent with the scale and function of the centre, should not undermine the vitality and viability of any other centre or result in the creation of unsustainable shopping patterns."*

Sequential Approach

2.2.10 Falling outside the City Centre Shopping Area and the Primary Retail Core, the planning application should have submitted a sequential assessment and as part of this assessment should have considered whether the proposal could be disaggregated or otherwise reduced in scale to have allowed it to locate on sites within the shopping area; or other shopping areas in the catchment area including Blackpool and Blackburn. There is no stated reason why the scheme should be provided on the scale that it is. No such analysis was undertaken by the applicants, or requested from Preston City Council.

Retail Impact

2.2.11 The applicant's analysis is based on a conservative turnover for the scheme and the optimistic prospect of spending growth: both factors that serve to reduce the resultant impact figures for the existing City Centre and neighbouring town and local centres. The Retail Impact Assessment (RIA) estimates Tithebarn's non-food retail turnover to be in the order of £286m, it is considered more likely to reach over £400m. This would exceed the non-food turnover of both Blackpool and Blackburn town centres.

2.2.12 The applicant's RIA places an undue reliance upon 'claw back' from very distant higher order centres beyond Manchester and the Trafford Centre. The City Centre may lose at least one fifth of its current business as trade is displaced to Tithebarn. This could result in widespread vacancies throughout its primary shopping frontages.

2.2.13 The Fylde Coast Retail Study (August 2008) identified the following non-food retail capacities:-

Comparison Goods Floorspace Capacity Requirement (sq m net)		
	2013	**2021**
St Annes	1,940	5,970
Lytham	1,380	4,450
Kirkham	700	2,310
Fylde Borough	4,140	13,180

2.2.14 £15m of growth will be taken from the Lytham-Kirkham area. This will increase spending leakage to Preston City Centre from this area from approximately 27% to 47%. In terms of planning for growth within the centres, Blackpool town centre's market share within this area is approximately 20%. The trade draw would deny Blackpool of £3m in spending from this area. In comparison, the market share of St Annes is approximately 12% (£1.6m); Lytham 10% (£1.5m); and Kirkham 2% (£0.3m). The analysis therefore indicates that the short-term quantitative 'need' for new floor space identified within the centres of St Annes (£11.2m of growth by 2014), Lytham (£6.5m) and Kirkham (£3.0m) will be reduced by approximately 15% for St Annes, 23% for Lytham and 10% for Kirkham.

2.2.15 The Fylde Coast Retail Study (August 2008) recognised that Blackpool town centre is the dominant retail destination in the Fylde Coast Sub-Region. The study identified non-food retail capacity in Blackpool town centre of 16,520 sq m in 2013, increasing to approximately 50,265 sq m by 2021. The Tithebarn scheme would take £17m of growth from the Blackpool area. This increases the identified 'leakage' to Preston from 7% to 10% from this central area. Effectively this further increases the timescale for which there is an additional 'need' in the town centre for further non-food retailing. Additional loss of growth is also identified in respect of Wyre's town centres – Fleetwood, Cleveleys and Garstang.

<u>Other issues</u>

2.2.16 It is worth noting that the effects of the Tithebarn scheme for the town and district centres of the Fylde are likely to be more far reaching than set out above, because the applicant's analysis downplays the likely levels of trade diversion from this area.

2.2.17 The proposed development will thus potentially stand to have implications on the sustainable level of planned inward investment in the main town and district centres on the Fylde coast. That threat has become all the greater in the context of the economic downturn. The assessments supporting the application have been assessed in some detail by the Council's retail consultant. He concludes that these "appear deliberately skewed in order to promote an unrealistically optimistic economic context for the provision of further non-food retail floorspace in Preston".

2.2.18 The increased retail draw of Preston City Centre will not only have retail impacts across the Borough and the Fylde Coast but is also likely to increase the number of journeys to Preston, particularly by car. This is not a sustainable approach for some.

2.2.19 If the Secretary of State were to call-in the application and convene a Public Inquiry the proposal and the very serious potential implications for other centres and sustainable development patterns, would be subject to proper scrutiny. It is therefore recommended that representation be made to Government office for the North West requesting that the application be called-in. It is understood that ReBlackpool, Wyre, Blackpool and Blackburn Councils will be seeking a call-in Inquiry.

3.0 SUMMARY

3.1 Both the planning application for the comprehensive redevelopment of the Tithebarn Regeneration Area and the Preferred Core Strategy for Central Lancashire, as proposed, will have an impact upon the Fylde Coast authorities, including the defined town centres of St Annes, Lytham and Kirkham. It is therefore recommended that a response to both be made in the interest of this borough.

3.2 Should Preston City Council resolve to support the proposals for the Tithebarn Regeneration Area; it is recommended that the Secretary of State calls in the application and convene a Public Inquiry so as to subject the proposals to full and proper scrutiny.

IMPLICATIONS	
Finance	Any potential future financial impact of the Tithebarn development upon Fylde Borough Council, such as car parking income, is difficult to quantify at this early stage.
Legal	None arising directly from the report.
Community Safety	None arising directly from the report.
Human Rights and Equalities	None arising directly from the report.
Sustainability	The impact of accommodating this level of retail floorspace on the existing retail areas will need to be carefully considered. In particular, consideration should be given to the impact on the viability and vitality of other centres.
Health & Safety and Risk Management	None arising directly from the report.

Report Author	Tel	Date	Doc ID
Mark Sims	(01253) 658656	November 2008	

List of Background Papers		
Name of document	Date	Where available for inspection
Planning Policy Scrutiny Committee Report : Preston Tithebarn Regeneration Area - Prospective Mixed Use Planning Application	July 2008	Planning Policy Section Town Hall St. Annes
Central Lancashire Preferred Core Strategy	September 2008	www.centrallancashire.com
Preston Tithebarn Planning Application 06/2008/0750	October 2008	www.preston.gov.uk

Attached documents

Planning Policy Scrutiny Committee

FYLDE BOROUGH COUNCIL

Date	9 October 2009
Venue	Town Hall, St Annes
Committee members	Councillor Kevin Eastham (Chairman) Councillor Ben Aitken (Vice-Chairman) John Bennett, George Caldwell, Maxine Chew, Lyndsay Greening, William Thompson
Other Councillors	Trevor Fiddler, Elizabeth Oades, Linda Nulty
Officers	Paul Walker, Ian Curtis, Tony Donnelly, John Cottam, Andrew Shore, Stuart Handley, Mark Sims, Peter Welsh
Representatives	None

1. Declarations of interest

Members were reminded that any personal/prejudicial interests should be declared as required by the Council's Code of Conduct adopted in accordance with the Local Government Act 2000.

2. Confirmation of minutes

RESOLVED: To approve the minutes of the Planning Policy Scrutiny Committee meeting held on 31 July 2008 as a correct record for signature by the chairman.

3. Substitute members

None

4. Proliferation of Illegal Signage

Andrew Shore (Technical Services Manager) presented the report which examined the roles and responsibilities of the Council and its partners in connection with graffiti, fly-posting and illegal signage in the Borough. The report also identified the various relevant legislation and statutory powers available to the Council to deal with the removal of such signage. Mr Shore also made reference to the Clean Neighbourhoods and Environment Act and the need for these powers to be adopted

The report provided details on the roles undertaken by the Council through Operational Services; Planning Enforcement; Legal Services and the County Council.

Members of the committee raised a number of issues including the legal powers for parish and town councils to be empowered to undertake enforcement; the number of enforcement officers employed by the council and the number of prosecutions undertaken.

Following consideration it was RESOLVED that officers enter into further discussions with stakeholders and a further report be brought back to the next meeting.

5. Affordable Housing Guidance Note

John Cottam (Principal EHO [Housing]) presented the report and advised that the council had recently adopted the Interim Housing Policy. Its purpose was to provide a framework for the consideration of planning applications for new residential development. It would provide for the provision of affordable housing to be included as part of the development proposals

The proposed affordable housing guidance note, (detailed in the report), was to offer guidance to developers, landowners and others on the implications of the Interim Housing Policy. It would, in particular, give guidance on the financial impact of the requirement to provide affordable housing and of the methods of delivery of the dwellings.

Mr Cottam further reported that the Council did not currently have an affordable housing officer or existing budget provision to fund an affordable housing officer post. It was anticipated that section 106 contributions might be utilised towards funding this post. Any approval would be sought inline with new financial procedure rules. It was also reported that there was a need for a 'commuted sums' policy to be established.

The committee questioned the projected indicative rent levels and transfer values of various types of property detailed in the report. The committee also raised the need for 'service charges' being kept to a minimum level; whether new properties would be subject to 'right to buy'; alternative methods of the provision of affordable housing by way of commuted sums. The committee also noted the need for commuted sums to be ring-fenced and used only for affordable housing and that the whole process needed to be properly managed with the Development Control and Planning Policy Scrutiny committees working closer together.

Following consideration it was RESOLVED

1. That the affordable housing guidance note be adopted for the purpose of advising landowners, developers and others on the implications of the affordable housing requirements as contained in the council's Interim Housing Policy.
2. That the establishment of a dedicated 'Section 106' officer to overview all aspects of affordable housing by way of commuted sums and section 106 monies be not supported

6. Local Development Scheme

Tony Donnelly (Head of Planning Policy) presented the report and informed the committee that the Council had been advised by Government Office North West (GONW) that following the publication of the Town and Country Planning (Local Development) (England) Regulations 2008 and a revised Planning Policy Statement 12: Local Spatial Planning that it should consider re-writing its Local Development Scheme to reflect the changes to the local development framework system

The report highlighted the reasons why the Council was not in a position to do this at the present time due to a lack of financial resources to underpin work on the Core Strategy and recommended that GONW be advised accordingly.

Following discussion it was RESOLVED that following the announcement of the 'housing delivery grant' the Portfolio Holder for Planning & Development be asked to respond to GONW.

7. Housing and Planning Delivery Grant Allocation Mechanism 2008/09 2009/10 and 2010/11

Tony Donnelly (Head of Planning Policy) presented the report which explained how the new Housing and Planning Delivery Grant would be allocated to local authorities in the current financial year and the next two years. It assessed the likely outcomes and implications for this Council.

Planning Delivery Grant had been paid by the government for a number of years. In previous years, payments were made generally for a Council's performance in determining planning applications, for making progress on the Local Development Framework and for improving the planning system through IT access (e-planning).

The government had now replaced the old Planning Delivery Grant (PDG) with a new Housing and Planning Delivery Grant (HPDG). The new grant would be payable from the current year 2008/09.

The committee noted the need for the Council to ensure that HPDG was ring-fenced for the purposes of planning and planning delivery.

RESOLVED that the report be noted and the financial implications be included within the budget process.

8. The Community Infrastructure Levy

Tony Donnelly (Head of Planning Policy) reported that the Community Infrastructure Levy (CIL) would be a new charge which local authorities in England and Wales would be empowered, but not required, to charge on most types of new development in their area. Charges would be based on simple formulae which related the amount of the charge to the size and character of the relevant development.

The proceeds of the levy would be spent on local and sub-regional infrastructure to support the development of the area.

Part 11 of the Planning Bill, currently before parliament, would form the legislative basis for CIL by allowing the Secretary of State to lay regulations before Parliament.

The report identified some of the main features of the CIL for information.

RESOLVED- That the report be noted.

9. Planning Obligations

Paul Walker (Strategic Development Services Director) presented the report which provided detailed information on progress with the management of planning obligations (Section 106 Agreements) and the role of councillors in this process.

Members questioned the means of accounting Section 106 monies allocated to the County Council; the mechanisms for financial reporting and the need for Ward councillors to be involved in the process.

RESOLVED that Members note progress on the management of planning obligations.

10. Blackpool Council – Core Strategy Issues And Options

Mark Sims (Principal Planner – Policy) presented the report and informed the committee that Blackpool Council had published its “Core Strategy” Issues and Options document. It had been prepared to seek views as a first step towards providing a new development strategy, planning ahead to meet Blackpool’s needs to 2025 and beyond.

A number of key issues for discussion were raised in the document. These were focused around 6 alternative “spatial options”, effectively setting out 6 different approaches to Blackpool’s future growth and development.

Consultation on the Issues and Options document began on 18th July and ended on 26th September. Unfortunately, any comments received after this date could not be considered. With this in mind, your officers submitted comments by the due date.

Rather than express support for an individual option or answer the specific questions raised in the document, it was deemed appropriate to make a number of observations, relevant to the future planned development of Fylde, as detailed in the report.

During the debate councillor Fiddler provided the committee with an update of the recent meetings held between representatives from Fylde, Wyre and Blackpool council’s.

RESOLVED that Committee notes the report and endorses the officer’s comments, as detailed in the report.

11. Residential Use of Holiday Caravans and Chalets

Tony Donnelly (Head of Planning Policy) presented the detailed report which provided a set of options in respect of seeking to control the unauthorised use of holiday caravans for residential purposes.

In September 2003 the former Economy and Development Committee established a task and finish group to make recommendations in respect of a number of issues arising from the fact that it was believed that a number of static holiday caravans were being used as residential caravans, contrary to planning permission conditions.

A number of ‘task and finish’ group meetings were held in the months following but the issues continued to remain unresolved.

The issues were raised again in April 2007 when a detailed report and addendum paper was considered by this Committee.

An informal joint member / officer meeting took place on 20th March 2008 the outcome of which was referred to the meeting of this Committee on the 10th April 2008.

The Committee resolved:

- to ask officers should consult with other Lancashire authorities to ascertain whether they had identified similar issues, and if so, how they were dealing with the matters;
- to arrange for one to one meetings with site owners to be undertaken to discuss relevant issues, particularly when planning applications are submitted to extend the season;
- to undertake enforcement action (a test case) in respect of sites where there is evidence that planning conditions are being breached; and
- to ask Environmental Health officers to research whether there was a means whereby site owners could be charged for enforcement proceedings;
- to ask the Executive Manager (SP&D) to write to the MP for Fylde and the Local Government Association to raise awareness of the issues;
- to invite representatives of the Valuation Office and the licensing, tourism and rating sections of the Council to brief members on issues appertaining to their areas of responsibility;
- to ask the Executive Manager (SP&D) to obtain evidence substantiating the need for static/touring caravan sites in the borough;
- to ask the Executive Manager (SP&D) to produce an options report for consideration by Committee, detailing all the issues to be considered in preparing a suitable policy.

The report before members provided details emanating from the above resolutions.

In addition, Stuart Handley (Commercial and Licensing Officer) provided the committee with information on licensing processes and the ability to impose conditions on licensed sites.

John Cottam (Principal EHO [Housing]) also provided a background on the living conditions experienced at some holiday caravans together with the implications of rigid enforcement impacting on homelessness figures.

Members expressed concern that sections of the community living in holiday caravans were receiving full council services without having to incur council tax, however, it was noted that the decision as to who was and was not liable to pay council tax rested with the Valuation Officer as opposed to the local authority.

Following a full debate it was RESOLVED to receive a further report on the approach taken at Ribble Valley BC and to invite the MP to take the matter up at regional and national level in order to influence a change in policy.