

# Plan for Fylde - Plan for the Future

## Draft Fylde Local Plan to 2032

Revised Preferred Option



## Preface

Fylde consists of the classic seaside resort towns of Lytham and St Annes, the historic market town of Kirkham and the urban centres of Wesham, Warton and Freckleton; together with large areas of countryside and picturesque rural settlements. The Local Plan identifies the settlement hierarchy for Fylde at the end of the plan period in 2032. It is a destination in its own right for leisure, culture and tourism.

Fylde is also an important part of the Lancashire economy – containing regionally significant business sectors including BAE Systems at Warton, (part of the internationally and nationally important Lancashire Advanced Engineering and Manufacturing Enterprise Zone), Blackpool Airport and the Westinghouse (Salwick) nuclear processing plant. It is vital that we manage, guide and encourage development within Fylde to meet the aspirations of our local communities.

The Local Plan identifies four Strategic Locations for Development which will be the focus for the level of housing and employment growth required in Fylde up to the end of the plan period. The four Strategic Locations are: Lytham and St Annes; Fylde – Blackpool Periphery; Warton; and Kirkham and Wesham. To accommodate the level of growth proposed, the Local Plan includes a masterplan policy for all of the Strategic Locations to ensure that new development on strategic sites is planned and delivered in an effective manner.

The Revised Preferred Option document represents an important process in the preparation of the new Local Plan for Fylde. The document has been prepared following the results of previous public consultations on the Local Plan Issues and Options and the Preferred Option documents and by considering the information provided by the Council's evidence base.

Ultimately, the new Local Plan will directly or indirectly affect all residents, communities and businesses within the Borough. Therefore, it is important that we hear from you on what is being proposed, in order to help us to make an informed decision on what the final Local Plan should include.

I very much look forward to hearing your views and receiving your representations on the policies and proposals set out within this Revised Preferred Option document.

## PHOTOGRAPH

Councillor Sue Fazackerley

Leader of Fylde Council

## How to Comment

The Council welcomes your comments on all aspects of this document.

The Council will have a number of exhibition boards on display around the Borough for the duration of the consultation period, providing information about the Revised Preferred Option document and how to make a representation.

Council officers will also host drop-in sessions around the Borough during the consultation period to provide the opportunity for members of the public to come along and ask questions about the Revised Preferred Option document and for guidance on making a representation.

## Key Dates

The consultation period of 6 weeks runs from **XXX** 2015 until **XXX** 2015.

### Where the document is available

The Revised Preferred Option document is available online at [www.fylde.gov.uk/localplan/](http://www.fylde.gov.uk/localplan/) or paper copies are available to view at Fylde Direct at St Annes and at libraries across Fylde. The document is also available on CD from the Planning Policy Team (see contact details below).

There are a number of ways you can comment on the Revised Preferred Option document:

- **Online:** We encourage you to respond online. The online representation forms are accessible using the following link: [www.fylde.gov.uk/localplan/](http://www.fylde.gov.uk/localplan/)
- **By post or email:** You can send your representation forms by post or email (quoting the relevant chapter and paragraph number where appropriate) to the address below.

This and other Local Plan documents will be made available on request in large copy print, audiocassette, Braille or languages other than English. All requests for Local Plan documents in different formats should be made in the first instance to the Planning Policy Team. The Council will meet the cost of any reasonable request for providing this service.

**What if I have any further queries?**

If you have a query about any aspect of this consultation please contact the Planning Policy Team on Tel. (01253) 658418 or email: [planningpolicy@fylde.gov.uk](mailto:planningpolicy@fylde.gov.uk)

**Contact Information**

**Planning Policy**

**Tel: 01253 658418**

**Fylde Borough Council**

**Town Hall**

**Email: [planningpolicy@fylde.gov.uk](mailto:planningpolicy@fylde.gov.uk)**

**Lytham and St Annes**

**Lancashire**

**Website: [www.fylde.gov.uk/localplan/](http://www.fylde.gov.uk/localplan/)**

**FY8 1LW**

**Fylde Forum: [www.fyldeforum.co.uk](http://www.fyldeforum.co.uk)**

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## Abbreviations

<b>AMR</b>	Authority Monitoring Report
<b>BHS</b>	Biological Heritage Site
<b>CIL</b>	Community Infrastructure Levy
<b>DfT</b>	Department for Transport
<b>EDC</b>	Economic Development Company
<b>EiP</b>	Examination in Public
<b>HIA</b>	Health Impact Assessment
<b>HRA</b>	Habitats Regulations Assessment (Screening Report)
<b>IDP</b>	Infrastructure Delivery Plan
<b>IDS</b>	Infrastructure Delivery Schedule
<b>LCC</b>	Lancashire County Council
<b>LDO</b>	Local Development Order
<b>LDS</b>	Local Development Scheme
<b>LNP</b>	Local Nature Partnership
<b>LNR</b>	Local Nature Reserve
<b>LTP</b>	Local Transport Plan
<b>MMO</b>	Marine Management Organisation
<b>MSA</b>	Mineral Safeguarding Area
<b>NNR</b>	National Nature Reserve
<b>NPPF</b>	National Planning Policy Framework – (the Framework)
<b>PPG</b>	Planning Practice Guidance
<b>RSS</b>	Regional Spatial Strategy
<b>SA</b>	Sustainability Appraisal
<b>SAC</b>	Special Areas of Conservation

<b>SEA</b>	Strategic Environmental Assessment
<b>SFRA</b>	Strategic Flood Risk Assessment
<b>SHLAA</b>	Strategic Housing Land Availability Assessment
<b>SHMA</b>	Strategic Housing Market Assessment
<b>SPA</b>	Special Protection Area
<b>SSSI</b>	Site of Special Scientific Interest
<b>SuDS</b>	Sustainable Drainage Systems

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## Chapter 1: Introduction

### The Fylde Local Plan to 2032

- 1.1** Future development within Fylde will be guided by the plans and policies within this new Local Plan for Fylde, which runs from 1<sup>st</sup> April 2011 to 31<sup>st</sup> March 2032, to ensure a 15 year plan from the date of adoption in 2017.
- 1.2** The Fylde Local Plan to 2032 includes Strategic and Non-Strategic Allocations for new homes and employment land, sites for Gypsies, Travellers and Travelling Showpeople, leisure, retail, tourism and community use, or a mixture of such uses. The Plan also comprises Development Management policies, which will inform decisions on planning applications and appeals; together with policies to protect the natural and built environment and heritage assets.
- 1.3** The Fylde Local Plan, once adopted, will supersede the current saved policies of the Fylde Borough Local Plan (As Altered: October 2005). Appendix 1 sets out the policies in the adopted Fylde Borough Local Plan (As Altered: October 2005) and shows:
- Policies which will be replaced by policies in this new Fylde Local Plan to 2032 including both Strategic and Non-Strategic Allocations and Development Management policies;
  - Policies which have been superseded by the National Planning Policy Framework (the Framework); and
  - Policies which are no longer required.
- 1.4** Preparation of the Fylde Local Plan to 2032 has fulfilled the requirements set out in the Planning and Compulsory Purchase Act, 2004 and the accompanying Town and Country Planning (Local Planning) (England) Regulations, 2012; and has followed the guidance set out in the Framework, published in March 2012 and the Planning Practice Guidance (PPG), issued in March 2014.
- 1.5** The new Fylde Local Plan is built upon the key principle of **sustainable development** and its three dimensions: social, economic and environmental. These dimensions give rise to the need for the planning system to perform a number of roles (the Framework, paragraph 7):
- **An economic role** – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and co-ordinating development requirements, including the provision of infrastructure;
  - **A social role** – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and
  - **An environmental role** – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

- 1.6** The Fylde Local Plan to 2032 – hereinafter referred to as the Local Plan - will provide the locally specific part of the development plan, whilst the Framework provides the national framework against which all development in Fylde must be assessed. The North West Regional Spatial Strategy (NWRSS) was revoked in May 2013, meaning that Local Plans must cover the strategic element of the development plan which was previously included in regional strategies. The Local Plan will not repeat policies contained in the Framework unless there is a locally specific aspect of the Framework that needs to be clarified.
- 1.7** Neighbourhood Development Plans may also be produced for parts of the borough by Parish / Town Councils / Neighbourhood Forums and these must be in conformity with the adopted Local Plan and National Policy. Some Neighbourhood Development Plans are being prepared in advance of the Local Plan. Neighbourhood Development Orders may also be produced to grant planning permission for development that complies with the order. Community groups may also produce Community Right to Build orders to give planning permission for small-scale, site-specific developments.
- 1.8** The Local Plan contains a **Spatial Portrait** of how the Borough looks and functions now, together with a **Vision for Fylde** and a **Development Strategy** that set out how the Council envisages the area will develop over the course of the Plan period. It seeks to ensure that new homes, jobs and services required by communities are located in the most sustainable locations and that the framework for delivering the necessary infrastructure, facilities and other development will be provided to make this achievable.
- 1.9** **The Local Plan should be read as a whole and every policy and supporting justification should be considered equally together and balance needs to be made when determining planning applications.**

### **The Duty to Cooperate**

- 1.10** The Government has recognised that the need for strategic planning remains following the revocation of Regional Spatial Strategies. To ensure that sensible planning for issues which extend beyond a Council administrative boundary occurs, it introduced a Duty to Cooperate on strategic planning issues through the Localism Act and the Framework (paragraph 178 of the Framework).
- 1.11** The Duty to Cooperate applies to all Councils and a number of other public bodies, including statutory consultees as set out in part 2 of the Town and Country Planning (Local Planning) (England) Regulations 2012. The duty requires working together on strategic priorities, such as understanding the needs of local areas and the wider economic, environmental and housing market areas.

**1.12** In particular, the new Duty:

- relates to sustainable development or use of land that would have a significant impact on at least two local planning areas or on a planning matter that falls within the remit of a county council;
- requires that councils set out planning policies to address such issues;
- requires that councils and other bodies engage constructively, actively and on an ongoing basis to develop strategic policies in the preparation of Local Plans and any documents and activities that can reasonably be considered to prepare the way for such plans;
- requires councils to consider joint approaches to plan-making.

**1.13** Paragraphs 178 -181 of the Framework give further guidance on “*planning strategically across local boundaries*” and highlights the importance of joint working to meet development requirements that cannot be wholly met within a single local planning area, through either joint planning policies or informal strategies such as infrastructure and investment plans. “*The Government expects joint working on areas of common interest to be diligently undertaken for the mutual benefit of neighbouring authorities.*” (Paragraph 178 of the Framework)

**1.14** The Council areas of Blackpool, Wyre, West Lancashire, Preston (Central Lancashire Authority) and South Ribble (Central Lancashire Authority) are adjacent to Fylde Borough. Fylde Council is working closely with these authorities, Lancashire County Council and other public bodies on issues of strategic importance to the Local Plan.<sup>1</sup> The Fylde Coast sub-region Authorities (Fylde, Blackpool and Wyre) working with Lancashire County Council have drafted a Memorandum of Understanding which sets the parameters for their continued joint approach to strategic planning across the Fylde Coast sub-region. Joint working has already involved producing evidence on housing, retail, Gypsies, Travellers and Travelling Showpeople and coastal defence issues.

#### **Duty to Cooperate Meetings**

**1.15** Under the Duty to Cooperate Fylde, Blackpool, Wyre and Lancashire County Councils are collectively working together on the strategic priorities highlighted in the Framework for the Fylde Coast sub-region, which are: the homes and jobs needed in the area; the provision of retail, leisure and other commercial development; the provision of infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals (including mineral safeguarding areas) and energy (including heat); the provision of health, security, community and cultural infrastructure and other local facilities; and climate change mitigation and adaptation, conservation and enhancement of the natural and historic environment, including landscape.

**1.16** Quarterly Duty to Cooperate meetings are held between officers from the Fylde Coast Authorities and Lancashire County Council (LCC), where strategic planning issues are discussed. Joint working has already involved the production of an evidence base.

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<sup>1</sup> The draft Infrastructure Delivery Plan for Fylde contains a list of infrastructure providers with whom the Council are engaging in relation to the key infrastructure issues in the borough.

- 1.17** The Fylde Coast Authorities Joint Member and Officer Advisory Steering Group was established in November 2014, comprising of councillors and senior officers from the Fylde Coast Authorities and LCC, to oversee the work under the Duty to Cooperate. A key remit of the Advisory Steering Group will be to resolve difficult and sensitive issues, reaching common understandings.
- 1.18** Officers from Fylde hold six monthly meetings with colleagues from Preston City Council relating to matters of cross boundary concern.
- 1.19** The Fylde Coast Authorities officers Duty to Cooperate meetings, together with the Fylde and Preston officers Duty to Cooperate meetings are effective mechanisms for ensuring that strategic planning issues that cross Council administrative boundaries are given due consideration, are planned for and are delivered effectively through the plan making process.

### Soundness of the Local Plan

- 1.20** Local cross-boundary needs should be considered in the Local Plan and the Council must demonstrate that it has successfully cooperated and, where necessary, agreed with their neighbouring authorities on cross-boundary issues. The Local Plan will have to meet the tests of soundness, which are set out in paragraph 182 of the Framework: “The Local Plan will be examined by an independent inspector whose role is to assess whether the plan has been prepared in accordance with the Duty to Cooperate, legal and procedural requirements, and whether it is sound. The Council should submit a plan for examination which it considers is ‘sound’ – namely that it is:
- **Positively prepared** – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;
  - **Justified** – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
  - **Effective** – the plan should be deliverable over its period based on effective joint working on cross-boundary strategic priorities; and
  - **Consistent with national policy** – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework”.

Consequently, the Duty to Cooperate is the first test of soundness and if the Council fails this, the Inspector will not examine the Local Plan.

### The Fylde Coast Sub Region

- 1.21** The Fylde Coast sub-region encompasses the area covered by Fylde, Blackpool and Wyre, within the wider area covered by Lancashire County Council (LCC). The area stretches from the Ribble Estuary in the south to Morecambe Bay in the north and the moorlands of the Forest of Bowland Area of Outstanding Natural Beauty in the east. It covers 384 square km and is home to 327,400 residents.

- 1.22** The Fylde Coast sub-region demonstrates a high level of self-containment in terms of housing markets, travel to work patterns and economic functionality, i.e a single housing market and a single employment market. The sub-regional housing market area is broadly determined by patterns of local migration and travel to work patterns. There are strong local connections within that part of the Fylde Coast housing market area comprising Blackpool and west Fylde and Wyre. The remaining areas of Wyre relate to a wider rural housing market and eastern Fylde relates more strongly to Preston.
- 1.23** The economic functionality of the Fylde Coast is apparent through the strong travel to work patterns and employment with a shared tourism and cultural offer; regionally and nationally significant advanced manufacturing (at the Enterprise Zone at BAE Systems, Warton, together with nuclear processing at Westinghouse, Salwick); public sector administration and a shared infrastructure, the coastal tramway and strategic highway and rail networks.
- 1.24** The role of the Lancashire Advanced Engineering and Manufacturing Enterprise Zone at BAE Systems, Warton in relation to the 'Preston and Lancashire City Deal' has the potential to significantly improve the economic and physical connectivity of key employment and housing sites. This will strengthen linkages between the Fylde Coast sub-region and the City of Preston and to Central Lancashire generally.

### Preparing the Local Plan

- 1.25** This Revised Preferred Option version of the Local Plan contains policies on the strategic and non-strategic locations for development, including site allocations for housing, employment and mixed uses. The Plan also identifies the distribution and phasing of development over the Plan period to 2032; together with development management policies such as housing, employment, retail, tourism, climate change, heritage assets and the natural and built environment.
- 1.26** The Council prepared the Vision, Issues and Objectives for informal public consultation in February and March 2011. The purpose of this was to seek initial views on the main issues facing the Borough along with views on the objectives for the Local Plan and what the future spatial vision of Fylde should include.
- 1.27** The formal consultation on Issues and Options took place in 2012. Formal consultation of the Preferred Option undertaken in 2013, was prepared under the relevant regulations relating to this aspect of the Development Plan process (Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations, 2012). The strategic objectives were included in both the Issues and Options and the Preferred Option consultation documents. Taking account of comments received in response to those consultations and the recommendations of the Sustainability Appraisal report and other technical documents, the objectives have been refined for inclusion in this Revised Preferred Option document.
- 1.28** The preparation of the Local Plan has and will continue to take into account the views of the community and stakeholders. The Council now invites comments and representations on this Revised Preferred Option version of the Local Plan. Details on how to make a formal representation are provided in the Preface to this document.

- 1.29** The Preferred Option has fed into this Revised Preferred Option of the Local Plan, which includes both strategic and non-strategic sites for housing and employment. The Local Plan also includes defined town, district and local centre boundaries; together with primary and secondary retail frontages. The boundaries of the Primary Holiday Areas in St Annes and the seafront areas of St Annes and Ansdell / Fairhaven have been reviewed and defined in the Local Plan. Work has been carried out as part of the preparation of the Plan to establish whether existing employment locations and allocations should continue to be protected and be carried forward. An update of the open space study, together with a new playing pitch strategy, will be completed to inform the preparation of the Local Plan, and consequently, the Green Infrastructure network will be identified in the Plan.
- 1.30** All of the stages to date in the preparation of the plan, initially comprising a Part 1 document, but now comprising one Local Plan are explained in summary in Figure 1:

**Figure 1: Local Plan preparation to date**



### Issues and Options

- 1.31** The Council's Issues and Options document underwent consultation during a six week period in July and July 2012. The document presented a vision of Fylde and five alternative spatial options for the distribution of future development. The five spatial options were:
- **Option 1: Focus on Lytham and St Annes**
  - **Option 2: Equal Focus on Lytham and St Annes and Kirkham**

- **Option 3: Lytham and St Annes and Key and Local Service Centres**
- **Option 4: Lytham and St Annes and Rural Dispersal**
- **Option 5: Equal Focus on Lytham and St Annes and land on the south east edge of Blackpool**

It also included options on policy issues such as landscape and biodiversity, climate change and open space.

- 1.32** A Consultation Statement was prepared summarising the responses to the Issues and Options document and the way the Council addressed them as part of the Preferred Option.

### **Preferred Option**

- 1.33** The Local Plan: Part 1 Preferred Option was prepared for consultation for an eight week period running from June to August 2013. It took account of the responses to the Issues and Options consultation and updated evidence and incorporated development management policies. The Framework came into effect late into the process of preparing the Issues and Options document and meant that, in some cases, the choice of preferred option was influenced by the inclusion of a policy within the Framework.

#### **Preferred Option**

##### **Four Strategic Locations for Development:**

- **Lytham and St Annes;**
- **Fylde-Blackpool Periphery);**
- **Warton; and**
- **Kirkham and Wesham.**

- 1.34** A Consultation Statement summarising the responses to the Preferred Option document and the way the Council proposed to address them as part of this Revised Preferred Option document was issued in July 2014 and is available to view and download from the Council's website.

### **Revised Preferred Option Version – Local Plan**

- 1.35** In consideration of the responses to the Preferred Option consultation, changes to national planning policy and further evidence that has emerged, this Revised Preferred Option version of the Local Plan has been prepared for consultation.

### **Evidence Base**

- 1.36** It is important to gather up-to-date relevant information to support the Local Plan, which is referred to as the 'evidence base'. The Council has collected information on a range of issues to directly inform the preparation of policy and this has been updated since the consultation on the Preferred Option document. A comprehensive list of the evidence used to inform preparation of the Local Plan is available on the Council's website.

## Technical Assessments

- 1.37** It is a statutory requirement and best practice that the Local Plan is subject to several technical assessments during its preparation to ensure that it is addressing the specific issues of sustainability, impact on international sites of nature conservation importance, economic viability, health, equality and impact on rural areas. Therefore, the following assessments of the Local Plan have been prepared and are available as part of this public consultation.

- Sustainability Appraisal (SA)
- Habitat Regulations Assessment (HRA) - Screening Report
- Health Impact Assessment (HIA) – *best practice*
- Equalities Impact Assessment – *best practice*
- Rural Proofing Assessment
- Viability Assessment

- 1.38** The results of the previous technical assessments have been used to update and enhance the Local Plan during its preparation. The consultants preparing the Sustainability Appraisal report have been working with the Council officers during the preparation of the Local Plan. These assessments have been undertaken throughout the preparation of the Local Plan and the recommendations of these assessments have been used to improve the Plan during its preparation. The results from the latest technical assessment will be fed into the next version of the Local Plan.

## Cross cutting themes

- 1.39** **Promoting health and wellbeing, equality, viability, achieving good design and sustainability** are [cross cutting themes](#) promoted through the Framework that are integral to all the policies in this Local Plan. The cross cutting themes run through the Local Plan and will be highlighted, together with the relevant strategic objectives, at the end of chapters 6 to 14 inclusive.

## Infrastructure Delivery Plan

- 1.40** A draft Infrastructure Delivery Plan for Fylde (IDP) incorporating an Infrastructure Delivery Schedule (IDS) has been prepared to accompany the Revised Preferred Option version of the Local Plan. The IDP identifies infrastructure projects which will assist in accommodating all of the housing, employment and mixed use development proposed in this Local Plan.

## Planning Policy on Minerals and Waste Development

- 1.41** LCC is the Minerals and Waste Planning Authority in Fylde and has responsibility for identifying sites and policies for minerals and waste development in Lancashire within the Joint Minerals and Waste Local Plan. Minerals and waste issues are not covered in this Local Plan. Fylde Council officers have held regular meetings with officers of LCC to discuss matters of relevance. Issues where Minerals and Waste matters will be relevant to the Local Plan include:
- The designation of Mineral Safeguarding Areas (MSAs) within policy M2 of the adopted Joint Lancashire Minerals and Waste Local Plan (adopted in 2013) on sites allocated in this Local Plan. It will be necessary to consider the potential impact that development may

have on sterilising those minerals, i.e. preventing them being extracted ahead of development;

- Existing permitted mineral sites where there may be the potential to affect the amenity of the public if new housing were to be allowed to develop too close to the boundary; and
- Existing and proposed waste sites which may seek to use existing or proposed employment related sites.

**1.42** There are three sites allocated in Fylde in the Joint Minerals and Waste Local Plan:

1. **Westinghouse (Salwick)** – This site is situated within the Westinghouse complex and is allocated for the disposal of low-level radioactive wastes produced at the processing plant. The allocation is intended to allow the site to landfill its own low-level radioactive wastes, such as those arising from the decommissioning of redundant buildings or from operation wastes such as used safety clothing. This waste is currently disposed at the Clifton Marsh landfill site. However, the planning permission for this type of disposal only runs until 2015 and there are no plans to renew the planning permission.
2. **Salwick Sidings** – Situated on the section of railway line adjacent to Westinghouse, these railway sidings will be safeguarded against development that could compromise the future use of the site for the transportation of waste.
3. **Whitehills Business Park** – A site for waste management facilities is allocated at Whitehills Business Park within Fylde Borough, next to the boundary with Blackpool.

**1.43** The site allocations identified in the Local Plan do not impact upon these three sites and it is not anticipated that there will be any issues in relation to the delivery of the housing, employment and mixed use sites.

### Mineral Safeguarding Areas

**1.44** Mineral planning authorities are required by national policy (Minerals Planning Statement 1 and Planning Policy Guidance) to ensure that unworked mineral deposits are safeguarded from development that would hinder their potential exploitation in the future. Mineral Safeguarding Areas (MSA) are included within the Joint Minerals and Waste Local Plan. Policy M2 of the Joint Minerals and Waste Local Plan does not allow new development in these areas unless it can be demonstrated that any of the exceptions listed in the policy can be met.

**1.45** LCC should be consulted on proposals, including planning applications that are likely to prejudice or prevent the future extraction of the minerals within the MSAs. Four of the strategic sites proposed in chapter 7 have MSAs within their boundaries, to a greater or lesser extent. These sites are set out in Table 1 below and in Figure 2.

**Table 1: Mineral Safeguarding Areas (MSAs) within Strategic Sites for Development**

Strategic Location for Development	Strategic Site for Development	Mineral Safeguarding Area within boundary
Lytham and St Annes	HS1 – Land at Queensway, St Annes	Sand and gravel (majority of site)
Kirkham and Wesham	HS8 – The Pastures, Fleetwood Road, Wesham	Sand and gravel (majority of site)
	HS9 – Land North of Blackpool Road, Kirkham	Sand and gravel (minority of site)

- 1.46** Before development takes place on these strategic sites, LCC advises that site surveys are carried out to assess the extent and quality of the mineral reserves and whether, in the case of the sand and gravel deposits, there is a case for prior extraction before built development commences. The undertaking of site surveys could affect the phased development and delivery of housing on these strategic sites over the lifetime of the Local Plan.
- 1.47** During the course of the examination of the Joint Lancashire Minerals and Waste Local Plan, the document was amended resulting in the removal of Peat Safeguarding Areas. This action was a result of the issuing of the Framework in March 2012, which no longer classed peat as a mineral.

## Figure 2: Mineral Safeguarding Areas in Fylde Borough

Fig.2 will be provided in the Revised Preferred Option version for consultation in Autumn 2015

## Shale Gas Exploration, Production and Distribution

- 1.48** The potential for shale gas has been identified across the Fylde Coast area with exploration wells. Companies seeking to undertake exploratory investigations, and to subsequently test for and extract onshore oil or gas, including shale gas, must apply for planning permission from LCC. The County Council advertises the planning applications it receives and there is the opportunity to make representations on individual proposals. Fylde Council is consulted on these planning applications as a statutory consultee.
- 1.49** In June 2014, LCC, along with Blackburn with Darwen Borough Council and Blackpool Council, consulted Fylde Council on a proposal to produce a Supplementary Planning Document on onshore oil and gas exploration, appraisal and production. Fylde Council submitted comments on the scope of the document in summer 2014. The draft supplementary planning document was produced after this scoping consultation, informed by the comments received. There was an eight week consultation on the draft Onshore Oil and Gas Exploration, Production and Distribution Supplementary Planning Document, which ended on 2<sup>nd</sup> March 2015.

## Chapter 2: Spatial Portrait of Fylde

### Fylde Borough

- 2.1** Fylde is a predominantly rural Borough, covering 166km<sup>2</sup>, which is situated on the west coast of Lancashire. It is bounded to the north by Wyre Council and the estuary of the River Wyre, to the north-west by the densely populated urban area of Blackpool, to the east by Preston and to the south by the Ribble Estuary.
- 2.2** The main land use in Fylde, in terms of area, is agriculture. This is due to the significant areas of Grade 2 and Grade 3a agricultural land (classed as the best and most versatile agricultural land). Fylde has no areas of Grade 1 agricultural land, but around 50% of the Borough is classified as Grade 2, and a further 34% as Grade 3a. Natural England retains up-to-date maps of best and most versatile agricultural land.
- 2.3** The coastline is one of the dominant features of the Borough and is the setting for the majority of its urban areas. The largest towns, Lytham and St Annes, together have a reputation as a high quality resort with their significant visitor attractions along with their distinctive seafronts and an internationally famous championship golf course. The other significant settlements are Warton and Freckleton, lying further east, and Kirkham and Wesham, which together form the only sizeable inland settlements.
- 2.4** With a total of 3.08 million tourist visits worth £207.07 million in 2013, the Fylde area has a strong and consistent visitor offer that includes a variety of major events, part of this offer is the natural assets such as the expansive beach, Lytham Green and surrounding rural areas which appeal to walkers and cyclists.

### Heritage Assets

- 2.5** Historic attractions such as Lytham Hall, the Victorian Pier at St Annes and iconic Lytham Windmill complement the thriving town centres which include a variety of quality dining and shopping opportunities. The choice and quality of accommodation stock continues to grow and / or to be developed to meet the demands of visitors, and which contributes over £124 million to the economy.
- 2.6** The historic development of the Borough is the result of economic, social, cultural and environmental factors which have resulted in its built heritage, including a significant variety of buildings. Within the Borough there is a market town and Victorian sea side resorts with vibrant town centres, together with rural settlements. Fylde contains attractive planned residential suburbs evoking the spirit of Victorian, Edwardian and interwar development.
- 2.7** Fylde contains a number of heritage assets including over 200 Listed Buildings (Grade I, Grade II\* and Grade II), ten Conservation Areas, three Registered Parks and Gardens (included within the national register: i.e. Lytham Hall Park, Ashton Gardens and Promenade Gardens, all within Lytham and St Annes). The Grade I listed building, Lytham Hall is on the Building at Risk register. There are no scheduled ancient monuments, but there is the potential for undesigned archaeological sites. In addition, there are heritage assets of local interest that may not meet the criteria for statutory designation but merit local protection.

## Demographics

- 2.8** The Borough of Fylde has a population of 75,800 (2011 Census). There were 38,000 people employed in Fylde and 2,860 VAT / PAYE registered enterprises in 2011. Population growth has over recent decades been relatively positive, increasing to 76,000 in 2012. The 2011 Census shows an increase in population growth of 3.6% since the last census in 2001. This is similar to the county average of 3.3% but below the England and Wales rate of 7.8%. It is estimated that between 2010 and 2035 the population of Fylde will further increase by 15.3% (Lancashire growth 12.8%).
- 2.9** In Lancashire, there will be a higher proportion of the population aged 65 and over by 2035. In Fylde, approximately a third of residents (33%) will be aged 65. This is higher than the predicted Lancashire average. Fylde already has a high proportion of older residents due to its popularity as a retirement location, currently with 24% of those aged 65+ years, the highest in Lancashire and well in excess of national averages.

## Deprivation

- 2.10** Deprivation is not a significant problem in the Borough. According to Public Health Observatory statistics, Fylde ranks 235th out of 326 district and unitary authorities in the country, making it the 2nd least deprived district in Lancashire. However, there are small pockets of relatively high deprivation (in the 20% to 30% most deprived areas), these tend to be concentrated near the boundary with Blackpool and in St Annes town centre. Overall, less than 10% of the population are considered to be income deprived.

**Figure 3: Fylde in context**



## Local Areas

- 2.11** The Borough of Fylde can be readily divided into five local areas, allowing for their individual characteristics to be addressed and managed. The areas are based on geographical areas, some of which have issues in common and others cross administrative boundaries.
- 2.12** The five local areas are:
- i. **Lytham and St Annes;**
  - ii. **Fylde-Blackpool Periphery;**
  - iii. **Warton;**
  - iv. **Kirkham and Wesham; and**
  - v. **Rural Areas.**

The main characteristics of each area are set out below:

### Lytham and St Annes

- 2.13** Lytham and St Annes include the urban settlements of St Annes, Lytham and Ansdell. The area is located on the south west side of the Borough, within the main urban area which runs adjacent to the coastline.
- 2.14** The area is bounded to the south by the coastline and by Green Belt to the north and east. To the north, the area is bounded by Lytham Hall Registered Historic Park, golf courses and countryside adjoins the area.

#### Key Characteristics

- 2.15** The coastal town of Lytham fronting the expansive Estuary has an attractive historic environment including the principal streets that forms its commercial core, including Clifton Street, Park Street and the Market Square. Over a number of years, environmental improvements have taken place along Clifton Street and more recently along Station Road, linking Clifton Street with the recently constructed Booths supermarket. Funding is to be made available, by way of developer contributions, to enhance the link between Lytham Hall and the historic Green. Development Management Policies and the potential for CIL will be used to secure improvements into the future.
- 2.16** St Annes are producing a Neighbourhood Development Plan.
- 2.17** St Annes has been the subject of a multi-million pound investment strategy, commencing in the year 2000. This has been aimed at revitalising the physical environment of the Town Centre through an extensive programme of building restoration and an integrated scheme of street and space enhancement. This has been achieved by way of developing a distinctive approach, building on the traditions of the town's architecture and location albeit with a contemporary flourish. The scheme has included repaving, street furniture, the restoration of architectural features such as garden walls, soft landscaping bespoke to the town, street furniture and an extensive programme of public art. The scheme so far has included The Square, Wood Street, Orchard Road, Garden Street, Park Road, Clifton Drive South and specific improvements to the Promenade. The scheme is to continue and additional streets and spaces are programmed for improvement with a view to completing the scheme over the next few years.
- 2.18** The two adjoining suburbs of Ansdell and Fairhaven (Woodlands Road) share the vibrant and attractive Woodlands Road, which has been the subject of a regeneration scheme, having taken place within two phases. The scheme has included, traffic management, new paving, tree planting, distinctive street furniture and the restoration and enhancement of the frontage to the Institute, now a listed building. A third phase is programmed for the financial year 2015 / 16 and will effectively extend the theme of the first two phases.
- 2.19** Fairhaven (The Lake) was conceived as a purpose built coastal resort, laid out to a town plan dating from 1894. The lake, formed in part through natural coastal features, is a centrepiece of the resort – now suburb – and is to be the subject of a major initiative. These incorporate the creation of a new coastal defence – effectively as new sea wall – that will include a new

promenade and enhanced car parking facility. This initiative will be accompanied by an ambitious plan to enhance the landscape of the lake environment and some of the feature buildings, based on an appreciation of the historic significance of the landscape. The scheme in total, amounting to some £11m, will take place over the next few years. The linkages to Woodlands Road and the railway station will be part of the longer term plan.

- 2.20** There is a high concentration of listed buildings and conservation areas in Lytham and St Annes, with Lytham Hall a Grade I listed building on Historic England 'property at risk' register. There are three registered Historic Parks and Gardens of national importance: Ashton Gardens and Promenade Gardens in St Annes and Lytham Hall Park in Lytham. All of the conservation areas in Lytham and St Annes and the three registered Historic Parks and Gardens have been identified on the Policies Map.
- 2.21** The Council has had a good track record in developing an approach to the regeneration of heritage assets within the built environment in Lytham and St Annes. The Council has in place its 'Regeneration Framework', which runs from 2015 to 2032 and identifies locations that are the subject of initiatives for the upgrading buildings and public realm improvements. Enhancement schemes have been carried out in Lytham where the Council, in partnership with the Lytham St. Anne's Civic Society, undertook an improvement scheme to Clifton Street, which included the reinstatement of verandas, forecourt paving, tree planting, new street lighting and other street furniture. Over the last 15 years, St Annes town centre has been the subject of a major programme of regeneration including its commercial core and Ashton Gardens.
- 2.22** The physical regeneration of the historic environment along the distinctive coastline in Lytham and St Annes is required to maintain the visitor market and support wider tourism and boost the local economy. The role and importance of Fylde's heritage assets in providing an iconic identity to the seafronts at Lytham and St Annes is also explored further in chapters 9 and 14 of this Local Plan.
- 2.23** Lytham and St Annes are popular tourist resorts that provide local employment. The towns of Lytham and St Annes are the main shopping areas in Fylde, positioned at the top of the retail hierarchy and also where many of the Borough's services are concentrated. This local area is well served by public transport and well connected to Blackpool by bus. However, connections to Kirkham town centre and rural areas are relatively infrequent.
- 2.24** Housing in Lytham and St Annes is considered to be the least affordable in the Borough and the need for affordable housing is therefore greatest compared to the rest of the Borough. From April 2001 - March 2014, 55% of residential completions have been flats that generally cater for the older population and this trend could continue to attract retirement in-migration. The trend has also resulted in limited provision of new family housing in Lytham and St Annes. The construction of modern blocks of flats has significantly changed the character of the built environment in some areas.
- 2.25** As a result of a housing land supply shortage in Lytham, housing schemes, including Lytham Quays have been approved at appeal.
- 2.26** There is a shortage of both primary and secondary school places in Lytham and St Annes.

- 2.27** The area contains over half of the Borough's population. The population age profile includes significantly lower proportions of children and young adults and a high proportion of people over the age of 65.

#### **Implications for the Local Plan**

- 2.28** The Local Plan should provide for an appropriate housing mix and provision of affordable housing and phased development to allow for necessary infrastructure to be provided. Opportunities for infill development should be maximised, whilst taking into account the characteristics of the area and seeking to avoid the loss of viable employment sites and public open space.
- 2.29** New development will need to be phased throughout the Plan period to allow for the provision of transport, social and Green Infrastructure, including freeing-up capacity of the combined sewer system so as to enable development and to alleviate the flood risk. The upgrading and maintenance of flood defences is required and the tourism benefits of this will be optimised as part of any scheme. Land should be provided for recreational opportunities, including allotments.

#### **Fylde-Blackpool Periphery**

- 2.30** This area includes Blackpool Airport Corridor and Whitehills Business Park. Whilst it is located in Fylde Borough, it is adjacent to the boundary with Blackpool, which means that this area has greater connections with Blackpool in terms of character and geographical location. It is likely that existing residents and businesses within the area will continue to rely on Blackpool's infrastructure and services.
- 2.31** Squires Gate is constrained by Green Belt to the south and by the motorway; and land at junction 4 of the M55 is constrained by existing employment land and adjoins the countryside.

#### **Key Characteristics**

- 2.32** Many holiday caravans / chalet pitches within the Borough are located at the boundary with Blackpool. This supports tourism in both Lytham and St Annes and Blackpool. At present, the majority of existing industrial / business units and new employment opportunities are located at Whitehills.
- 2.33** Key employers in this area include the Department for Work and Pensions. Blackpool Airport has seen a decline in passenger numbers in recent years although it still operates flights to and from the Isle of Man. Housing schemes have been approved at land at Whitehills, reflecting the sub-regional importance of opportunities at land at Junction 4 of the M55. There is a shortage of both primary and secondary school places.
- 2.34** Squires Gate Railway Station currently has poor access for people with limited mobility.
- 2.35** Erosion of the sand dunes is an issue at Clifton Drive South. It is recommended that, within the next 20 years, the sand dunes should be managed as the main front line sea defence, whilst also determining the requirement for a second defence line set back at Clifton Drive, south of Squires Gate. If viable, this would manage the risk of breaches in the sand dunes.

### **Implications for the Local Plan**

- 2.36** The Local Plan should provide for an adequate supply of affordable housing and phased development to allow for the necessary infrastructure to be provided. In relation to the erosion of the sand dunes, management of the dune frontage is supported.
- 2.37** This area is important for employment provision and tourist accommodation. The sub-regional significance of land at Whitehills Business Park to the Fylde Coast economy is recognised and further housing permissions at Whitehills will be discussed through the Duty to Cooperate, as the location is of sub-regional importance for business and industrial employment.

### **Warton**

- 2.38** This area is located on the south east side of the Borough and is part of the main urban area which runs adjacent to the coastline. The urban area is bounded to the south by existing employment land at BAE Systems Warton, to the west of Warton and north of Freckleton by Green Belt.

### **Key Characteristics**

- 2.39** Warton has been the subject of numerous residential development proposals in recent years and so the opportunity has been taken by the community to prepare a Neighbourhood Development Plan that is expected to be adopted in 2015. The local community has expressed a wish to physically enhance the centre of Warton to provide a sense of place. This will include proposals to provide an opportunity to provide improved planting, street furniture, surfacing and access to forecourts. It is envisaged that the scheme as approved will be implemented in the early part of the plan period.
- 2.40** Key employers include BAE Systems at Warton and the Land Registry. The internationally and nationally significant Lancashire Enterprise Zone has been established at BAE Systems, Warton. Although this area is one of the most affordable in the Borough, additional affordable housing is required.
- 2.41** There is an imbalance between employment opportunities and housing provision, which creates high levels of commuting to the BAE Systems site and increased pressure on the local road network during peak times. In addition, Warton does not have a recognised local shopping centre, and it is less accessible than other Key Service Centres and Local Service Centres in the Borough.
- 2.42** The Lancashire Enterprise Zone at BAE Systems, Warton is focused on advanced engineering and manufacturing (AEM) including aerospace, automotive, nuclear and new growth areas including energy. This will create net additional employment opportunities. A Local Development Order (LDO) has been prepared and adopted by the Borough Council, which will run for three years. The LDO identified that a Masterplan (Phase 1 Consultation Masterplan) be prepared by BAE Systems and the Lancashire Enterprise Partnership (LEP). The LDO sets out guiding principles for the preparation of the Masterplan and the matters it should address. The Masterplan was adopted on 1<sup>st</sup> October 2014.

### **Implications for the Local Plan**

- 2.43** The Local Plan should provide a flexible framework that can maximise the opportunities that will arise through the restructuring of BAE Systems, Warton and the establishment of the Enterprise Zone for the benefit of the local community, businesses and the environment.
- 2.44** The Local Plan should provide for an adequate supply of affordable housing and the balance between employment and housing opportunities should be addressed. Development should be phased to allow for necessary infrastructure to be provided.
- 2.45** Development will not take place in high flood risk areas. Warton has a long standing requirement for a recognised local shopping centre and land should be provided for recreational opportunities, including allotments. Without a strategic review of the Green Belt, development in Freckleton will be limited to infill.
- 2.46** The Local Plan will seek to address drainage problems in new build development, for example by incorporating sustainable drainage systems and other ways of reducing run-off from agricultural practices.

### **Kirkham and Wesham**

- 2.47** This area is located centrally within the Borough and provides services for the surrounding rural area. It is bounded to the south by Green Belt and to the north and south east by land at risk of flooding.

### **Key Characteristics**

- 2.48** Kirkham is recognised as a historic market town and one of the main shopping areas in the Borough. Kirkham town centre, together with Lytham and St Annes town centres are at the top of the retail hierarchy in Fylde, according to the Fylde Coast Retail Study, 2011, but Kirkham has less retail offer. The appearance of Kirkham town centre has deteriorated recently and requires investment in the public realm and private investment in the shops and shop-fronts.
- 2.49** Kirkham has a conservation area which is based around its historic core and medieval street pattern centred on the Market Square. The Memorial Park, in Kirkham, is an open landscape of local interest in relation to the historical elements of its layout. Archaeological excavations have taken place at the Roman fort at Dowbridge, in Kirkham. There is a possibility of unfound archaeological remains within the historic market town of Kirkham. The Council has supported regeneration proposals and initiatives in Kirkham and these schemes are having a positive benefit on enhancing the heritage of the town and supporting the local economy.
- 2.50** Kirkham town centre has been subject to pressures that have threatened its long term vitality. The inclusion of a supermarket, public car park and community centre in the late 1990's enhanced the retail environment and improved accessibility and footfall. The town centre has been the subject of small scale building refurbishment schemes that have been successful. More recently a concerted programme of public realm improvements has been launched as a joint initiative with Lancashire County Council. This has included an extensive programme of repaving, which has had a dramatic effect on upgrading the retail environment of the Town

Centre. Through a programme of public funding and contributions from proposed developments on the periphery of the Town, it is likely that the town centre environmental programme will progress and will be completed early in to the plan period.

- 2.51 Funding has been secured for some small scale enhancements to Wesham. Fylde Council will work alongside the Town Council and local community to draw together improvements envisaged as being around the War Memorial, creating an enhanced focal point.
- 2.52 Within the settlement hierarchy, Kirkham, like Lytham and St Annes, serves the role of a Key Service Centre. Housing is generally more affordable in this area but, like the rest of the Borough, additional affordable housing is required. There is a shortage of both primary and secondary school places.
- 2.53 Kirkham and Wesham railway station is situated on the Preston to Blackpool line, just before it divides into the North Fylde Line to Blackpool and the South Fylde Line to Lytham and St Annes. It is the busiest station in the Borough in terms of passenger numbers and train frequency but the station currently has poor access for people with limited mobility.
- 2.54 Tourism facilities are provided at Ribby Hall Village where there may be the potential for future investment and enhancement.
- 2.55 The area contains approximately 15% of the Borough's population. Wesham housing generally comprises smaller properties.

#### **Implications for the Local Plan**

- 2.56 There should be a focus in the Local Plan on regenerating Kirkham town centre. The character and appearance of the historic market town should be protected and enhanced and vacant units should be refurbished and put back into viable use, in line with the Council's Regeneration Framework.
- 2.57 The Local Plan should provide for an adequate supply of affordable housing in Kirkham and Wesham. Development should be directed away from areas at high risk of flooding and land should be provided for recreational opportunities. Development should be phased to allow for necessary infrastructure to be provided.

#### **Rural Areas**

- 2.58 The rural areas include the **Tier 1: Larger Rural Settlements** of Elswick, Newton, Staining and Wrea Green; and **Tier 2: Smaller Rural Settlements** of Clifton, Singleton and Weeton. A large proportion of land within the Borough falls within the rural areas. Land south of Newton and Clifton is in a high flood risk area.
- 2.59 To the south, the rural areas have strong links to the coastal area. The central rural areas have greater links to Kirkham and Wesham. To the north, the areas are considered to have greater links to Wyre. To the east, the rural areas have stronger links to Preston and beyond and to the west they have stronger links to Blackpool.

### **Key Characteristics**

- 2.60** The Neighbourhood Development Plans for Wrea Green and Staining are underway and Elswick Parish Council has shown an interest in preparing one.
- 2.61** Wrea Green Parish Council has expressed a desire to undertake some enhancements to the conservation area, which is, for the most part, centred on The Green. This could include new street lighting, consolidation of street furniture, traffic management around The Grapes and improved surfacing. Discussions with the Parish Council are under way to develop the proposals.
- 2.62** As a result of developer contributions, some modest funding has been secured for public realm enhancements to the local environment of Staining. Additional funding has been secured for improvements to some of the public open spaces within the rural settlement. A scheme for the enhancement of Staining will be agreed between the Parish and Borough. It will be implemented early in the plan period.
- 2.63** Agriculture and agricultural diversification (including energy crops), is an important industry for the Fylde rural economy, despite undergoing considerable change in recent years. Other key employment uses located in the rural areas include Universal Products at Greenhalgh, Westinghouse (Salwick), near Clifton and Ribby Hall Village between Wrea Green and Kirkham.
- 2.64** House prices in the rural areas are typically higher than other areas in Fylde. This means that the provision of affordable housing is a significant issue throughout the rural areas, with demand outstripping supply. The unauthorised use of static holiday caravans for residential use puts pressure on local facilities, which is not accounted for in service provision.
- 2.65** Although agriculture remains an important part of the local economy, farm diversification is also required to supplement the rural economy.
- 2.66** There is relatively poor public transport provision in the rural areas and investment is required to conserve the distinctive character of the larger and smaller rural settlements.
- 2.67** The potential for shale gas exploration, production and distribution in the Fylde area, referred to in chapter 1 could provide benefits to the local economy, but could also have impacts on rural tourism, biodiversity, farming and the quality of life.
- 2.68** Evidence has come to light in Elswick and Clifton where archaeology has provided clues to the lifestyle of a mediaeval rural settlement in Fylde. Rural settlements at first clustered around the Manor House, before later spreading and developing into linear settlements. The Borough contains two rural 'planned' model rural settlements in Singleton and Thistleton, associated with the development of large country estates and the ancient hill top hamlet of Larbreck.
- 2.69** Wrea Green takes the form of a traditional rural settlement once comprising of individual farms surrounding a green and now containing a mixture of Victorian, Edwardian and more contemporary development forming an attractive peripheral enclosure. The parish church, the open green and backdrop of trees contribute to the rural character of the conservation area.

- 2.70** Newton and Wrea Green are in the best 25% areas in England for health deprivation. Wrea Green has the highest proportion of homes in the higher tax bands, with more than half of homes within these bands. Singleton and Wrea Green have the lowest proportion of homes in the lowest tax band which suggests larger properties.

**Implications for the Local Plan**

- 2.71** The Local Plan will provide for an adequate supply of rural affordable housing. Development will be sustainably located and the agricultural economy, farm diversification and employment opportunities supported.

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## Chapter 3: The Local Plan's Vision for Fylde

- 3.1** The Vision is a positive statement of how the Council would like Fylde to look at the end of the Local Plan period in 2032.
- 3.2** The Vision is not a wish-list but something the Council and its partners will seek to achieve through the plan-led process.
- 3.3** A Vision for Fylde was included in the Issues and Options and in the Preferred Option consultation documents. The version in this Revised Preferred Option document includes minor additions and re-ordering of the text, reflecting comments received in response to those consultations, the recommendations of the Sustainability Appraisal report and other technical documents.
- 3.4** The Vision reflects the twelve core land-use planning principles set out in paragraph 17 of the Framework.

### A Vision for Fylde to the year 2032

By 2032, Fylde will be a welcoming place with highly skilled and healthy communities. There will be a diverse and prosperous culture and an economy that encourages everyone to contribute. Employment opportunities will have been diversified and young people be retained in the job market in Fylde. Access to healthy lifestyle choices, local health care facilities, good education and lifelong learning facilities will have been improved. Significant further educational opportunities and leisure facilities for young people will have been provided. Communities will have the opportunity to access public services, good jobs and decent and affordable homes, close to where they live, through the delivery of mixed use development.

Fylde will have continued to develop as a dynamic, prosperous place to live and work through boosting the delivery of sustainable homes and employment growth within the four Strategic Locations for Development, supported by the necessary facilities, services, infrastructure and access to modern telecommunications. New homes of an appropriate type and mix to address affordability, an ageing population and family needs will be located within sustainable locations. High quality design and sustainable building methods will be the key principles of all types of new development, including the delivery of urban extensions in the form of garden suburbs.

Fylde will have remained flexible in its approach to changing economic and employment patterns, particularly with regard to major local employers. It will have developed closer working relationships through the duty to cooperate with the adjoining Fylde Coast Authorities and with the Central Lancashire Authorities and other organisations and strengthened its position within the Lancashire sub-region and its linkages and connectivity to the city of Preston.

Opportunities for sub-regionally important employment at the Lancashire Advanced Engineering and Manufacturing (AEM) Enterprise Zone at BAE Systems, Warton and Whitehills Business Park will have been realised and employment will have been provided close to where people live, thereby reducing the need to travel long distances. Fylde will have an energy hub,

generating a cluster of energy based companies and amenities; together with an energy logistics park, close to Blackpool Airport, to support energy businesses on the Fylde Coast.

Fylde will have enhanced its unique qualities including its classic seaside resort towns of Lytham and St Annes, the historic market town of Kirkham, tranquil coastline, high quality golf courses, tourism offer, picturesque rural settlements and attractive landscapes. The visitor economy will have been strengthened by the area's resort appeal, its reputation as a centre for world famous golf championships and its attractive rural areas. High quality attractions and organised events such as the Lytham 1940s Wartime Weekend and the Lytham Festival, staged activities at Lytham Hall (Grade 1 Listed) and the retention of serviced tourism accommodation in the Holiday Areas, will generate an increase in the number of visitors. The Island Sea Front Area and the Promenade Gardens at St Annes and Fairhaven Lake will have been regenerated to provide a high quality visitor experience.

Lytham and St Annes will be thriving resorts with quality specialist shops, with Kirkham a vibrant historic market town. Lytham, St Annes and Kirkham will have retained and enhanced their positions at the top of the retail hierarchy. Warton will be a Local Service Centre with a local retail centre serving the needs of the local community and employment opportunities will have increased and diversified through the development of the Lancashire Advanced Engineering and Manufacturing Enterprise Zone, at BAE Systems. The Fylde-Blackpool Periphery will have become a Local Service Centre by the end of the plan period in 2032, with a local retail centre servicing the new community that will have developed at Whitehills. Wesham and Freckleton will retain their functions as Local Service Centres. Rural settlements will have retained their individual identities and heritage assets and their distinctive features will have been protected, enhanced and promoted.

Sufficient levels of housing of an appropriate type, tenure, design, density and mix to address local issues of affordability will have been provided in the smaller rural settlements. There will have been proportionate levels of employment growth to strengthen and diversify the local economies and reduce the need to travel.

To overcome traffic congestion and to accommodate all of the growth proposed in Fylde to the year 2032, the M55 (Junction 4) to Heyhouses Link Road between Whitehills and St Annes will have been completed; and congestion on the A585 trunk road will have been resolved through the delivery of the Blue Route. The Preston Western Distributor Road, to a new junction 2 on the M55, will have been delivered and opened. The construction of the Preston Western Distributor Road will improve road access to the Lancashire Advanced Engineering and Manufacturing (AEM) Enterprise Zone at BAE Systems, Warton, to the wider Fylde Coast, and serve new housing in north-west Preston.

Expansion of services provided by Blackpool Airport will have been secured, along with enhanced public transport access to the airport. There will have been an increase in the use of public transport. Public transport services across the rural parts of the Borough and onto Blackpool, Preston and beyond will have been improved. Railway station facilities at Kirkham and Wesham will have been enhanced, making the market town more accessible to other parts of the North West and increasing its sustainability as a residential and employment centre.

Sufficient open space and indoor and outdoor sports pitches and recreational facilities will have been provided, woodland increased and Fylde's unique pattern of coastline and sand dunes, green spaces and landscape will be accessible and contribute to a high quality of life.

The public rights of way network will have been protected and enhanced. Additional footpaths, cycleways and bridleways will have been provided to facilitate increased walking, cycling and horse riding, taking advantage of Fylde's assets: its flat landscape and open coastline.

The release of land within the countryside for development will have been minimised and the highest quality agricultural land will have been protected from inappropriate development.

Biodiversity will have been enhanced and protected from unsympathetic development. Lytham and St Annes will be key visitor hubs for the Ribble Coast and Wetlands Regional Park and opportunities will have been taken to achieve the Regional Park's social, economic and environmental benefits. Sea defences in the Coastal Change Management Area will have been improved, whilst bathing water quality will have been protected and enhanced, and associated tourism, recreational and environmental benefits realized, through the delivery of Fylde Council's Coastal Strategy, providing an essential tract of Green Infrastructure along the coast, running from Starr Gate in the west to Savick Brook in the east.

All development will have respected and conserved the individual character of the rural settlements in Fylde.

## Chapter 4: The Local Plan's Strategic Objectives for Fylde

### Introduction

- 4.1 Five strategic objectives have been devised, in order to deliver the Vision for Fylde:

- (1) To create sustainable communities
- (2) To improve the environment
- (3) To make services accessible
- (4) To diversify and grow the local economy
- (5) To develop socially cohesive, safe, diverse and healthy communities

- 4.2 These strategic objectives are important as they will be used as a basis to measure the success of the Local Plan in achieving the Vision. The objectives will be regularly monitored by way of targets set out in the Council's Authority Monitoring Report (AMR) and through the **Performance Monitoring Framework** which is set out in Appendix 9.
- 4.3 The five strategic objectives set out how the Vision can be achieved. They express the purpose of the Local Plan and what the Development Strategy aims to achieve.
- 4.4 The strategic objectives address the key issues that have been identified for the Borough. The Local Plan will set out policies that help to move towards achieving the objectives, so that we will come closer to achieving the Vision for Fylde. In line with the Framework, the objectives, policies and proposals contained in the Local Plan are underpinned by the '**presumption in favour of sustainable development**'.
- 4.5 The Local Plan contains an over-arching objective that all new development will be sustainable. The remaining objectives contribute to achieving this primary objective.

### Strategic Objective 1: To Create Sustainable Communities

- 4.6 All development will be located in sustainable locations, primarily within the four Strategic Locations for Development, in order to minimise the use of private transport and avoid areas at highest risk of flooding. New development will follow sustainable design principles and incorporate sustainable building practices by reducing carbon emissions, maximising water and waste efficiency and ensuring that they are resilient to the effects of climate change. Previously developed land will be used in preference to greenfield ones and the quality of the openness of the Green Belt will be maintained. Developer contributions will be used to mitigating development impacts on the surrounding area.

A sustainable approach to housing will be taken. This will:

- 1) Improve access for all to well-designed, good quality, affordable and resource efficient homes across the Borough.
- 2) Meet the specific housing needs of all sections of the community (including affordable, special needs housing and the needs of Gypsies and Travellers) by providing the right housing type and mix to secure sustainable communities and to improve housing choice. In particular, to provide more homes suitable for families.
- 3) Bring forward a responsive and deliverable supply of housing land and buildings in sustainable locations to meet housing requirements.
- 4) Make the best use of previously developed land and buildings, subject to appropriate site investigation and remediation where required, to reduce the loss of greenfield land.

**Strategic Objective 2: To improve the environment by:**

- 1) Protecting, restoring and enhancing the quality, character and distinctiveness of the biodiversity, landscape and countryside of Fylde Borough.
- 2) Expanding biodiversity resources, including improving habitat connectivity, particularly away from the coastal edge.
- 3) Promoting the network of Green Infrastructure throughout the urban and rural areas of Fylde.
- 4) Improving access to the natural environment.
- 5) Conserving and enhancing the built and historic environment and requiring new development to meet the highest quality urban design.
- 6) Minimising the risk of surface water flooding, coastal and fluvial flooding and groundwater flooding, to existing and new development and improving bathing water quality.
- 7) Protecting significant areas of best and most versatile agricultural land.
- 8) Protecting existing areas of Green Belt.
- 9) Promoting renewable and low carbon energy, in order to reduce and mitigate carbon emissions.
- 10) Supporting the Ribble Coast and Wetlands Regional Park Plan and the Coastal Strategy.
- 11) Ensuring that infrastructure is available to enable new development, whilst protecting and enhancing the natural and built environment.
- 12) Retaining the identity, character and setting of the rural settlements.

- 13) Working with the Marine Management Organisation to ensure clean, healthy, safe, productive and biologically diverse seas.

**Strategic Objective 3: To make services accessible by:**

- 1) Taking an integrated approach to the location of development with improved accessibility to key facilities (by walking, cycling and public transport) in order to provide the opportunity for a modal shift away from car use.
- 2) Reducing rural isolation and social exclusion through the protection and provision of public transport, key services and facilities such as local shops and doctors' surgeries. This may be linked to the allocation of new housing development within and on the boundary of Tier 1 rural settlements.
- 3) Improving the South Fylde Line and its Community Rail Partnership status, including improved pedestrian access at Kirkham and Wesham Railway Station and improved access to Blackpool Airport; supporting Cottam Parkway and the proposed new Preston Western Distributor Road, which will link to a new junction 2 of the M55 motorway and to support other projects identified in the Local Transport Plan (LTP3) and the Highways and Transport Masterplan(s).
- 4) Facilitating appropriate development at Blackpool Airport, and ensuring the viable continuation of the airport for general aviation.
- 5) Encouraging the delivery of the M55 to Heyhouses (St Annes) Link Road.
- 6) Continuing the Council's involvement in key decisions seeking to reduce traffic congestion on the A585(T) trunk road.

**Strategic Objective 4: To diversify and grow the local economy by:**

- 1) Diversifying the Borough's economic base in order to reduce reliance on a small number of large employers.
- 2) Making provision for high quality and readily available sites in sustainable locations that will facilitate the growth of existing local firms and be attractive to new inward investment, including high technology uses.
- 3) Recognising the international and national strategic importance of the Lancashire Enterprise Zone at BAE Systems, Warton and BAE Systems, Samlesbury as means of achieving economic growth and diversifying and protecting existing employment land and industrial premises, where appropriate.
- 4) Recognising the role of the 'Preston and Lancashire City Deal' and its potential to significantly improve the economic and physical connectivity of strategic employment and housing sites in Fylde.

- 5) Enhancing the vitality and viability of town centres through the promotion of mixed uses and focussing on development that attracts a large number of people.
- 6) Developing a distinctive image of the Borough as a business location, based on existing assets such as BAE Systems Warton Aerodrome, Lancashire Enterprise Zone at Warton and Whitehills Business Park and developing a vibrant cultural and creative community that will drive economic growth, attract inward investment, develop skills and innovation, create and sustain jobs and support regeneration.
- 7) Maximising the potential of the visitor economy through the development of a widely recognised image of the Borough as a quality regional tourism and visitor destination, based on existing assets such as the high quality hotels and the coastline (including the championship golf courses, the emerging Ribble Coast and Wetlands Regional Park, and implementing the Coastal Strategy).
- 8) Promoting the image of the classic seaside resort of St Annes, which builds upon the heritage assets including the Promenade Gardens and Ashton Gardens and the Pier; and the Victorian, Edwardian and Interwar architecture of the Conservation Areas.
- 9) Promoting the continuing improvement of the vitality and viability of the town, district and local centres.
- 10) Supporting and protecting agricultural and farming operations, and appropriate diversification as a key element of the rural economy.
- 11) Recognising the importance of Fylde's heritage assets and the contribution they make to the local economy through promoting opportunities for conservation and enhancement.

**Strategic Objective 5: To develop socially cohesive, safe, diverse and healthy communities by:**

- 1) Engaging and empowering local communities to be involved in local matters that shape their areas.
- 2) Ensuring that new development seeks to address pockets of deprivation.
- 3) Protecting, increasing and enhancing open space, sport and recreation provision and the Green Infrastructure network throughout the Borough.
- 4) Promoting good health and wellbeing by providing accessible high quality open space, sport and recreation in association with new developments.
- 5) Incorporating crime prevention measures into the design and layout of new development.

- 6) Reducing urban isolation and rural exclusion through the promotion of appropriate tenure mixes in new residential developments and improved accessibility to key services and facilities.
- 7) Promoting access to and support for lifelong learning opportunities and providing sufficient school places.
- 8) Facilitating access to community facilities, including health and social infrastructure and developing socially cohesive, diverse and healthy communities by investment in the existing and the provision of new formal indoor and outdoor sports facilities across the Borough.

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## Chapter 5: National Policy

### Presumption in favour of sustainable development

#### Introduction

- 5.1** The Framework came into effect in March 2012. All development within Fylde will be assessed against the Framework unless the Local Plan and where relevant, in Neighbourhood Development Plans, sets out an exception.
- 5.2** The Framework includes an overriding '**presumption in favour of sustainable development**'. Development Plans produced at the local level must conform to national policy and every policy in the Local Plan should have regard to the Framework. Policy NP1, below, sets out this presumption and all development within Fylde will be considered against this policy, unless material considerations indicate otherwise.
- 5.3** In accordance with the Framework, the Local Plan should be deliverable. Necessary infrastructure, to deliver the proposed level of growth in the Local Plan, will be provided in a timely fashion.

### Presumption in favour of sustainable development

#### Policy NP1

##### Presumption in favour of sustainable development

When considering development proposals, the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will work proactively with applicants to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in this Local Plan (and, where relevant, with policies in neighbourhood development plans) will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise – taking into account whether:

- Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or specific policies in that Framework indicate that development should be restricted.

### Justification

- 5.4** The '**presumption in favour of sustainable development**' set out in the Framework is a golden thread which runs through both plan preparation and decision making. For decision making, this means approving development proposals that accord with the development plan without delay, unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework or the Local Plan; or specific policies in the Framework or the Local Plan indicate that development should be restricted.
- 5.5** All policies set out in the Framework are relevant to development in Fylde and are not repeated in the Local Plan unless the Framework specifies that Local Plans should set out the local interpretation of national policy, or where local circumstances dictate that development should be specifically restricted.

## Chapter 6: The Development Strategy

### The Development Strategy

#### Introduction

- 6.1** Fylde Borough is part of the Fylde Coast sub-region of Lancashire and borders Blackpool, Wyre, Preston, South Ribble and West Lancashire. In particular, the population of Fylde has close links with Blackpool, Wyre and Preston. Through establishing a development strategy and setting out the settlement hierarchy, the role that these neighbouring areas play in providing accessible services to the population of Fylde has been taken into account. As part of the Duty to Cooperate, strategic planning with these authorities will be maintained and the strategic policies in the Local Plan will reflect the fact that people and services cross borough boundaries.
- 6.2** The Development Strategy identifies the proposed Settlement Hierarchy and the Strategic and Non-strategic Locations for Development which will accommodate the level of growth in new homes, jobs and associated services, required across Fylde during the entire plan period.
- 6.3** There are some significant constraints to development in Fylde, which have had an impact on which strategic and non-strategic sites have been included in this Local Plan. These constraints include Green Belt land which in Fylde protects against the merging of settlements and there are sites in the Green Belt where minor amendments will need to be made to the boundaries of the former Pontins site at Blackpool Airport Corridor and Lower Lane at Freckleton, but there will be no need for a strategic review of the Green Belt boundaries in the Borough.
- 6.4** Other constraints include European Nature Conservation Sites; Biological Heritage Sites; Sites of Special Scientific Interest; Historic Parks and Gardens; and golf courses. No sites have been taken forward which were identified and assessed in these nature conservation areas, Historic Parks and Gardens or on golf courses. The floodplain is also a significant constraint to development. Although some sites overlap into the floodplain, the part within the floodplain will not be developed for housing or employment.
- 6.5** The SHLAA 2015 update indicates that there is not sufficient land within existing settlement boundaries to accommodate all new development and sites have been identified for development on sustainable greenfield land, at the edge of existing settlements.

#### Locating Development

- 6.6** The overall strategy for directing where new development and investment will be located in Fylde is set against the backdrop of underlying development trends. It involves providing for new homes, employment, services and the infrastructure that supports them. Development must be achieved in the most sustainable way in order to protect and, where possible, enhance Fylde's historic, environmental, social and economic assets. In particular, choosing the most sustainable locations for development will help mitigate the impacts of climate change. Encouraging a mix of uses on larger development sites and locating homes and businesses in close proximity will reduce the need to travel.

- 6.7** Infrastructure is integral to new development. It includes physical features, such as roads and sewers, as well as services such as education, community services and Green Infrastructure (networks of open spaces). The Council is preparing an Infrastructure Delivery Plan (IDP), which is a separate document which accompanies the Local Plan and sets out new transport, utilities, flood risk and coastal defence, social (educational, health and social care) and Green Infrastructure to mitigate, improve and wherever overcome existing shortfalls. The IDP will also ensure the accommodation of additional growth in housing, employment, commercial, retail and leisure uses in the both the Strategic and Non-Strategic Locations for Development in Fylde.
- 6.8** The size and connectivity of existing places, along with the level of services available, are key considerations in deciding where to locate development. Fylde has many attractive features and distinctive local characteristics which could be lost by allowing inappropriate development to take place in unsuitable locations. The role of the Local Plan is two-fold, firstly it needs to plan for growth and to allocate land for development in the Strategic Locations for Development. Secondly, it is to provide policies for the protection of the borough's built and natural environment, including nature conservation sites, heritage assets and local characteristics.

### The Proposed Settlement Hierarchy

- 6.9** Sustainable development is at the heart of planning. Within Fylde, it has a role in reinforcing the distinction between urban and rural, protecting the natural environment, conserving and enhancing the historic environment and local character, supporting local agriculture and enabling the economic and social growth of the key settlements. It is important that communities of different scales are created and linked together by sustainable transport networks. The proposed Settlement Hierarchy by the end of the plan period, is set out in policy S1 below and it provides the basis for sustainable communities.

### The Proposed Settlement Hierarchy

<b>Policy S1</b>			
<b>The Proposed Settlement Hierarchy</b>			
<b><u>Key Service Centres</u></b> <b>(urban areas)</b>	<b><u>Local Service Centres</u></b> <b>(urban areas)</b>	<b><u>Tier 1</u></b> <b><u>Larger Rural Settlements</u></b>	<b><u>Tier 2</u></b> <b><u>Smaller Rural Settlements</u></b>
Lytham (including Ansdell)	Freckleton	Elswick	Clifton
St Annes	Warton	Newton	Singleton
Kirkham	Wesham	Staining	Weeton
	Whitehills	Wrea Green	
<b>Key Service Centres</b>			
The towns of <b>Lytham (including Ansdell)</b> , <b>St Annes</b> and <b>Kirkham</b> perform the role of Key Service Centres and serve the wider catchment area. The role of these towns as Key			

Service Centres will be maintained over the life time of the Local Plan; existing services and facilities will be enhanced; a range of housing and employment opportunities will be promoted and delivered, as well as retail and other services, to serve the wider catchment area.

### Local Service Centres

Local Service Centres serve their own communities and those in nearby rural settlements with basic services and are well placed to provide for future local housing and employment needs. Good access to services is essential if rural communities are to survive and prosper.

Over the life of the Plan period to 2032, it is anticipated that:

- Development at **Freckleton** will be by way of infilling and rounding-off the existing settlement boundary.
- Over the lifetime of the Plan period to 2032, it is anticipated that **Warton** will have necessary improved basic services when development set out in the Warton Strategic Location for Development has taken place.
- **Wesham** will accommodate some development as part of the Kirkham and Wesham Strategic Location for Development.
- Over the lifetime of the plan period to 2032, it is anticipated that the area referred to as **Whitehills** at the Fylde-Blackpool Periphery will have developed into a Local Service Centre when development set out in the Fylde-Blackpool Periphery Strategic Location for Development has taken place.

### Rural Settlements

#### Tier 1: Larger Rural Settlements –

**Elswick, Newton, Staining and Wrea Green.** The larger rural settlements provide small scale essential local services, as well as local opportunities for employment. They can therefore be regarded as sustainable communities, albeit with a dependency on, and sustainable transport connection to / from, the Key Service Centres, Local Service Centres and the Strategic Locations for Development, identified in policy DLF1 for other services and facilities.

#### Tier 2: Smaller Rural Settlements -

**Clifton, Singleton and Weeton.** The Smaller rural settlements have fewer essential services or employment opportunities and tend to have poorer transport connections with the Key Service Centres, Local Service Centres and the Strategic Locations for Development, identified in policy DLF1.

Within the rural areas, development will be restricted to the **Tier 1** and **Tier 2**

**Larger and Smaller rural settlements**, except where development involves a like-for-like

re-development of an existing property, the appropriate re-use of an existing building or minor infill development.

Development will be permitted within the limits of the rural settlement boundaries where it is consistent with other policies in this Plan.

Development that is appropriate to the scale and character of settlements at each level of the settlement hierarchy, will be promoted in accordance with the Development Strategy.

### Justification

#### Key Service Centres

- 6.10** Key Service Centres include a range of housing and employment opportunities, as well as retail, leisure, community, civic, health, and education facilities and financial and professional services that serve a wide area. They should have good public transport links to surrounding areas, or the potential for their development and enhancement.

#### Local Service Centre

- 6.11** Local Service Centres provide a more limited range of services to the local community, compared to Key Service Centres.

#### Rural Settlements

- 6.12** Outside the Key Service Centres and Local Service Centres, there are **Tier 1: Larger Rural Settlements** and **Tier 2: Smaller Rural Settlements**. Affordable housing of an appropriate scale within a rural settlement, to meet a particular local need, may be justified in accordance with the Framework.

### Development Locations for Fylde

- 6.13** It is important that development within these Strategic Locations for Development is accompanied by the timely provision of the necessary infrastructure. The draft IDP identifies the required essential strategic infrastructure that is required to accommodate all of the proposed growth – what it comprises and where it applies, when it will be needed, as well as the likely providers and funding sources. Where there is a funding shortfall developers will be expected to provide or contribute towards the necessary infrastructure, subject to viability.
- 6.14** The Local Plan seeks to ensure that development occurs in the most sustainable locations. The site specific detail of where this development will be located is set out in chapter 7. Non-strategic sites accommodating between 10 and 99 homes, could also occur at these Strategic Locations for Development.

- 6.15** The risk of flooding in Fylde has been evaluated in the Strategic Flood Risk Assessment (the SFRA, updated in November 2011). Some places in Fylde are susceptible to tidal and pluvial flooding and, due to climate change, likely to be more so in the future. These risks have been taken into account in proposing the spatial distribution of development. More detail on flood risk is included in policy CL1 in chapter 13.

### Development Locations for Fylde

#### Policy DLF1

#### Development Locations for Fylde

The Local Plan will deliver a minimum of **7,770** new homes and land will be developed for **59.1 Ha** of employment use over the plan period to 31<sup>st</sup> March 2032.

#### Strategic locations for development

Four Strategic Locations for Development form the basis for the Local Plan Development Strategy. The four Strategic Locations are proposed as follows:

- **Lytham and St Annes;**
- **Fylde-Blackpool Periphery;**
- **Warton;** and
- **Kirkham and Wesham.**

Development of the strategic sites at these locations will help ensure that the Development Strategy is achieved.

#### Non-strategic locations

Non-strategic development sites (amounting to between 10 and 99 homes) could and do occur within the four Strategic Locations for Development. Non-strategic development sites also occur within and on the edge of the **Tier 1: Larger Rural Settlements** at **Elswick** and **Newton** and the **Tier 2: Smaller Rural Settlement** at **Clifton**.

#### Windfalls and small sites allowances

Windfalls and non-strategic sites will occur within the Strategic Locations for Development. An allowance should be made for non-strategic sites within the Strategic Locations for Development and within and adjacent to **Tier 1: Larger Rural Settlements** and **Tier 2: Smaller Rural Settlements**.

Development will not be permitted which would prevent or undermine the operation of existing land uses, including hazardous installations and the ethylene pipeline and Mineral Safeguarding Areas, or prejudice airport safety at Blackpool Airport or at Warton Aerodrome.

Development will contribute towards sustainable growth, the continuation and creation of sustainable communities by their locations and accessibility and through the use of resources

and construction materials. The creation, design and enhancement of Green Infrastructure networks that link communities together will be promoted.

### Justification

- 6.16** Based on the need to locate development within sustainable communities, a large proportion of new development is focussed on the four Strategic Locations for Development, providing essential key services and facilities, as well as the provision of employment opportunities or access to them.
- 6.17** Lytham (including Ansdell) and St Annes are a focus for development as it is sustainable to concentrate new development in the Borough's Key Service Centres, since they contain the main civic, community, retail, employment and business activity. St Annes is the primary retail centre in the Borough and Lytham provides a complementary role with its variety of independent, specialist shops. Business activity is focused in Lytham and St Annes and there is potential for the creation of new jobs and training. Development will result in investment in local infrastructure and affordable housing in the area and will maximise the use of existing infrastructure.
- 6.18** The Fylde-Blackpool Periphery, comprising two parts: 1) Blackpool Airport Corridor and 2) Whitehills, is another focus for new development. Whilst the Fylde-Blackpool Periphery has some wastewater infrastructure issues (meaning development will need to be phased with wastewater infrastructure being delivered prior to development commencing), there is good access to the primary services in Blackpool.
- 6.19** Warton will have a recognised Local Service Centre over the lifetime of the Local Plan; with a local retail centre which will be developed on previously developed land owned by BAE Systems on Lytham Road. With the establishment of the Lancashire Enterprise Zone, the prospect of improved road access by means of the Preston Western Distributor Road to a new junction 2 of the M55; and the proximity to wastewater treatment facilities, it will become a sustainable location for new development over the lifetime of the Local Plan.
- 6.20** Kirkham is a Key Service Centre, with a vibrant town centre. The railway station provides good access to sustainable public transport connections with the rest of the Fylde Coast and the regional and national rail network through Preston Railway Station.

## Chapter 7: Strategic Locations for Development

### Strategic Locations, Strategic Development Sites and Non-Strategic Development Sites

#### Introduction

- 7.1** The four Strategic Locations for Development, include strategic development sites, comprising land for homes, employment, commercial and leisure uses. Development of these sites will help ensure that the Plan's Development Strategy, Vision and Strategic Objectives are achieved to accommodate the level of growth required within the lifetime of the Local Plan.
- 7.2** It is important that the strategic development sites are accompanied by the timely provision of infrastructure, otherwise proposals will not be deliverable. In actual fact, it is always preferable for infrastructure to be delivered up-front before the development takes place. The draft IDP and accompanying Infrastructure Delivery Schedule identify the required essential infrastructure – what it comprises and where it applies, when it will be needed, as well as the likely providers and funding sources. Where there is a funding shortfall, developers will be expected to directly provide and, or contribute towards the necessary infrastructure, subject to viability.
- 7.3** On strategic development sites with a high proportion of new homes, local services such as small shops, community centres and on-site open space including formal and informal play areas, will be expected to be provided by developers. Financial contributions may be sought towards off-site Green Infrastructure, including the delivery of schemes and initiatives identified in the Coastal Strategy, and public realm works and improvements across the borough. Further details of contributions is set out in policy INF2 in chapter 12.

#### Masterplans and Design Codes

- 7.4** The Council welcomes early discussions with landowners / developers on the scope, content and process of preparation of **masterplans** and **design codes** for the masterplanning of development within the four Strategic Locations for Development. A masterplan should set the vision for the strategic development location, together with the strategy for implementing that vision and how the individual sites collectively will meet that vision. It should include, amongst other matters, an access and movement framework, Green Infrastructure and ecology mitigation and enhancement, a hydrology and drainage assessment, land use and development capacity analysis, infrastructure requirements, a viability assessment and a phasing and delivery strategy. Any new development within the strategic development locations should provide networks of Green Infrastructure for use by pedestrians, cyclists and horse riders.
- 7.5** A design code sets out design principles aimed at delivering better quality places. A design code is a type of detailed design guidance that is particularly useful for complex scenarios involving multiple parties in long-term development. A code can be a way of simplifying the complex and often elongated processes associated with new development to give more certainty to all those involved and help to make high quality places. Code preparation can allow organisations and local communities to work together more effectively, helping to build consensus about what kind of place everyone wants to create. Design codes vary mainly according to their level of prescription

(what they fix and what they leave flexible) and the scale at which they operate. They can, effectively, set out ‘rules for assembly’ of a place. They are the instructions that tell you how to assemble the different parts of the plan. Preparing a code well is about finding a balance between technical specificity and a succinct description of what is required. Some of the best, most effective codes are very short.

- 7.6** Where sites require a masterplan as part of the policy or justification, in order to achieve the comprehensive development of a Strategic Development Location, it is expected that the masterplan will be prepared by the prospective applicants of the site in advance of the submission of any planning application. It is the Council’s intention that the draft masterplan should be the subject of consultation with all stakeholders and interested parties, including the wider community. The masterplan shall be agreed with the Council and thereafter be adopted for the purposes of development management as a development brief in the determination of subsequent planning applications.

### Masterplanning the Strategic Locations for Development

#### Policy M1

#### Masterplanning the Strategic Locations for Development

Masterplans and design codes will be prepared by the developers with the approval of the Council for each of the Strategic Locations for Development named in policy DLF1. Following approval by the Council, the masterplans will become supplementary planning documents.

The masterplans should include a phasing plan, together with an agreed programme of implementation in accordance with the masterplan and an approved design code.

The masterplans should make provision for the following criteria:

- a) A broad balance and range of housing choice, including both market and affordable housing, in line with the Fylde Coast SHMA, 2014;
- b) Variations in housing density with an overall minimum net density of 30 homes per hectare;
- c) High quality design should be included and development should be designed to encourage cohesion within the site and seek to minimise the impact on neighbouring properties;
- d) A wide range of local employment opportunities should be provided that offer a choice of jobs and training prospects;
- e) An appropriate level of retail, leisure, social, cultural, community and health facilities should be provided that meet local needs of the residents of the development, but do not undermine existing town, district or local centres or neighbouring key service centres or local service centres;
- f) Additional school capacity for nursery, primary and, where necessary, secondary educational needs should be provided in the short, medium and long-term;
- g) Appropriate highways access;
- h) Access to well-designed, separate but overlooked cycleways (both on-road and off-road), walking routes and bridleways serving the local facilities. Opportunities should be sought for the development of a network of walking, cycling and bridleway routes;

- i) Housing located within a maximum walking distance of 400 metres of a frequent, viable and accessible bus service;
- j) Safety by design principles should apply in new developments;
- k) A design led approach to the provision of car parking spaces with the overall aim of reducing dependency on the private car;
- l) Measures to deliver a shift to public transport, away from car use over the plan period. Opportunities should be sought to improve access to public transport and minimise the need to travel by private car;
- m) A network of green spaces linking the area to the wider Green Infrastructure network that provides for large scale landscape enhancement, the provision of advanced planting, the conservation of important environmental assets and natural resources, biodiversity and formal and informal recreation areas;
- n) Where proposals are likely to have a harmful impact upon the significance of a heritage asset, mitigation measures should be agreed with the Council;
- o) To confirm the presence or otherwise of sub-surface archaeology, more detailed archaeological studies should be undertaken, prior to development;
- p) Development that respects the environmental character of its surroundings. Particular attention should be given to the creation of a well-designed and defined edge to development and a sensitive transition to adjoining areas in the countryside. Proposals will need to include plans for the long term use and management of these areas;
- q) The site designs should be informed by appropriate ecological surveys to ensure appropriate mitigation measures are implemented. Potentially damaging effects of development on sites of nature conservation value should be avoided, unless the potential effects have been mitigated;
- r) Ponds, trees, woodland, hedgerows, water features and areas of open space should be retained wherever possible. The provision of public open space should be maximised across the site(s). Provision should be made for landscaping belts and for a network of Green infrastructure to compensate for losses;
- s) Inappropriate development in Flood Risk Zone 2 or 3 should be avoided. Where a strategic development location contains land within Flood Risk Zone 2 and 3, landscaping and sustainable drainage systems (SuDs) constitute appropriate forms of development;
- t) Developments on greenfield sites, will be required to include measures to deal with surface water drainage;
- u) Health impact screening to be undertaken for all major development proposals on strategic sites. A full independent Health Impact Assessment will be required if the screening demonstrates a need;
- v) Wastewater infrastructure upgrades should be completed and the development of sites should be suitably phased to ensure that any potential adverse impacts are mitigated;
- w) Local waste management facilities and neighbourhood waste management facilities for the separation, storage and collection of waste, to increase the efficiency of its subsequent re-use, recycling and treatment.

### Justification

- 7.7** As the policy states, a Masterplan is required for the Strategic Locations for Development, so as to ensure the delivery of a comprehensive development within the plan period. A detailed design code, in accordance with the masterplan, will need to be prepared by the applicant and agreed with the Council in order to ensure a high quality of development throughout the strategic sites so as to embrace sustainable development principles. Applicants will also be required to agree a programme of implementation with the Council.
- 7.8** Development of the strategic sites will improve access to well-designed, good quality, affordable and resource efficient homes to serve the key service areas. The sites will contribute towards the development of dynamic and prosperous communities through the delivery of sustainable homes. The allocation of the sites will contribute towards a flexible and responsive supply of housing land in sustainable locations to meet Fylde's housing requirements.
- 7.9** The SHLAA 2015 update demonstrates that there is not enough land within the defined settlements to meet Fylde's housing requirement and that some sustainable sites on the edge of settlements will need to be allocated for housing.
- 7.10** Development will need to protect and enhance features of nature conservation value, such as field ponds, or if their loss is unavoidable, seek to replace such features.

### Infrastructure requirements in the Strategic Locations for Development

- 7.11** The comprehensive development of the Strategic Locations will be dependent upon the provision of infrastructure to ensure a sustainable development. An infrastructure delivery schedule linked to the phases of development on the site will be required. This will be secured through a legal agreement between the developer and the Council to ensure that the development proceeds only when the necessary infrastructure is in place. All schemes within the agreed infrastructure delivery schedule will be implemented through the scheme and such contributions could be offset from any CIL monies required.
- 7.12** To ensure the Strategic Locations for Development are sustainable, community facilities – including nursery and primary education provision, local retail centres and health care provision will need to be included within the infrastructure delivery schedule and provided through developer contributions. Greater connectivity will be required between the sites allocated for residential development and the existing settlements. Green Infrastructure will be an integral part of the development of the Strategic Locations to create high quality attractive environments. This will include the provision of cycleways, bridleways and footpath connections within the sites; all of which will need to be included within the infrastructure delivery schedule.
- 7.13** Throughout this document housing sites are identified by the prefix **HS**; employment sites are identified by the prefix **ES**; and mixed use sites are identified by the prefix **MUS**.

## Lytham and St Annes Strategic Location for Development

### Policy SL1

#### Lytham and St Annes Strategic Location for Development

Proposals for development of the following strategic sites identified on the Policies Map will be supported as follows:

Site	Homes completed during Plan period	Employment over Plan period	Projected commencement date
<b>HS1</b> - Queensway, St Annes (housing)	1,150	0	2016
<b>HS2</b> – Heyhouses Lane, St Annes	310	0	Commenced 2014
<b>HS3</b> – Lytham Quays, Lytham	122		Commenced 2007/08
<b>ES1</b> - Queensway Industrial Estate, Snowdon Road, St Annes	0	<b>3.8 Ha</b>	0
<b>ES2</b> – Dock Road, Lytham	0	<b>0.9 Ha</b>	0
<b>ES3</b> – Boundary Road, Lytham	0	<b>0.7 Ha</b>	0
<b>Total</b>	<b>1,582 homes</b>	<b>5.4 Ha</b>	

An agreed masterplan for the comprehensive development of the wider Lytham and St Annes Strategic Location for Development as shown on the Policies Map, should make provision for a range of land uses to include homes, employment and commercial uses, Green Infrastructure and community facilities; a phasing plan should be submitted; and an agreed programme of implementation in accordance with the masterplan and an approved design code.

Before development takes place at Queensway, St Annes (**site HS1**), it is advisable that site surveys are carried out to assess the extent and quality of the mineral reserves and whether, in

the case of the sand and gravel deposits, there is a case for **prior extraction** before built development commences.

## Justification

### Queensway, St Annes (site HS1)

- 7.14** This residential site is situated on the north eastern edge of St Annes, approximately 2km from the town centre. It mainly comprises large flat arable fields, surrounded by agricultural land. Approximately one third of the site is within Flood Risk Zones 2 and 3.
- 7.15** The site has outline planning permission for 1,150 homes, with approval of reserved matters on phase 1 for 110 homes, which are expected to be fully delivered within the Plan period. Whilst a large proportion of the site is situated in the Green Belt and / or Flood Zones 2 and 3, the part of the site where the homes have been approved is not situated within these areas. The current Section 106 agreement in place for the site at Queensway will provide for a new primary school, but this will predominantly serve the Queensway development.
- 7.16** The majority of the site is situated within a Mineral Safeguarding Area in the Lancashire Minerals and Waste Local Plan (MWLP). Policy M2 of the MWLP requires site surveys to be undertaken to determine whether there is a case for prior extraction of sand and gravel on the site. However, the part of the site which has outline approval for 1,150 homes is not included within the Safeguarding Area. Site surveys will not be required for this scheme, as planning permission was granted before adoption of the Local Plan. If another scheme comes forward, site surveys may be required if any part of the development within the Mineral Safeguarding Area would be incompatible with the working of the minerals.
- 7.17** In terms of highways issues, a new east-west road will be provided as part of the development, to provide access to the scheme. The scheme will also partly fund a new link road from St Annes to the M55 at Junction 4 (the M55 to Heyhouses Link Road), to enable the local highway network to have capacity to accommodate the additional traffic generated by the development. Lancashire County Council (LCC) and the Growth Fund will also contribute to the delivery of the M55 to Heyhouses Link Road. Work on the link road will commence in phases after the initial 375 homes have been built at Queensway.
- 7.18** Whilst there are no Biological Heritage Sites within the site, there are three sites that adjoin the southern part of the site. Woodland protected by a Tree Preservation Order adjoins the south western part of the site and some of this woodland overlaps into the site.
- 7.19** As this site has planning permission, it is anticipated that development could start in 2015.
- 7.20** A substantial strategic landscaping belt is required to be planted along the northern boundary of housing **site HS1** where the Strategic Location for Development forms an urban extension to St Annes, into the countryside.

### **Heyhouses Lane, St Annes (HS2)**

- 7.21** This residential site is situated within the urban area, off Heyhouses Lane. It is occupied by mainly poor quality pre-fabricated single storey office buildings that do not meet modern employment provision standards. Currently, two thirds of the site is vacant and one third is occupied by Electronic Data Systems (EDS). The vacant part of the site has planning permission for a mix of uses, including commercial development and homes.
- 7.22** Two thirds of this site has planning permission for 310 homes. Development commenced in 2014 and is expected to be completed in 2022.

### **Lytham Quays, Lytham (HS3)**

- 7.23** This residential site on the eastern boundary of Lytham has planning permission for 122 homes on the site. Development commenced in 2007/2008.

### **Infrastructure requirements in the Lytham and St Annes Strategic Location for Development**

- 7.24** Foul and surface water runs into the same combined sewer and this can result in flooding problems and detrimental effects on bathing water quality along the Fylde Coast, especially during periods of heavy rainfall and storm surges. A number of watercourses in the area discharge to the combined sewage system. There is some limited capacity in the combined sewer system. However, additional loading of the system caused by further development could impact upon overflow spills into the Ribble Estuary and exacerbate effects on bathing water quality and tourism. Therefore, discharges to the combined sewer system will only be permitted as a last resort.
- 7.25** Infrastructure capacity for wastewater and water supply is limited for Queensway, St Annes (**site HS1**). Capacity for water supply is limited for the Heyhouses Lane, St Annes (**site HS2**). There is therefore a requirement for investment to meet demand and / or to reduce consumption elsewhere, in order to deliver these sites.
- 7.26** A rise in sea levels associated with climate change could increase tidal flooding. As areas of existing housing in east Lytham are located in areas at high risk of flooding (Flood Risk Zone 3), manmade flood defences will need to be replaced and natural flood defences, such as the sand dunes, will need to be managed to stop dune erosion. There is also the need for regeneration of the seafront and opportunity for integrated amenity space in the sea wall.
- 7.27** It is expected that any traffic congestion created by development of these sites will be resolved by developer funded measures. Development of the M55 (Junction 4) to Heyhouses Link Road is required to overcome existing congestion between junction 4 of the M55 and St Annes and to accommodate the residential growth identified in policy SL1 for Lytham and St Annes.
- 7.28** Lytham and St Annes are projected to have a significant shortfall of primary school places within the next five years, taking account of the recent expansion of Lytham Hall Park Primary School and the proposed expansion of Heyhouses Endowed CE Primary School is approved. Therefore, further primary school provision will be required if housing demand and / or births continue to increase at the same rate.

- 7.29** To support the strategic sites identified within and along the boundary of St Annes, LCC seeks improvements to cycle routes into Blackpool via Queensway and Midgeland Road and Wildings Lane. It also seeks toucan crossings and a cycle path along Blackpool Road.

### The Fylde-Blackpool Periphery Strategic Location for Development

<b>Policy SL2</b>			
<b>The Fylde-Blackpool Periphery Strategic Location for Development</b>			
Proposals for development of the following strategic sites identified on the Policies Map will be supported as follows:			
<b>Site</b>	<b>Homes completed during Plan period</b>	<b>Employment over Plan period</b>	<b>Projected commencement date</b>
<b>HS4</b> – Coastal Dunes, Clifton Drive North, Blackpool Airport Corridor	348	0	2015
<b>MUS1</b> - Cropper Road East, Whitehills	372	6.5 Ha	2016
<b>MUS2</b> - Whyndyke Farm, Preston New Road, Whitehills	1,310	20 Ha	2017
<b>HS5</b> –Cropper Road West, Whitehills	442	0	2020
<b>HS6</b> – Land at Lytham St Annes Way, Whitehills	149	0	2013
<b>ES4</b> – Blackpool & Fylde Industrial Estate, Whitehills	0	2.4 Ha	0

<b>ES5</b> - Blackpool Airport, Squires Gate Lane, Blackpool Airport Corridor	0	5 Ha	0
<b>ES6</b> – ITSA, Brunel Way, Whitehills	0	4.9 Ha	0
<b>ES7</b> – Whitehills Business Park, Whitehills	0	8.6Ha	0
<b>Total</b>	<b>2,621 homes</b>	<b>47.4 Ha</b>	

An agreed masterplan for the comprehensive development of the wider Fylde-Blackpool Periphery Strategic Location for Development, which includes land along the Blackpool Airport Corridor at Squires Gate, as shown on the Policies Map, should make provision for a range of land uses to include homes, employment and commercial uses, Green Infrastructure and community facilities; a phasing plan should be submitted; and an agreed programme of implementation in accordance with the masterplan and an approved design code.

### Justification

#### Coastal Dunes, Clifton Drive North, Blackpool Airport Corridor (site HS4)

- 7.30** This residential site, situated to the west of Blackpool Airport along the Blackpool Airport Corridor, at the end of the main runway of the airport, was previously used as a holiday camp.
- 7.31** The site is situated very close to important dune systems. The site adjoins the Starr Hills Local Nature Reserve, which is a Site of Special Scientific Interest (SSSI). It also adjoins two Biological Heritage Sites. The effects of re-development of the former holiday camp site on these designated nature conservation sites have been mitigated through planning conditions.
- 7.32** LCC seeks a direct footway link between this site and Squires Gate Railway Station, along with improvements to the station and rail services. It also seeks the upgrading of some bus stops to Quality Bus Stop standards and a cycle path on the A584, linking to St Annes Town Centre and the promenade.
- 7.33** The site, which has been cleared, has planning permission and residential development commenced on phase 1 in 2015. Development is expected to be completed in 2021/22.

**Cropper Road East, Whitehills (site MUS1)**

- 7.34** This mixed use development site is situated east of Cropper Road, Whitehills. The site is fragmented and comprises of open agricultural land and residential properties. Several of the residential properties are vacant or derelict. In terms of biodiversity, there is a field pond within the site and this should be protected, or replaced if lost. There are surface water issues at land at junction 4 of the M55 and road improvements are required to the junction.
- 7.35** Part of the site has planning permission for housing and employment; the part that has permission for employment is now subject to an application for housing; and the remainder of the site has an application for housing and employment. Development of 146 homes is planned to start on site in 2016 and be completed by 2024/25. The development of this site also includes the provision of 0.9 Ha gross of employment land. Any proposal on this site will need to be accompanied by a comprehensive masterplan to be agreed by the Council.

**Whyndyke Farm, Preston New Road, Whitehills (site MUS2)**

- 7.36** This mixed use development site is situated to the east of Preston New Road (A583), Whitehills, and is predominantly in agricultural use, with land also used for paint balling, a temporary car boot sale and summer circus. Work is nearly complete on the development of a mental health unit. A small part of the site falls within Flood Zone 2. In terms of biodiversity, the site is adjacent to a Biological Heritage Site. There are also numerous field ponds within the site and these will need to be protected, or replaced if lost.
- 7.37** There are surface water issues at land at junction 4 of the M55 and road improvements will be required to the junction. There is currently a planning application pending for the whole site comprising 1,400 homes, 20 Ha of B2 and B8 industrial land, two local neighbourhood centres, a primary school and a health centre. Development in this area could be phased. It is anticipated that development of housing on this site could start in 2017 and that the site could be developed throughout the remainder of the Plan period. Consequently, Whyndyke Farm is expected to be fully delivered within the plan period.
- 7.38** No discharge to the public sewerage system from the site until appropriate surface water mitigation measures, demonstrating a net reduction in wastewater flows arising from the proposed development have been implemented, and no surface water from the site shall discharge to the public sewerage system at any time.

**Cropper Road West, Whitehills (site HS5)**

- 7.39** This residential site is situated west of Cropper Road, Whitehills.
- 7.40** As there are surface water issues at land at junction 4 of the M55 and road improvements will be required to the junction, development in this area is phased towards the end of the Plan period. Therefore, it is anticipated that development of housing on this site could start in 2020, with completion by 2029. Any proposal on this site will need to be accompanied by a comprehensive masterplan to be agreed by the Council.

### **Land at Lytham St Annes Way, Whitehills (site HS6)**

- 7.41** This residential site is situated off Lytham St Annes Way, in Whitehills. The site has good motorway access. Development commenced on site in 2014 and is expected to be completed in 2021.

### **Infrastructure requirements in the Fylde-Blackpool Periphery Strategic Location for Development**

- 7.42** Although access to services is in need of improvement, particularly in relation to Whyndyke Farm (**site MUS2**), Cropper Road East (**site MUS1**) and Cropper Road West (**site HS5**), it is envisaged that development of the sites will produce a critical mass to enable the required services to be provided, which will include a local (retail) centre.
- 7.43** Employment at Whitehills Business Park (**Site ES7**), Cropper Road East (**site MUS1**) - and Whyndyke Farm (**site MUS2**) will recognise the sub-regional significance of land at the end of the M55 as a strategic location and contribute towards diversifying Fylde's and the wider Fylde Coast's economic base, making provision for high quality and readily available sites and developing a distinctive image based on existing assets.
- 7.44** The Employment Land and Premises Study, 2012 also identifies that the allocation of some employment sites at the edge of settlements will be necessary. The study considered locations for employment, giving consideration to aspects such as accessibility, public transport, planning policy, environmental impact and viability.
- 7.45** Further infrastructure for water supply is required for Whyndyke Farm (**site MUS2**), Cropper Road East (**site MUS1**) and Cropper Road West (**site HS5**). There is, therefore, a requirement for investment to meet demand and, or reduce consumption elsewhere.
- 7.46** There are surface water issues in the vicinity of junction 4 of the M55, which means that development in this area will need to carefully consider the approach to surface water management. In relation to Whyndyke Farm (**site MUS2**), Cropper Road East (**site MUS1**) and Cropper Road West (**site HS5**), there are significant issues with surface water, therefore development in these areas should seek to demonstrate how the existing problem of surface water can be improved in order for these three sites to be delivered. The developable area of the site at Whyndyke Farm will not include land in Flood Risk Zones 2 and 3. Land in Flood Risk Zones 2 and 3 could be used for appropriate forms of development, such as landscaping, infrastructure and sustainable drainage systems. The most sustainable form of managing the surface water from the site will be expected to be investigated and confirmed as part of any planning application submission. It will be necessary to attenuate any discharge of surface water through the incorporation of SuDS. This would be to greenfield run-off rate.
- 7.47** In terms of highways, it is anticipated that improvements will need to be made to junction 4 of the M55 in order to accommodate the development of the strategic sites in this area. New or improved signalised junctions and public transport will be required for good access, including associated highways infrastructure, such as cycling and pedestrian access.

- 7.48** In terms of cycling, LCC seeks improvements to cycle routes into Blackpool and in the vicinity of junction 4 of the M55. It also seeks the completion of cycle paths on Lytham and St Annes Way from the A583 to Cropper Road and Ashworth Road to link to Blackpool.

### Warton Strategic Location for Development

<b>Policy SL3</b>  <b>Warton Strategic Location for Development</b>  Proposals for development of the following strategic sites identified on the Policies Map will be supported as follows:			
Site	Homes completed during Plan period	Employment over Plan period	Projected commencement date
<b>HS12</b> – Highgate Park, Lytham Road, Warton	254	0	2014
<b>Total</b>	<b>254 homes</b>		
<p>The Council will work with the Bryning-with-Warton Neighbourhood Planning Steering Group over a masterplanning exercise as part of the Neighbourhood Plan for Warton, to identify land for the provision of up to 650 homes (inclusive of existing plan period commitments).</p> <p>An agreed masterplan for the comprehensive development of the Warton Strategic Location for Development, as shown on the Policies Map, should make provision for a range of land uses to include homes, employment and commercial uses, Green Infrastructure and community facilities; a phasing plan should be submitted; and an agreed programme of implementation in accordance with the masterplan and an approved design code.</p>			

### Justification

- 7.49** This Revised Preferred Option version of the Local Plan allocates land for the provision of up to 650 homes in Warton over the plan period, rather than the figure of 1,160 which was proposed in the Preferred Option document in Summer 2013.

### Neighbourhood Plan

- 7.50** The submission version of the Bryning with Warton Neighbourhood Plan was issued for consultation by Fylde Council for seven weeks in October to November 2014; and will be submitted for examination in 2015. The main aims of the emerging Neighbourhood Plan are: to allocate land to accommodate up to 650 dwellings, with a balanced distribution of dwellings between the east and west of Warton; to ensure that all new development conserves the rural character of the village; to ensure that green buffers around new development provide wildlife and amenity space; to create attractive eastern, western and northern gateways into the area and improve transport and traffic management; to enhance the village centre; to create and enhance open space in the east and west of the village; and to provide additional amenities and community infrastructure.
- 7.51** Bridges Playing Field has a covenant on it and should be retained as open space in any proposed housing development.

#### Highgate Park, Lytham Road, Warton (site HS7)

- 7.52** The allocation of this site will make the best use of previously developed land. The site consists of the Former GEC Marconi Factory and adjacent land off Lytham Road in Warton. The east of the site, which follows the route of Pool Stream, is bordered by Flood Risk Zones 2 and 3.
- 7.53** The site has planning permission, and development started in 2014, with first completions in 2014/15 and the site expected to be complete by 2019/20.

### Infrastructure requirements in the Warton Strategic Location for Development

- 7.54** In the retail and settlement hierarchy, Warton is identified as one of a number of Local Centres. As a focus for new development within the Development Strategy, the provision of retail facilities and services appropriate to its scale and function will improve Warton as a sustainable location. It is anticipated that Warton will expand its role during the life of the Plan, when development set out in the Warton Strategic Location for Development has taken place and the necessary improved services have been provided.
- 7.55** There is currently a lack of community facilities in Warton. However, it is anticipated that development at Warton will provide for increased shops, improved local facilities and the creation of a centre, as set out in the Vision. The local centre should include shops and community facilities.
- 7.56** There are infrastructure capacity issues relating to wastewater for these sites - apart from the Highgate Park, Lytham Road (**site HS7**) where infrastructure capacity for wastewater is available - and environmental constraints may restrict increased capacity. It is likely that wastewater infrastructure in the Warton area will need to be upgraded in order to deliver these sites.
- 7.57** Contributions towards the provision of improved local facilities in Warton will be required and it is expected that traffic congestion created by the development will be partially resolved by developer funded measures.
- 7.58** There are sufficient projected primary school places available in the Freckleton and Warton areas within the next five years. However, a number of schools are close to capacity and, should

development come forward in these areas and births continue to increase, the available places will soon be absorbed. There is a shortage of secondary school places.

- 7.59** LCC seeks improvements to cycle routes to Preston, Lytham, St Annes and Kirkham, a cycle path on the A584 through Warton and a coastal cycle route to Lytham.

### Kirkham and Wesham Strategic Location for Development

<b>Policy SL4</b> <b>Kirkham and Wesham Strategic Location for Development</b> Proposals for development of the following sites identified on the Policies Map will be supported as follows:			
Site	Homes completed during Plan period	Employment over Plan period	Projected commencement date
<b>HS8</b> – The Pasture, Fleetwood Road, Wesham	262	0	2014
<b>HS9</b> – Land North of Blackpool Road, Kirkham	588	0	2015
<b>HS10</b> – Willowfields, Derby Road, Wesham	122	0	2008
<b>MUS3</b> – Mill Farm Sports Village, Fleetwood Road, Wesham	0	1.1 Ha	0
<b>Total</b>	<b>972 homes</b>	<b>1.1 Ha</b>	

<p>An agreed masterplan for the comprehensive development of the Kirkham and Wesham Strategic Location for Development, as shown on the Policies Map, should make provision for a range of land uses to include homes, employment and commercial uses, Green Infrastructure and community facilities; a phasing plan should be submitted; and an agreed programme of implementation in accordance with the masterplan and an approved design code.</p> <p>Development of the strategic sites should conform to the following relevant criteria:</p> <ul style="list-style-type: none"> <li>i. Before development takes place on The Pastures, Fleetwood Road, Wesham (<b>site HS8</b>) and Land north of Blackpool Road, Kirkham (<b>site HS9</b>) it is advisable that site surveys are carried out to assess the extent and quality of the reserves and whether, in the case of the sand and gravel deposits, there is a case for <b>prior extraction</b> before built development commences.</li> <li>ii. Measures to avoid indirect impacts on the Biological Heritage Site should be incorporated into the design of the site on The Pastures, Fleetwood Road, Wesham in Wesham (<b>site HS8</b>), such as a buffer.</li> </ul>			

## Justification

### The Pastures, Fleetwood Road, Wesham (site HS8)

- 7.60** This residential site is situated north of Wesham and comprises agricultural land. Outline planning permission for 98 (net) homes on part of the site was allowed at appeal in August 2013 and the Reserved Matters application was granted in July 2014. A re-submission application has been received by the Council (13/754) for 264 homes, which covers the whole site.
- 7.61** A small part of the site is situated within a Mineral Safeguarding Area in the Lancashire Minerals and Waste Local Plan: Main Modifications to the Site Allocation and Development Management Policies Local Plan. LCC recommends that site surveys are undertaken for the site, in order to assess the extent and quality of the reserves of sand and gravel and whether there is a case for prior extraction.
- 7.62** In terms of biodiversity, the site adjoins a Biological Heritage Site. There is also a field pond on the site and this should be protected, or replaced if lost.
- 7.63** Development has commenced on the site with first completions expected 2015/16; the whole site could be completed by 2020/21.

### Land North of Blackpool Road, Kirkham (site HS9)

- 7.64** This site is also locally known as the 'Kirkham Triangle' and is bordered by the A583, A585 and the railway line, to the west of Kirkham. The site was identified for mixed use development in the

Preferred Option version of the Local Plan, in Summer 2013, but following the consultation it is now a housing allocation in this Revised Preferred Option version of the Local Plan.

- 7.65** The site comprises agricultural land, with brooks and ponds. A small proportion of the site falls within Flood Zones 2 and 3. Wrongway Brook flows through the site and this is a Main River designated on the Environment Agency's Main River maps. The flood zones follow the route of the Main River. In terms of biodiversity, there are areas of trees that are protected by Tree Preservation Orders and several field ponds which should be protected, or replaced if lost.
- 7.66** Part of the site already has planning permission. However, half of the site is situated within a Mineral Safeguarding Area in the Lancashire Minerals and Waste Local Plan: Main Modifications to the Site Allocation and Development Management Policies Local Plan. LCC recommends that site surveys are undertaken for the site prior to further development being approved, in order to assess the extent and quality of the reserves and whether there is a case for prior extraction of sand and gravel.
- 7.67** The Framework specifies that planning permission should not be granted for peat extraction from new or extended sites. LCC recommends that site surveys are undertaken for the site before development takes place, in order to assess what contribution or potential contribution they could make in terms of carbon sink.
- 7.68** Part of the site has planning permission for 297 homes. The residual aspect has a pending application for 291 homes. It is expected that first completions will occur in 2015/16 with the site fully complete by 2025/26.
- 7.69** The wastewater infrastructure deficiencies at land west of Kirkham have been resolved.
- 7.70** The residential development on Land North of Blackpool Road, Kirkham (**site HS9**) will need to be well screened from views into the site, by a comprehensive landscaping scheme including substantial tree belts and the provision of Green Infrastructure.

**Mill Farm Sports Village, Fleetwood Road, Wesham (site MUS3)**

- 7.71** This mixed use site for employment, leisure and retail is situated at Mill Farm, north-west of Wesham and comprises agricultural land and 4.5 Ha of woodland. The site is also surrounded by several water features (ponds and drainage ditches). The site is already partly developed with farm buildings and there is potential to improve the appearance of the site. Bradkirk Brook borders the northern edge of this site, and this is a Main River designated on the Environment Agency's Main River maps. As this area is currently agricultural land and not sewered, a lengthy sewer requisition will be required at the developer's cost. Planning permission has been granted for a football stadium on the land, for use by AFC Fylde and other uses include a Foodstore and offices.
- 7.72** Mixed use development at Mill Farm Sports Village, Wesham (**site MUS3**) will contribute towards diversifying Fylde's economic base, making provision for high quality and readily available site in a sustainable location, close to junction 3 of the M55. The development of the mixed use site at Mill Farm Sports Village, Wesham, will provide well designed employment premises within a

sustainable location. This allocation will contribute towards a responsive supply of employment land to meet requirements.

### Infrastructure requirements in the Kirkham and Wesham Strategic Location for Development

- 7.73** The Employment Land and Premises Study also identifies that the allocation of some sustainable employment sites on the edge of settlements is necessary as there is limited capacity within the existing settlements for new employment development. The study considered sustainable locations for employment, giving consideration to aspects such as accessibility, public transport, planning policy, environmental impact and viability.
- 7.74** Infrastructure capacity for wastewater is limited for Mill Farm Sports Village (**site MUS3**). Capacity for water supply is also limited for Mill Farm Sports Village (**site MUS3**), along with The Pastures, Fleetwood Road, Wesham (**site HS8**) and Land North of Blackpool Road, Kirkham (**site HS9**). There is therefore a potential requirement for investment to meet demand and / or to reduce consumption elsewhere, in order to deliver these sites.
- 7.75** There is currently no infrastructure capacity for water supply for The Pastures, Fleetwood Road, Wesham (**site HS8**) and Land North of Blackpool Road, Kirkham (**site HS9**). Water supply and wastewater infrastructure will therefore be required to deliver these sites.
- 7.76** It is expected that traffic congestion created by the development of these sites will be resolved by developer funded measures. LCC seeks improvements to cycle routes into Kirkham and Preston, as well as cycle and pedestrian routes in Kirkham linking to the town centre, railway station and schools. It also seeks toucan crossings of the A585 and improvements to Mowbreck Lane.
- 7.77** The provision of improved access to Mill Farm Sports Village (**site MUS3**) by foot and cycle and the provision of bus stops on the A585, will enhance the sustainability and connectivity of the site to Kirkham and Wesham.
- 7.78** There are sufficient primary and secondary school places available in the Kirkham and Wesham area within the next five years. However, a number of schools are close to capacity and, should development come forward in these areas and births continue to increase, the available places will soon be absorbed and new provision will be required.

### Development Sites located outside the Strategic Locations for Development

#### Newton

- 7.79** Two sites have been allocated in Newton to accommodate a total of 115 homes, which will be delivered over the lifetime of the Local Plan.

#### Elswick

- 7.80** Elswick Parish Council approached Fylde Council in May 2015 with an interest in preparing a Neighbourhood Plan. The Parish Council would like to gain a better understanding of what a

Neighbourhood Plan can and cannot achieve. The Parish would be interested in agreeing a housing figure with Fylde Council which they could either:

- (i) allocate through the Neighbourhood Plan; or
  - (ii) work with Fylde Council to find a suitable site, or sites, to allocate through the Local Plan.
- The Parish Council would prefer to see small areas of development around Elswick rather than one large development site.

**7.81** In Elswick, a Neighbourhood Plan will find suitable sites to provide 140 homes over the plan period, in addition to the existing plan period commitments.

#### **Clifton**

**7.82** Fifty homes will be provided on two sites in Clifton over the lifetime of the Local Plan.

#### **Other Settlements**

**7.83** The table below sets out the number of homes to be completed in other settlements and parts of the borough over the lifetime of the Local Plan. No allocations of land are being made on the Policies Map for the delivery of these homes in the plan.

**Table 3: Housing Delivery located outside the Strategic Locations for Development**

<b><u>Settlement</u></b>	<b><u>Homes completed during Plan period</u></b>
<b>Staining</b>	141
<b>Wrea Green</b>	157
<b>Freckleton</b>	26
<b>Singleton</b>	15
<b>Weeton</b>	20
<b>Other non-settlements</b>	
<b>Little Eccleston</b>	25
<b>Greenhalgh</b>	17

**7.84** There may be smaller schemes / infill schemes for sites of less than 10 homes, which factored into allowances and not specified for each settlement / non settlement.

## **CROSS CUTTING THEMES IN CHAPTER 7:**

### **Promoting Health and Wellbeing**

The levels of growth proposed in the four Strategic Locations for Development will result in the need for new infrastructure, together with the need to make the most efficient use of existing health services and other social infrastructure. This investment must be co-ordinated with service providers and, where appropriate, funded by new development. The concentration on new development in the four Strategic Locations would contribute towards well-being, by developing new and maintaining existing networks of green, open spaces.

### **Achieving Good Design**

It is essential that growth in the Strategic Sites and Locations for Development, leads to the creation of places that are well designed, attractive to live in and work; and that growth is in keeping with the character of the area and also results in the maintenance and enhancement of Fylde's built environment.

### **Sustainability**

The UK Sustainable Development Strategy Securing the Future sets out five 'guiding principles' of sustainable development, three of which apply to the Strategic Locations for Development: living within the planet's environmental limits; ensuring a strong, healthy and just society; and achieving a sustainable economy.

### **Equality**

In terms of equality, the planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities. Local planning authorities should create a shared vision with communities, of the residential environment and facilities they wish to see. To support this, local planning authorities should aim to involve all sections of the community in the development of the Local Plan (the Framework, paragraph 69).

### **Viability**

Pursuing sustainable development requires careful attention to viability and costs in plan-making and decision-taking. The plan should be deliverable. Therefore, the sites and the scale of development identified in the plan should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable (the Framework, paragraph 173).

Where safeguards are necessary to make a particular development acceptable in planning terms (such as environmental mitigation or compensation), the development should not be approved if the measures

required cannot be secured through appropriate conditions or agreements. The need for such safeguards should be clearly justified through discussions with the applicant, and the options for keeping such costs to a minimum fully explored, so that development is not inhibited unnecessarily (the Framework, paragraph 176).

### Strategic Objectives

The following five strategic objectives are achieved in the development of Strategic Locations for Development in Chapter 7.

Objective 1: To create sustainable communities

Objective 2: To improve the environment

Objective 3: To make services accessible

Objective 4: To diversify and grow the local economy

Objective 5: To develop socially cohesive, safe, diverse and healthy communities

## Chapter 8: General Development Policies

### Settlement Boundaries

#### Introduction

- 8.1** Policies S1 and DLF1 in chapter 6 provide the overarching settlement hierarchy and the Development Strategy, setting out the general levels of development that will be permitted within the settlements in Fylde and in the Strategic Locations for Development. However, these policies do not specify the precise extent of the settlements. The existing settlement boundaries will, in most cases, continue to be the most appropriate for Fylde's settlements. However, where strategic and non-strategic sites are allocated adjacent to existing settlements, the settlement boundaries will be amended so as to include them within the settlement. The precise alterations to these settlement boundaries are set out on the Policies Maps.

#### Policy GD1

##### Settlement Boundaries

The boundaries of settlements in Fylde are shown on the Policies Map. Development will be focussed within and adjacent to existing settlements and on previously developed land, subject to other relevant Local Plan policies being satisfied.

Development proposals on greenfield sites within settlement boundaries will be assessed against all relevant Local Plan policies, including, but not limited to, policies on the settlements' development targets, infrastructure, open and recreational space, the historic environment, nature conservation, mineral safeguarding, the risk of flooding, as well as any land designations or allocations.

The irreversible loss of the best and most versatile agricultural land outside settlement boundaries will be resisted unless it is necessary to deliver development allocated in the Local Plan, or for strategic infrastructure.

#### Justification

- 8.2** Under the Framework, land within settlements should generally be treated as suitable for development.
- 8.3** Policy GD1 supports development of previously developed land within settlements, subject to other relevant Local Plan policies being satisfied. Greenfield land within settlements, which is not allocated for any specific use, will be subject to the relevant policies within this Local Plan. In addition, the following matters may also be taken into consideration:
- The sustainability of the site, namely how well it relates to the settlement, and how easy it is to access the settlement centre and other local services on foot or by sustainable modes of transport *(A portfolio of sites, assessing the sustainability of all of the strategic sites will be submitted to the Secretary of State, prior to the Examination in Public);*

- The extent of, and the likely impact upon the site's visual, amenity, leisure, recreational, biodiversity value, tree cover on the site; and the scope for effective mitigation measures;
- Whether the site includes any best and most versatile agricultural land, and if so, whether the proposed development can be configured to minimise the loss or sterilisation of the agricultural land. The best and most versatile agricultural land is a finite resource. Where significant development of agricultural land is demonstrated to be necessary, areas of poorer quality land should be used in preference to that of a higher quality.
- Whether the site includes any mineral safeguarding area, and if so, whether the proposed development can be configured to minimise the loss or sterilisation of the mineral resource;
- Whether the proposal is at risk of flooding and / or will result in an increase in surface water run-off. It will be necessary to attenuate any discharge of surface water through the incorporation of sustainable drainage systems (SuDS). The preference will be for no surface water to discharge to the public sewer, directly or indirectly, if more sustainable alternatives are available.
- The cumulative impact of successive development proposals in the same settlement, or in the same part of a settlement;
- The scope for provision of community facilities, general improvements to the locality, or other community benefits;
- The historic environment with particular reference to the contribution the site makes to the character and setting of the local area.

### Green Belt

**8.4** There is a hierarchy of designations on land outside settlement boundaries in Fylde, with the greatest level of protection offered to the Green Belt, followed by Areas of Separation and finally the Countryside. All land outside settlement boundaries in Fylde is within the countryside. The Green Belt and Areas of Separation designation washes over parts of the countryside designation. It is considered that there should continue to be a distinction between the 'open land outside settlement boundaries' and Green Belt land, in terms of what should be permitted upon it.

**8.5** The Green Belt serves five purposes:

- to check the unrestricted sprawl of large built-up areas;
- to prevent neighbouring towns merging into one another;
- to assist in safeguarding the countryside from encroachment;
- to preserve the setting and special character of historic towns; and
- to assist in urban regeneration, by encouraging the recycling of derelict and other urban land. (The Framework, paragraph 80)

## Policy GD2

### Green Belt

The Green Belt is shown on the Policies Map. Within that area national policies for development in the Green Belt will be applied.

### Justification

- 8.6 No strategic review of the Green Belt within Fylde Borough will be undertaken when preparing the Local Plan, although minor alterations may be required to accommodate the precise boundaries of some site allocations or to amend minor anomalies.
- 8.7 Inappropriate development in the Green Belt will be resisted unless there are special circumstances which justify an exception. Paragraph 89 of the Framework sets out these special circumstances and policy ENV3, relating to Green Infrastructure, sets out the positive community benefits the Green Belt can provide in terms of landscape, amenity and open space. Minor changes will be made to the Green Belt boundary at the former Pontins site at Blackpool Airport Corridor.

### Areas of Separation

- 8.8 In order to help maintain the openness of areas outside the Green Belt and the identity and distinctiveness of individual settlements, policy GD3 proposes that Areas of Separation are defined. An Area of Separation is different to Green Belt, and tends to be significantly smaller scale and located between settlements that are relatively close and at risk of merging, whereas the Green Belt has five purposes as set out above.

### Areas of Separation

## Policy GD3

### Areas of Separation

An Area of Separation is designed to preserve the character and distinctiveness of individual settlements by restricting inappropriate development that would result in a coalescence of two distinct and separate settlements.

Areas of Separation have been identified on the Policies Map, to avoid coalescence and to maintain the character and distinctiveness of the following settlements:

- **Wrea Green and Kirkham;** and
- **Kirkham and Newton.**

Development will be assessed in terms of its impact upon the Area(s) of Separation, including any harm to the effectiveness of the gap between settlements and, in particular, the degree to which the development proposed would compromise the function of the Area(s) of Separation

in protecting the identity and distinctiveness of settlements. Extensions to existing homes will be permissible within the Area(s) of Separation. No new homes will be permitted within the curtilage of existing homes in the Area(s) of Separation.

The Areas of Separation will be a focus for Green Infrastructure. So far as is consistent with the predominantly open and undeveloped character of the area, opportunities to improve public access and appropriate recreational uses will be supported. Similarly, opportunities to conserve, enhance and restore biodiversity and geodiversity value will be encouraged.

### Justification

**8.9** The Council prepared a background paper on Areas of Separation in 2014, which included the following criteria to assess potential areas of separation:

- Distance between settlements or built-up areas (at narrowest point);
- Current land use;
- Landscape character;
- Topography;
- Development pressure;
- Planning application history;
- Local Plan designation; and
- Other relevant designations.

**8.10** There is a narrow strip of land between the settlement boundaries of Wrea Green and Kirkham, measuring 313 metres at its narrowest point, which is recognised as an area valued locally as part of the network of Green Infrastructure. Similarly, there is a narrow strip of land measuring 1,023 metres between Newton and Kirkham. Consequently, the policy identifies two Areas of Separation, one between Wrea Green and Kirkham and the other between Kirkham and Newton. The policy will apply to all forms of development in these two areas.

### Development in the Countryside

**8.11** It is important that the Countryside is protected from unacceptable development which would harm its rural character. The intrinsic value and rural character of the countryside of Fylde needs to be protected. However, certain forms of development are necessary to support rural life and maintain or enhance the rural economy. Policy GD4 defines the types of development which are acceptable in the countryside in appropriate circumstances.

#### **Policy GD4**

##### **Development in the Countryside**

Development in the Countryside, as shown on the Policies Map, will be limited to:

- a) that needed for purposes of agriculture, horticulture or forestry; or other uses appropriate to a rural area, including uses which would help to diversify the rural economy, including small-scale tourist accommodation, caravan sites and very exceptionally, larger scale tourism development;
- b) the re-use or rehabilitation of existing permanent and substantial buildings;
- c) minor extensions to existing homes and other buildings;
- d) development essentially needed for the continuation of an existing enterprise, facility or operation, of a type and scale which would not harm the character of the surrounding countryside.

#### **Justification**

- 8.12** Most development permissible in the countryside will be for agricultural, horticultural or forestry purposes, where this is necessary for the efficient and effective running of the enterprise. Some forms of tourism development are appropriate within the rural areas, all of which are covered in Chapter 9.
- 8.13** The re-use of substantial brick or stone buildings, which are structurally sound may be an appropriate way of preserving an important local feature in the landscape or providing for a rural use which otherwise may have required a new building. Minor extensions to existing homes and other non-residential buildings are also acceptable in principle, providing they do not prejudice the character of the countryside and are appropriately designed.

#### **Large Developed Sites in Open Land outside Settlement Boundaries**

- 8.14** There are a number of large developed sites in open land outside settlement boundaries' and Green Belt and Areas of Separation within Fylde, such as Weeton Barracks Camp, HM Prison Kirkham and Ribby Hall Village. There are also existing employment sites including the Universal Products Factory at Greenhalgh, the Arvin Exhaust Site at Hillock Lane, Warton, the BNFL Site at Salwick, and Naze Lane Industrial Estate at Freckleton. Whether these premises are redundant, become redundant over the lifetime of the plan or are in continuing use, the complete or partial re-development of these sites may provide opportunities for environmental improvements and local employment in the rural areas.

## Policy GD5

### Large Developed Sites in open land outside settlement boundaries

The complete or partial re-development of large developed sites in open land outside settlement boundaries', including but not restricted to the Universal Products Factory at Greenhalgh; the Arvin Exhaust Site at Hillock Lane, Warton; the BNFL Site at Salwick; the Naze Lane Industrial Estate at Freckleton; Weeton Barracks Camp; HM Prison Kirkham; and Ribby Hall Village, all of which are identified on the Policies Map, will be permitted subject to the following criteria:

- a) The proposal would have no greater impact on the character, appearance or nature conservation value of open land outside settlement boundaries', Areas of Separation, landscape setting, historic environment or Green Belt than the existing development, in terms of footprint, massing and height of the buildings;
- b) The proposal will not require additional expenditure by public authorities in relation to infrastructure and it can safely be served by existing or proposed means of access and the local road network;
- c) Proposals for partial re-development are put forward in the context of a comprehensive long term plan for the site as a whole;
- d) Proposed re-development can be safely and adequately served by existing or proposed means of access and the local road network;
- e) Opportunities to improve public transport connections are maximised; and
- f) Mixed use development is promoted on these sites.

It is not intended that this policy should relate to the re-development of farms.

### Justification

- 8.15** It is important that re-development of existing or redundant large developed sites respect the character of open land outside settlement boundaries' or Green Belt land or Areas of Separation in which they are situated; together with the historic environment, in particular the contribution the site makes to character and setting of the local area and potential undesignated archaeological assets.

## Promoting Mixed Use Development

### Introduction

- 8.16** Mixed use development can include urban, suburban or rural development, that blends a combination of residential, commercial, cultural, institutional, leisure, educational, community, health or industrial uses, where those functions are physically and functionally integrated, and that provides pedestrian connections.
- 8.17** Traditionally, settlements have developed in mixed use patterns. However, with industrialisation planning regulations were introduced to separate different functions, such as manufacturing, from residential areas. Increasing car use has meant people commute long distances to work.
- 8.18** The benefits of mixed-use development include:
- a. The sustainability of the site, i.e. how well it relates to a settlement, and how easy it is to access the settlement centre and other local services on foot or by sustainable modes of transport;
  - b. Greater housing variety and density;
  - c. Reduced distances between housing, workplaces, retail businesses, and other destinations;
  - d. More compact development;
  - e. Stronger neighbourhood character;
  - f. Pedestrian and cycle-friendly environments;
  - g. Reduction in car journeys; and
  - h. Opportunities for home working.

## Promoting Mixed Use Development

### Policy GD6

#### Promoting Mixed Use Development

Mixed use development will be encouraged on strategic sites in order to provide local retail centres and access to employment, commercial, leisure and recreational opportunities close to where people live and work. The element of mixed use development will depend on the particular site and the character of the surrounding area.

Mixed use development will be promoted where the following apply:

- a) An area within which the scale and character of uses is such that no single land use predominates. Residential, retailing, business, recreation, sport, open space and industrial uses may all be represented.
- b) Mixed use areas comprising local service uses alongside residential and other uses, which could include business, sport and open space.
- c) Where residential and commercial uses can be integrated within the same unit, creating flexible working practices and live / work units, or opportunities for home working.

- d) Mixed use development would be supported providing it does not undermine housing delivery.

### Justification

- 8.19** The Framework provides clear guidance in support of mixed use development at paragraphs 17, 21, 37 and 38. Locally, the focus of development over the lifetime of the plan is within the four Strategic Locations for Development. It is with the quantum of development in these locations that the critical mass could be achieved to ensure that mixed use developments could be delivered, with homes being built close to where people work and shop and seek a range of services. Therefore, it is intended that all development within the categories set out in policy GD6 should include an element of mixed use. The Framework **contains a particular recommendation for live / work. It says that when drawing up local plans, councils should “facilitate flexible working practices, such as the integration of residential and commercial uses within the same unit”** (paragraph 21 of the Framework).

### Achieving Good Design in Development

- 8.20** The importance of high quality design is integral to the Local Plan and is therefore central to the planning of all development. This is crucial in Fylde, especially in the seaside resorts of Lytham and St Annes, both of which developed in the Victorian and Edwardian era - an era that is now recognised as producing high quality architecture. The high quality of design in the Borough is fundamental in attracting people to live in Fylde, for businesses to invest in the area and it also increases its popularity for tourism.
- 8.21** Good design can deliver wider economic, environmental and social benefits. Therefore, it is not just an issue of visual appearance but how design can contribute to the way in which an area functions in the short term and also over the lifetime of the development. On that basis, the Council considers that to achieve high quality, sustainable design proposals must:
1. Respond positively to their context and setting;
  2. Address the connections between people and places;
  3. Be physically, functionally and economically integrated into their existing environment in a positive and inclusive manner;
  4. Be integral to creating safe, accessible and inclusive environments; and
  5. Reduce the impact of the development on the natural environment.
- 8.22** It is important that new developments take account of layout, scale, landscaping and accessibility in order to be sympathetic to their location, as well as enhancing the area where previous opportunities may have been missed. The design of streets, incorporation of Green Infrastructure and the wider public realm can further encourage community cohesion, identity and pride. The six design principles are set out below.

## 8.23 Design Principles

1. **Movement and Legibility:** A place that is easy to get to and move through by sustainable modes of transport and is easy to understand.
2. **Space and Enclosure:** A place with attractive, sustainable and successful outdoor areas where public and private spaces are clearly distinguished.
3. **Mix of Uses and Tenures:** A development that promotes a variety and choice in terms of uses and ownerships in response to local needs.
4. **Adaptability and Resilience:** A development that can adapt and respond to changing economic, social and technological conditions.
5. **Resources and Efficiency:** A development that contributes to tackling climate change and adapting to and mitigating its effects both in its construction and operation.
6. **Architecture and Townscape:** A development that responds positively to its surrounding environment through its external appearance and form.

## Design and Access Statements and Planning Applications

- 8.24 The majority of planning applications are required to include a Design and Access statement in support of the proposed development. The information provided should be proportionate to the type and scale of development proposed. The requirements of a Design and Access statement are set out in Circular 01/06 *Guidance on Changes to the Development Control System*.

### Figure 4: Design and Access Statements – 10 Pointers to good practice

1. Show your thinking.
2. Prepare the design statement as part of the pre-application process rather than getting a consultant to prepare it in isolation.
3. Start writing the statement at the start of the process.
4. A design statement should form part of an audit trail of the design and approval process.
5. Think of the statement as a process, not a product.
6. Make sure the statement is appropriate in length; neither too long, irrelevant and confusing, nor too short and formulaic.
7. Design statements should be read, not weighted.

8. Pictures should be annotated or have a caption. They should not just be wallpaper.
9. Design statements should expose designs which are ill considered or inappropriate to the particular site and area.
10. A good design statement cannot justify poor quality design.

From Urban Design Group data sheet:

<http://www.neighbourhood-design.org/publications/udg-publication/design-access-statements-explained>

- 8.25 Where a Design and Access statement fails to adequately explain and justify the proposal against the requirements of Circular 01/06 and local and national policy this may be used by the Council as grounds to justify refusal of the scheme.
- 8.26 Where the application is in outline, the information provided in the Design and Access statement should be sufficient to explain and justify the concepts for the scheme without the need for further information at reserved matters stage. This is to ensure the full impact of the proposal could be properly assessed at the outline stage.
- 8.27 It is also important that new development mitigates against and adapts to the effects of climate change through its design.

### Achieving Good Design in Development

#### Policy GD7

#### Achieving Good Design in Development

##### Design and Access Statements

Where required, all development proposals should be accompanied by a Design and Access Statement that fully explains and justifies the design approach for the scheme.

##### General Principles of good design

Development will be expected to be of a high standard of design, taking account of the character and appearance of the local area, including the following:

- a) Ensuring densities of new residential development reflect and wherever possible enhance the local character of the surrounding area.
- b) Ensuring that amenity will not be adversely affected by neighbouring uses, both existing and proposed.
- c) The siting, layout, massing, scale, design, materials, architectural character, rhythm, proportion, building to plot ratio and landscaping of the proposed development.

- d) Take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption.
- e) Conserving and enhancing the built and historic environment.
- f) Being sympathetic to surrounding land uses and occupiers, and avoiding demonstrable harm to the amenities of the local area.
- g) Taking the opportunity to make a positive contribution to the character and local distinctiveness of the area through high quality new design that responds to its context.
- h) Ensuring parking areas for cars, bicycles and motorcycles are safe, accessible and sympathetic to the character of the surrounding area and that highway safety is not compromised.
- i) Ensuring the layout, design and landscaping of all elements of the proposal, including any internal roads, parking areas for cars, bicycles and motorcycles, pedestrian footpaths, cycleways and open spaces, are of a high quality and respect the character of the site and local area.
- j) Creating safe and secure environments that minimise opportunity for crime and maximise natural surveillance. A crime impact statement should be provided where required.
- k) Providing landscaping as an integral part of the development, protecting existing landscape features and natural assets, protecting and enhancing habitats, and providing linkages to the wider ecological networks, providing open spaces and enhancing the public realm.
- l) Making provision for the needs of specific groups in the community such as the elderly and those with disabilities, in line with the Equalities Act.

#### **National Technical Standards**

All new housing developments should comply with the National Technical Standards, and be constructed in accordance with the national space standards for new homes.

#### **Highway Safety**

- m) The development should not prejudice highway safety, pedestrian safety, the free flow of traffic, and should not reduce the number of on-site parking spaces available, unless there are other material considerations which justify the reduction. Any new roads and / or pavements provided as part of the development should be constructed to an adoptable standard.

**Climate Change**

- n) Development proposals should consider measures to mitigating the effects of climate change by the incorporation of energy and water efficiency in new and existing buildings, 'grey' water and rainwater harvesting and storage for waste and recyclables.
- o) Adaptation to climate change should be achieved through the design and orientation of buildings to maximise solar gain, provide shelter from the elements and take advantage of natural light and ventilation.

**Existing land uses**

- p) The development should not prejudice or prevent the operation of existing land uses.

**Public realm**

- q) The public realm needs to be designed appropriately, to reflect the quality of the area including landscaping, street furniture and materials and that the developments are appropriately managed and maintained so that they add to the character, quality and distinctiveness of the surrounding area.

**Public Open Space**

- r) New public open space should be provided in a single central useable facility, which is accessible, of high quality and good design, be visible, safe, using quality materials, including facilities for a range of ages and incorporating long term maintenance; unless it is agreed by the Council that provision is more appropriate on site.

**Advertisements**

- s) Advertisement designs should respect the character and architectural details of the buildings and location within which they are proposed, and their surroundings, in terms of scale, details, siting and method of illumination.

**Flood Risk**

- t) Inappropriate development in Flood Risk Zones 2 and 3 should be avoided.

**Justification**

- 8.28** All new housing developments should be in accordance with the national technical standards. The Department for Communities and Local Government has carried out a major review of the technical standards which councils impose on new dwellings as planning conditions with a view to simplifying them and incorporating such standards in the Building Regulations as far as possible. The Building Regulations (Amendment) Regulations, 2015 reflect the outcome of the review as far as the Building Regulations and the building control system are concerned. The review has also resulted in a national space standard for new dwellings. This standard has not been

incorporated into the Building Regulations. The standard may be imposed by the Council as a planning condition. Checking whether the standard, where imposed, has been complied with and any enforcement action remain the responsibility of the Council, though it is open for the Council to ask for the assistance of building control bodies in doing so.

- 8.29** The need for development to respect local character is a key principle of policy GD7, which applies to all developments. Where the local environment is poor, good building design helps to enhance its identity and sense of place, as well as increasing local pride in an area. **Performance Monitoring Indicator 5**, in Appendix 9, sets out a target / policy outcome that all new housing developments should conform to National Technical Standards.
- 8.30** It is a national requirement that Councils adopt policies that seek to mitigate against and adapt to climate change. Policy GD7 includes measures to achieve this through the design of new development and the use of natural resources.

### Public Realm

- 8.31** The public realm generally includes the spaces and the buildings surrounding them but in this context, is generally taken to be the publicly accessible parts of the environment, physically and / or visually.
- 8.32** In designing the public realm, the most appropriate materials and street furniture should be used, consistent with available resources. Fylde Council intends to develop a 'public realm code' manual that will identify a specification for the various elements of the public realm including street furniture, landscaping, and materials and an inventory with agreed maintenance schedules put in place. This practice would represent a good means of auditing the quality of the public realm and agreed actions from the various partners involved would highlight what is required to maintain it to an appropriate standard. This initiative would involve working alongside LCC as the highway authority.

### Highway Safety and Accessibility

#### Introduction

- 8.33** To ensure that safe and convenient access is afforded to everyone, new developments should reduce rather than increase the dependence on private cars.

## Highway Safety and Accessibility

### Policy GD8

#### Highway Safety and Accessibility

All development proposals will need to show that:

- a) road safety and the efficient and convenient movement of all highway users (including bus passengers, cyclists, pedestrians and equestrians) is not prejudiced;
- b) appropriate provision is made for public transport services;
- c) appropriate measures are provided to facilitate access on cycle or foot;
- d) where practicable, ensure existing pedestrian, cycle and equestrian routes are protected and extended; and
- e) the needs of specific groups in the community such as the elderly and those with disabilities are fully provided for.

### Justification

- 8.34** Whilst much attention is usually given to road improvements to cope with additional traffic, it is important that other modes of transport are taken into account when dealing with planning applications for new development, if car use is to be reduced.

## **CROSS CUTTING THEMES IN CHAPTER 8:**

### **Promoting Health and Wellbeing**

A high quality built environment, including the development of public art projects, has a positive effect on a community's health and wellbeing. Green Infrastructure can help make space for nature in urban areas, promote better health and affect people's sense of wellbeing, defining how they feel about the places where they live.

### **Achieving Good Design**

The high quality design of new buildings, mixed use developments and the creation or enhancement of existing Green Infrastructure will enhance the character of the built and natural environment, ensuring effective place shaping across Fylde. It is essential that growth is in keeping with the character of the area and also results in the maintenance and enhancement of Fylde's built environment.

### **Sustainability**

The UK Sustainable Development Strategy "Securing the Future" sets out five 'guiding principles' of sustainable development including: ensuring a strong, healthy and just society; achieving a sustainable economy; promoting good governance; and using sound science responsibly.

### **Equality**

In terms of equality, the planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities. Local planning authorities should create a shared vision with communities, of the residential environment and facilities they wish to see. To support this, local planning authorities should aim to involve all sections of the community in the development of the Local Plan (the Framework, paragraph 69).

### **Viability**

Pursuing sustainable development requires careful attention to viability and costs in plan-making and decision-taking. The plan should be deliverable. Therefore, the sites and the scale of development identified in the plan should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable (the Framework, paragraph 173)

Where safeguards are necessary to make a particular development acceptable in planning terms, the development should not be approved if the measures required cannot be secured through appropriate conditions or agreements. The need for such safeguards should be clearly justified through discussions

with the applicant, and the options for keeping such costs to a minimum fully explored, so that development is not inhibited unnecessarily (the Framework, paragraph 176).

### Strategic Objectives

The following strategic objective is achieved in Chapter 8

Objective 1: To create sustainable communities

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## Chapter 9: The Fylde Economy

### The Economy and Employment Land

#### Introduction

- 9.1** The preservation and development of a strong, vibrant and sustainable economy is a high priority within this Local Plan and Objective 4 is to diversify and grow the local economy.
- 9.2** Manufacturing accounts for over 30% of employment in Fylde, with advanced manufacturing a particular strength through aerospace and nuclear fuels processing. The area also contains growth orientated service sectors, such as computer and business services, alongside the traditionally strong sectors of tourism, agriculture and the rural economy.
- 9.3** Since 1999 Fylde has experienced economic growth of 12.7 % exceeding national and regional comparisons over this period. This highlights Fylde as an area of opportunity, development and growth, particularly in comparison to other districts within Lancashire and the North West. Unemployment is currently low, with a claimant count rate of 1.1%. The Borough has lower levels of deprivation overall than the Lancashire average, although there are small pockets of relatively high deprivation, these tend to be concentrated near the boundary with Blackpool and in St Annes town centre.
- 9.4** Fylde is one of the most affluent areas of Lancashire, distinguished by its quality of life and diversity of its rural and coastal environment. According to the Annual Survey of Hours and Earnings, wage levels are high, exceeding national averages for both residence and work place earnings, with Fylde recording the highest workplace wages in Lancashire, probably due to the presence of large high value employers in the area, such as BAE Systems at Warton. Fylde's affluence is reflected in the third highest average gross household income in Lancashire and well above the Lancashire average.
- 9.5** The three authorities of Fylde, Wyre and Blackpool comprise the Fylde Coast Sub-region, with strong commuting flows (i.e. travel to work area) between the three areas which defines a vibrant, inter-dependent employment market. Strategic employment sites within Fylde Borough, such as the Enterprise Zone at BAE Systems, Warton could provide extensive employment opportunities and support growth in other parts of Fylde. Employment opportunities could be opened up further to local people through well-planned public transport / sustainable travel options.

#### Local Growth Accelerator Strategy

- 9.6** A Local Growth Accelerator Strategy for the Fylde Coast is being developed by Blackpool, Fylde and Wyre Economic Development Company to support the co-ordinated development of future employment across the sub-region. The Strategy will outline key areas for strategic growth within the Fylde Coast sub-regional economy that will enable focused forward movement.

### Assisted Area Status

- 9.7 There are two wards included within an Assisted Area in Fylde. The Assisted Area comprises the wards of 1) Warton and Westby and 2) St Leonard's. The Assisted Area is based upon a map drawn up and agreed between the UK Government and the European Commission. The map has now been formally approved by the European Commission and it runs from 1st July 2014 until 31st December 2020. The Assisted Area is an area where regional aid can be offered to undertakings, typically businesses, under Commission state aid rules. The Regional Growth Fund supports projects and programmes within the Assisted Area that are using private sector investment to create economic growth and sustainable employment.

### Fylde Coast Energy Hub

- 9.8 Blackpool, Fylde and Wyre Economic Development Company, is owned by the four Fylde Coast Authorities (Blackpool, Fylde and Wyre), together with Lancashire County Council, with a board of directors from the public and private sectors. The Economic Development Company (EDC) is investigating the creation of an energy hub on the Fylde Coast, building on 80 existing businesses within the energy sector, as well as the potential exploration for shale gas, to generate a cluster of energy based companies and amenities throughout the area. As part of this initiative, the EDC is carrying out the initial planning of an energy logistics park, close to Blackpool Airport, to support energy businesses on the Fylde Coast.

### The Fylde Employment Land and Premises Study 2012

- 9.9 The Fylde Employment Land and Premises Study, published in August 2012, provides a comprehensive assessment of the local economy. The study bases the requirement for Fylde's future employment land on the evidence of annual average take-up rate experienced by the Borough since 1989. This is considered to be a long term trend. If long term trends continue, the study recommends that the Borough will need to cater for an expected annual take-up of 2.47 Ha for the next 17 years (to the end of the Local Plan period, 2032). At 31<sup>st</sup> March 2012 there were 22.32 Ha of available employment land in the Borough (assuming it is all readily developable and available in an open market). In fact, 7.09 Ha is considered to be potentially unavailable or undevelopable. The study suggests that the Council needs to find an additional 26.28 - 33.37 Ha to match historic trends (of 2.47 Ha / year).
- 9.10 Subsequent to publication of the Fylde Employment Land and Premises Study, 7.5 Ha of land at Heyhouses Lane in St Annes, identified in policy EMP2: **Existing Business and Industrial Areas in the existing** Fylde Borough Local Plan (As Altered), October 2005, **has been** lost to other uses. Consequently the identified shortfall of employment land for Fylde, for the new Local Plan, is a minimum of 33.8 Ha (rounded-up to 34 Ha).
- 9.11 In addition to identifying a quantum of land required, the Study includes a number of key recommendations and identifies potential areas of search. The recommendations of this study have regard to the Framework. Of particular significance is the fact that the study recommends the protection of the identified current land supply that is not the subject of existing consents for alternative uses.

- 9.12** The study identified the most appropriate broad locations for future employment land provision. If the Borough is to strive towards delivering a balanced employment land portfolio, it needs to provide for different types / sectors of employment development.

### Employment Land Provision

- 9.13** Fylde is in need of further opportunities to meet employment land requirements up to 2032. The amount and type of employment land required to promote the economic health of the area and in supporting the supply of job opportunities for its residents is addressed by policy EC1. In doing so, it is recognised that Blackpool functions within the wider Fylde Coast Sub-Region employment market and the future employment forecasts for Fylde cannot be met in isolation without also jointly considering the requirements for the Sub-Region. It is acknowledged that Blackpool's administrative area is characterised by a tightly constrained boundary. Discussions between Blackpool and Fylde Councils have identified that Blackpool Council requires Fylde to provide 14 Ha of employment land within Fylde borough, to meet Blackpool's requirement up to 2027. This requirement will be added to the Fylde employment land requirement of 52 Ha. Consequently, this results in a combined requirement of employment land for Fylde and Blackpool, up to 2032, of 66 Ha.
- 9.14** Between April 2011 and March 2014, 2.3 Ha of business and industrial land were developed in the borough. A further 8.1 Ha of business and industrial land either had planning permission or was under construction. Consequently, this results in a net requirement of employment land in Fylde, up to 2032, of 56 Ha.

### Overall Provision of Employment Land and Existing Employment Sites

Policy EC1		
Overall Provision of Employment Land and Existing Employment Sites		
The delivery of <b>59.1 Ha</b> of new employment development will be promoted from 1 <sup>st</sup> April 2011 to 31 <sup>st</sup> March 2032. Such a requirement will be met on the following sites, which are also identified on the Policies Map.		
Site	Area (Ha)	Appropriate Use Classes
ES1 Queensway Industrial Estate, Snowden Road, St Annes	3.8	B1(a), B1(b), B1(c), B2, B8
ES2 Dock Road, Lytham	0.9	B1(a), B1(b), B1(c), B2, B8

<b>ES3 Boundary Road, Lytham</b>	<b>0.7</b>	B1(a), B1(b), B1(c), B2, B8
<b>MUS3 - Mill Farm Sports Village, Fleetwood Road, Wesham (mixed use: employment and leisure)</b>	<b>1.1</b>	B1(a), B1(b), B1(c), B2, B8 and (D2)
<b>ES4 Blackpool and Fylde Industrial Estate, Whitehills</b>	<b>2.4</b>	B1(a), B1(b), B1(c), B2, B8
<b>ES5 - Blackpool Airport, Squires Gate Lane, Blackpool Airport Corridor</b>	<b>5</b>	B1(a), B1 (b), B1 (c), B2, B8
<b>ES6 ITSA, Brunel Way, Whitehills</b>	<b>4.9</b>	B1(a), B1(b), B1(c), B2, B8
<b>ES7 – Whitehills Business Park, Whitehills</b>	<b>8.6</b>	B1(a), B1(b), B1(c), B2, B8
<b>MUS1 - Cropper Road East, Whitehills (mixed use: housing and employment)</b>	<b>9.3</b>	B1(a), B1(b), B1(c), B2, B8
<b>MUS2 - Whyndyke Farm, Preston New Road, Whitehills (mixed use: housing and employment)</b>	<b>20</b>	B1(a), B1(b), B1(c), B2, B8
<b>ES8 - Naze Lane, Freckleton</b>	<b>2.4</b>	B1(a), B1(b), B1(c), B2
<b>Total</b>	<b><u>59.1 Ha</u></b>	

The appropriate employment use classes referred to above are B1, B2 and B8 (and D2: Assembly and Leisure on **site MUS3** – Mill Farm Sports Village, Fleetwood Road, Wesham; and C3: Housing on parts of **sites MUS1 and MUS2**). Development proposals for alternative uses in these locations will be resisted, unless it is demonstrated to the satisfaction of the Council that there is no reasonable prospect of the site being used for employment purposes.

### Existing Employment Sites

Within the existing business and industrial areas, listed below and identified on the Policies Map, land and premises in Class B Business and Industrial uses will be retained in that use class unless it is demonstrated to the satisfaction of the Council that there is no reasonable prospect of the site being used for employment purposes.

Site	Appropriate Use Classes
<b>Queensway Industrial Estate, Snowden Road, St Annes</b>	B1(a), B1(b), B1(c), B2, B8
<b>Blackpool Airport, Squires Gate, Blackpool Airport Corridor</b>	B1(a), B1(b), B1(c), B2, B8
<b>Scafell Road, Snowden Road / Everest Road, St Annes</b>	B1(a), B1(b), B1(c), B2, B8
<b>Preston Road, Lytham</b>	B1(a), B1(b), B1(c), B2, B8
<b>Dock Road, Lytham</b>	B1(a), B1(b), B1(c), B2, B8
<b>Boundary Road, Lytham</b>	B1(a), B1(b), B1(c), B2, B8
<b>Naze Lane, Freckleton</b>	B1(a), B1(b), B1(c), B2, B8
<b>Kirkham Trading Park, Kirkham</b>	B1(a), B1(b), B1(c), B2, B8
<b>Progress Mill, Orders Lane, Kirkham</b>	B1(a), B1(b), B1(c), B2, B8
<b>Marquis Street / Richard Street, Kirkham</b>	B1(a), B1(b), B1(c), B2, B8
<b>Whitworth Street, Wesham</b>	B1(a), B1(b), B1(c), B2, B8
<b>Westinghouse, Salwick</b>	B1(a), B1(b), B1(c), B2, B8
<b>British Aerospace, Warton</b>	B1(a), B1(b), B1(c), B2, B8
<b>Blackpool and Fylde Industrial Estate, Blackpool Airport Corridor</b>	B1(a), B1(b), B1(c), B2, B8
<b>Whitehills Park, Blackpool Airport Corridor</b>	B1(a), B1(b), B1(c), B2, B8
<b>AXA / AEGON Offices, Ballam Road, Lytham</b>	B1(a), B1(b), B1(c)
<b>Jubilee House, Lytham</b>	B1(a), B1(b), B1(c)

<b>St George's Park, Kirkham</b>	B1(a), B1(b), B1(c), B8
<b>Fairfield Research Station, Greenhalgh</b>	B1(a), B1(b), B1(c)
<b>Former RAF Camp, Hillock Lane, Warton</b>	B1(a), B1(b), B1(c)
<b>Land Registry, Warton</b>	B1(a), B1(b), B1(c)
<b>Brook Mill, Station Road, Wrea Green</b>	B1(a), B1(b), B1(c), B2, B8
<b>Clifton Marsh Depot, Clifton</b>	B1(a), B1(b), B1(c), B2, B8
<b>Mill Farm, Wesham</b>	B1(a), B1(b), B1(c), B8
<b>Wareing's, Kirkham</b>	B1(a), B1(b), B1(c), B2, B8
<b>Peel Hall Business Village, Westby</b>	B1(a), B1(b), B1(c), B8
<b>Braithwaites Yard Business Park, Warton</b>	B1(a), B1(b), B1(c), B8
<b>Mythop Lodge, Weeton with Preese</b>	B8
<b>Freckleton Boatyard, Warton</b>	B1(c), B8
<b>Dingle Farm Rural Business Park, Newton</b>	B1(c), B8

### Overall provision of employment land

- 9.15** The employment land requirement and specific sites need to be allocated and brought forward through policies in this Local Plan. In maximising the Borough's economic potential, consideration has been given to potential employment land being accessible by public transport; environmental impact; viability (in terms of market demand); and being close to population centres. Policies for employment land are flexible to accommodate the needs of indigenous business growth and potential investment to the area. In order to promote sustainable and integrated development, some of the employment land allocations identified in policy EC1 are referred to as mixed use sites. These sites form part of the portfolio of Strategic and Non-Strategic Locations for Development which are addressed in more detail in chapters 6 and 7.
- 9.16** Sustainable economic growth and expansion of all types of business and enterprise in rural areas is supported, provided it accords with other policies within the Local Plan.
- 9.17** Given that Blackpool, Fylde and Wyre function within the Fylde Coast Sub-Region employment market, and the position of 'constraint' currently faced by Blackpool in allocating further employment land within its own boundary, part of its requirement will be met on land in Fylde Borough. The locally-determined targets, calculated by Fylde Council for Fylde and by Blackpool Council for Blackpool, will be met as sustainably as possible, while delivering jobs, in the right sectors and in the right locations. It is important to ensure that employment uses are maximized at Whyndyke Farm and Cropper Road East, Whitehills to capitalise on their location close to

Junction 4 of the M55, which is identified as a Strategic Location for Development in the plan period.

- 9.18** The appropriate uses identified in policy EC1 are intended to provide for the development needs of business and industry. The Council will resist proposals which seek to reduce the supply of land for business and industrial use. However, the Framework makes it quite clear that planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose and land allocations should be regularly reviewed (Paragraph 22 of the Framework). **Performance Monitoring Indicator 6**, in Appendix 9, sets out a target / policy outcome recording the cumulative take-up of land for employment development from 1<sup>st</sup> April 2011 compared to the plan period requirement of 66 Ha.

### Existing Employment Sites

- 9.19** The boundaries of the existing business and industrial areas have been updated, along with sites that have become employment related uses since the start of the Plan period on 1<sup>st</sup> April 2011 and they are referenced in Appendix 7 and shown on the Policies Map. A flexible approach will be taken with regard to existing employment sites such that appropriate enabling development will be supported, in order to retain employment uses on these sites. However, there may be the need to retain employment uses in the longer term.

## Demonstrating Viability

### Introduction

- 9.20** A number of Local Plan policies seek to maintain particular uses of land, for example employment uses on employment sites, retail units in town centres, or agricultural buildings in the countryside. However, these policies allow for changes of use in some cases, provided it is robustly demonstrated by the applicant that to maintain the former use is no longer viable. The purpose of this policy is to set out a range of parameters that will enable the Council to make a fair and robust assessment of whether there is a justifiable case for whatever change of use is proposed.
- 9.21** In addition, any policy of this nature must accord with Government policy which requires Councils to be proactive in terms of development proposals and to approve planning applications wherever possible, unless the proposal is contrary to other local or national policy objectives.

### Demonstrating Viability

#### Policy EC2

#### Demonstrating Viability

The Council will seek to retain existing commercial / industrial (B1, B2 or B8), retail (A1) and leisure uses, including land / premises, together with agricultural / horticultural workers' homes and the Holiday Areas identified on the Policies Map, unless it can be demonstrated to the satisfaction of the Council that one of the following tests has been met:

- a) Following a 12 month marketing exercise the continued use of the site / premises for its existing use is no longer viable in terms of its operation of the existing use, building age and format and that it is not commercially viable to redevelop the land or refurbish the premises for its existing use. In these circumstances, and where appropriate, it will also need to be demonstrated that there is no realistic prospect of a mixed-use development for the existing use and a compatible use; or
- b) Following a 12 month marketing exercise the land / premises is / are no longer suitable for the existing use when taking into account access / highway issues (including public transport), site location, business practices, infrastructure, physical constraints, environmental considerations and amenity issues. The compatibility of the existing use with adjacent uses may also be a consideration; or
- c) appropriate marketing of the land / property indicates that there is no demand for the land / property in its existing use. Details of the current occupation of the buildings, and where this function would be relocated, will also be required.

Where the existing use is no longer considered viable by the Council and a mixed-use scheme is also not viable or appropriate, the Council will preferentially seek the following alternative uses prior to consideration of a market housing-led scheme:

- For existing retail uses, an alternative use that helps create or maintain the vitality of a town, district or local centre; and
- For existing agricultural / horticultural workers' homes, an alternative use for affordable housing.

### Marketing

Where an application relies upon a marketing exercise to demonstrate that there is no demand for the land / premises in its current use, the applicant will be expected to submit evidence to demonstrate that the marketing was adequate and that no reasonable offers were refused. This will include evidence demonstrating that:

- i) The marketing has been undertaken by an agent or surveyor at a price which reflects the current market or rental value of the land / premises for its current use and that no reasonable offer has been refused.
- ii) The land / premises has been marketed, as set out in iii) below, for an appropriate period of time, which will usually be 12 months, or 6 months for retail premises.
- iii) The land / premises has / have been frequently advertised and targeted at the appropriate audience. Consideration will be given to the nature and frequency of

advertisements in the local press, regional press, property press or specialist trade papers etc; whether the land / premises has / have been continuously included on the agent's website and agent's own papers / lists of premises; the location of advertisement boards; whether there have been any mail shots or contact with local property agents, specialist commercial agents and local businesses; and with regards to commercial / industrial property, whether it has been recorded on the Council's sites and premises search facility. In certain cases, for example, where a significant departure from policy is proposed, the Council may seek to independently verify the submitted evidence, and the applicant will be required to bear the cost of independent verification.

### Justification

- 9.22** The Ministerial Statement which emerged at the end of March 2011, along with the Framework, have made it clear that the Government's policy approach to development will focus on facilitating growth and new jobs in sustainable locations and generally on encouraging more residential development, including on vacant employment sites. The aim of these changes is to enable the delivery of much needed housing and ensure the effective use of previously developed land, including employment sites where they are no longer considered economically viable.
- 9.23** It is important that the Council has a robust policy in place to respond to this change in emphasis. However, that is not to say that the Council should freely permit such a change of use. Whilst the Council wishes to ensure that there is provision of a wide selection of business / retail space and that viable and suitable sites for such uses should be retained, it is accepted that leaving land vacant or underused is not an efficient use of land and should be avoided if an appropriate alternative use can be considered.
- 9.24** Accordingly, those circumstances where it will be appropriate to support alternative uses are outlined in the policy, which broadly aims to acknowledge those situations where it would be unproductive to protect land / premises for the current use. For example, where a site or premises has remained empty or vacant for a period of time, despite active marketing or it is no longer suited for the needs of the existing use or user.
- 9.25** Where the existing use is no longer considered viable, regard should be had as to whether, firstly, a mixed-use scheme involving the existing use is viable and then, secondly, whether for existing retail premises or agricultural / horticultural workers' homes, an alternative use that meets a similar need or purpose as the existing use (as set out in the policy above) is viable. If these alternative uses have been proven to not be viable, market housing will be considered as a final alternative use. The affordable housing requirements of policy H4 will apply to market housing developments that ultimately emerge from this process, regardless of the previous use of the land / building.

### Lancashire Advanced Engineering and Manufacturing Enterprise Zone at BAE Systems, Warton

- 9.26** BAE Systems, Warton, has been an important employment site for many years, as identified in policy EMP2 in the existing Fylde Local Plan, (As Altered), October 2005. This strategic site currently supports the local economy, providing local employment opportunities and investment due to its specialised activities. However, it has the capability to stimulate economic growth in the Fylde Coast, the wider Lancashire sub-region and nationally, with the potential of attracting significant inward investment of an international scale.
- 9.27** The Lancashire Enterprise Zone at BAE Systems, Warton was announced in the Chancellor's Autumn 2011 Statement and came into effect on 1<sup>st</sup> April 2012. It is centred around BAE Systems' base in a bid to boost economic development, through offering business incentives including a simplified planning regime. The main thrust of the Lancashire Enterprise Zone is about attracting new investment and employment to the North West area which is based around BAE Systems being a key driver. Ongoing and future operations related to the airfield at Warton Aerodrome will be protected and safeguarded. The focus of the Enterprise Zone is the advanced engineering and manufacturing (AEM) sector. The regional skills centre / academy is at BAE Systems, Samlesbury. One of the aims is to retain younger people in Fylde and Lancashire as a whole and promote new development / industry that may not necessarily have set up in the area. The role of the Enterprise Zone in relation to the Preston and Lancashire City Deal is important, in particular, its potential to significantly improve the economic and physical connectivity of key employment and housing sites.
- 9.28** The Council, LCC and BAE Systems have prepared a Local Development Order (LDO) for Phase 1 of the Enterprise Zone. The LDO will expire three years from the date of adoption. The future of the LDO – Part 1 will be assessed after its initial three years.
- 9.29** The adopted LDO identified that a Masterplan (the Lancashire Advanced Engineering and Manufacturing Enterprise Zone Phase 1 Consultation Masterplan) would be prepared by BAE Systems and the Lancashire Enterprise Partnership (LEP). The Masterplan establishes a framework for the long term strategic objectives for the Enterprise Zone, including securing the delivery of the necessary infrastructure. In order to fully realise the economic benefits of the Enterprise Zone, the LDO provides wider permitted development rights and sets out guiding principles for the preparation of the Masterplan and the matters it should address. The Masterplan was adopted on 1<sup>st</sup> October 2014. The agreement and adoption of the Masterplan was as a result of considerable work by BAE Systems and forms the template for the consideration of future phases.
- 9.30** The Enterprise Zone was excluded from the Fylde Employment Land and Premises Study as it is a planned re-use of an established employment allocation, and serves as a location for specific industry sectors relevant to the site's current use. The following policy protects the strategic designation of the site including the BAE Systems Core Area and its operations, and supports the delivery of the Enterprise Zone.

## Lancashire AEM Enterprise Zone at BAE Systems, Warton

### Policy EC3

#### Lancashire AEM Enterprise Zone at BAE Systems, Warton

##### a) The Lancashire Enterprise Zone at BAE Systems, Warton

The Council continues to support the specialised activity at BAE Systems, Warton, in line with the company's operations. The boundary of the site, which includes both the BAE Systems Core Area and the Enterprise Zone, is identified on the Policies Map. The designation of the Lancashire Enterprise Zone at BAE Systems, Warton will help create more businesses, jobs and attract international investment, with positive benefits across the wider economic area. It will help improve the local economy and also increase the contribution to national growth.

##### b) Local Development Order

The Council supports the delivery of the Lancashire Enterprise Zone and has produced a Local Development Order - Part 1, to aid the delivery process. Subsequent Local Development Orders will be produced when necessary. A Masterplan has also been produced and adopted, which forms a key part of the overall delivery of the Enterprise Zone. The key purpose of the Masterplan is to establish the development and design framework for Phase 1 of the site and ensure it is in accordance with the relevant parameters within the Local Development Order.

### Justification

- 9.31** The site and surrounding area is owned by BAE Systems who have operated at the site for many years. The site is situated in the southern area of the borough, within close proximity to Central Lancashire, with immediate access to the A585 and the A584. Whilst the site is well-located, its accessibility and connectivity will need to be strengthened through the delivery of the Enterprise Zone, with an additional highway junction currently under construction on Lytham Road to further access the site and support its delivery. The location and setting of the site has the potential to attract high profile new businesses and investment, which will also help to deliver a high quality environment and landscape. The Central Lancashire Highways and Transport Masterplan (adopted March 2013) includes a strategy for bringing forward strategic highways and transport infrastructure to support economic development within the area, which includes the delivery of the Preston Western Distributor Road and a new junction 2 onto the M55.

## Managing development of employment land

- 9.32** The Council recognises that, in addition to the locations referred to in policy EC1, there will be instances where proposals for business and industrial development come forward in other locations. The factors which should be addressed when considering such a proposal include the character and amenity of surroundings and the nature of the business proposed. Policy GD7: Achieving Good Design in Development, in chapter 8, will apply. Where unacceptable harm is not caused, employment development (**Class B1. Business** - B1(a) as an office other than a use within class A2 (financial and professional services); B1(b) for research and development of products or processes; or B1(c) for any industrial process, being a use which can be carried out in any residential area without detriment to the amenity of that area by reason of noise, vibration, smell, fumes, smoke, soot, ash, dust or grit. **Class B2. General Industrial** and **Class B8. Storage or distribution**) will be permitted.

## Employment Opportunities

### Policy EC4

#### Employment Opportunities

The availability of land in the Borough for employment opportunities is limited. Therefore, the Council seeks to retain continued employment use of existing employment sites. This could include any type of employment use, including agriculture, and may not be restricted to B1, B2 and B8 land uses.

The Council will take account of the following factors when assessing all development proposals for employment uses:

- a) The accommodation should be flexible and suitable to meet changing future employment needs, and in particular provide for the requirements of local businesses and small firms.
- b) The Council will seek to ensure that employment opportunities are provided and are easily accessible for local people and, where necessary, developers will be encouraged to implement relevant training programmes.

In order to support economic growth and expansion, the Council will support the roll-out of high speed broadband in line with the Lancashire Broadband Plan.

The sustainable growth and expansion of all types of business is supported where this is in accordance with other policies in the Local Plan.

## Justification

- 9.33** Policy EC4 applies to all development proposals for employment uses. It applies to the development of employment land in the locations referred to in policy EC1 and elsewhere in the

Borough. Particular regard is to be had to how well an employment development can be integrated into its surroundings without causing unacceptable harm to its amenity.

- 9.34** Employment opportunities are a finite resource and once lost to non-employment use, particularly residential use, are unlikely to return to employment use. Therefore there is a policy presumption to retain employment sites, unless there is no reasonable prospect of the site continuing in that use.
- 9.35** Paragraph 28 of the Framework states that local plans should support economic growth and expansion in the rural areas by taking a positive approach to sustainable new development. Paragraph 28 also says that local plans should promote the development and diversification of agricultural and other land based rural businesses. Sustainable agricultural diversification will be promoted as an important aspect of maintaining the rural economy. Rural businesses, tourism or recreational uses will also be encouraged.
- 9.36** The SHLAA (update 2015) and Employment Land and Premises Study, 2012 both conclude that land outside existing settlement boundaries will need to be released to meet the Borough's housing and employment land requirements, as well as some of Blackpool's employment requirement (i.e. 14 Ha).
- 9.37** LCC is pursuing a plan to roll-out a network of superfast broadband across Lancashire. This will help to stimulate economic activity, increase business productivity and home working opportunities and attract investment into Fylde and Lancashire as a whole.

## **Vibrant Town, District and Local Centres**

### **Introduction**

- 9.38** Retail is an important part of the Fylde economy. As town centres provide employment and a centre for leisure, cultural and social activities, the range and quality of the retail offer can contribute directly to the vibrancy of town centres and affect their vitality and viability.
- 9.39** Increased mobility and car ownership has meant people are more likely to travel further to meet their shopping needs, which has resulted in retail centres facing increasing competition from neighbouring centres. The growth of out-of-town centres and the rising level of internet shopping have also increased competition.
- 9.40** District and local centres are vital to the sustainability of smaller communities. If this provision is lost people will have to travel further to meet their daily / weekly needs. These centres act as a focus for their communities and offer opportunities for social integration.
- 9.41** National policy with regard to planning for retail, leisure and town centres is set out in the Framework. The Local Plan will generally rely upon national policy with regard to the promotion and protection of town centres. As far as local interpretation of national policy is concerned, the three Fylde Coast authorities commissioned a study of the retail trends across the sub-region.

### Fylde Coast Retail Study 2011 and 2013 Update

- 9.42** The 2011 Retail Study referred to Goad data <sup>(1)</sup> (October 2009), which stated that the existing size of the main centres in Fylde provide 74,970 (square metres gross) of both comparison and convenience retail floor-space. Comparison goods and convenience goods are defined in the Glossary.

1) Experian Goad is a retail property intelligence system that helps retail developers, property investors, planning professionals, and commercial agents to identify profitable locations for retail property development and investment projects. It offers comprehensive retail location plans and easy to use reports covering over 3,000 shopping areas in the UK and Ireland.

### Comparison Goods

- 9.43** The 2011 Retail Study recommended that comparison goods retail development across Fylde should be 8,620 (square metres gross) in the period 2010 - 2026. The distribution of this capacity should be 70% at Lytham and St Annes, 20% at Kirkham and 10% across all other areas.

- 9.44** In the 2013 update to the Retail Study it was identified that Fylde currently has a requirement for an additional 3,369 square metres of comparison goods sales areas floor-space in the period to 2032. The update included recommended floor-space allowance figures as a range and suggested that the Council should make provision for additional comparison goods sales floor-space over the period from 2013 to 2032 as follows:

- 1,000 to 1,500 square metres in the town centres of St Annes and Lytham;
- 500 to 1,000 square metres in Kirkham town centre; and
- 250 to 500 square metres for provision across the Borough's district and local centres (this is a global figure and not an allowance for each individual centre).

### Convenience Goods

- 9.45** In respect of convenience goods, the 2011 Retail Study advised that there was no quantitative capacity for further floor-space in the sub-region up to 2021, and only limited capacity to 2026.
- 9.46** Although the Study concluded that there was no overall need for further convenience goods floor-space in the immediate period, some localised deficiencies had been identified which need to be addressed. In rural areas it was recognised that small scale enhancements to the convenience provision can support communities and reduce reliance on the private car, by providing day-to-day shopping facilities within existing local and district centres.
- 9.47** There is no quantitative need identified in the retail update, 2013, for additional convenience goods retail floor-space across the Fylde Coast in the time period up to 2016. However, there would be a need for an additional 2,825 square metres (net) collectively across the Fylde Coast sub-region in the overall plan period to the year 2032. Given the lack of quantitative capacity to

support additional convenience floor-space requirements across the Fylde Coast sub-region, distribution is not then specified between the Fylde Coast Authorities and their individual centres.

**Table 4: Additional Convenience floor-space**

	Additional Convenience floor-space (square metres net)				
	2013-16*	2016-21	2021-26	2026-30	2013-30
<b>Fylde Coast sub-regional Authorities (Fylde, Wyre and Blackpool Councils)</b>	-2,642	1,652	2,531	1,284	2,825

\*NB. Negative requirements 2013-16 indicate a significant over-supply of net floor-space is identified in that period.

- 9.48** There continues to be pressure on Councils to permit edge of centre and out-of- centre foodstores. The Retail Study recommended that the potential adverse impact such development can have on nearby centres must be carefully taken into account.

#### Retail Centres in Fylde

- 9.49 Kirkham Town Centre:** The Retail Study, 2011, recommended that the focus should be on halting increasing vacancy rates and enhancing retailer representation in the comparison goods sector, particularly clothing and footwear. The comparison offer is limited in Kirkham, with an increasing number of charity shops. The total existing gross retail floor-space in Kirkham measured 11,940 square metres in the 2011 Study, 690 square metres of which was vacant. The study suggested the refurbishment of vacant units, so that they are better suited to the requirements of multiple retailers, represented the best opportunity for enhancing the retail offer in Kirkham.
- 9.50** In addition to this, the 2013 updated assessment suggested that there may be a requirement for new comparison goods sales floor-space over the development plan period and it is suggested that provision should be made for between 500 and 1,000 square metres in Kirkham.
- 9.51 Lytham Town Centre:** It currently performs strongly in terms of catering for the needs of local residents. The centre has a strong convenience goods base and good representation from quality independent retailers in the comparison goods sector. The total existing gross retail floor-space in Lytham measured 24,410 square metres in the 2011 Study, 3,010 sq. m of which was vacant. Therefore, the recommendations for Lytham focussed on maintaining the centre's vitality and viability through monitoring vacancies, maintaining the public realm and using the identified floor space capacity to enhance the existing offer. This would ensure the centre remained attractive to local residents, in preference to competing destinations outside the area and out-of-centre locations.
- 9.52** The 2013 Retail Study update recommended that the comparison floor-space requirements for Lytham Town Centre are substantially lower than in the 2011 study. It is suggested that provision is made for between 1,000 and 1,500 square metres of additional comparison goods sales floor-space. This would allow for a range of new, smaller units that would complement the existing offer and future demand from independent comparison operators.

- 9.53 St Annes Town Centre:** The Fylde Coast Retail Study 2011 found that St Annes was a well maintained and vibrant centre with a strong convenience base, reflected in a relatively high localised convenience goods retention rate. In the comparison goods sector clothing and footwear were slightly under-represented and there were a number of charity shops. The total existing gross retail floor-space in St Annes measured 38,620 square metres in the 2011 Study, 4,430 square metres of which was vacant. The Study recommended that a more complementary and diverse mix of retailers be promoted and that the refurbishment of vacant units be encouraged so that they are fit for purpose.
- 9.54** The 2013 update to the Retail Study recommended that there may be a future qualitative requirement for additional convenience goods floor-space within St Annes Town Centre to support its vitality and viability following the closure of the Booths store in the town centre and the granting of planning permission for a new foodstore at an out of-centre location at Heyhouses Lane. In terms of comparison goods, the updated assessment indicates that St Annes should provide between 1,000 and 1,500 square metres of additional goods sales floor-space over the period to 2032. This would allow for the development of a number of good-sized new units to meet the requirements of comparison retailers.

### Other Centres

- 9.55** According to the 2013 updated assessment, in terms of Fylde's lower order centres (i.e. district and local centres), it could be expected that these centres might collectively provide between 250 and 500 square metres of new comparison goods sales floor-space in the period up to 2032. However, it is recognised that small scale facilities to meet local, day-to-day, shopping needs are inherently sustainable and that there may be justification for the expansion of existing district and local centres, or the creation of new centres, to meet the needs of new large-scale residential and mixed use developments.

### Vibrant Town, District and Local Centres

#### Policy EC5

#### Vibrant Town, District and Local Centres

The town, district and local centre boundaries; and primary and secondary frontages are defined on the Policies Map.

#### Retail Hierarchy of Centres

The retail hierarchy of town, district and local centres within Fylde is as follows:

1. **Town Centres**
  - Kirkham;
  - Lytham; and
  - St Annes.
2. **District Centres**
  - Ansdell.
3. **Local Centres**
  - Freckleton;

- Alexandria Drive, St Annes;
- Headroomgate Road, St Annes;
- St Davids Road North, St Annes;
- St Albans Road, St Annes;
- A local centre is proposed in Warton; and
- A local centre is proposed in Whitehills.

In the town centres, as defined on the Policies Map, retail and other main town centre uses, including the following uses, will be encouraged within the defined town centres: Retail (A1), Financial and Professional Services (A2), Restaurants and Cafes (A3), Drinking Establishments (A4), Hot Food Takeaways (A5), Business (B1), Hotels (C1), Dwelling houses (C3), Non-residential Institutions (D1) and Assembly and Leisure (D2).

### Primary Shopping Frontage

In the primary shopping frontages, as defined on the Policies Map, proposals for the change of use from retail (A1) to other uses will be required to meet the following criteria:

- a) The proposal retains a pedestrian-level shop front with windows and display;
- b) Any proposed non-retail use at pedestrian level should, wherever possible, have operational hours that include at least a part of traditional opening times (9.00am – 5.00pm). Uses that involve operational hours in the evening or night should not create unacceptable disturbance to residents or other users of the centre and surrounding areas.

### Secondary Shopping Frontage

In the secondary shopping frontages, as defined on the Policies Map, proposals for main town centre uses will be permitted at ground and upper floor levels.

### Wood Street, St Annes

Within those parts of Wood Street, St Annes, as defined on the Policies Map, redevelopment or changes of use to restaurants, cafes and drinking establishments, or extensions to such existing uses will be permitted, subject to any external works being in keeping with the character and amenities of the town centres.

### Office Development

Office development will be encouraged within or on the edge of the defined town centres and on other sites allocated for Business (B1) development. The office development should be of a suitable scale and should not have an unacceptable impact on the locality.

### **Town Centre Management Plans**

The Council will produce Town Centre Management Plans which will address the function and accessibility of each town centre, including appropriate public realm schemes.

### **Development outside of town centres**

When assessing proposals for retail, leisure and office development outside of town centres, a local threshold of 750 square metres will apply in terms of requiring an impact assessment.

### **Ansdell District Centre**

Within Ansdell District Centre a range of appropriate services that support the role and function of the District Centre, including a supermarket, food and drink leisure uses, public and community uses and other uses complementary to local shops, will be encouraged.

### **Local Centres**

The following criteria apply to a change of use and development within Local Centres:

1. Planning permission will be granted provided that:
  - a) The proposal would contribute in level, quality or range towards meeting local shopping needs; and
  - b) The proposal would not adversely affect the character of the centre or the amenity of adjoining property; and
  - c) The proposal would not adversely affect the vitality and viability of other nearby existing centres or prejudice future investment in those centres.
2. Uses within Local Centres will be protected and enhanced wherever possible for retail use (A1). Other uses such as financial and professional services (A2) and Restaurants and Cafes (A3) may be more appropriate to maintain / enhance the vitality and viability of the Local Centre and will be permitted at ground level where:
  - a) The development does not cause undue detriment to the centre's range of facilities, thereby threatening the centre's viability and vitality;
  - b) the development does not prejudice residential amenity or highway safety.
3. Other non-retail uses, including residential, will be permitted if criteria 2(a) and 2(b) above are met and if they do not result in a break in the shopping frontage that would threaten the centre's viability and vitality.
4. Where the applicant can demonstrate that the whole building will be fully utilised for retail / commercial purposes, the provision of flats on the upper floors will be discouraged.

A Local Centre is proposed in Warton to support the Warton Strategic Location for Development. Within the proposed Warton Local Centre, as defined on the policies map, a range of appropriate services that support the role and function of the local Centre will be encouraged, subject to criteria 1 - 4 above.

### Loss of community, leisure and cultural facilities and services

The loss of community, leisure and cultural facilities and services within town, district and local centres will be resisted unless it can be demonstrated that the facility is no longer needed, or it can be established that the services provided by the facility can be served in an alternative location or manner that is equally accessible by the community.

### Out of Centre

Proposals for development in 'edge of centre' or 'out-of-centre' locations will be considered in line with the Framework.

### Justification

- 9.56** The purpose of policy EC5 is to set out the retail hierarchy for Fylde and to maintain and enhance the vitality and viability of town, district and local centres. The retail hierarchy reflects the quality and range of shops and other services for the day to day needs of the local communities they serve. Within town centres, a diversity of uses that support the vitality and viability of the centre will encourage an evening economy and improve safety and security by increasing natural surveillance of the centre. Such uses include cultural facilities, restaurants and cafés, financial and professional services, offices and residential uses, as well as uses relating to non-residential institutions and leisure / recreation uses that are appropriate in a town centre.
- 9.57** The defined town centres in Fylde represent the primary shopping areas, which include primary and secondary shopping frontages. They are the main core of the retail centres and are identified on the Policies Map, together with primary and secondary shopping frontages. The primary shopping frontage contains ground floor frontages with a higher proportion of retail (A1) uses. In the secondary shopping frontages a mix of town centre uses is acceptable. In all other parts of the Primary Shopping Area, active shop frontage is to be encouraged where no adverse impact on its vitality and viability would result. **Performance Monitoring Indicator 7**, in Appendix 9, sets out a target / policy outcome that there is no net loss of retail floor-space in Lytham, St Annes and Kirkham town centres.
- 9.58** The sequential approach to planning applications for main town centre uses, as set out in the Framework, will operate requiring a town centres first approach. Proposals for development in 'edge of centre' or 'out-of-centre' locations will be considered in line with the Framework. Consequently, when assessing proposals for retail, leisure and office development outside of town centres, a local threshold of 750 square metres will apply in terms of requiring an impact assessment.

### Town Centre Management Plans

- 9.59** The Council will put in place Management Plans for the three town centres, which will address the function and accessibility of each centre and include all envisaged public realm schemes for each of the town centres.

### Change of use from retail (A1)

- 9.60** The impact of the loss of a retail unit will vary according to the unit's size in relation to the defined centre as a whole, and the extent of alternative provision in the centre. Marketing of a vacant retail unit should be undertaken in accordance with the requirements of policy EC2: Demonstrating Viability.
- 9.61** Where there is high demand for retail units, changes away from retail (A1) use should be resisted. Where there is little or no demand for retail (A1) uses, other economic activity in the town centre could help maintain vitality. It could be, in large centres that the centre as a whole is vital and viable but less vital / viable pockets exist in certain parts.
- 9.62** Retention of a ground floor shop-front helps minimise the impact of changes of use away from retail by maintaining a retail appearance on the street and allowing for easy conversion back to retail in the future.
- 9.63** Office uses are defined in national policy as a main town centre use that is considered appropriate in or on the edge of town, district and local centres. They can help contribute towards vitality and viability as workers access the local shops and services. As town centres tend to be easily accessible by sustainable forms of transport, office uses of an appropriate scale will be encouraged.
- 9.64** As office uses provide economic benefits, they will also be permitted elsewhere within settlement areas, provided other relevant policies are satisfied. By requiring that they are accessible by public transport, the impact on the area in terms of traffic can be reduced. Limiting schemes to a scale in keeping with the locality will minimise the possibility of negative impacts on neighbouring uses. National policy exempts small-scale rural office development from the sequential approach, but applicants proposing larger developments should demonstrate that they have first considered sites within or on the edge of town centres, except where such uses are proposed on land allocated or designated in the Local Plan for business (B1) uses.

## Leisure, Culture and Tourism

### Introduction

- 9.65** The diversification and growth of the local economy is a strategic objective of the Local Plan (Objective 4) and leisure, culture and tourism, including marine tourism and recreation, make up an important industry in Fylde, accounting for 1 in 10 jobs. The Borough attracts over 3 million visitors each year, generating nearly £220 million spending in the local economy through a total of 4.25 million tourist days. More than three-quarters of these visitors are day-trippers to the traditional seaside resorts of St Annes and Lytham, the attractive market town of Kirkham and the picturesque rural settlements. However, the 670,000 staying visitors generate more than 1.9 million visitor nights (an average of 2.9 nights per trip). Jobs supported through leisure, culture and tourism stood at 2,942 in 2012, up 7% from 2,747 in the previous year (Lancashire STEAM Report 2012). The Tourism Economy is the third largest employer in the area.

- 9.66** Fylde also benefits from major cultural and international sporting events such as the Lytham Festival; and the Lytham 1940s Wartime Festival. Events such as these are major for small destinations in raising the profile. Lowther Pavilion and Gardens is a major tourism attraction, which is important for both the daytime and night time economy and includes the only theatre in the borough. The British Open Golf Championship returned to Royal Lytham and St Annes in 2012 and attracted 181,400 visitors, generating over £27.62 million for the Lancashire economy (The Open Impact Report 2012). The Walker Cup will be held at Royal Lytham and St Annes in September 2015.
- 9.67** Cultural facilities add to the diversity of uses in town centres, and can make an important contribution to a centre's vitality and viability. The value of land in town centres means that community and cultural facilities may come under pressure from uses which attract higher land values and, without protection against this, the community may lose an accessible facility. Once these sites are lost to other uses, it can be very difficult to find alternative sites. Demand for different types of community facilities will change over time, but it is important to retain such premises to meet the future needs of residents and visitors. Victoria Public House in St Annes is now a community asset. The safeguarding of existing community and cultural facilities will help to realise the potential for community use of existing buildings and encourage the re-use of buildings when they become available.
- 9.68** St Annes is a classic seaside resort with its seafront, Victorian and Edwardian architecture and pier, together with the Promenade and Ashton Gardens and the tourism activities centred on The Island Sea Front Area and Fairhaven Lake; with the traditional charm enhanced by the introduction of Beach Huts on the promenade. Lytham provides a more formal resort based on the Green with the iconic windmill, and the cultural assets based around Lowther Pavilion and Garden, Lytham Hall and its historic parkland and The Fylde Gallery in the Booths store. Fylde offers a more traditional, low key tourist offer than its neighbouring resort of Blackpool. Whilst its offer is different from Blackpool, there are obvious mutual benefits for the wider Fylde Coast through the greater range of destination types and experiences on offer.
- 9.69** Fylde has a relatively weak rural tourism economy compared to its traditional coastal market, despite rural visitor accommodation such as Ribby Hall Village and a range of caravan and camping sites. There is potential to build upon the rural tourism economy and develop greater links with other areas and maximise the potential of the Lancaster Canal as a recreational resource. Farm diversification is now increasing in importance.
- 9.70** There are aspirations to develop the Ribble Coast and Wetlands area into a regional park and, of particular importance to the local area, to deliver the actions and infrastructure identified in the Coastal Strategy, which was adopted by the Council in March 2015. The Coastal Strategy identifies initiatives and new opportunities for local people, visitors and businesses to benefit from the area, by developing a clear action plan to regenerate the coast and to promote and enhance marine tourism and recreation.
- 9.71** There are particularly high concentrations of caravans in the Rural South West and Rural North East of Fylde, with the number of caravans in these areas and the wider Fylde Coast increasing between 2001 and 2011. The previous SHMA, 2008, identified this as a significant issue in the Fylde Coast, with large numbers of older people living in Residential Park Homes, which

provide an affordable housing option. This creates issues with isolation, maintenance and poor insulation, and further monitoring of the caravan stock in the Fylde Coast should therefore be undertaken.

- 9.72** Fylde has a number of regionally important tourism attractions. Particular emphasis is placed in this plan on broadening the range of attractions.

### Leisure, Culture and Tourism Development

#### Policy EC6

#### Leisure, Culture and Tourism Development

The Council will plan for leisure, culture and tourism by:

- a) Promoting St Annes as a classic seaside resort, based on its tourism heritage, the seafront, Promenade and Ashton Gardens, its Victorian architecture and Pier.
- b) Promoting the principles of sustainable tourism through realising the potential of the Borough's heritage assets, in particular the Promenade Gardens and Ashton Gardens, St Annes Pier, Lytham Hall and its historic parkland, Lytham Windmill and Lowther Pavilion and Gardens.
- c) Supporting the high quality physical regeneration of The Island Sea Front Area and the protection of seaside resort facilities, to support wider tourism, culture and the local economy.
- d) Physical regeneration and enhancement of the manmade coastal defences at The Island, Fairhaven Lake and Church Scar in order to encourage marine tourism and recreation and help maintain flood defences.
- e) Encouraging daytime and evening business, leisure, cultural and heritage based tourism facilities, such as hotels, restaurants, cinemas, theatres, museums, swimming pools and leisure centres within the town centres.
- f) Protecting tourism, cultural, heritage and leisure assets, such as golf courses and the seaside resort facilities, with a view to helping them to adapt to new challenges with the use of development briefs.
- g) Promoting public art and public realm works and seeking developer contribution funding where appropriate and CIL compliant.
- h) Promoting beach leisure activities, marine tourism and recreation events.

- i) Promoting the Ribble Coast and Wetlands Regional Park initiative and implementing the infrastructure projects identified in the Coastal Strategy, including the delivery of tourism and recreation.

#### **The Island Sea Front Area**

Leisure, culture and tourism development within The Island Sea Front Area, as defined on the Policies Map, will be encouraged provided that proposals:

- i) are appropriate for a seafront location;
- ii) respect the character of the area; and
- iii) do not prejudice the visual and other amenities of the seafront and nearby residential properties.

Non leisure, culture and tourism uses will be resisted in this Sea Front Area.

#### **Ribby Hall Village**

Development of additional leisure, culture and tourism uses at Ribby Hall Village will be permitted, provided that the amenities and character of the site are preserved and enhanced. The boundary of Ribby Hall Village is identified on the Policies Map.

#### **Rural Tourism**

The promotion and enhancement of rural tourism will be encouraged through rural diversification to create small-scale, sensitively designed visitor attractions which:

1. Take advantage of the Borough's natural environment and heritage assets, including the Lancaster Canal corridor;
2. Encourage the reuse, rehabilitation and conversion of existing permanent and substantial buildings in rural areas to support the visitor economy;
3. Promote walking, cycling and horse riding, including long distance routes and linkages to national networks and trails, improvements to the coastal path and access to the coast;
4. Contribute to the Ribble Coast and Wetlands Regional Park and to Fylde's open coastline and their enjoyment by visitors; and
5. Provide opportunities to access and learn about the natural and historic environment.

### **Justification**

- 9.73** The leisure, culture and tourism sectors are constantly evolving and the challenge is to protect important assets (such as the manmade sea defences at The Island, Fairhaven Lake and Church Scar), whilst enabling them to adapt to new challenges. The Island Sea Front Area consists of a unique concentration of large scale leisure culture and tourism uses in Fylde, the Island constitutes a critical mass of attractions which are crucial to the tourism appeal of Lytham and St Annes. However, there is a lack of in-door all year attractions at The Island. It therefore is important to protect this area as a focus for leisure, culture and tourism uses whilst at the same

time facilitating new appropriate uses to enable the area to thrive and respond to changing market conditions. As cultural and leisure facilities benefit from being part of a 'critical mass', it makes sense to locate new facilities near to established ones. **Performance Monitoring Indicator 8**, in Appendix 9, sets out a target / policy outcome that there is no net loss of leisure, culture and tourism uses from the Island Sea Front Area.

- 9.74** Visitors to these attractions sustain tourism related employment, which will continue to evolve and create new business opportunities. The physical regeneration of the historic environment and the heritage assets along the seafronts in Lytham and St Annes is of paramount importance so as to ensure that visitor numbers are maintained, to reinforce the visitor economy. The Local Plan is intended to enable appropriate development and flexibility for leisure, culture and tourism operators so that they can invest in or respond to changes in visitor and leisure preferences, whilst protecting the holiday areas and seafront locations in order to maintain the character and appearance of this predominantly tourist area.
- 9.75** The Lytham and St Annes 2020 Vision and St Annes Seafront Masterplan set out the Council's leisure, culture and tourism proposals for Lytham and St Annes, including the Classic Resort concept, which is based on its tourism heritage and is set out in more detail in the Heritage Asset section in chapter 14.
- 9.76** The Coastal Strategy identifies themes, actions and infrastructure projects to be implemented along the coastline, running from the boundary with Blackpool at Starr Gate all the way along the coast to Savick Brook in the east. The actions and infrastructure projects identified for the six zones in the Coastal Strategy, when implemented, will deliver improvements to coastal leisure assets. The Council will require developer contributions, subject to viability, to invest in actions and infrastructure projects identified in the Coastal Strategy, including marine tourism and recreation and the provision of public realm works and public art.
- 9.77** A short length of the Lancaster Canal passes through the eastern part of the Borough. The Council recognises that the Lancaster Canal is a valuable resource for boating, angling and other forms of informal recreation. The Council has not identified the need for any large-scale new facilities or other development within the short length of canal corridor in Fylde Borough. The canal and its immediate environs are designated as a Biological Heritage Site in view of their importance in terms of nature conservation.
- 9.78** With the level of growth proposed in Fylde over the lifetime of the plan there is an opportunity to extend the Public Rights of Way network, byways, cycleways and bridleways improving access to key Green Infrastructure assets, including the coastline, the Ribble Coast and Wetlands Park and Lancaster Canal towpath.

## Tourism Accommodation

- 9.79** Improving the quality of the existing tourism / visitor accommodation is part of the Vision for Fylde to 2032, as set out in chapter 3. The Council considers it important to identify Holiday Areas in the Local Plan, so as to concentrate core uses together.

### Policy EC7

#### Tourism Accommodation

##### Holiday Areas

High quality serviced tourism accommodation (e.g. hotels) will be encouraged in the Holiday Areas in St Annes, as defined on the Policies Map, provided that proposals:

- i) respect the character of the area; and
- ii) do not prejudice the visual and other amenities of nearby residential properties.

Non serviced tourism accommodation uses in these areas will be resisted.

##### Holiday Caravans and Camping Pitches

Holiday caravan pitches should be retained for holiday use.

A limited increase in static and touring caravan and camping pitches will be permitted in order to enable environmental improvements.

## Justification

- 9.80** The Fylde Coast Sub-regional Visitor Accommodation Study, 2009 jointly commissioned by Fylde, Wyre and Blackpool Councils, explores the quantity, quality and location of visitor accommodation and provides an appraisal of future need. The Council will follow the general recommendations of the Fylde Coast Sub-regional Visitor Accommodation Study, 2009 with regard to tourism accommodation.
- 9.81** The Study shows that serviced holiday accommodation (e.g. hotels and B&Bs) in Fylde is dominated by the resort of St Annes, with a smaller number of businesses in Lytham. A hotel is an establishment providing accommodation, meals, and other services for travellers and tourists, by the night.
- 9.82** Holiday park pitch provision is predominantly located close to the boundary with Blackpool, although there are major holiday centres within the rest of the Borough.
- 9.83** The study recommends that the Holiday Areas be restricted to serviced accommodation only, in order to prevent hotels being redeveloped for holiday apartments as a first step toward conversion to residential.
- 9.84** The Fylde Coast Sub-regional Visitor Accommodation Study highlights the use of holiday caravans for residential purposes. Holiday caravan sites are often located outside settlement boundaries and conversion to residential units puts pressure on local facilities and often results in elderly

residents living in inaccessible locations. The study recommends that conversion and loss is resisted in order to main

- 9.85 Performance Monitoring Indicator 9**, in Appendix 9, sets out a target / policy outcome that there is no net loss of hotels and serviced accommodation in the Holiday Areas.

DRAFT

## **CROSS CUTTING THEMES IN CHAPTER 9:**

### **Promoting Health and Wellbeing**

All economic development, including business parks, industrial estates and town centres, should be accessible by a choice of means of transport including walking, cycling, public transport and the car whilst mitigating the effects on local traffic levels and reducing congestion.

### **Achieving Good Design**

The layout of new business parks and industrial estates; new development in town, district and local centres and developments relating to leisure, culture and tourism should secure a high quality and inclusive design, which takes the opportunity available for improving the character and quality of the area and the way it functions. It is essential that growth is in keeping with the character of the area and also results in the maintenance and enhancement of Fylde's built environment and tourism assets.

### **Sustainability**

The UK Sustainable Development Strategy "Securing the Future" sets out five 'guiding principles' of sustainable development, one of which is: achieving a sustainable economy.

### **Equality**

In terms of equality, the planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities. Local planning authorities should create a shared vision with communities, of the residential environment and facilities they wish to see. To support this, local planning authorities should aim to involve all sections of the community in the development of the Local Plan (the Framework, paragraph 69).

### **Viability**

Pursuing sustainable development requires careful attention to viability and costs in plan-making and decision-taking. The plan should be deliverable. Therefore, the sites and the scale of development identified in the plan should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable (the Framework, paragraph 173)

Where safeguards are necessary to make a particular development acceptable in planning terms, the development should not be approved if the measures required cannot be secured through appropriate conditions or agreements. The need for such safeguards should be clearly justified through discussions with the applicant, and the options for keeping such costs to a minimum fully explored, so that development is not inhibited unnecessarily (the Framework, paragraph 176).

## **Strategic Objectives**

The following two strategic objectives are achieved in Chapter 9

Objective 4: To diversify and grow the local economy

Objective 5: To develop socially cohesive, safe, diverse and healthy communities

## Chapter 10: Provision of Homes in Fylde

### Homes in Fylde

#### Introduction

- 10.1** Access to a decent home is fundamental to everyone's quality of life. Homes should be available in sufficient quantity and of high quality design. There should be a variety of house types, particularly in terms of tenure and price, suitable for a mix of households such as families with children, single persons and older people. Meeting society's needs for homes is a key aspect of creating and maintaining sustainable communities.
- 10.2** A key objective of the Framework is to significantly boost the supply of housing by increasing the delivery of new homes so that everyone has the opportunity to live in quality, well designed affordable homes. To enable this, the planning system should aim to deliver a sufficient quantity, quality, and range of homes consistent with land use principles and other policies in the Framework. The Council should objectively assess their development needs and derive local targets for housing delivery. In addition, authorities with a track record of persistent under-delivery on housing should plan for 20% more homes on top of their five year supply, which moves the requirement forward from later in the plan period.
- 10.3** The Council should set out the approach to density, mix, size, type and tenure, including affordable housing; identifying and bringing back into use empty housing and buildings. Development in residential gardens should be resisted where it will cause harm to the local area.
- 10.4** In rural areas affordable housing should be provided through Rural Exception sites, where appropriate. Homes should be located where they will enhance or maintain the vitality of rural communities and new isolated homes in the countryside should be avoided, unless there are special circumstances.
- 10.5** In common with many Council areas, Fylde has witnessed a reduction in housing completion rates and rising house prices. Even with falling house prices in the last five years, prices remain significantly high in relation to incomes. There are widening disparities between the areas with the highest house prices, such as Lytham, and parts of St Annes which contain homes in multiple occupation. Fylde does not have a history of industrialisation and there is, therefore, a lack of previously developed land, resulting in a requirement to develop some greenfield sites for housing.

#### Housing Land Requirement and Supply

- 10.6** Fylde, Blackpool and Wyre Councils jointly commissioned consultants to produce a Fylde Coast Strategic Housing Market Assessment (SHMA). It was completed in 2013 and agreed by the Council's in February 2014.
- 10.7** The Council has accepted the findings of the SHMA (2014) and they can be viewed on the council's website at [www.http://www.fylde.gov.uk/council/planning-policy--local-plan-/fylde-coast-strategic-housing-market-assessment/](http://www.fylde.gov.uk/council/planning-policy--local-plan-/fylde-coast-strategic-housing-market-assessment/)

- 10.8** The SHMA was published in February 2014, however, in May 2014 the 2012 sub national population projections (2012 SNPP) were released by the Department for Communities and Local Government (CLG). Fylde, Blackpool and Wyre Council's jointly commissioned consultants to produce an Addendum to the SHMA which took account of these 2012 SNPP. The Analysis of Housing Need in Light of the 2012 Sub National Population Projections (Addendum 1) was completed in November 2014.
- 10.9** The SHMA included a range of economic forecasts sourced during the course of the study, the modelling in Addendum 1 continued to highlight that in order to support levels of forecast job growth under the majority of the scenarios higher levels of housing need are likely to be created than those modelled based on historic trends. This reflects the ageing of the population and the need to retain and attract new working age migrants into the area.
- 10.10** Addendum 1 does not provide a full objective assessment of need for the Fylde Coast, and should therefore, be read alongside the SHMA. It was concluded that the objectively assessed ranges of need in the SHMA remain valid, and are reflective of a longer term and more positive demographic economic context than that projected under the 2012 SNPP.
- 10.11** The Council has accepted the findings of the Addendum 1 and they can be viewed on the council's website at <http://www.fylde.gov.uk/council/planning-policy--local-plan-/fylde-coast-strategic-housing-market-assessment/>
- 10.12** On 27<sup>th</sup> February 2015 the Sub National Household Projections 2012-2037 (2012 SNHP) were released by CLG. An additional piece of work was commissioned by Fylde, to take account of the 2012 Analysis of Housing Need in light of the 2012 SNHP (Addendum 2).
- 10.13** The findings of the original SHMA and Addendums 1 and 2 have been incorporated into the Housing Requirement Paper 2015 which sets out the council's housing requirement figure. The Housing Requirement Paper also considers the local economy, market signals (as set out in the Planning Practice Guidance) and the need for affordable housing. It concludes that a figure of 370 dwellings per annum will meet Fylde's objectively assessed need to 2032.
- 10.14** This figure of 370 dwellings per annum will be used to determine how much deliverable land will be allocated in the Fylde Local Plan to 2032 which covers the period from 1<sup>st</sup> April 2011 – 31<sup>st</sup> March 2032, this is known as the **planned provision**. Fylde Council's role is to address the imperative of housing provision as positively as possible.

### **The Five Year Housing Supply**

- 10.15** Councils are required to have a five year supply of housing land available to meet developers' requirements. Where an authority is unable to demonstrate a five year supply, applications for housing development will be decided with regard to Policy NP1, the 'presumption in favour of sustainable development'. Unless there is an overriding reason why an application should be refused, the Council may find it difficult to resist development which it may consider unsuitable for other reasons. The Council does not have a five year housing supply. The housing supply will be reviewed at least annually as part of the Council's Authority Monitoring Report.

### Housing Delivery

- 10.16** The historic rate of delivery of new homes in Fylde, before the recession, averaged around 250 homes each year. The annual housing requirement for Fylde is 370 dwellings per annum. A calculation of 370 dwellings per annum for 21 complete calendar years from 1<sup>st</sup> April 2011 to 31<sup>st</sup> March 2032 produces an overall housing requirement figure of 7,700 for the Plan period. The Council has identified sufficient sites, including an allowance for small sites and windfalls, to provide a supply figure of **8,225** homes over the Plan period.
- 10.17** The supply provides a small buffer above the housing requirement for the Plan period:
- Requirement: **7,700** homes
- Proposed supply: **8,225** homes
- The proposed supply will provide **391.6** homes over 21 years which amounts to an extra **21.6** homes per year.
- 10.18** The housing requirement figure relates to all types of housing including flats, family housing and housing for specific needs such as the elderly. The allocation of new homes and phased delivery over the Plan period to 2032 is set out in policy H1 below.

### Housing Allocations

- 10.19** Following the three separate calls for sites as part of the preparation of the Local Plan, various sites have been submitted by landowners, developers and members of the public, for due consideration by the Council. The Council has assessed each of these sites, by measuring the sustainability, location and infrastructure needs of the area. Following on from this, the Council has proposed to allocate the most sustainable, deliverable and developable (the Framework) sites for residential development as identified in chapters 6 and 7 and on the Policies Map.
- 10.20** The Local Plan aims to focus development in the four Strategic Locations for Development in Fylde so as to maximise access to services, facilities, employment and to increase travel choices. The Council is allocating previously developed sites first, but there is an insufficient supply of such land, so it has then had to look at sustainable greenfield sites. The priority is to develop sites comprising sustainable greenfield sites which adjoin existing settlements. The development of these sites would contribute towards the long-term viability and vitality of the existing settlements (including Lytham and St Annes, Warton, Kirkham and Wesham), or allow new sustainable communities to develop (e.g. Whitehills) and which are within or close to existing or proposed public transport corridors.

## Housing Delivery and the Allocation of Housing Land

### Policy H1 – Housing Delivery and the Allocation of Housing Land

Provide for and manage the delivery of new housing by:

a) Setting and applying minimum requirements as follows:

➤ **370 homes per annum**

b) Keeping under review housing delivery performance on the basis of rolling 3 year construction levels. If, over the latest 3 year review period, any targets relating to housing completions are missed by more than minus 20%, the phasing of uncommitted sites will be adjusted as appropriate to achieve a better match; provided this would not adversely impact on existing housing or markets within or outside the Local Plan area.

c) Ensuring there is enough deliverable land suitable for house building capable of providing a continuous forward looking 5 year supply from the start of each annual monitoring period and in locations that are in line with the Policy DLF1 (Development Locations for Fylde) and suitable for developments that will provide the range and mix of house types necessary to meet the requirements of the Local Plan.

d) The developable sites, which are allocated for housing and mixed use, will be delivered on a phased basis over the course of the Plan period, from 1<sup>st</sup> April 2011 to 31<sup>st</sup> March 2032, to provide a total of 8,225 homes.

## Justification

**10.21** To make sufficient land available to deliver a minimum of 7,700 new homes up to the end of the Plan period in 2032 the Council needs to:

- i. allocate land for residential development;
- ii. take into account existing commitments where planning permission has been granted, the Council is minded to approve and development that may or may not have commenced;
- iii. completions; and
- iv. consider the possibility of small (not allocated) and windfall sites coming forward outside the Local Plan making process, including long term empty homes re-entering the market.

**10.22** In addition to allocations, commitments and completions, the Council would also expect to see some windfall development. Based on previous small sites and windfall trends, an indicative total of 680 small sites and windfall homes may be built over the Plan period to the year 2032, which will offer some flexibility to the housing supply. However, there is no over-reliance on this source of supply coming forward, as the Council has clearly allocated enough land to facilitate the provision of homes in line with the Framework.

- 10.23 Performance Monitoring Indicator 1**, in Appendix 9, sets out a target / policy outcome to record the net additional homes completed against the requirement of 370 per annum. **Performance Monitoring Indicator 2** sets out a target / policy outcome to achieve a 5 year supply of housing land. **Performance Monitoring Indicator 3** sets out a target / policy outcome to have a housing trajectory that delivers a minimum of 7,700 homes over the plan period.

### Density, Mix and Design of New Residential Development

#### Policy H2

#### Density, Mix and Design of New Residential Development

##### Density

Densities of new residential development will be in keeping with the local area and will not have a detrimental impact on the amenity, character, appearance, distinctiveness and environmental quality of the surrounding area, consideration will also be given to making efficient use of land.

Residential development within Fylde Borough will normally have a minimum density of 30 homes per hectare net, within and adjoining Local Service Centres and Tier 1 Larger Rural Settlements and Tier 2 Smaller Rural Settlements, subject to specific issues relating to the site. Densities of less than 30 homes per hectare (net) will only be permitted where special circumstances are demonstrated. Higher densities (40-60 homes per hectare net or more) will be expected on sites within and adjoining Key Service Centres, with good access to public transport facilities and services.

The achievement of higher density should not be at the expense of good design or the amenity of the occupiers of the proposed or existing neighbouring properties and is required to meet all aspects of design.

Densities within the Strategic Locations for Development will be considered on a site-by-site basis and informed by a comprehensive Masterplan for the individual sites.

When considering a proposal for higher density development, the Council will seek to ensure that there is no unacceptable impact on local infrastructure or highway safety, and that appropriate open space, sport and recreation provision will be provided in accordance with the findings of any adopted needs assessment; and sufficient car parking will be provided on-site.

##### Mix

A broad mix of house types, sizes and tenures, including intermediate housing products, private rented and buy-to-let will be required on all sites to reflect the demographics of the Borough as set out in the Fylde Coast Strategic Housing Market Assessment (SHMA, 2014). Homes that are affordable to people working within the local community, and those with strong links to the local area, will be encouraged in order to promote the vitality of local businesses and community life.

On smaller sites of under 100 homes the Council will require a mix that makes a positive contribution to the vitality of the local community. In Lytham and St Annes, Kirkham, Wesham, Freckleton and Warton one, two and three bedroom homes with private amenity space should be included in the mix, as there is a lack of accommodation within the existing stock.

In rural areas a mix of house sizes should be provided, in particular small family homes with private amenity space, which will contribute to the vitality and meet the housing needs of the local community. Live / work homes will be encouraged in rural areas.

#### **Special Needs Housing and Specialist Retirement Accommodation**

In order to meet the needs of an ageing population in Fylde, at least 20% of homes within residential developments of 15 or more homes should be designed specifically to accommodate the elderly, unless it is demonstrated that this would render the development unviable.

Special needs housing, including extra care accommodation for the elderly, will be required to be well located in communities in terms of reducing the need to travel to care and other service provision and a proportion of these properties will be sought to be affordable, subject to such site and development considerations as financial viability and contributions to community services.

Development proposals for accommodation designed specifically for the elderly will be encouraged if a need is demonstrated within settlements, or within Strategic Locations for Development provided they are accessible by public transport or within a reasonable walking distance of community facilities such as shops, medical services and public open space.

#### **Development on garden land**

When considering proposals for residential development on garden land, stringent caveats will be applied relating to design, character, access, amenity and other issues deemed appropriate by the Council. Development on garden land should not result in any of the homes relying on what was previously a front garden for all of their private amenity space.

#### **Community Self Build**

Community self-build schemes will be encouraged and the Council will reserve the right to refrain from requesting developer contributions for these developments, so as to promote the viability of the schemes.

## **Density**

- 10.24** The term density refers to the number of homes per hectare. It is directly related to the mix of house types and sizes. Densities that are too low result in inefficient use of land. Communities that work well are built at a sufficiently high density to encourage interaction but not too high to cause negative impacts on the environment and the local character and context of the area. High density development of flats and apartments has had a negative impact on the character of the built environment along the seafront at Lytham and St Annes.

- 10.25** Fylde is a relatively flat area, especially near the coast, meaning that three storey development can be very visible particularly on an edge of settlement site. However in town centres, buildings tend to be taller and higher densities can be achieved without any detrimental impact on the character of the area.
- 10.26** There is a tendency for densities of residential applications in the urban area to be too high, and densities of rural applications to be too low.
- 10.27** Densities should be increased in town centres and adjacent to public transport hubs. Edge of settlement sites often have a requirement for lower overall densities in order to provide landscaping along the boundaries to protect views from outside the settlement boundaries. It is also important that edge of settlements are well connected to existing settlements by landscaped pedestrian and cycle routes, to enable sustainable non-vehicular access to the services in the existing settlement. **Performance Monitoring Indicator 10**, in Appendix 9, sets out a target / policy outcome that a density target of 40 homes per hectare or more is achieved in Key Service Centres and targets of 30 or more homes per hectare in Local Service Centres and in rural settlements.

#### Mix

- 10.28** Mix refers to the types of homes, e.g. detached, semi-detached or terraced, bungalows, flats and live/work homes and to the size, e.g. number of bedrooms and floor area. Mix also relates to tenure, e.g. market housing, private rented, buy-to-let and, in particular, affordable housing which includes intermediate (shared ownership) and housing association rented. Another aspect of mix is extra care and supported housing for the elderly, people with special needs, offenders, homeless and those avoiding domestic violence.
- 10.29** The number of households in Fylde has grown over the last 30 years and this is expected to continue. The overall housing stock in Fylde consists of larger properties than the average for the North West but the household profile is of smaller households, with predictions that average household size will reduce even further.
- 10.30** Therefore, the Local Plan promotes a broad mix of sizes and types of homes within each part of the borough to reflect the needs of different households, particularly the need for smaller homes. It promotes homes that are affordable to people working within the local community, and those with strong links to the local area, to promote the vitality of local businesses and community life. The nature of the existing housing stock varies from place to place, although there has been a tendency for new homes to be larger and more expensive than the average for Lancashire.
- 10.31** The stock and household size is markedly different in Lytham and St Annes than other parts of the borough, with more small homes (mainly flats) and large numbers of small households (one person pensioner households). Small households that can afford to live in large homes may choose to do so but growth in small elderly households may suggest a need to focus on specialist accommodation for the elderly (bungalows, sheltered housing, retirement villages, flats and apartments) to meet the requirements of the growing elderly population. The housing stock is typically relatively large in Fylde with larger homes historically delivered in the rural areas in particular, with larger properties of three bedrooms or more accounting for 65% of rural home

completions between 2003 and 2014. In 2011, around 35% of the housing stock contained 4 or more bedrooms, and subsequently, overcrowding is infrequent, with almost 80% of households under-occupied and coupled with an older population, there is a relatively high level of under-occupation. Owned properties are typically larger, with the rented sector containing a higher proportion of smaller properties according to the SHMA, 2014.

- 10.32** This gives rise to two issues of concern. Firstly, the large number of new flats is one factor which attracts retirees to Lytham and St Annes when the population already has much higher than average proportions of elderly people. Secondly, traditional detached homes on large plots have been replaced with modern blocks of flats, particularly in St Annes and along the coast to Lytham.
- 10.33** In Lytham and St Annes there is the need to focus on medium sized accommodation comprising homes, rather than flats, which are relatively affordable to families. This will help deliver a wider choice of high quality homes, widen opportunities for home ownership and create inclusive and mixed communities, as required by the Framework, paragraph 50.
- 10.34** There has historically been a tendency for the majority of new housing completions in the rural areas to be large homes. Between 2003 and 2014, 65% of rural homes completions were three bedrooms (190) or above. In the future a more balanced mix of house sizes should be provided.

#### Community Self Build

- 10.35** Policy H2 is intended to facilitate community self-build. Community self-build relates to groups of local people in housing need building their own homes and gaining skills. As the concept becomes more widely known, it is likely that projects will be initiated by potential self-builders, rather than other organisations. Some projects have already been initiated in Fylde. Those without building skills participate on the basis that they are prepared to make the necessary time and commitment and are prepared to learn new skills.

#### Development on garden land

- 10.36** The Framework recommends that Councils should consider the case for setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area (The Framework, paragraph 53). The amount of residential development that has been permitted on garden land over recent years in Fylde has been relatively low. There has been an average of two residential completions in gardens each year in Lytham and St Annes, with a total of five in Kirkham (2003- 2014), one in Warton, none in Freckleton and two in the rural areas. It is, however, acknowledged that concern about the impact of proposals can be particularly acute. Policy H2 only allows for garden land development subject to stringent caveats relating to design, character, access, amenity and other matters.

#### Provision for all Ages

- 10.37** There is a continuing trend in many parts of Fylde, in particular in Lytham and St Annes, for significant in-migration of people moving to the area to retire. The attractive coastal and rural environment is largely responsible but the balance of housing available also influences the levels of in-migration.

**10.38** Lytham and St Annes already has a much higher proportion of older people and these numbers will continue to grow as people are living longer. This will occur irrespective of the number of additional people moving to the area. Future requirements will include catering for increasing numbers of older people who may have one or many of the following characteristics:

- Are frail;
- Have a degenerative disease;
- Can pay for their own support and care needs;
- Are owner occupiers;
- Are unable to pay for their own support and are not owner occupiers.

**10.39** Policy H2 permits specialist elderly accommodation, such as sheltered housing and retirement villages, if a need is demonstrated and it is located within an existing settlement or a Strategic Location for Development, where a range of services and facilities is available.

**10.40** The Council will work with Lancashire County Council (LCC) to encourage Extra Care and other forms of supported housing, which will add to the provision of housing for all ages.

### Conversions and Change of Use to Residential

#### Policy H3

#### Conversions and Change of Use to Residential

Conversions and change of use of redundant buildings to residential use will be permitted where the Council has identified a need for additional housing through the Fylde Coast Strategic Housing Market Assessment (SHMA) or other later evidence.

When considering proposals for residential conversions, careful attention should be paid to the amenity of nearby residents, the character of the immediate area, access to the nearest services, parking provision and design. Residential conversions should protect existing amenity space and should not result in any of the homes relying on what was previously a front garden for all of their private amenity space.

### Conversions

**10.41** Conversions form a significant component of the housing supply in Fylde. During the last 13 years 14% of completions have resulted from the conversions of homes and buildings in other uses. For the period April 2001 - March 2014 there were 395 net completions arising from conversions and change of use. Of these, 59% were completed in Lytham and St Annes, comprising mainly large homes converted to flats, as well as a small number of shops converted to residential use. 28% were completed in the rural areas, these being predominantly barn conversions, of which 5% were in Kirkham and Wesham and 6% in Freckleton and Warton.

- 10.42** Paragraph 51 of the Framework states that Councils should normally approve planning applications for change to residential use and any associated development from commercial buildings (Class B uses) where there is an identified need for additional housing in that area, provided that there are not strong economic reasons why such development would be inappropriate.
- 10.43** The Framework states that the long term retention of allocated sites should be avoided where there is no reasonable prospect of the land being brought forward for B1, B2 and B8 uses. However, the Fylde Employment Land Study recommends that the Council should protect existing employment sites that are not the subject of consents for alternative uses. The Study states that all existing business and industrial land and premises should be retained as there is a shortage within Fylde. See Chapter 9 for detailed policy on employment land in Fylde.
- 10.44** The Council will identify and bring back into use empty housing and buildings in line with local housing and empty homes strategies and, where appropriate, acquire properties under compulsory purchase powers. Approximately 700 houses have been converted into self-contained flats and there is pressure to provide more Houses in Multiple Occupation (HMOs).

#### **Improving the Quality of the Existing Stock**

- 10.45** House condition surveys show that, on average, homes in the private rented sector are poorer in quality than homes in any other tenure. There are 6000 units across Fylde in the private rented sector. In parts of Lytham, St Annes and Kirkham the private rented sector plays an important part in housing people on low incomes.
- 10.46** Where there are few financial incentives for landlords to invest in improving the quality of their accommodation, the Council's Housing and Environmental Health Department tackles this through the enforcement of statutory standards, accreditation of good landlords, Landlords Forums and leasing of private accommodation by Housing Associations and third sector partners.
- 10.47** The planning system also has a role to play. It is important to encourage the development and use of existing properties for private renting at a higher level in the market that is attractive to young professionals, families moving for employment and middle-aged, middle income renters. This is especially relevant to providing flexibility in the labour market in current economic conditions.

#### **Improving Housing Conditions for People who are Vulnerable**

- 10.48** The private rented sector is benefitting from the steps outlined above. Social Housing Tenants are benefitting from investment by social landlords to achieve the Decent Homes Standard. However, there are many vulnerable people who are home owners. Wyre and Fylde Care and Repair Services focus on those most in need and for whom assistance with minor repairs makes a significant difference.
- 10.49** Many homes (in particular the older large traditional properties) do not meet the Decent Homes Standard because of a lack of adequate heating and insulation. In addition, domestic gas and electricity use is higher in Fylde than both the North West and national averages.

### Affordable Housing

- 10.50** Analysis of Housing Need in light of the 2012 – based Sub- National Population Projections (Addendum 1) of the SHMA, highlights a net annual affordable housing need for 249 affordable homes per annum in Fylde borough, with the majority of this need (160 dwellings per annum) located in Lytham and St Annes. There is also the need for 59 dwellings per annum at Kirkham and Wesham and Freckleton and Warton with another 31 dwellings per annum needed across the rural sub-areas, with particular demand across the authority for one bedroom properties. It is also clear that some affordable housing need can be met with intermediate products and the private rented sector.
- 10.51** Addendum 1 also indicates that the overall net annual Affording Housing Need in the Fylde Coast Authorities is:
- **Wyre:** 339 homes per annum over the next five years
  - **Blackpool:** 272 homes per annum over the next five years
  - **Fylde:** 249 homes per annum over the next five years
- 10.52** In order to meet the level of affordable housing need in full within a five year time horizon, the rate of development would need to far exceed any single year's provision as seen over the last ten years. This is extremely unlikely to be realised, and therefore this level of provision should not be reasonably expected to be delivered. The level of affordable housing provision does not recognise that the private rented sector plays an important role in providing affordable homes. (SHMA, 2014).
- 10.53** The high need for affordable housing has been considered as an issue in the Housing Requirement Paper and was a key issue in determining the overall housing requirement figure.

### 10-Unit Threshold for Affordable Housing

- 10.54** Changes to the National Planning Practice Guidance, in December 2014, resulted in the introduction of a new threshold of 'more than 10 homes' within a market housing scheme, as the trigger for the provision of affordable homes. Fylde Council had previously used a threshold of 15 homes or more as the trigger. This change in policy excludes the use of section 106 planning obligation contributions where sites contain 10 homes or less, with a maximum combined gross floor space of 1,000 square metres and for residential extensions or annexes. **Performance Monitoring Indicator 11**, in Appendix 9, sets out a target / policy outcome to record the number of market housing schemes of more than 10 homes that provide 30% affordable homes.

## Affordable Housing

### Policy H4

#### Affordable Housing

##### On-site provision of affordable housing

All market housing schemes of more than 10 homes will be required to provide 30% affordable housing, subject to viability testing demonstrating that its provision will not prevent the development proceeding.

- i. For residential developments within or in close proximity to the Key Service Centres and Local Service Centres (i.e. the urban areas), the provision of affordable housing will be to meet the requirements identified for borough wide needs.
- ii. For residential developments within rural areas, the provision of affordable housing will be primarily to meet the requirements identified for the closest **Tier 1 Larger Rural Settlements**: i.e. Elswick, Newton, Staining and Wrea Green or **Tier 2 Smaller Rural Settlements**: i.e. Clifton, Singleton and Weeton. If, having regard to an agreed assessment, the level of identified local need is less than the equivalent of 30% of the homes proposed, the balance of the provision will be delivered for borough wide needs.

The presumption is that affordable housing will be provided on the application site so that it contributes towards creating a mix of housing.

##### Rural Exceptions sites

Small scale 100% affordable housing schemes (up to 10 homes) will be permitted where a need has been proven, within or in close proximity to the **Tier 1 Larger Rural Settlements** and **Tier 2 Smaller Rural Settlements**, as an exception to normal planning policies.

##### Off-site provision or financial contributions

Where the applicant has submitted robust evidence to demonstrate that the application site or location is unsustainable for affordable or Special Needs Housing; **OR** there is no locally identified need, the affordable housing contribution, or the balance of that contribution, will be expected to be delivered elsewhere within the borough, i.e. off-site provision.

In those exceptional circumstances where it is not possible to deliver off-site affordable homes, financial contributions of a broadly equivalent value will be accepted, where it is robustly justified.

### **Tenure**

The precise requirements for tenure of affordable homes will be negotiated on a case-by-case basis, having regard to the viability of individual sites and local need.

At least **80%** of the affordable housing units should be for housing association rented; the remainder would be at a tenure to be agreed with the Council.

### **Size and Type**

The Council will usually expect the majority of affordable housing provided on a particular scheme to comprise 1, 2 and 3 bedroom homes.

### **Design**

All new affordable homes should comply with all relevant design and quality codes and standards set out by the Homes and Communities Agency or other relevant body, as well as the National Technical Standards; and the requirements for design set out in policy GD7.

### **Developer Contributions**

Contributions for other matters e.g. Education, Highways etc are also payable on an affordable housing scheme.

### **Viability**

The Council will take account of viability when assessing individual schemes. If a level of affordable housing lower than that set out above is proposed for a specific scheme, the Council will expect robust information on viability to be provided by the applicant.

The Council may seek to independently verify such information, with any costs associated with the verification met by the applicant, before approving a scheme with lower levels of affordable housing than that specified above.

## **Definition of Affordable Housing**

- 10.55** The definition of affordable housing is set out in Annex 2 of the Framework. It includes Social Rented, Affordable Rented and Intermediate housing provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.
- 10.56** Social rented housing is owned by Councils and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the Council or with the Homes and Communities Agency. Social rented affordable options, charge rents lower than market rates. In these properties, tenants may have the opportunity to buy and if

they do so, money secured on the property must be fed back into future affordable housing schemes.

- 10.57** Intermediate housing may be classed as shared ownership schemes, whereby people purchase a part share of their home with a mortgage type loan and pay rent based on the remaining share.
- 10.58** The Framework is clear that properties that do not meet the definition as set out in annex 2, for example “low cost market” housing, may not be considered as affordable housing for planning purposes.

### Affordable Rents

- 10.59** In 2011, the Government introduced the concept of Affordable Rents. Affordable Rented homes will be made available at up to 80% of market rent and allocated in the same way as social housing. Registered Providers will be required to offer Affordable Rented homes where developments are funded by the Homes and Communities Agency. New flexibilities will allow a proportion of Social Rented properties to be made available or re-let at an Affordable Rent.
- 10.60** Registered Providers have flexibility on the length of tenancy to be offered for Affordable Rent, and they retain the option to offer lifetime tenancies. Tenancies for Affordable Rent properties are generally for a minimum period of five years. However, providers will have the flexibility to offer longer tenancies, including lifetime tenancies.

### On-Site Provision

- 10.61** With regard to whether provision should be on-site, off-site or the subject of a financial contribution *in lieu*, the presumption is that affordable housing will be provided on the application site so that it contributes towards creating a mix of housing.
- 10.62** The size of development should not be artificially reduced to reduce or eliminate the affordable housing requirement, for example by sub-dividing sites or reducing the density of all or part of a site.
- 10.63** Where an element of affordable housing is required, at least **80%** of the affordable housing units should be for Social Rent; the remainder would be at a tenure to be agreed with the Council.
- 10.64** Where affordable housing is provided the mix in terms of tenure, type and size must reflect the assessed needs, as set out in the SHMA, which is currently as a majority of one, two and three bed properties. The Council will negotiate the exact tenure, type and size split on each site through discussions.
- 10.65** The provision of on-site affordable housing should be integrated into the layout of the development through ‘pepper-potting’ within private housing, to promote mixed communities and minimise social exclusion. ‘Pepper-potting’ is commonly defined as the dispersal of affordable housing units within residential developments. On larger residential developments, affordable housing is likely to be provided in small clusters throughout the development. Within flatted developments it is accepted that management and other requirements could mean floors, wings or whole blocks will generally be designated for

affordable or market housing. Developers are required to discuss at an early stage appropriate layout and phasing of development with the Council to ensure that affordable housing is dispersed throughout developments.

### Design of Affordable Housing

- 10.66** The Council expects that all new affordable housing will be subject to the same standards of finish and presentation, which will be indistinguishable from the open market housing (i.e. Tenure Blind Development). Therefore, the design and materials employed are to be consistent regardless of tenure. Such housing should comply with all relevant design and quality codes and standards set out by the Homes and Communities Agency or other relevant body, as well as relevant national technical standards and where appropriate, local standards.

### Viability

- 10.67** When assessing the viability of a market housing-led scheme, in order to determine whether the affordable housing requirements of Policy H4 can be met, any negative impact upon viability resulting from the provision of special needs housing, extra care or any type of development aimed at the elderly should also be taken into account. In the case of a proposed scheme being unable to meet the requirements of Policy H4 and remain viable, consideration should be given on a case-by-case basis to whether the affordable housing requirement, specialist housing requirement or both requirements, should be reduced in order to achieve a viable scheme. Where appropriate (for example, where the local affordable housing need includes a need for affordable housing for elderly people), part, or all, of the specialist housing requirement may be incorporated within the affordable housing requirement as part of the 30% requirement.

### Off-site provision

- 10.68** Following the Framework it is presumed that affordable housing will be provided on the application site so that it contributes towards creating a mix of housing. However, where it can be robustly justified, off-site provision or a financial contribution *in lieu* of on-site provision (of broadly equivalent value) may be accepted as long as the agreed approach contributes to the creation of mixed communities in the local authority area. Examples of robust justification, although not exclusive, include provision that will contribute to other policy objectives, for example enabling empty homes to be brought back into use or where the development location is unsuitable for affordable housing.
- 10.69** Where off-site provision is proposed, the calculation of units or commuted sum should take into account the fact that there is an increase in the market housing on the application site. For example, consider in simple terms a site accommodating 100 units, which would be 70 market houses and 30 affordable houses on-site. If the Council permits all the site to be developed for market housing and still only requires an on-site contribution of 30 units (or the financial equivalent thereof), it would only achieve 23% affordable housing. To achieve 30% affordable housing on a site of 100 units in the urban area (where the on-site provision would be 70 market and 30 affordable houses, and where the site is subsequently developed for 100 market houses, as above), the calculation of the 30% affordable houses should be based on 100 being 70% of the total as set out in the example below:

**Table 5: Example of Off-site contribution for affordable housing**

	Market housing	Affordable housing	Total
<b>On-site affordable housing</b>	<b>70</b>	<b>30</b>	<b>100</b>
<b>Off-site Contribution</b>	<b>100 (70%) Provided on site</b>	<b>43 (30%) Off-site contribution</b>	<b>143 (100%)</b>

- 10.70** In the example above, so as to maintain the overall ratio of 30% affordable housing to 70% market housing, the number of affordable housing units provided off-site has to be increased to 43.

#### Calculation of commuted sums

- 10.71** Financial contributions *in lieu* of on-site affordable homes may be considered acceptable where the site is deemed by the Council to be unsuitable for affordable housing. The formula for calculating the commuted sums *in lieu* of on-site provision will be set out in the Affordable Housing Supplementary Planning Document, which will be prepared and issued for consultation alongside this Revised Preferred Option version of the Local Plan in October 2015.
- 10.72** Developers may use a residual value approach to determining the contribution. In such cases all costs, including those incurred by the Council in confirming valuations, will be borne by the developer.
- 10.73** Where it is proposed that the affordable housing provision should be on-site but where the calculated provision does not equate to whole units the actual provision will be rounded-up or down to the nearest whole number.

#### Gypsies, Travellers and Travelling Showpeople in the Sub Region

- 10.74** Fylde Council, Wyre Borough Council and Blackpool Council (the Fylde Coast sub-regional Authorities) jointly commissioned consultants, Opinion Research Services (ORS) to carry out a Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA). Planning Policy for Traveller Sites concludes that the Council should identify a supply of deliverable sites sufficient to provide five years-worth of sites, identify a supply of specific developable sites or broad locations for years 6-10 and where possible years 11-15.

**10.75** The GTAA provides an up-to-date understanding of the likely permanent and transit accommodation needs of Gypsies, Travellers and Travelling Showpeople within the Fylde Coast sub-region as a whole and for each of the three Councils. The study also provides an evidence base to enable the authorities to comply with their requirements towards Gypsies and Travellers and Travelling Showpeople under the Housing Act, 2004. Part of the GTAA, 2014, focusses on the extra site provision for Gypsies, Travellers and Travelling Showpeople required in the Fylde Coast sub-region over a 17 year period. The estimated extra pitch provision required for Gypsies and Travellers on the Fylde Coast over the next 17 years is 82 pitches to address local needs. A total of 26 extra pitches, for Gypsies and Travellers, are required in Fylde borough up to the year 2031:

- 17 pitches need to be delivered in the period **2014-2019**,
- 3 more pitches in the period **2019-2024**,
- 4 more pitches in **2024-2029**, and
- 2 additional pitches in **2029-2031**.

**10.76** The estimated extra residential plot provision required for Travelling Showpeople in the Fylde Coast over the next 17 years is 14 plots, to address local needs. No extra plots are required for Travelling Showpeople in Fylde borough over the next 17 years to 2031.

**10.77** The GTAA, 2014 recommends that the Fylde Coast Authorities use appropriate resources to help develop closer working relationships, for instance, the three authorities should work together to collate data on unauthorised encampments. The GTAA, 2014 also recommends that the Lancashire-wide Gypsy and Traveller Forum be continued.

**10.78** Policy H5 sets out the location for the provision of pitches for Gypsies and Travellers in Fylde up to 2031, in accordance with the timetable set out in the Fylde Coast GTAA.

### Gypsies, Travellers and Travelling Showpeople's Sites

#### Policy H5

#### Gypsies, Travellers and Travelling Showpeople's Sites

The Local Plan will deliver a total of **26 extra pitches** for Gypsies and Travellers in Fylde borough up to the year 2031:

- **17** of which need to be delivered in the period **2014-2019**,
- **3** more in the period **2019-2024**,
- **4** more pitches in **2024-2029**, and
- **2** additional pitches in **2029-2031**

New Gypsy and Traveller pitches will be allocated at the following site(s):

- **Thames Street, Newton (3.5 Ha site)**
- **The Stackyard, Bryning with Warton (0.28 Ha site)**

Apart from the two sites allocated above, planning permissions for new Gypsies, Travellers and Travelling Showpeople's Sites will be granted where all of the following criteria can be met:

- a) There is evidence of need for a new Gypsy, Traveller or Travelling Showpeople's site and the site would provide for the permanent and/or transit accommodation needs in that area or neighbouring area;
- b) The site is not in the Green Belt or in an Area of Separation;
- c) The site is not in Flood Risk Zones 2 or 3;
- d) The location and design of the site would protect local amenity and the local environment;
- e) The site would be within or adjacent to a settlement which can provide education, health, welfare and employment infrastructure. Local environmental quality with respect to noise and air quality should not have a detrimental impact on the health and wellbeing of Gypsies, Travellers and Travelling Showpeople;
- f) The detailed design of the site for Gypsies and Travellers should be in accordance with The Designing Gypsy and Traveller Sites Good Practice Guide DCLG 2008. Smaller sites of 3-4 pitches can be successful, making good use of small plots of land, particularly where designed for one extended family. There should be safe vehicular and pedestrian access to the site and adequate parking for vehicles and other equipment. (Criterion f does not apply to Travelling Showpeople Sites);
- g) The number of pitches and / or plots should be related to the specific size and location of the site and the size and density of the surrounding population. In a rural or semi-rural location the scale of the site should not dominate the settled community;
- h) The site should have the potential to allow mixed-use development, such that traditional lifestyles can be accommodated by living and working on the same site. However, the uses proposed should be compatible with adjacent land uses;
- i) The site should not place unacceptable pressure on existing infrastructure, such as services, schools, transport infrastructure and waste and wastewater capacity.

### Justification

- 10.79** National Planning Policy for Traveller Sites, March 2012, says that Councils will need to set their own pitch targets for Gypsies and Travellers and plot targets for Travelling Show People, which address the likely permanent and transit accommodation needs of travellers in their area, working collaboratively with neighbouring planning authorities. The National Planning Policy for Traveller

Sites requires Councils to allocate sites. In addition, Travelling Showpeoples' sites will need to include mixed uses. There will therefore be implications for employment as well as housing land.

### Isolated New Homes in the Countryside

#### Policy H6

##### Isolated New Homes in the Countryside

Isolated new homes in the countryside will only be permitted where:

1. The home is required to meet the essential needs of a rural worker. It should only be permitted where all of the following criteria can be met:

- a) the business requires the permanent attendance of a worker on site;
- b) the need cannot be met by any existing home or other accommodation at the business or in the general locality;
- c) the business is financially sound and has a clear prospect of remaining so;
- d) the size of the home is appropriate to the rural worker's need and it is located adjacent to any existing buildings and uses the existing access.

If accommodation is needed in relation to a new enterprise, such as a caravan or other temporary accommodation, it will only be approved for a maximum of three years.

2. The conversion of a heritage asset to residential use will be permitted where:

- a) it represents the optimal viable use of the heritage asset or the home(s) would be appropriate enabling development to secure the future of the heritage asset; or
- b) the development would re-use redundant or disused buildings and lead to enhancement of the immediate setting.

3. The exceptional quality of design of the building helps to raise standards of design in the countryside. The exceptional quality or innovative nature of the design of the home would:

- a) be truly outstanding or innovative, helping to raise standards of design more generally in the countryside;
- b) reflect the highest standards in architecture;

- c) significantly enhance its immediate setting; and
- d) be sensitive to the defining characteristics of the local area.

### Justification

- 10.80** The Framework supports, as an exception, the construction of isolated new homes in the countryside where the home is required to meet the essential need of a rural worker, it represents the optimal viable use of a heritage asset or the building provides exceptional quality of design.
- 10.81** For social, economic or environmental reasons it is often preferable for rural workers to live close to their place of work. However, because of continuing high demand for rural homes by the general community, the Council considers it is necessary that applications for isolated homes in the countryside for rural workers' occupation fulfil the criteria set out in policy H6.
- 10.82** Policy H6 states that, very occasionally, the exceptional quality and innovative nature of the design of a proposed isolated new home may provide the special justification for granting planning permission. Such a design should be truly outstanding and ground-breaking, for example, in its use of materials, methods of construction or its contribution to protecting and enhancing the environment, so helping to raise standards of design more generally in rural areas. The value of a building will be found in its reflection of the highest standards in contemporary architecture, the significant enhancement of its immediate setting and sensitivity to the defining characteristics of the local area.

### Replacements of, and Extensions to, Existing Homes in the Countryside

#### Policy H7

#### Replacements of, and Extensions to, Existing Homes in the Countryside

Proposals to replace and / or to extend an existing home in the countryside will be permitted where the following criteria are met:

- a) The replacement or extended home is increased in size by a maximum of **25%**, calculated in relation to the ground floor area of the original home. (This calculation will exclude any outbuildings and integral garages / workshops); and
- b) The appearance of the replacement or extended home respects the character of the original building and surrounding rural area with regard to scale, design and use of materials.

### Justification

- 10.83** There is an issue in Fylde regarding small rural traditional homes being replaced by much larger modern homes. In particular, Fylde is characterised by large former estates with small estate workers homes. These small detached or semi-detached cottages are often demolished and replaced by one much larger home.
- 10.84** Fifty seven percent of completions of rural homes - excluding barn conversions, caravans and flats - are four and five bedroom homes (2003-2014). This means that larger homes, as a proportion of total stock in the rural areas, have decreased by 3% between 2012 and 2014. This affects affordability and elderly residents' ability to downsize, while remaining in the area.
- 10.85** Most importantly, the impact on the rural landscape must be considered. Large homes are often overbearing in appearance, they dominate the landscape and are surrounded by suburban style gardens with ornate walls, gates and floodlighting. The overall impact is to make the appearance of the rural area more suburban.

## **CROSS CUTTING THEMES IN CHAPTER 10:**

### **Promoting Health and Wellbeing**

Poor housing conditions such as damp conditions or inadequate heating can directly cause ill health. Homes that are expensive to heat causes stress for households on low incomes, who suffer from a form of deprivation known as ‘fuel poverty’. Poorly adapted homes for mobility restricted residents undermine wellbeing.

### **Achieving Good Design**

Well-designed homes are attractive in appearance and setting but are also efficient to run and well suited to the needs of the occupants, particularly in respect of adaptability as personal circumstances change through life.

### **Sustainability**

The UK Sustainable Development Strategy “Securing the Future” sets out five ‘guiding principles’ of sustainable development including the following two, which are relevant to the provision of new homes in Fylde: ensuring a strong, healthy and just society; and achieving a sustainable economy.

### **Equality**

In terms of equality, the planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities. The Council should create a shared vision with communities, of the new housing developments and facilities they wish to see. To support this, the Council should aim to involve all sections of the community in the development of the Local Plan (the Framework, paragraph 69).

### **Viability**

Pursuing sustainable development requires careful attention to viability and costs in plan-making and decision-taking. The plan should be deliverable. Therefore, the sites and the scale of development identified in the plan should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable (the Framework, paragraph 173).

The Council should set out the policy on local standards in the Local Plan, including requirements for affordable housing. They should assess the likely cumulative impacts on development in their area of all

existing and proposed local standards when added to nationally required standards. In order to be appropriate, the cumulative impact of these standards and policies should not put implementation of the plan at serious risk, and should facilitate development throughout the economic cycle (the Framework, paragraph 174).

Any affordable housing or local standards requirements that may be applied to development should be assessed at the plan-making stage, where possible, and kept under review (the Framework, paragraph 177).

### Strategic Objectives

The following strategic objectives are achieved in Chapter 10

Objective 1: To create sustainable communities

Objective 3: To make services accessible

Objective 5: To develop socially cohesive, safe, diverse and healthy communities

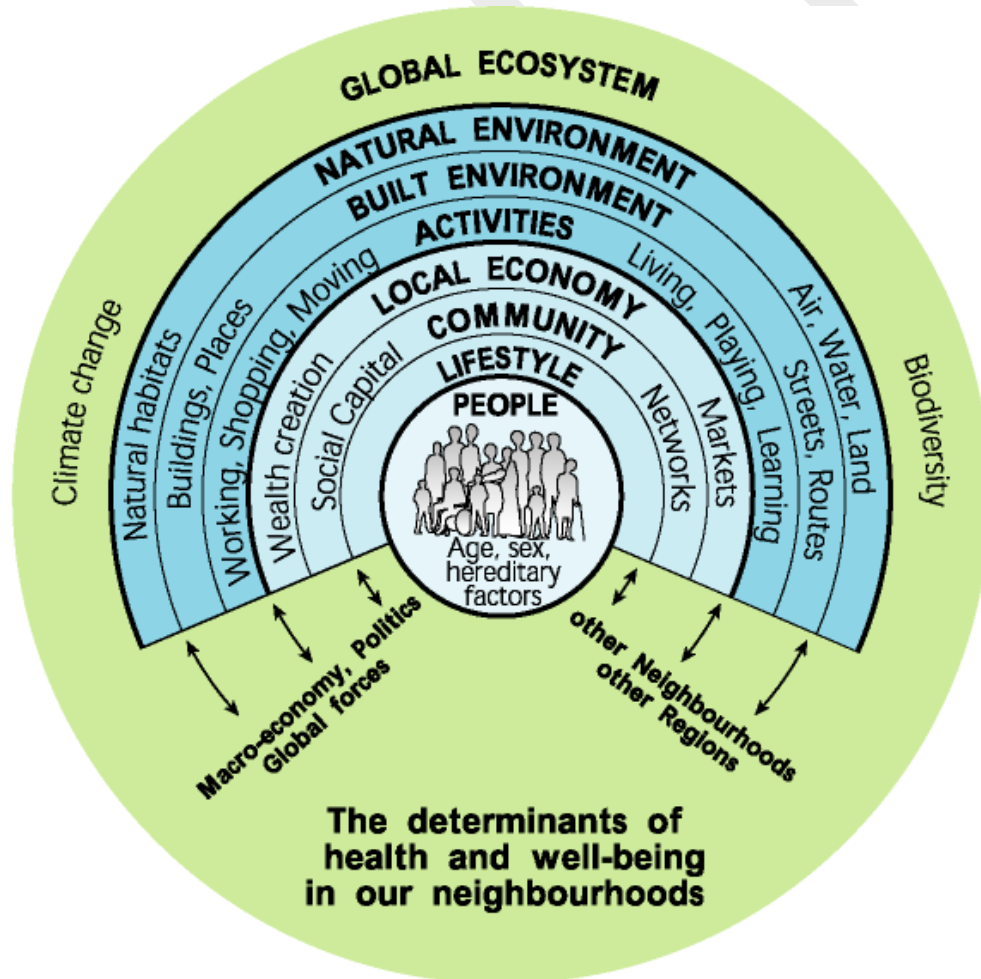
## Chapter 11: Health and Wellbeing

### Health and Wellbeing

#### Introduction

- 11.1** The World Health Organisation defines health as “...a state of complete physical, mental and social wellbeing and not merely the absence of disease or infirmity”. Wellbeing is recognised as a broader concept, and can be defined as “a positive physical, social and mental state: it is not just the absence of pain, discomfort and incapacity. It requires that basic needs are met, that individuals have a sense of purpose, which they feel able to achieve important personal goals and participate in society”.
- 11.2** The figure below shows that many factors influence our state of health and wellbeing. Planning can have a positive effect on these factors.

Figure 5: The Determinants of Health and Wellbeing in Our Neighbourhoods:



Source: Barton and Grant (2006) based on a public health concept by Whitehead and Dahlgren (1991)

- 11.3** Fylde has a higher than average proportion of retired residents, a proportion that is set to increase over the coming decades. Whilst health in Fylde is generally good, alcohol consumption is a concern and there is evidence that road safety could be improved for older residents. There is also a need for activities for young adults and older children.
- 11.4** Overall the general health of people in Fylde is better compared to Lancashire and England averages but challenges remain, including:
- The high proportion of the population over 65, with a proportion not in good health;
  - The high proportion of 'Killed and Seriously Injured on roads' in Fylde is significantly worse than average.
  - Alcohol specific hospital stays for under 18s is generally decreasing though not as quickly as the national average and is similar to national rates. Hospital admissions for alcohol related harm have decreased in the last couple of years and are the same as the national average. Drinking in the population is similar to national averages;
  - Smoking prevalence is significantly lower than the national average in the general population and is not significantly different to the national average for routine and manual smoking prevalence;
  - The excess winter deaths and fuel poverty in vulnerable groups;
  - The need to maintain levels of physical activity in adults and children;
  - The need to maintain low numbers of early deaths from heart disease and stroke; and
  - The need to maintain lower than England average for obese children and adults.
- 11.5** Life expectancy in Fylde is 79.5 years for men and 83 years for women, similar to the national averages. Life expectancy is 5.2 years lower for men and 4.2 years lower for women in the most deprived areas of Fylde than in the least deprived areas.
- 11.6** Mortality rates have fallen over the last 10 years. Early death rates from cancer, heart disease and stroke have fallen and are better than the England averages. Specific identified needs include reducing the number of people in Fylde with cardiovascular disease. In terms of premature mortality and premature mortality considered preventable for various conditions, Fylde generally comes out better than, or similar to national averages for mortality.
- 11.7** The levels of healthy eating and physically active adults in Fylde are currently in line with England averages, with obesity levels for adults significantly better. Whilst the number of year six children classed as obese has decreased slightly from 18% to 16%, national trends indicate an increase overall in the number of adults and children who are obese or overweight.
- 11.8** With regard to alcohol, statistics show the rates of hospital admissions for alcohol-specific conditions, binge drinking and the rates of admission for under 18's are not significantly different to the national averages, but they are increasing.
- 11.9** Addressing these issues requires the co-ordinated efforts of a number of agencies, Councils and voluntary and community organisations involved in health and wellbeing. As of 31<sup>st</sup> March 2013, Primary Care Trusts no longer exist. Instead, LCC is responsible for public health and Clinical Commissioning Groups are responsible for individual patients' health (mainly General Practitioners).

- 11.10** These changes to public sector service delivery (for example in public health) can provide the opportunities for different ways of collaborative working to the benefit of Fylde's most deprived neighbourhoods.

## Health and Wellbeing

### Policy HW1

#### Health and Wellbeing

The Council will integrate public health principles and planning and help to reduce health inequalities by:

- a) Working with health care commissioners to support healthcare facilities and particularly to improve primary care and mental health care access and facilities;
- b) Working with the Lancashire Public Health Service and the Health and Wellbeing Board on planning and health issues and take account of the three goals in the Lancashire Health and Wellbeing Strategy, that by 2020 the Board will deliver:
  - 1. **Better health** – improve healthy life expectancy, and narrow the health gap.
  - 2. **Better care** – deliver measureable improvements in people's experience of health and social care services.
  - 3. **Better value** – reduce the cost of health and social care.
- c) Where required by the priorities of Lancashire County Council and health care commissioners, identifying sites for new healthcare facilities reflecting the spatial distribution of need and the importance of accessibility and public transport provision;
- d) Seeking contributions, where appropriate and viable, towards new or enhanced healthcare facilities from developers where new housing results in a shortfall or worsening of provision;
- e) Safeguarding and encouraging the role of allotments, garden plots within developments and small scale agriculture and farmers markets in providing access to healthy, affordable locally produced food options;
- f) Promoting improvements to healthy lifestyles and developing a network of cycling and pedestrian routes within the Borough.

In order to help reduce health inequalities, the Council will require health impact

screening to be undertaken for all major development proposals on strategic sites. A full independent Health Impact Assessment will be required if the screening demonstrates a need.

### Justification

- 11.11** Health and wellbeing considerations are referenced throughout the Local Plan. Policy HW1, above concentrates on three particular aspects, namely the provision of health care services, access to healthy food and the requirement for Health Impact Assessments.

### Provision of Health Care Services

- 11.12** Primary health care (GP surgeries, health centres, clinics, and dental surgeries) is managed by Clinical Commissioning Groups. Access to primary care in rural areas can be difficult, particularly for older people. Mental health services are provided across Lancashire by Lancashire Care NHS Foundation Trust. The Lancashire Teaching Hospitals NHS Foundation Trust provides secondary care services at Blackpool Victoria Hospital. Lancashire County Council (LCC) also provides care services for older people and for children and young people, as do a number of private and third sector agencies.
- 11.13** The types of health care services provided and the methods of delivery continue to change. For example, some Clinical Commissioning Groups are developing 'walk in' centres for primary care, based in town or district centres, whilst others are developing GP led 'polyclinics', which are intended to provide more specialist facilities than GP surgeries and will therefore take some pressure off hospitals.
- 11.14** Where LCC, the Clinical Commissioning Group or other service providers identify a need for a new facility, the Council will assist with identifying a suitable site and, if possible, seek to identify land in the Local Plan. New housing development may create a need for new or expanded health care facilities. The Council will seek the advice of the Clinical Commissioning Group in establishing whether new facilities will be required to serve the development, and if this is the case, will seek appropriate developer contributions.

### Lancashire Health and Wellbeing Board

- 11.15** The Lancashire Health and Wellbeing Board is a forum for key leaders from the health and care system in Lancashire to work together to improve the health and wellbeing of the local population and reduce health inequalities. Board members work together to understand their local community's needs, agree priorities and encourage commissioners to work in a more joined-up way. As a result, patients and the public should experience more joined-up services from the NHS and their local council in the future. Lancashire Health and Wellbeing Board's vision is that: *"We want every citizen in Lancashire to enjoy a long and healthy life"*. The Board will do this by: *"Working together to deliver real improvements to the health and wellbeing of Lancashire's citizens and communities"*.

- 11.16** It is the responsibility of the Lancashire Health and Wellbeing Board to:
- Identify the priority health and wellbeing needs in Lancashire (using the [Joint Strategic Needs Assessment](#)).
  - Set priorities based on information gathered from across Lancashire.
  - Promote integrated commissioning and provision of services by encouraging partnership working.

### Public Realm

- 11.17** Providing a high quality public realm and more opportunities for walking, cycling and public transport can offer significant enhancements to health and wellbeing. Encouraging changes in behaviour, needs to be targeted appropriately, taking into account culture, population, social and psychological factors and the physical environment.

### Access to Healthy Food

- 11.18** The link between the quality of food we eat and personal wellbeing is well documented. Concerns are increasing in the UK over levels of obesity and the consequent health issues. Community food growing schemes including the landshare initiative where local landowners lease out their land to local residents to use for food growing purposes, can help counter this by providing fresh, affordable food and also promote physical activity and social inclusion. It is important, therefore, to safeguard allotments and other urban land that can support local food growing.

### Accessible Greenspaces

- 11.19** Access to greenspaces is important for peoples' health and wellbeing. Access to some of the Borough's most important Green Infrastructure assets is poor. There is the opportunity to link up the Green Infrastructure networks across Fylde, which is looked at in more detail in chapter 14.

### Health Impact Assessments

- 11.20** The effect that planning policies and proposals may have on the health of a community can be tested through an independent "Health Impact Assessment" (HIA). This aims to ensure that any adverse impacts are reduced and positive impacts are maximised for all sections of the community. LCC is currently exploring the provision of a Health Impact Assessment (HIA) template and guidance document.
- 11.21** In order to help reduce health inequalities, health impact screening will be required for all major development proposals on strategic sites. However, a full independent Health Impact Assessment will only be required if screening demonstrates a need. **Performance Monitoring Indicator 12**, in Appendix 9, sets out a target / policy outcome to record the number of Health Impact Assessments which are submitted with major planning applications.

## Community Facilities

### Policy HW2

#### Community Facilities

Development proposals for new community facilities, which provide for the health and wellbeing, social, educational, spiritual, recreational, leisure and cultural needs of the community, should be co-located where possible, providing mixed uses and a range of services in one sustainable and accessible location.

Where new facilities are required independent of new development, co-location should be considered in the most accessible community buildings available, i.e. using a village hall or a public house as a venue for a post office, or a doctor's surgery several days a week.

The loss of any community facilities will be resisted unless it can be demonstrated that the facility is no longer needed, or can be relocated elsewhere that is equally accessible by the community.

#### Justification

- 11.22** It is projected that there will be a significant shortfall of school places in the Borough over the plan period and many schools, particularly within Lytham and St Annes, are already at capacity. It is also widely acknowledged that there is the need for a new secondary school in the borough over the lifetime of the Plan. Education services in Fylde are managed through LCC, which has identified a need for a new secondary school in the Borough. Further information on education provision is set out in the draft Infrastructure Delivery Plan (IDP) that accompanies this document.
- 11.23** There is a lack of reliable, high speed electronic communication in parts of the Borough. LCC is leading on the Lancashire Superfast Broadband Project which aims to bring improved broadband speeds to businesses and communities in Lancashire, including Fylde, by the end of 2015. This will help to stimulate and increase business productivity, aid home working opportunities and attract investment into Lancashire. Again, further information is set out in the draft IDP.
- 11.24** There is a shortfall of burial and crematoria facilities in Fylde. Most churchyard burial grounds have closed and demand for municipal burial land is increasing. The existing supply of burial land at Lytham Park Cemetery is estimated to be 10 to 15 years. This estimate is with the scheme to extend, which is in the budget but which is to be delivered shortly. Without this there is only about 3 years supply left.
- 11.25** Availability of community facilities can contribute towards community spirit, and can also reduce the need to travel by making communities more self-contained.
- 11.26** The protection of leisure, cultural and tourism assets, such as golf courses and seaside resort facilities, is covered in policy EC6 in chapter 9. The protection of existing open spaces and Green Infrastructure is covered in policy ENV4 in chapter 14.

## Indoor and Outdoor Sports Facilities

- 11.27** Many community facilities are also sports facilities. Consequently, the delivery of such facilities should be based upon the findings of an Indoor Sports Strategy.

### Policy HW3

#### Provision of Indoor and Outdoor Sports Facilities

In order to provide appropriate indoor and outdoor sports facilities for the communities of Fylde, the Council will:

1. Protect existing indoor and outdoor sports facilities, unless:  
Either:
  - a) They are proven to be surplus to need, as identified in an adopted and up to date Needs Assessment; or
  - b) Improved alternative provision will be created in a location well related to the functional requirements of the relocated use and its existing and future users;  
And in all cases:
  - c) The proposal would not result in the loss of an area important for its amenity or contribution to the character of the area in general; and
2. Support new indoor and outdoor sports facilities where:
  - a) They are readily accessible by public transport, walking and cycling; and
  - b) The proposed facilities are of a type and scale appropriate to the size of the settlement; and
  - c) Where they are listed in an action plan in any emerging or subsequently adopted Playing Pitch Strategy or Indoor Sports Strategy, subject to the criteria in the policy.
3. Make sure that major residential developments contribute, through land assembly and financial contributions, to new or improved sports facilities where development will increase demand and / or there is a recognised shortage. Developer contributions / commuted sums should be obtained in accordance with the Playing Pitch Strategy action plan.

## Justification

- 11.28** Publicly accessible urban open space, play and sports facilities all have a vital role to play in helping to promote more healthy lifestyles.

- 11.29** The existing outdoor and built sports facilities, both private and public, of the Borough represent important assets serving the communities in which they are located and in some instances the wider area. This importance relates to their function and also the amenity value and the contribution these facilities make to providing green spaces within the area.
- 11.30** Any proposal affecting an outdoor sports facility will be judged in relation to the new Playing Pitch Strategy. **Performance Monitoring Indicator 18**, in Appendix 9, sets out a target / policy outcome to achieve net gains in the provision of sports pitches and open space.
- 11.31** The type and scale of development appropriate to a settlement will depend upon a number of factors:
- The demand and supply factors in relation to the particular outdoor sports being catered for, for example, a combined sports facility catering for local football clubs in an area which may serve a wider area than the adjacent settlement;
  - The classification of the settlement within the settlement hierarchy;
  - The proximity of other settlements and facilities;
  - Accessibility and infrastructure considerations, for example, traffic impact; and
  - Whether there is a deficit of a particular facility.
- 11.32** In terms of the development of appropriate facilities, this will be determined through evidence from the Playing Pitch Strategy process, other work with the community and sports bodies, to determine a particular club or community's needs. The Council is expected to introduce the Community Infrastructure Levy (CIL) and the balance between what monies are collected between Section 106 Agreements and CIL will be part of this process. The level of contributions will be determined through the S106 and CIL setting agenda. The Council will publish a list of investments in existing facilities in the Infrastructure Delivery Schedule, which will accompany the IDP. Policy ENV5 in chapter 14 covers all outdoor open space; open space standards and contributions.
- 11.33** Developer contributions for outdoor sports facilities will be informed by the new Playing Pitch Strategy, which has been prepared in accordance with Sport England guidance.

#### Contaminated Land

- 11.34** The following policy focusses on contaminated land constraints. Such constraints should not be seen as a barrier to development but should be overcome to bring forward any affected previously developed land for appropriate use whilst dealing safely with any identified hazards.

#### Policy HW4

##### Contaminated Land

There will be a presumption in favour of the re-development of previously developed land. Previously developed land can be subject to contamination. However, development will be encouraged on contaminated previously developed land subject to the following:

- a) Applicants will be required to provide evidence of a satisfactory site investigation and show that any proposed remedial works are adequate to deal with any identified hazards, including the risk to human health and controlled waters from land contamination;
- b) Development should not have an adverse impact on the stability of surrounding areas; and
- c) Applicants should address the physical capability of the land, the adverse effects of instability on the development, or of adjoining development on unstable land, and the effects on (amongst other things) local amenities and conservation interests of the development and any remedial measures.

### Justification

- 11.35** Contaminated land can include land previously used for industry or landfill sites. A major problem associated with contaminated land is the possible migration of methane from landfill sites. This should be remedied before development begins on or adjacent to the site.
- 11.36** The disturbance of contaminated land can also mobilise pollutants and either cause first time pollution or worsen existing problems. Leakages and drainage from contaminated land sites pose serious risks of major pollution to both rivers and groundwater. Development proposals for land that is, or is potentially, unstable should address the physical capability of the land, the adverse effects of instability on the development, or of adjoining development on unstable land, and the effects on such examples as local amenities and conservation interests of the development and any remedial measures. The scale of the constraint should not be seen as a deterrent where there are appropriate remedial measures available.

## **CROSS CUTTING THEMES IN CHAPTER 11:**

### **Achieving Good Design**

Health is created and lived by people within the settings of their everyday lives. Good design can help to shape places so that healthy lifestyles are encouraged for example, by supporting Green Infrastructure and safe, sustainable transport networks, and the provision of a well-designed network of healthcare services. Good design can promote community cohesion and significantly reduce the risk of crime.

### **Sustainability**

The UK Sustainable Development Strategy “Securing the Future” sets out five ‘guiding principles’ of sustainable development, one of which is: ensuring a strong, healthy and just society.

### **Equality**

Measures to promote healthier lifestyles, such as promoting walking and cycling, will lead to reductions in inequalities.

In terms of equality, the planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities. The Council should create a shared vision with communities, of the residential environment and facilities they wish to see. To support this, the Council should aim to involve all sections of the community in the development of the Local Plan (the Framework, paragraph 69).

### **Viability**

Pursuing sustainable development requires careful attention to viability and costs in plan-making and decision-taking. The plan should be deliverable. Therefore, the sites and the scale of development identified in the plan should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable (the Framework, paragraph 173).

Where safeguards are necessary to make a particular development acceptable in planning terms, the development should not be approved if the measures required cannot be secured through appropriate conditions or agreements. The need for such safeguards should be clearly justified through discussions with the applicant, and the options for keeping such costs to a minimum fully explored, so that development is not inhibited unnecessarily (the Framework, paragraph 176).

### Strategic Objectives

The following strategic objective is achieved in Chapter 11.

Objective 5: To develop socially cohesive, safe, diverse and healthy communities

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## Chapter 12: Infrastructure, Service Provision and Transport

### Introduction

#### 12.1 A vital element of sustainable development is the provision and delivery of local

services and infrastructure. However, lack of infrastructure should not be seen as an obstacle to development. One of the 12 core planning principles set out in paragraph 17 of the Framework states that planning should proactively drive and support sustainable economic development, and this includes the delivery of infrastructure. Additionally, paragraph 21 requires that planning policies should recognise and seek to address potential barriers to investment, including any lack of infrastructure.

#### What is Infrastructure?

#### 12.2 Infrastructure has a broad definition and includes, but is not restricted to the following:

- **Transport:** highways, air travel, rail, bus, cycling, pedestrian and park and ride
- **Energy:** gas and electricity generation and provision
- **Water:** supply, wastewater and surface water drainage, flood defences and flood risk management
- **Waste management:** refuse collection, disposal and recycling
- **Coastal Defence(s):** hard and soft engineering solutions to overcome coastal flooding and sea level rises
- **Flood alleviation:** surface water and bathing water
- **Information and communications technology:** telecommunications, broadband and cable television
- **Education:** nursery and pre-school, primary, secondary, further, higher, and adult education
- **Health:** hospitals, health centres / GP surgeries and hospices
- **Emergency services:** police, fire and rescue, ambulance, coastguard
- **Green infrastructure:** open space, parks, children's play areas, sports pitches and courts, country parks and accessible natural green space, allotments and burial facilities
- **Community services:** libraries, community centres, youth services, social services, older peoples support, special needs and disability and places of worship
- **Culture and leisure:** museums and galleries, performance venues, sports and fitness centres
- **Affordable Housing**
- **Public Realm.**

#### 12.3 The Council is preparing an Infrastructure Delivery Plan (IDP) which will identify the infrastructure required to deliver the Local Plan and how it will be delivered. In doing this, it will identify obstacles to the delivery of the Local Plan and how these will be overcome. The IDP will also identify gaps in funding, and will therefore inform the Community Infrastructure Levy (CIL), which is a levy the Council will use to charge on new developments. More information on CIL is set out in policy INF2.

- 12.4** The Council will consult again on the draft IDP and Infrastructure Delivery Schedule with this Revised Preferred Option version of the Local Plan. The Council has engaged with infrastructure providers throughout the plan preparation process and the detailed information received from infrastructure providers through ongoing dialogue gives greater clarity to the specific infrastructure requirements to deliver the Local Plan.
- 12.5** The draft Infrastructure Schedule, which is to be found at the back of the IDP, lists the infrastructure projects that are currently planned, or are known to be required to deliver all of the growth identified in the Local Plan, along with the costs, timescales, funding sources and who will deliver the infrastructure. The Schedule indicates the certainty of these schemes taking place; and it will be updated as new infrastructure requirements are known.
- 12.6** There is a shortage of both primary and secondary school places in Fylde. The priority at present is delivering primary school places. Secondary school provision is almost at capacity. LCC has identified a need for a new secondary school in the Borough within the Plan period, which runs up to 31<sup>st</sup> March 2032. Lancashire County Council (LCC) is working with Fylde Council to ensure that an appropriate site for a new secondary school is identified.

## Service Accessibility and Infrastructure

### Policy INF 1

#### Service Accessibility and Infrastructure

Development will be required to provide essential site service and communications infrastructure and demonstrate that it will support infrastructure requirements as set out in the Infrastructure Delivery Plan.

In order for Fylde to protect and create sustainable communities, proposals for development should:

- a) Make the most of existing infrastructure by focusing on sustainable locations with the best infrastructure capacity;
- b) Mitigate any negative impacts on the quality of the existing infrastructure as a result of new development;
- c) Where appropriate, contribute towards improvements to existing infrastructure and provision of new infrastructure, as required to meet the needs of the development;
- d) Where appropriate, demonstrate how access to services will be achieved by means other than the car, and where appropriate, demonstrate how the range of local social and community services and facilities available will be suitable and accessible for the intended occupiers or user(s) of the development; and

- e) In considering development proposals, it may be necessary to co-ordinate the timescales for delivery of development with the timescales for the delivery of infrastructure. For large development sites, which may be constructed over a number of years and by various developers, it will be necessary to ensure a co-ordinated and holistic approach to the delivery of infrastructure, especially drainage infrastructure through the requirement for site wide strategies which establish principles to be adhered to during the construction process.

The Council will work with Lancashire County Council to ensure the delivery of a new secondary school in Fylde during the lifetime of the Local Plan.

The Council will support the delivery of broadband in line with the Lancashire Broadband Plan and communications technology to all parts of the Borough and will encourage and facilitate its use in line with national policy.

### Justification

- 12.7** Whilst new infrastructure will be required to deliver the level of growth identified in the Local Plan, it is important that development is located and phased so that it makes the most efficient use of existing infrastructure. Development should be directed toward those settlements that have a good range of existing infrastructure and services before considering areas where there are deficits requiring investment and improvement. However, it is also important that improvements, such as telecommunications and broadband to serve new businesses, are identified and that the Local Plan helps make these improvements happen.
- 12.8** One way of tackling climate change is by creating sustainable communities. Dispersing services and work places over wide areas makes them difficult to serve with public transport. In addition, the rural nature of Fylde means that isolation from services is a particular concern.
- 12.9** To ensure Fylde's infrastructure capacity is maximised, development should be located where there is existing infrastructure capacity, wherever possible. Where infrastructure deficiencies exist, the Council is committed to achieving a consistent and co-ordinated approach to providing new or improved infrastructure through partnership working with providers, the development industry and other agencies and this is documented in the IDP.
- 12.10** A key infrastructure issue in Fylde is the capacity of the combined sewer network, mainly due to the amount of surface water that enters the system. There is further information on this issue in policy CL1 and also in the IDP that supplements this document.

## Developer Contributions

### Introduction

- 12.11** Co-ordination and funding of the delivery of new infrastructure and improvements to existing infrastructure is necessary to ensure that development does not place an unacceptable burden upon existing infrastructure. This will be achieved through the development and regular monitoring of the IDP, which will sit alongside and inform the Local Plan. The IDP identifies the infrastructure that will be required, to accommodate all of the proposed growth in the borough and when it should be delivered. Where possible, funding for delivery of the infrastructure is identified along with the delivery partners.
- 12.12** The Council is required to demonstrate that development proposed in the Local Plan can be supported by the necessary infrastructure. The Council is engaging with infrastructure providers to determine the key infrastructure capacity issues that impact upon Fylde.
- 12.13** The IDP has established the essential infrastructure that will be needed to help deliver all of the growth identified both within and outside the four Strategic Locations for Development, (see chapters 6 and 7). There are a number of infrastructure providers, including the utility services – water, sewerage treatment, electricity, gas and telecommunications. These bodies are required to co-operate with the Council on issues of common concern in strategic planning under the ‘duty to co-operate.’ Local public sector providers, including health and education, are supported by national government sources of funding but this is generally aimed at catering for existing demand plus some ‘natural’ growth and refurbishment / replacement programmes.
- 12.14** Increased infrastructure service demand associated with new development is generally provided and, or paid for by developers, subject to viability. The way new developments may be required to provide infrastructure through planning permissions is changing. The ‘developer contributions’ approach reaches separate individual legal agreements under Section 106 of the Planning Act. These contributions are also used to mitigate other adverse impacts of a development.
- 12.15** From April 2015 the Council’s ability to pool Section 106 payments has been restricted<sup>2</sup>. Regulation 123 imposes restrictions on the Council’s ability to secure developer contributions for mitigating infrastructure impacts through planning agreements. It is now only possible for a maximum of five planning agreements to be pooled to contribute to any one infrastructure item or infrastructure type. Larger scale major developments typically have larger and more concentrated impacts and so may necessitate site specific infrastructure such as schools, community facilities and junction improvements.
- 12.16** In securing such planning agreements on larger sites, the Council will apply the three statutory tests, set out in national policy and in Regulation 122 of the Community Infrastructure Levy Regulations, 2010 and repeated below; and avoid duplication with the CIL.
- a) Necessary to make the development acceptable

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<sup>2</sup> Under CIL Regulation 123

- b) Directly related to the development
- c) Fairly and reasonably related in scale and kind to the development

- 12.17** In February and March 2015, the Cabinet and Council respectively agreed to introduce a standard charge approach (the Community Infrastructure Levy or CIL), whereby a levy is charged on owners or developers carrying out built development so that they contribute to the costs of providing the infrastructure needed to support development of the area. The CIL is all about mitigating the impact of new development; it is not a shopping list of schemes. As part of the CIL, the Council will develop a Charging Schedule and prepare a Regulation 123 List of all of the infrastructure types and projects such as transport, education, leisure and health - that it is intended will be, or may be wholly or partly funded by CIL. Until the CIL is adopted, Section 106 agreements will continue to provide the mechanism for collecting developer contributions towards essential infrastructure.
- 12.18** The opportunity will be taken to secure funding through CIL and other possibilities to implement schemes for environmental enhancements, as outlined in the Council's draft Regeneration Framework, 2015 - 2032. The Council will support town and parish councils and community groups in the development of specific schemes to create or enhance the public realm.

### Developer Contributions

#### Policy INF 2

##### Developer Contributions

Subject to viability, development will normally be expected to contribute towards the mitigation of its impact on infrastructure, services and the environment and contribute towards the requirements of the community. Contributions may be secured through a planning obligation and through the Community Infrastructure Levy (CIL), at such time as the Council has prepared a Standard Charging Schedule.

The types of infrastructure that developments may be required to provide contributions towards include, but are not limited to:

- a) Utilities and Waste (where the provision does not fall within the utility providers legislative obligations);
- b) Flood risk management and coastal defences (including strategic flood defence measures and local flood risk management measures) and sustainable drainage measures (both on site and borough wide, including the retrofitting of sustainable drainage systems – SuDS);
- c) Transport (highway, rail, bus, and cycle / footpath / bridleway network and any associated facilities);

- d) Community facilities providing for the health and wellbeing, social, educational, spiritual, recreational, leisure and cultural needs of the community;
- e) The provision of a new / enhanced Local Service Centre at Whitehills and Warton, including land and buildings to accommodate new local retail centres to provide services and meet the daily needs of the local residents;
- f) Green Infrastructure – the network of natural environmental components and green and blue spaces (such as outdoor sports facilities, open space, including Fylde's coastline, Lancaster Canal, parks, allotments, play areas, enhancing and conserving biodiversity and management of environmentally sensitive areas);
- g) Climate change and energy initiatives through allowable solutions;
- h) Affordable housing;
- i) Public realm – the public realm needs to be designed appropriately, to reflect the character and appearance of an area, including landscaping, street furniture and materials and that it is appropriately managed and maintained so as to add to the quality and distinctiveness of the particular area.

Where appropriate, the Council will permit developers to provide the necessary infrastructure themselves as part of their development proposals, rather than making financial contributions.

Where a development is made unviable by the requirements of a planning obligation, the Council will have regard to appropriate evidence submitted by an applicant and consider whether any flexibility in the planning obligation is justified.

### Justification

**12.19** All development, regardless of size and scale, places additional demands on services and facilities, impacting on their ability to meet the needs of the community. The CIL will create a system which will pass the cost of infrastructure improvements on to those developments above 100 m<sup>2</sup> which are considered to be of a type viable to charge CIL. This will allow the Council greater autonomy over expenditure and ensure strategic infrastructure aims are met along with localised objectives.

**12.20** CIL was introduced in the Planning Act, 2008 (Part 11) and on 6<sup>th</sup> April 2010 CIL

Regulations were passed that enable Councils to apply CIL on new developments in their area. Regulations have also been passed, along with guidance on the 'meaningful proportion' to be applied to Neighbourhood Development Plans. The Localism Act has confirmed the role of CIL in developer contributions and has increased the flexibility of the CIL framework. The Council is investigating the preparation of a CIL Standard Charging Schedule and has undertaken a viability assessment to inform this process.

- 12.21** The introduction of a CIL charging schedule will not always remove the requirement for Section 106 planning obligations which will remain to be used in accordance with the tests set out within the CIL regulations and set out in paragraph 12.16. There may still be exceptional instances where a planning obligation is required to make a proposal acceptable, provided it meets the three statutory tests. Planning obligations are a key delivery tool, providing the opportunity to secure financial contributions which mitigate against the localised impacts of development which would otherwise render the proposal unacceptable in planning terms.
- 12.22 Performance Monitoring Indicator 13**, in Appendix 9, sets out a target / policy outcome to monitor the amount of developer contributions collected each year (as well as the actual implementation of infrastructure projects), to enable the Council to record the value of developer contributions collected.
- 12.23** The IDP identifies particular infrastructure requirements within the Borough that are needed to support the Local Plan and ensure delivery of sustainable communities. The CIL and Section 106 agreements will be vital in supporting the delivery of infrastructure, along with other funding streams. However, the Council recognises that there may be certain development proposals which would become unviable with the additional costs of a planning obligation and so the Council will weigh up the benefits of permitting the development with the impacts of allowing the development to proceed without requiring the full planning obligation and, where appropriate, may reduce the costs of the planning obligation required. In such a situation, the applicant will be required to provide a full financial appraisal and will be required to bear the cost of independent verification of this financial appraisal where necessary.

## Transport Provision

### Introduction

- 12.24** An effective and efficient transport system is essential to the economic prosperity of Fylde. The location and type of new development can influence, and be influenced by, the nature of travel patterns.
- 12.25** Fylde has a high rate of car ownership, reflecting both the relative buoyancy of the local economy and the need for personal transport in the rural areas which are less well served by public transport. The Council recognises that the existing road network needs upgrading and a significant proportion of its population is dependent on public transport.
- 12.26** Highways England is responsible for two main routes through the Borough, the M55 motorway and the A585(T), known as the Strategic Road Network.
- 12.27** Fylde is a two tier authority with Lancashire County Council (LCC) being responsible for the Local Highway Network and the production of the Local Transport Plan (LTP3) and its Implementation Plan. LTP3 was adopted in March 2011 and runs from 2011-2021. The LTP refers to the drafting of Highways and Transport Masterplans.
- 12.28** The Fylde Coast Highways and Transport Masterplan, went out for consultation in January and February 2015 and is expected to be adopted this Autumn. The Masterplan includes a number of

priority highway schemes, together with public transport initiatives, that will need to be delivered to overcome existing traffic congestion and to accommodate all of the growth planned in the Fylde Coast to the year 2032. It provides a transport evidence base to inform future highways and transport strategy development; it is the basis for future decisions on infrastructure planning and strategic priorities for the area, including improving public transport; and includes measures seeking to reduce car dependency and the need to travel.

- 12.29** The Blackpool North railway line to Preston; the network of quality bus services focused on the urban area; and Blackpool Airport, mean that Fylde is relatively well connected. There are, however, deficiencies in the transport network as the Strategic Road Network is affected by traffic congestion at peak periods and there is poor public transport provision in some rural areas. The infrequency of trains on the South Fylde railway line is an ongoing concern, as is the lack of a direct link to Blackpool North station on this line. The South Fylde Line Community Rail Partnership, of which Fylde Council and LCC are members, seeks to increase patronage and revenue and help secure the long term future of the line and help the case for future investment.
- 12.30** Blackpool Airport has seen a decline in passenger numbers in recent years although it still operates flights to and from the Isle of Man. The airport has a potential role in catering for inward traffic as the visitor economy develops in Blackpool and Fylde. Blackpool Airport is expected to play an important role in supporting Lancashire's economy, both the direct and indirect jobs it supports and by supporting the visitor economy and through business connectivity. Links to the public transport network (train, tram and bus routes) are not yet fully exploited, with no direct bus link to Blackpool North station and relatively poor access to nearby Squires Gate station or Starr Gate Tram terminus.

### **The Strategic and Local Highway Network**

- 12.31** The Fylde-Blackpool Periphery Strategic Location for Development has good access to junction 4 of the M55 and to the A583, while links to St Annes and Lytham will be improved by the construction of the **M55 Junction 4 to Heyhouses (St Annes) Link Road**, which will be funded by means of contributions from developers, from Fylde Council and through the Growth Deal. The Link Road will provide a direct north / south route across the Moss linking the M55 motorway and St Annes. Planning permission for the link road was granted by the Secretary of State in 2012, as part of the proposed Queensway residential development, north of St Annes (strategic site HS1).

### **Highway schemes in the adopted Central Lancashire Highways and Transport Masterplan**

- 12.32** Proposals for a new dual carriageway link road - **the Preston Western Distributor Road** - and a **new junction 2 onto the M55** west of Broughton were included in the Central Lancashire Highways and Transport Masterplan, which was adopted in March 2013. The new Distributor Road will be in Preston, but it will improve access to and from south Fylde.
- 12.33** The new Preston Western Distributor Road will connect the M55 near Bartle in the north to the A583 / A584 junction at Clifton in the south. The new junction 2 on the M55 will be located wholly within the boundary of Preston City Council. The new Preston Western Distributor Road, together with the new railway station at Cottam Parkway, will greatly improve access to the Enterprise Zone at Warton, which is currently poorly linked to the strategic highway network. In addition,

the new Distributor Road will support new housing development in north west Preston and ease existing congestion on the local highway network and on the motorway at the Broughton junction with the M6 (Junction 32).

- 12.34** Fylde Council supports these proposals and will work with LCC to ensure these major schemes facilitate improvements to the road network. The proposed timetable suggests that the **East-West Link Road** through the new housing development in north-west Preston will open by Spring 2017. Work will begin in 2017 on the Preston Western Distributor Road and the **Cottam Link Road** and both roads will open in 2019. The Preston, South Ribble and Lancashire City Deal is key to the delivery of the Preston Western Distributor Road.

#### Highway schemes in the Draft Fylde Coast Highways and Transport Masterplan

- 12.35** The draft Fylde Coast Highways and Transport Masterplan, January 2015 included reference to the M55 to Norcross Link Road (i.e. the Blue Route), the route of which traverses land in both Fylde and Wyre. Fylde Council considers that the Blue Route should be safeguarded. The draft Masterplan suggested safeguarding the middle section only, i.e. A588 Breck Road to A586 Garstang Road; and not to continue safeguarding the section running through Fylde. The Roads Investment Strategy, announced by Central Government includes improvements to the stretch off highway running from Windy Harbour to Skippool.

#### Strategic Highway Improvements

##### Policy T1

##### Strategic Highway Improvements

Land within Fylde Borough is proposed for part of the route of the **Preston Western Distributor Road** which will link up to a new **junction 2 on the M55**, and the **Cottam Link Road** as shown on the Policies Map. Planning permission will not be granted for any development in Fylde that would prejudice the construction of these roads.

The delivery of the following strategic highway improvements within Fylde will be supported:

- a) The M55 (Junction 4) to Heyhouses (St Annes) Link Road;  
and
- b) The M55 (Junction 3) to Norcross Link Road (i.e. the Blue Route).

#### Justification

- 12.36** The Local Plan identifies improvements to Fylde's strategic and local highway network, in accordance with the initiatives and projects identified in the Fylde Coast Highways and Transport Masterplan and the Central Lancashire Highways and Transport Masterplan.
- 12.37** Proposals for new roads and for strategic highways improvements will need to comply with the requirements of policy GD7 Achieving Good Design in Development, policy ENV1 on

landscape and policy ENV2 on biodiversity. The Council will work with LCC, as the Highway Authority, to minimise landscape, biodiversity, drainage, severance and noise impacts. There will be a commitment to environmentally sensitive design, mitigation and habitat re-provision.

### Blackpool Airport

- 12.38** Blackpool Airport represents both a commercial and leisure flight facility, and also provides an economic and retail hub. It provides a base for private aircraft, the North West Air Ambulance, helicopter flights to service off-shore rigs and pleasure flights. The Blackpool Business Park and Squires Gate Retail Park have been developed on disposed airport land. The majority of the residual airport land is designated as Green Belt and this will be safeguarded. However, there is sufficient land within the airport complex outside the Green Belt to facilitate further airport operational development.

#### Policy T2

##### Blackpool Airport

The open lands of the airport identified on the Policies Map will be safeguarded from non-airport related development and the continuing operation and viability of the airport as a sub-regional facility will be supported.

Further development required in relation to the operation of Blackpool Airport including Centrica's heliport, or development of ancillary leisure uses, will be located in the areas outside the Green Belt identified on the Policies Map, unless there are overriding operational requirements that constitute very special circumstances and which justify development in the Green Belt.

The Council will support improvements to surface access (public transport) to Blackpool Airport from surrounding areas and other transport nodes, in accordance with the Airport Surface Access Strategy.

Blackpool Airport, including Centrica's heliport will be consulted on all developments within the Airport Safeguarding Zone shown on the Policies Map.

Blackpool Airport will be consulted where appropriate, on proposed development within the Borough.

### Justification

- 12.39** Blackpool Airport is of sub-regional importance, in terms of the Fylde Coast and this is recognised in policy T2, which seeks to support its continued operation.
- 12.40** The majority of the residual airport lands are designated as Green Belt in order to retain the separation between Blackpool and St Annes. The Council will safeguard these in the interests of the Airport and the Green Belt. Sufficient land within the Airport complex has been omitted from the Green Belt to facilitate further airport operational development. A Surface Access Strategy has been developed to integrate public transport to and from the airport.

- 12.41** Certain civil aerodromes including Blackpool Airport are officially safeguarded through Circular 1/2003 – “Safeguarding Aerodromes, Technical Sites and Military Explosive Storage Areas.” This is necessary to ensure that their operation and development are not inhibited by buildings, structures, erections or works which would infringe protected surfaces, obscure runway approach lights or have the potential to impair the performance of aerodrome navigation aids, radio aids or telecommunication systems; by lighting which has the potential to distract pilots; or by developments which have the potential to increase the number of birds or the bird hazard risk. The maps showing the safeguarded areas are certified by the Civil Aviation Authority.
- 12.42** The Government launched the General Aviation Strategy on 28<sup>th</sup> March 2015, which was the culmination of work that began with the General Aviation Red Tape Challenge, intended to de-regulate and stimulate this sector. The research into the economic value of General Aviation found that it adds £3 billion of Gross Value Added (GVA) to the UK economy and offers significant benefits to local economies and connectivity. To tie in with the launch of the General Aviation Strategy, the Department for Communities and Local Government published updated planning guidance on aerodromes. The aviation guidance highlighted it was important that the planning sector ensures that proposed changes of use do not negatively affect the viability of the aerodrome operation, and that proposed necessary developments are enabled to secure the on-going future and potential of the aerodrome as a local and national resource (paragraph 41 of the updated guidance, 2015).
- 12.43** The updated aviation guidance on aerodromes emphasized the need for planning authorities to be alert to the extent to which the rapid removal and sale of assets at an aerodrome could adversely affect the potential for bringing it back into operation. The guidance reminds planning authorities that a working or former aerodrome could be put forward for consideration proposed as a site for mixed use development (paragraph 17 of the Framework) that includes continuing, adapting or restoring aviation services in addition to other uses (paragraph 45 of the updated guidance, 2015). The guidance also requires planning authorities to have regard to the extent to which an aerodrome contributes to connectivity outside the authority’s own boundaries, working together with other authorities and Local Enterprise Partnerships as required by the Framework (paragraph 46 of the updated guidance, 2015).
- 12.44** The guidance stipulates that any change of use from its role as an airfield should only be permitted after the planning authority has fully considered the extent to which the aerodrome has contributed to connectivity outside its own boundaries. In addition, options should be explored such as mixed use developments, allowing aviation to be continued, developed or adapted alongside other land uses (paragraph 47 of the updated guidance, 2015). Planning authorities should consider encouraging owners of airports who intend that there should be a final closure and cessation of business to complete full and proper consultation, and implement a cooling off or review period in which demolition, asset sale or other disposal of key airport equipment does not take place (paragraph 48 of the updated guidance, 2015).

- 12.45** All planning applications within the Airport Safeguarding Zone shown on the Policies Map will be the subject of consultation with the operator of the airport. The Airport Safeguarding Zone around Blackpool Airport, incorporates Centrica's heliport. Elsewhere in the Borough, buildings over a certain height will also be the subject of consultation. There may be restrictions on the height or detailed design of buildings or on development which might create a bird hazard.

#### Enhancing Sustainable Transport Choice

- 12.46** The enhancement of sustainable transport options is essential to help deliver sustainable development. Locating development in accessible locations will reduce trips and thus reduce air pollution. Perceptions of travel options need to be managed if reducing the need to travel and encouraging a modal shift away from car use to public transport, are to be achieved over the plan period. **Performance Monitoring Indicator 14**, in Appendix 9, sets out a target / policy outcome to record the percentage use of different modes of transport, by assessing the annual method of travel to work data to ascertain if there has been a modal shift away from car use.
- 12.47** Another key ingredient is the need to deliver reliable public transport services in order that public confidence in alternative transport choices increases. The need to join the different transport modes and co-ordinate times and routes will ensure a comprehensive and coherent sustainable transport network.
- 12.48** Transport Statements or Assessments should be submitted in support of major developments and any other proposals which would have significant transport implications. Travel Plans can be another tool in changing perceptions and reducing the need to travel and they will need to be monitored to ensure that they are acted upon.
- 12.49** High quality, safe cycle, footpath and bridleway networks are essential to reducing the number of short car journeys, reducing emissions and improving health and fitness. Walking and cycling are encouraged as sustainable alternatives to the private car. Improvements to the safety and attractiveness of the public realm and pedestrian and cycle routes which link housing to local services and employment opportunities will promote this transport shift.

#### Rail Travel

- 12.50** The Preston to Blackpool North railway line is scheduled to be electrified by 2016 and will include track and signal enhancements, leading to greater capacity and service reliability. The rationalisation of existing lines is currently being investigated by Network Rail as part of providing a 'pendolino' service between Blackpool North and Preston.
- 12.51** SINTROPHER (Sustainable Integrated Tram-Based Transport Options for Peripheral European Regions) is a European five-year project focused on promoting new or improved tram services, linked to national rail systems or regional airports, as a way into and out of disadvantaged EU regions. It is funded through the EU's Inter-regional Cooperation Programme INTERREG. The Fylde Coast is one of five regions where the project is evaluating available options, such as connecting the existing tramway to the railway at Blackpool North, as well as the South Fylde line. A light rail link to Blackpool North Station is the preferred scheme. The project could cost £15-16m, and could include Major Scheme Funding. There would also need to be 25% funding from local

contributions. SINTROPER will assess options for the introduction of new tram / trains (i.e. tram, extension to St Annes utilising the heavy rail network) and or light weight diesel or electric trains on the South Fylde Line. Partnership working will help develop a business case for the improvement of the service.

- 12.52** Through an extension to the original SINTROPER project, LCC has been able to secure further funding to carry out a specific South Fylde Line Study to look at the future role of the South Fylde Line and how it can be enhanced, including the best way to enhance the role of the line in providing a southern gateway to Blackpool and to establish what the most viable and cost effective way of linking the South Fylde Line and the Blackpool Tramway would be and what benefits such a link would bring. Part of the South Fylde Railway Line is designated as a biological heritage site (BHS 33SW02), which is covered under policy ENV2 (Biodiversity) in chapter 14.
- 12.53** The draft Fylde Coast Highways and Transport Masterplan, January 2013, also refers to a North Fylde Line Stations Viability Study. **Performance Monitoring Indicator 15**, in Appendix 9, sets out a target / policy outcome of a net increase in the numbers of passengers using the Fylde Railway Network over the course of the plan period.

### Enhancing Sustainable Transport Choice

#### Policy T3

#### Enhancing Sustainable Transport Choice

In order to secure the long term future viability of the Borough and to allow for the increased movement of people and goods expected, the Council will work with neighbouring authorities and transport providers to improve accessibility across the borough, improve safety and quality of life for residents and reduce the Borough's carbon footprint. Over the Local Plan period the Council will work with the Highway Authority, Highways England, Network Rail and transport providers to seek to:

- a) Improve community health and wellbeing by providing alternative means of transport such as walking and cycling. This should be achieved through protecting and enhancing the existing public rights of way network; the provision of additional footpaths, cycleways and bridleways, where appropriate; and safeguarding land for the provision of a continuous footpath, cycleway and bridleway network along Fylde's coastline and access to the coast;
- b) Reduce the environmental impact of transport through suitable mitigation and design;
- c) Reduce transport emissions, such as carbon dioxide and other greenhouse gases, by encouraging greater usage of public transport facilities;

- d) Reduce congestion in the Key Service Centres of Lytham, St Annes and Kirkham to promote competitiveness and enhance the tourism economy;
- e) Prepare and actively promote travel plans for all new developments which generate significant amounts of movement, including both employment and residential;
- f) All planning applications for developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment, prepared in accordance with the Planning Practice Guidance;
- g) Improve public transport to rural parts of the Borough and, where appropriate, support and implement innovative rural transport initiatives and support the shift towards new technologies and fuels by promoting low carbon travel choices and encouraging the development of ultra-low carbon / electric vehicles and associated infrastructure;
- h) Provide improved pedestrian, disabled, cycling and public transport access to and from Kirkham and Wesham Railway Station;
- i) Improve and upgrade the North Fylde Railway Line and the South Fylde Railway Line; and
- j) Integrate different modes of transport, to ensure a comprehensive and coherent sustainable transport network.

### Justification

- 12.54** There are opportunities within Fylde to improve the provision for cyclists and pedestrians. Further improvement is required to provide safe and convenient paths and pavements in urban, suburban and rural areas. For many journeys, cycling offers an alternative mode of transport to the car. Traffic on main roads discourages cycling but a growing network of cycle routes with both on-road lanes and off-road cycleways (such as those along canal towpaths) can make cycle journeys safe and convenient.
- 12.55** The draft Fylde Coast Highways and Transport Masterplan, January 2015 proposes the creation of a Fylde Coast Cycle Network which will build on work already undertaken between Fleetwood and Starr Gate and in St Annes, as well as the Blackpool Explorer routes and initiatives that are underway such as Blackpool Green Corridor initiatives. Key to the network will be the completion of the Fylde Coastal Way, which will ultimately be part of a high standard multi-user route linking the Guild Wheel to the (Morecambe) Bay Cycle Way. Whilst much of this route is already off-road, LCC will work towards ensuring that the whole length of the Way is a family-friendly, long distance route, suitable for all users.
- 12.56** The Climate Change Act, 2008 commits the UK to an 80% reduction in carbon emissions by 2050. In order to help meet this target, Fylde has an obligation to reduce carbon emissions caused by transport. Policy T3 seeks to address the transport carbon footprint by encouraging public transport use, improved transport facilities, low carbon transport infrastructure and walking and cycling wherever possible. **Performance Monitoring Indicator 14**, in Appendix 9, sets out a target

/ policy outcome of a reduction in road traffic congestion through modal shift away from car use to alternative forms of transport. This will be measured by the percentage use of different modes of transport, i.e. by assessing the annual method of travel to work data.

### Parking Standards

**12.57** The Framework (paragraph 39) encourages Councils to set local parking standards for residential and non-residential development, taking into account:

- the accessibility of the development;
- the type, mix and use of development;
- the availability of and opportunities for public transport;
- local car ownership levels; and
- an overall need to reduce the use of high emission vehicles.

Councils should only impose local parking standards for residential and non-residential development where there is clear and compelling justification that it is necessary to manage their local road network.

#### Policy T4

##### Parking Standards

Car parking should, wherever possible, be provided on site so as to ensure there is no detrimental effect on highway safety.

A flexible approach to the level of car parking provision will be applied, dependent on the location of the development concerned.

The Council will prepare a Supplementary Planning Document (SPD) on parking standards, alongside the submission version of the Local Plan, which will set out local minimum standards which will need to be applied to all new developments in Fylde.

### Justification

**12.58** The Council is aware of the need to manage car parking on all new developments. Local circumstances need to be taken into account when setting local parking standards. The standards set will be for the provision of the minimum number of parking spaces on a site.

## **CROSS CUTTING THEMES IN CHAPTER 12:**

### **Promoting Health and Wellbeing**

Well planned transport infrastructure can provide better walking and cycling facilities, more efficient interchange between modes of transport benefiting health and wellbeing. Walking and cycling are good forms of exercise increasing cardio-vascular activity and reducing the risk of heart related diseases. There are lottery funded 'cycling for health' schemes in Fylde.

### **Achieving Good Design**

High quality design of new infrastructure and the expansion and integration to existing infrastructure can make places more accessible and functional. The layouts of new developments should be designed to include safe and secure pedestrian routes and cycleways linking with local services, including public transport connections, so as to enable necessary longer trips.

### **Sustainability**

The UK Sustainable Development Strategy "Securing the Future" sets out five 'guiding principles' of sustainable development three of which are applicable to this chapter: living within the planet's environmental limits; ensuring a strong, healthy and just society; and achieving a sustainable economy.

### **Equality**

Improving transport infrastructure and accessibility to such infrastructure reduces the number of trips and provides alternative forms of transport to the car including walking, cycling and public transport.

In terms of equality, the planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities. Local planning authorities should create a shared vision with communities regarding the residential environment and facilities they wish to see. To support this, local planning authorities should aim to involve all sections of the community in the development of the Local Plan (the Framework, paragraph 69).

### **Viability**

Pursuing sustainable development requires careful attention to viability and costs in plan-making and decision-taking. The plan should be deliverable. Therefore, the sites and the scale of development identified in the plan should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable (the Framework, paragraph 173).

Where practical, Community Infrastructure Levy charges should be worked up and tested alongside the Local Plan. The Community Infrastructure Levy should support and incentivise new development, particularly by placing control over a meaningful proportion of the funds raised with the neighbourhoods where development takes place (the Framework, paragraph 175).

It is important to ensure that there is a reasonable prospect that planned infrastructure is deliverable in a timely fashion. To facilitate this, it is important that local planning authorities understand district-wide development costs at the time Local Plans are drawn up. For this reason, infrastructure and development policies should be planned at the same time, in the Local Plan (the Framework, paragraph 177).

### Strategic Objectives

The following strategic objective is achieved in this chapter on infrastructure, service provision and transport

Objective 3: To make services accessible.

## Chapter 13: Water Resource Management, Flood Risk and Addressing Climate Change

### Climate Change

#### Introduction

- 13.1** There is a growing body of scientific evidence to suggest that climate change is happening. While climate change is recognised as a global phenomenon, its consequences will be felt at the local level from the associated impacts of increasing temperatures, rising sea levels and extreme weather conditions.
- 13.2** Fylde's low lying coastal area will be susceptible to the effects of sea level rise and coastal flooding and the Borough will face increasing risk from river and surface water flooding connected to extreme weather patterns.
- 13.3** Landscape and biodiversity could be eroded as flora and fauna are put under increasing pressure and some species and habitats could be lost where they are unable to adapt quickly to changing conditions.
- 13.4** The potential impacts of climate change will also present a unique challenge for the local economy. Tourism accounts for one in ten jobs in Fylde and climate change could lead to potential tourism gains and losses. Extreme weather patterns could also lead to a redistribution of agriculture and impact on the rural economy. There are also wider economic gains and losses connected to climate change mitigation and adaptation. Mitigation relates to reducing the impact of human activity on the climate, primarily through reducing greenhouse emissions. Adaptation relates to adjustments to natural or human systems in response to climatic factors, including changes in rainfall and rising temperatures, which moderate harmful or exploit beneficial opportunities.
- 13.5** It is likely that the effects of climate change will be felt disproportionately by those most vulnerable in society. Fylde has an ageing population and extreme weather conditions, such as heat waves or prolonged cold weather, could create potential health problems.
- 13.6** The Government has made a long term commitment to tackle climate change. The introduction of the Climate Change Act, 2008 sets a legally binding target of at least 34% reduction in greenhouse gas emissions by 2020 and 80% by 2050. The Act also created a framework for climate change adaptation, with the production of the first National Climate Change Risk Assessment, in 2012.
- 13.7** The Planning Act, 2008 introduced the requirement for development plans to include policies designed to ensure that development contributes to the mitigation of and adaptation to climate change.
- 13.8** The Framework encourages Councils to adopt policies that support the government's transition to a low carbon economy. To achieve this, the planning system should adopt proactive policies to mitigate and adapt to climate change.

- 13.9** To achieve this locally, managing climate change is a cross cutting theme that runs across the Local Plan. This chapter refers, in particular, to flood risk and water resource management and district heating systems.

## Water Resource Management and Flood Risk

### Introduction

- 13.10** Fylde's water resources include the coast, the internationally important Ribble Estuary, rivers, streams, canals and ponds. They are vital natural resources that provide wildlife habitats and play a key role in recreational activity. In recognition of the importance of water as a natural resource, the European Water Frameworks Directive was issued in 2000. Its purpose is to establish a framework for the preservation and improvement of the water quality of inland surface waters, transitional and coastal waters and groundwater. The overriding objective of the Directive is for all coastal, surface and ground waters to achieve 'good' ecological status by 2015.

### Marine Management Organisation

- 13.11** The Marine Management Organisation (MMO) was established following the Marine and Coastal Access Act 2009. As the marine planning authority for England the MMO is responsible for preparing marine plans for English inshore and offshore waters. The EU Directive on marine spatial planning (2014/89/EU) requires marine spatial plans to be in place before 31<sup>st</sup> March 2021. At its landward extent, a marine plan will apply up to the mean high water springs mark, which includes the tidal extent of any rivers. The MMO is also responsible for issuing marine licences under the Marine and Coastal Access Act, 2009. Amongst other things, a marine licence may be needed for activities involving the construction, alteration or improvement of any works, dredging, or a deposit or removal of a substance or object below the mean high water springs mark or in any tidal river to the extent of the tidal influence.
- 13.12** Alongside marine licences, the MMO also issues consents under the Electricity Act, 1989 (as amended), for offshore generating stations between 1 and 100 megawatts. They are also the authority responsible for processing and determining harbour orders and for granting consent under various local Acts and orders regarding harbours.
- 13.13** The UK Vision for the marine environment, set out in the Marine Policy Statement is for: "*clean, healthy, safe, productive and biologically diverse oceans and seas*". The Government designated the Fylde Marine Conservation Zone on 12<sup>th</sup> December 2013. The Conservation Zone was designated to conserve the broad-scale marine habitat sub-tidal sand.

### Sources of Flood Risk

- 13.14** The sources of flood risk are set out below:
- **Pluvial Flooding** – Occurs when an extremely heavy downpour of rain saturates the urban drainage system and the excess water cannot be absorbed.
  - **Groundwater Flooding** – Occurs when heavy or prolonged rainfall makes the level of water underground rise above its natural surface.

- **Flooding from Ordinary Watercourses** – Happens as a result of water overflowing from small streams, brooks and ditches channels.
- **Main River Flooding** – Results from water levels exceeding the bank level of a river.
- **Coastal Flooding** – Results from Sea or Estuary breaching flood defence measures or sea levels exceeding the level of the shore.

### Summary of Flood Risk Management Authorities responsibilities in Lancashire

**13.15** The following authorities and organisations are responsible for flood risk management in Lancashire.

- Environment Agency – manages flood risk from Main Rivers and the Sea and has strategic overview role for local sources of flooding and reservoirs.
- Lancashire County Council (Lead Local Flood Authority and Highways Authority) – is responsible for dealing with surface water flooding, groundwater flooding, highway flooding, ordinary watercourses and reservoirs, powers to undertake works on ordinary watercourses and have powers to designate structures and features that affect flooding or coastal erosion; and managing roads to ensure that flooding does not represent a nuisance to road users (See Table 6 below).
- Fylde Council is a coast protection authority and has powers to perform such duties in connection with the protection of land in their area as are conferred or imposed by the Coast Protection Act 1949. The Coast Protection Act is administered by the Department of the Environment, Food and Rural Affairs and is broadly intended to allow coastal authorities to carry out capital works, whilst routine maintenance and general husbandry of the coast is regarded as a non-statutory local function.
- Water Companies – manage flood risk from sewers and water transfer infrastructure.
- Internal Drainage Boards – are independent public bodies responsible for managing water levels in low-lying areas.

Table 6: Roles and Responsibilities of Flood Risk Management Authorities				
	Environment Agency	County Council	Water Companies	Fylde Council
	Strategic overview role.	Lead Local Flood Authority and Highways Authority for the administrative area.	Manage flood risk from sewers and reservoirs.	Powers to perform such duties in connection with the protection of land as conferred or imposed by the Coast
Main River Flooding	✓			
Coastal Flooding	✓			
Surface Water Flooding		✓		

Groundwater Flooding		✓		Protection Act, 1949.
Highway Flooding		✓		
Ordinary Watercourses		✓*		
Flooding from Sewers			✓	
Reservoirs	✓**	✓**	✓**	

\* Watercourses are managed by the Lead Local Flood Authority.

\*\* Reservoirs are largely owned by the Water Companies who are fundamentally responsible for their management. The EA is responsible for regulating reservoirs, and the Lead Local Flood Authority’s Emergency Planning Team has the responsibility for their risk assessment.

Source: Environment Agency, 2014

## Flood Risk Management Plan

- 13.16** The Environment Agency and Lead Local Flood Authorities have prepared a joint draft Flood Risk Management Plan, for consultation in October and November, 2014, for the North West River Basin District. A final version is scheduled for completion in December 2015.

## Strategic Flood Risk Assessment

- 13.17** The Level 1 Strategic Flood Risk Assessment for Fylde, 2011 provides an assessment of current and future levels of flood risk in the Borough. Flooding from rivers and coastal waters is a natural process that is difficult to prevent, although incidences can be reduced by building flood defences. However, some human activities contribute towards an increase in the likelihood and adverse impacts of flood events, such as building in the floodplain. Climate change also plays a major role in flood risk. Sea levels are rising at an increasing rate and UK winters are predicted to become milder and wetter, with summers becoming hotter and drier. These factors will lead to increased and new risks of flooding. Through the Local Plan, the Council has a key role in water management and reducing the impacts of flooding.
- 13.18** The Strategic Flood Risk Assessment for Fylde, 2011 demonstrates that the catchments of two main rivers, the Ribble and Wyre, define the main hydrological influences of Fylde and that parts of these catchments are tidally influenced. Flood Risk Zone 2 comprises land at moderate risk of flooding from rivers and sea, whilst Flood Risk Zone 3 comprises land at high risk of flooding from these sources.

### The Fylde Peninsula Water Management Group

- 13.19** The Fylde Peninsula Water Management Group was set up in 2011 as a partnership between the Environment Agency, United Utilities, Blackpool, Fylde and Wyre Councils, LCC and Keep Britain Tidy. The partnership looks at three aspects of water management:

1. Improve coastal defence;
2. Improve the quality of beaches and bathing waters; and
3. Reduce the risk of surface water flooding.

The aim of the partnership is to tackle these issues and the partnership provides the opportunity to use collective expertise and resources in the most efficient way.

### The Making Space for Water Group

- 13.20** The Making Space for Water Group, comprising Fylde Council, United Utilities, the Environment Agency and LCC, also intends to tackle local flooding issues through collaborative partnership working and funding.

### Flood Alleviation, Water Quality and Water Efficiency

#### Policy CL1

#### Flood Alleviation, Water Quality and Water Efficiency

Planning decisions should follow the sequential, risk-based approach to the location of development, as required under paragraph 100 of the Framework.

All new development is required to minimise flood risk impacts on the environment and mitigate against the likely effects of Climate Change on present and future generations.

This will be achieved by:

- a) Ensuring that development incorporates the most sustainable form of managing surface water, subject to the requirement for approval from the drainage authority. This will be expected to be investigated and confirmed as part of any planning application submission. It will be necessary to attenuate any discharge of surface water through the incorporation of sustainable drainage systems (SuDS). This would be greenfield run-off rate on greenfield sites. On previously developed land, surface water betterment will be expected. The preference will be for no surface water to discharge to the public sewer, directly or indirectly, if more sustainable alternatives are available. The priority options for the management of surface water are set out in detail in the Infrastructure Delivery Plan.
- b) Supporting the retrofitting of SuDS in locations that generate surface water run-off.

- c) Improving water efficiency standards by minimising the use of potable mains water in new development and incorporating measures to recycle and conserve water resources.
- d) Ensuring that new development is directed away from areas at high risk of flooding and incorporating appropriate mitigation against flooding in areas of lower risk.
- e) Ensuring that watercourses, which require watercourse consent, that are important habitats for water voles and other species, are protected from encroachment and adverse impacts and that water quality is maintained and improved.
- f) Seeking to maximise the potential of Green Infrastructure within developments to contribute to flood relief.
- g) Ensuring that new development does not adversely affect the quality of surface and groundwater and where possible contributes towards improving it.
- h) Ensuring there is no risk of pollution to controlled waters from land contamination on previously developed sites.
- i) Ensuring that the layout of new sea defences and coastal protection measures are of an appropriately robust design and are fit for purpose.

Developer contributions will be required for the provision and maintenance of SuDS, where this is not provided as part of the development. Contributions will be made through Section 106 agreements or the Community Infrastructure Levy (CIL), as set out in policy INF2.

Developer contributions will be required for the repair or replacement of the sea defences and coastal protection measures and the maintenance of the sand dunes system. Developer contributions will be made through the CIL.

## Justification

### Sequential approach to the location of development

- 13.21** In accordance with paragraph 100 of the Framework, inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk. The application of the Sequential Test will be required, the aim of which is to steer development to areas with the lowest probability of flooding. If, following application of the Sequential Test, it is not possible for the development to be located in zones with a lower probability of flooding, the Exception Test can be applied if appropriate. There is more information on these tests in paragraphs 101 and 102 of the Framework, and in the Planning Practice Guidance.

- 13.22 Performance Monitoring Indicator 16**, in Appendix 9, sets out a target outcome to minimise the amount of inappropriate development in Flood Zones 2 and 3 and to record the number of planning applications granted permission for inappropriate development in these Flood Zones.

### Managing surface water

- 13.23** Surface water flooding occurs when rainwater does not drain away through the normal man-made drainage systems or soak into the ground, but lies on or flows over the ground. Surface water run-off, including run-off from agricultural land, can pollute watercourses. In addition, the amount of surface water that enters the sewer network during storm surges can cause spillage into the Ribble Estuary and the sea. There are sewer capacity deficiencies in some parts of the Borough, particularly at Lytham and St Annes. Fairhaven and Lytham wastewater pumping stations are spilling in excess of the amount that can be spilled without serious contamination of the bathing water during the bathing season, as are pumping stations in Blackpool and Preston. These factors have a detrimental impact on bathing water quality at St Annes and Blackpool. Under the requirements of the revised Bathing Waters Directive, signs will be required on the beaches providing information on bathing conditions. This could potentially have a detrimental impact upon tourism at St Annes and Blackpool.

- 13.24** It is crucially important that surface water from new development does not enter the watercourses, drainage and sewer networks. Surface water from new developments can be discharged into an ordinary watercourse subject to an approved Land Drainage Consent from LCC. There is an emerging national hierarchy in which surface water run-off is to be discharged:

Surface water should be dispersed into the following in order of hierarchy:

- i) Discharge into the ground (infiltration), or where not reasonably practicable;
  - ii) Discharge to a surface water body, or where not reasonably practicable;
  - iii) Discharge to a surface water sewer, highway drain or another drainage system, or where not reasonably practicable;
  - iv) Discharge to a combined sewer.
- 13.25** Development proposals should robustly demonstrate how foul and surface water will be dealt with by the submission of a drainage strategy accompanying the planning application. In terms of improving bathing water quality, the requirements of policy CL1 aim to be consistent with the Fylde Coast 'Improving our Bathing Water Action Plan', as commissioned by the Fylde Peninsula Water Management Group. The aim is for surface water run-off rates and volumes to be reduced from those that existed prior to development taking place. For previously developed land, there is the opportunity to reduce rates to below pre-development rates. Implementing these measures will ease the pressure on receiving sewers and watercourses during heavy rainfall, which will reduce flood risk and the frequency of spills.
- 13.26** It is a clear priority of the council that development should not discharge to public sewerage system, directly or indirectly, where alternatives are available. In some circumstances, however, discharge to public sewer, directly or indirectly, may be the only option. In those circumstances, a contribution may be requested to retrofit / divert surface water elsewhere in the borough to negate the impact of discharging surface water to the public sewer. The applicant will also be

expected to mitigate the impact of surface water discharge to the public sewer through landscaping schemes and other measures, which will include maximising the use of permeable surfaces and grey water and rainwater harvesting measures.

- 13.27** The Framework states that Councils should promote the use of Sustainable Drainage Systems (SuDS) for the management of surface water run-off. The incorporation of SuDS has been a legal requirement since 2014. SuDS involves creating channels and ditches as part of new development proposals so that surface water can drain away naturally. The Floods and Water Management Act also places responsibilities on Councils to assess SuDS as part of their wider remit for flood and pollution control. The Fylde Peninsula Water Management Group has commissioned a project to consider how the retrofitting of SuDS could be implemented on the Fylde Coast, so as to reduce the impacts of urban drainage flooding and sewer spillages across the Fylde Coast. The Local Plan supports such projects and seeks to incorporate opportunities to maximise biodiversity into flood defences and SuDS wherever possible.
- 13.28** There are also drainage problems in parts of the rural areas which are causing agricultural land to flood. In south Fylde there are few watercourses and the flat topography of the landscape makes it difficult for water in the watercourses to flow. This can result in flooding after heavy rainfall. This is a particular issue at the east of Lytham where Liggard Brook and Main Drain discharge into the Ribble Estuary. This reinforces the imperative that surface water run-off from new development is managed through SuDS, rather than discharging into the Borough's watercourses. In addition, the Environment Agency is reviewing its assets at the east of Lytham through the development of the East Lytham Strategy, and this is expected to reduce the risk of surface water flooding in that area. Farms also have an important role to play in flood risk management, e.g. the use of farmland for wetland or flood storage.
- 13.29** LCC is the Lead Local Flood Authority managing local flood risk including surface water, groundwater, and rivers or streams that are not main rivers. It is supported by the Environment Agency, United Utilities and Fylde Council. LCC is coordinating the preparation of Surface Water Management Plans for all the districts of Lancashire, and these will set out further measures for the management of surface water. LCC issued 'Sustainable Drainage Systems – Local Specifications, Standards and Policies' for consultation in May 2015.

### Water Efficiency

- 13.30** Improving water efficiency will reduce the volume of wastewater generated from development, which can contribute towards a reduction in the flow in the sewer system and hence a reduction in the number of spills. It is important to ensure that new developments achieve the minimum standards for potable (drinking) water efficiency. There is scope to collect rainwater to be used within buildings, as well as re-use of 'grey' water (that was previously used for washing purposes) for watering gardens and other landscaped areas.

### Flood Alleviation

- 13.31** The most appropriate approach to managing flood risk is to direct development away from areas of high flood risk. Where this is not possible (having followed the 'sequential' and 'exception' tests set out in the Framework) the development should provide wider sustainability benefits, be on previously developed land and be able to demonstrate that the site/area will be safe and will not

increase flood risk elsewhere. Any site proposed for development in high flood risk areas will need to be subjected to more detailed risk assessment.

### Watercourses

- 13.32** Watercourses are important biodiversity assets, forming important habitats for a variety of species, including water voles, which are in decline. In addition to biodiversity, watercourses also facilitate land drainage and some of the larger watercourses are important tourism assets, particularly the Ribble Estuary. Pollution of watercourses from new development can detrimentally impact upon biodiversity, in addition to bathing water quality and tourism. Heavy use of land adjacent to watercourses tramples vegetation and compacts the earth until it is hard and impenetrable. It is therefore essential that new development does not detrimentally impact upon watercourses.
- 13.33** The Flood Risk Management Team at LCC is the consenting authority for ordinary watercourses. Land Drainage Consent is required to make changes to watercourses. Development should not unacceptably encroach on or restrict access to a watercourse. Buffer strips between watercourses and development will be required to protect and enhance habitat value and water quality, while ensuring access for flood defence purposes is retained. The width of the buffer will be dependent upon a number of factors, including whether or not the watercourse is defined as a Main River, the type of development proposed and the findings of any ecological surveys accompanying the application. Designs that incorporate watercourses into development proposals as a feature will be encouraged and measures should be implemented that deter future development extending into the buffer, including domestic gardens.

### Green Infrastructure

- 13.34** Provision of Green Infrastructure (including green and blue space) and open space within new developments has a major role to play in mitigating against and adapting to climate change, for example by reducing CO<sup>2</sup> emissions, providing flood alleviation measures and the use of sustainable drainage systems.

### Groundwater

- 13.35** Groundwater resources are an essential source of water for public supply, industry and agriculture. The Environment Agency has identified Source Protection Zones close to drinking water sources, where the risk of harm from contamination of groundwater is greatest. The Council consults the Environment Agency on all planning applications where pollution of groundwater could be an issue. In order to protect groundwater, the Environment Agency may object in principle to, or refuse to permit, some activities.
- 13.36** Three Source Protection Zones have been identified, with Source Protection Zone 1 identifying the areas of greatest risk. No part of Fylde falls within Protection Zones 1 and 2. However, parts of the south eastern edge of the Borough are within Source Protection Zone 3, including part of Freckleton Marsh and areas east of Clifton, northwards towards the M55. Therefore, the protection of the groundwater resources in these areas is particularly important.

- 13.37** Where development potentially impacts on groundwater, satisfactory mitigation is possible. However, there are some types of development which are unlikely to be acceptable within Source Protection Zones. Where potential risks to groundwater exist, especially in the vicinity of water supply abstractions, the Council will consult the Environment Agency at an early stage.

### **Flood Defences**

- 13.38** The man-made coastal defences at Fairhaven Lake and Church Scar - between Ansdell Road South and Lytham Green - have a residual life of less than five years, however, the Pleasure Island defences have a longer residual life. This puts tourism, homes and businesses at risk of flooding. There is also concern about the condition of Warton Flood Banks, where there is the potential for a breach of the defences, putting homes, businesses and agricultural land at the east end of Lytham at risk. Mitigation measures are set out in detail in the Fylde Coast Protection Strategy. Policy CL1 therefore requires developer contributions through the Community Infrastructure Levy for the repair and maintenance of the coastal flood defences. More detail on the Borough's flood defence requirements is set out in the Fylde Coast Protection Strategy, available on the Council's website.
- 13.39** The sand dunes form important coastal defences along large parts of the coastline, and these naturally occurring Green Infrastructure assets require conservation and management. The Fylde Coast Protection Strategy, 2011 identifies the erosion of the sand dunes as a key issue and higher sea levels resulting from climate change will increase the rate of erosion. Erosion of the dunes is also linked to unmanaged human access. More detail on the management of the sand dunes is set out in the Fylde Sand Dunes Management Action Plan, available on the Council's website.
- 13.40** Developer contributions required under policy CL1 for the repair of flood defences may also be used for the management of the sand dune system. Enhancement of the nature conservation value of the sand dunes is considered in policy ENV5, as part of the Coastal Strategy and the Ribble Coast and Wetlands Regional Park.

### **Surface Water Run-Off and Sustainable Drainage**

- 13.41** Urban environments can be highly susceptible to surface water run-off which can lead to flooding. The council will therefore seek to ensure that new development limits water discharge levels into local sewers and drains to improve capacity in the network.
- 13.42** Development, particularly on greenfield sites should seek to replicate existing drainage where possible. Sites that drain into ditches or watercourses should continue to do so and not enter the public sewerage system post development. The preference will be for no surface water to discharge to the public sewer, directly or indirectly, if more sustainable alternatives are available. Subject to the detail of the drainage proposals, it may be necessary to co-ordinate the delivery of the development with the delivery of infrastructure.

## Surface Water Run-Off and Sustainable Drainage

### Policy CL2

#### Surface Water Run-Off and Sustainable Drainage

New development must incorporate the following attenuation measures:

- a) Store rainwater for later use;
- b) Use infiltration techniques, such as porous surfaces in non-clay areas;
- c) Attenuate rainwater in ponds or open features for gradual release into the watercourse;
- d) Attenuate rainwater by storing in tanks or sealed water features for gradual release into a watercourse.

Where compelling and detailed evidence demonstrates that the above measures are not feasible or would adversely affect viability then the following discharge hierarchy will be considered:

- e) Discharge of rainwater direct to a watercourse;
- f) Discharge of rainwater to a surface water drain;
- g) Discharge of rainwater to the combined sewer.

Development must utilise Sustainable Drainage Systems (SuDs) whenever practical; and reduce discharge to greenfield run-off rates wherever feasible.

Proposals for development that will discharge surface water to a public sewer must provide compelling evidence that capacity exists in the public sewer including relevant authorisation from the appropriate infrastructure provider. Where there is no public sewer capacity they must provide detailed technical assessment of how surface drainage will be dealt with. Proposals may also need to include an independent assessment of potential solutions, the cost of which must be met by the applicant.

Proposals may also be required to provide a feasibility assessment for the use of SuDs including consideration of the potential design of any scheme and ongoing maintenance arrangements. The applicant and the Council will then agree on who should adopt the scheme and be responsible for ongoing maintenance. In the majority of cases the latter will rest with the applicant.

New development will be subject to appropriate conditions or a legal agreement to secure the implementation of SuDS and to secure appropriate management and maintenance measures.

- 13.43** Surface water flooding is localised and occurs very quickly in extreme weather so is difficult to predict and warn against. It is expected that climate change will result in more short-duration, high intensity rainfall and therefore surface water flooding is likely to become an increasing problem, particularly within the Borough's urban settlements.

**13.44** The council will seek to ensure that new development reduces the risks arising from surface water flooding through attenuation measures. The council considers SuDs to be integral to new development and the use of SuDs must be decided at an early stage of the proposal so that sufficient space can be allocated. SuDs can also enhance biodiversity opportunities within new development. Further information on this issue can be found on the RPSB website at: [www.rspb.org.uk](http://www.rspb.org.uk). Developments on greenfield sites, particularly those requiring the preparation of a Development Brief or a Masterplan will be required to include measures to deal with surface water drainage.

**13.45** SuDS can be incorporated into new development in numerous ways and the most appropriate application will depend on issues such as the scheme layout, and the topography and geology of the site and surrounding area.

## Renewable and Low Carbon Energy Generation

### Introduction

**13.46** The UK Government is committed under the Kyoto Protocol to reduce CO<sup>2</sup> emissions by 2020. As part of the Renewable Energy Strategy, 2009 the UK has made a commitment that 15% of its energy demand will be met by renewable sources by 2020. The government is also committed to achieving higher energy standards. Energy efficiency and conservation will reduce energy demand and the amount of energy needed from renewable sources.

**13.47** The UK has become a net importer of oil and is dependent on imported gas at a time when global demand is increasing and prices are rising. The planning system has a key role in assisting in mitigating the causes of climate change by reducing greenhouse gas emissions and encouraging energy production from renewable sources. Consequently, the Lancashire Sustainable Energy Study was produced in April 2011 and updated in 2012 for all Lancashire Authorities

### Lancashire Sustainable Energy Study, 2012

**13.48** The Lancashire Sustainable Energy Study concludes that Fylde has the deployable resource potential of 61 megawatts by 2030, the equivalent of 5% of Lancashire's deployable potential. The following table provides the breakdown of Fylde's deployable potential by technology. Commercial scale wind provides the highest deployable potential in Fylde.

Table 7: Fylde deployable potential in 2020 and 2030 by technology			
Technology	Existing deployment at 2011	Total deployment 2020	Total deployment 2030
Commercial wind	0.0	28.5	37.8

Small scale wind	0.0	0.8	1.4
Plant biomass	2.1	2.2	2.2
Animal biomass	0.6	1.1	1.4
Energy from waste (Anaerobic Digestion)	3.3	2.8	1.0
Small scale hydro	0.0	0.0	0.0
Microgeneration – Solar	0.1	4.5	11.1
Microgeneration – heat pumps	0.0	2.7	5.8
Total	6	43	61
<b>Source:</b> Lancashire Sustainable Energy Study (2012), SQW			

## Renewable and Low Carbon Energy Generation

### Policy CL3

#### Renewable and Low Carbon Energy Generation

Renewable and low carbon energy development potential is significant within Fylde. Developers of commercial, small and medium sized renewable and low carbon energy developments will be required to provide evidence, to the satisfaction of the Council, in support of their proposals by considering the following:

- a) Singular or cumulative impacts on landscape and townscape character and value;
- b) Impact on local residents (including noise, odour and visual amenity, such as flicker noise and shadow flicker);
- c) Ecological impact on bats and on the migration routes of protected bird species;
- d) Impacts on land resources, including agricultural land and areas of deep peat which are now seen as a carbon store;
- e) Impacts on the historic environment and heritage assets;
- f) Community, economic and environmental benefits of the proposal;

- g) Impacts on aviation and defence navigation systems and communications, particularly Blackpool Airport, Warton Aerodrome and Ministry of Defence Radio Inskip; and
- h) Impacts on highway safety and capacity from movements associated with the development;
- i) The cumulative impact of the renewable and / or low carbon development within Fylde and over the border in Blackpool, Wyre and Preston.

The evidence will be required to demonstrate that any impacts can be satisfactorily mitigated but need only be proportional to the scale and type of development.

Renewable and low carbon energy proposals within the Green Belt and Areas of Separation will need to demonstrate that any adverse impacts of granting permission will not significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework as a whole, specific policies in that Framework, or other policies in the Local Plan.

Applicants will not be required to justify the overall need for renewable and low carbon energy development, either in a national, regional or local context.

### Justification

- 13.49** Policy CL3 encourages and supports the installation of renewable and low carbon energy generation within Fylde by providing a criteria based framework to determine applications. The policy applies to all types of renewable and low carbon energy generation including, but not restricted to wind turbines, biomass generation, hydropower and micro-generation. Applications for energy from waste should also be compatible with the Joint Lancashire Minerals and Waste Local Plan.
- 13.50** The development of most renewable and low carbon energy development within Fylde will require careful consideration due to their potential impacts. The Landscape Sensitivity to Wind Energy Development in Lancashire study, 2005 should also be considered for wind turbine proposals in Fylde until further landscape assessment work is carried out.
- 13.51** Potentially damaging effects on European sites of nature conservation value will need to be considered, unless the potential effects have been resolved. Project specific Habitats Regulations Assessment (HRA) of any renewable and low carbon energy development near to the SPA / Ramsar sites will be required and the HRA should demonstrate that there will be no significant effect on the qualifying features of these sites before it will be granted consent. Consideration also needs to be given to sites being functionally linked to the Ribble and Alt Estuaries SPA in South Fylde and possibly to the Morecambe Bay SPA further north.
- 13.52** Paragraph 91 of the Framework recognises that many renewable and low carbon energy projects will constitute inappropriate development in the Green Belt and in the Areas of Separation

between Kirkham and Wrea Green and between Newton and Kirkham, requiring the developer to demonstrate that special circumstances, such as major benefits to the environment, exist.

- 13.53** The Council has considered the allocation of appropriate areas of search for commercial scale renewable and low carbon energy, in accordance with paragraph 97 of the Framework. Renewable and low carbon energy proposals should use the Lancashire Sustainable Energy Study, 2012 as a guide to prospective locations, giving greater certainty to developers and guiding decision making.

### Decentralised Energy Networks and District Heating Systems

#### Policy CL4

#### Decentralised Energy Networks and District Heating Systems

Small scale decentralised energy schemes will be encouraged within new developments and as part of community-led initiatives.

All major developments will be required to explore the potential for decentralised energy supply and district heating / cooling systems. Major developments located where a decentralised energy supply or district heating / cooling system is planned to be sited will be required to allow for future connectivity at a later date or phase unless it can be demonstrated by the applicant, having regard to the type of development involved and its design, that it is not feasible or viable.

### Justification

- 13.54** The Lancashire Sustainable Energy Study, 2012 demonstrated that existing heat demand in areas such as Kirkham, St Annes and Warton is significant. This is connected to domestic and commercial / industrial heat demand in the areas. The study concludes that district heating is likely to be economically viable in areas with significant heat demand in a high proportion of buildings, such as flats.
- 13.55** St Annes, Warton and Kirkham provide good opportunities for Combined Heat and Power (CHP) and district heating. Schemes may also be viable as part of strategic locations where heat demand is created as part of new residential, employment or mixed use schemes. Delivering schemes will be more viable in new development, therefore the policy applies to major development schemes only (10 or more homes or 1000m<sup>2</sup> of new industrial floor-space).
- 13.56** Paragraph 95 of the Framework recognises that new development should be expected to comply with adopted Local Plan policies on decentralised energy supply unless the applicant can demonstrate that it is not feasible or viable. The Lancashire Sustainable Energy Study, 2012 suggests that there is significant potential for solar and heat pump forms of micro-generation in Fylde, which is more typically in a domestic setting.

## **CROSS CUTTING THEMES IN CHAPTER 13:**

### **Promoting Health and Wellbeing**

The predicted effects of climate change, such as more frequent extreme weather episodes, sea level rises and increased flooding will have a detrimental impact on the health and wellbeing of the population. Reducing energy use, improving insulation and promoting renewable energy generation in Fylde will help tackle the threat that climate change has on health and wellbeing. Encouraging sustainable energy generation will reduce carbon emissions and associated health problems.

### **Achieving Good Design**

The design, layout and maintenance of sea defences and coastal protection measures have a significant impact on energy use during their initial construction and later repairs.

Before applying renewable energy technologies to new buildings to reduce carbon dioxide emissions it is important to consider reducing the total energy requirement. This can be achieved by requiring new developments to be constructed and operated to higher levels than those required by the statutory Building Regulations (i.e. referring to optional standards).

### **Sustainability**

The UK Sustainable Development Strategy “Securing the Future” sets out five ‘guiding principles’ of sustainable development including the following two, which are applicable to this chapter: living within the planet’s environmental limits; and using sound science responsibly.

### **Equality**

In terms of equality, the planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities. Local planning authorities should create a shared vision with communities, of the residential environment and facilities they wish to see. To support this, local planning authorities should aim to involve all sections of the community in the development of the Local Plan (the Framework, paragraph 69).

### **Viability**

Pursuing sustainable development requires careful attention to viability and costs in plan-making and decision-taking. The plan should be deliverable. Therefore, the sites and the scale of development identified in the plan should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable (the Framework, paragraph 173).

Where safeguards are necessary to make a particular development acceptable in planning terms, the development should not be approved if the measures required cannot be secured through appropriate conditions or agreements. The need for such safeguards should be clearly justified through discussions with the applicant, and the options for keeping such costs to a minimum fully explored, so that development is not inhibited unnecessarily (the Framework, paragraph 176).

### Strategic Objectives

The following strategic objective is achieved in this chapter on water resource management, flood risk and addressing climate change

Objective 2: To improve the environment.

## Chapter 14: Conserving and Enhancing the Natural, Historic and Built Environment

### Landscape

#### Introduction

- 14.1** The Fylde sub-region is characterised by its coastline and the gentle undulating landscapes which enable long views eastwards towards the Forest of Bowland Area of Outstanding Natural Beauty and the Pennines; and Blackpool Tower and the Pleasure Beach rides to the west. The landscape is constantly evolving through natural and man-made interventions. It is important that these changes are managed in a way that maintains and enhances the landscape's unique and special qualities.
- 14.2** Landscape and biodiversity are closely linked and there are many biodiversity assets that characterise the landscape of the Borough. These include field ponds, watercourses, sand dunes and woodland. Fylde's land resource also includes some of the best and most versatile agricultural land in Lancashire. These resources provide important habitats for a variety of species. Some habitats are of national and international importance. The openness of the Coastal Change Management Area along Fylde's Coastline are key to the quality of the landscape in these areas and contain important coastal habitats. Of particular importance is the Ribble Estuary, which the Borough shares with neighbouring authorities with whom it will adopt a collaborative approach to management.
- 14.3** Development needs to respect and enhance the special significance of areas of biodiversity and landscape importance. These resources have many functions, including the provision of wildlife habitats, improvement of the visual aspects of the Borough and provision of a high quality, attractive landscape which helps make Fylde an attractive place to live, work and visit.

### Landscape

#### Policy ENV1

##### Landscape

Development will have regard to its visual impact within its landscape context and the landscape type in which it is situated. Development will be assessed to consider whether it is appropriate to the landscape character type within which it is situated, as identified in the Lancashire Landscape Character Assessment, December 2000. In addition:

- a) An appropriate landscaped buffer will be provided for development that impacts upon land outside settlement boundaries, and wherever necessary include advanced planting, in order to limit the visual impact of development;
- b) Existing landscape features are conserved, maintained, protected and wherever possible enhanced through increased tree cover including soft edge / transitional areas of planting;

- c) In the event of the loss of landscape features, the impact will be minimised or, where loss is unavoidable, their like-for-like replacements will be provided. Where such features, including trees, woodlands, hedgerows and field ponds, are lost and replaced, measures will be put in place to manage these features;
- d) Suitable landscape planting of native species, appropriate to its context should be incorporated within or, where appropriate, close to new development. Measures should be put in place for the management of such landscaping. Specific consideration should be given to how landscaping schemes will minimise the rate of surface water run-off.

### Coastal Change Management Area

The open and coastal character of the Coastal Change Management Area, identified on the Policies Map stretching from Starr Hills in the west to Savick Brook in the east, will be protected. Development in the Coastal Change Management Area will only be permitted where the development:

- i. Exceptionally requires a coastal location;
- ii. Is appropriate and in keeping with the open character of the coastline;
- iii. Does not adversely affect the nature conservation assets of the coastline;
- iv. Does not detract from the tourism value or facilities;
- v. Does not interfere with natural coastal processes;
- vi. Does not impede the function of any existing sea defence structures and wherever possible enhances the coastal protection measures;
- vii. Accords with the Development Strategy of this Local Plan.

Where development does occur in these areas, developer contributions will be required for the conservation, management and enhancement of important wildlife habitats and the creation of new habitats. This will include the improvement and management of Starr Hills Local Nature Reserve and the creation of new Local Nature Reserves. Contributions will be made through the Community Infrastructure Levy.

### Justification

#### Landscape Character

- 14.4** The landscape of Fylde contributes to the local distinctiveness of the Borough and it includes the Lancashire Amounderness Plain National Character Area (NCA). Development that takes place

outside settlements introduces urban elements into a rural landscape and can introduce 'hard edges'. Such development is likely to change the character of the landscape and is likely to be prominent in the gently undulating topography that characterises the Borough. It also threatens the functions of the landscape, including the loss of wildlife habitats such as hedgerows and field ponds, in addition to other functions such as recreation and agriculture.

- 14.5** In addition to the requirements of policy GD7: Achieving Good Design in Development, development should be based upon an understanding of its landscape context, so that any overall detrimental impact upon the landscape is minimised. This understanding should be based upon information contained within the Landscape Strategy for Lancashire, 2000, prepared by LCC in partnership with the former Countryside Agency and the Lancashire Historic Landscape Characterisation, which identified a broad range of landscape character areas within Fylde, worthy of conserving, protecting and enhancing:

- **Fylde Coast Dunes** (Coastal Dunes)
- **Ribble Marshes** (Open Coastal Marsh)
- **Clifton and Hutton Marsh** (Enclosed Coastal Marsh)
- **The Fylde** (Coastal Plain)
- **South Fylde Mosses** (Mossland)

- 14.6** In addition, new development adjacent to existing settlements that would impact upon the landscape should incorporate a landscaped buffer in order to avoid further 'hard edges' being visible. It is expected that landscape buffers will predominantly consist of tree planting using native species. New infrastructure should also be screened using a landscaped buffer, comprising of substantial shelter belts of planting. Where new highways are effectively landscaped using tree planting, such landscaping also has the benefit of forming a barrier against noise and pollution. The Council will encourage appropriate landscaping on new development sites, including tree planting, which complement existing natural features such as hedges and ponds. In most cases tree, shrub and hedge planting schemes should make use of native species.

#### **Coastal Change Management Area**

- 14.7** The Coastal Change Management Area, defined on the Policies Map, relates to the River Ribble and its estuary to the south and the sand dunes and extensive stretches of beach along the coast between St Annes and the boundary with Blackpool.
- 14.8** The need to control development along coastlines is important for environmental and economic reasons. The Fylde Coast Shoreline Management Plan seeks to 'hold the line' along the Fylde Coast. Coastlines warrant special protection as they are often sensitive to development due to their open character and the fact that they provide habitats for certain species of plants, animals and birds. In addition, development should not interfere with natural coastal processes, such as erosion and deposition.
- 14.9** Much of the coastal land resource in Fylde has already been developed, including the main urban area of Lytham and St Annes. The remaining undeveloped coast is considered to be one of Fylde's major environmental assets. It will be protected from development as it will rarely be the most appropriate location for new development. The developed coast, by contrast, provides opportunities for restructuring and regeneration, such as that set out in Fylde Council's Coastal

Strategy. Where new development requires a coastal location, the developed coast will normally provide the best option, provided due regard is paid to the Bathing Water Quality Management Plan and the risks of erosion, flooding and land instability.

- 14.10** Development within the Coastal Change Management Area must meet the requirements set out in policy ENV1 and in national policy and guidance. Where appropriate, conditions may be used to limit the lifetime of development requiring a coastal location to a temporary period, or to limit its use or occupancy, and to agree the approach for managing the development at the end of its planned life.

### **Saltmarshes**

- 14.11** The saltmarshes and inter tidal mudflats are vitally important for coastal protection, nature conservation and the local economy. Sustainable saltmarsh management needs to balance the often conflicting socio-economic requirements of commercial, recreational and coastal defence needs with nature conservation interests.
- 14.12** Being a shallow estuary, vast areas of salt marsh have formed within the outer most parts of the Ribble Estuary.
- 14.13** The salt marshes have developed on the landward side of extensive sandbanks and mud flats, and are exposed for long periods of time between tides. This has enabled salt tolerant plants to grow and form extensive grassy swards, which help to trap further amounts of silt and thus raise the general level of the marsh even more.
- 14.14** Wide, shallow inter tidal foreshores and saltmarshes provide an effective, natural method of flood protection along the Fylde coastline. They are an integral part of the coastal defence system, absorbing the energy, and reducing the damaging effect of storm waves.
- 14.15** These natural defences absorb much of the force that the hard defences would otherwise have to resist. This effectively forms a two tier coastal defence with the saltmarshes as the first line of defence.
- 14.16** Modern coastal management aims to work with nature rather than against it, allowing coastal habitats and their wildlife to adapt and move offering greater protection, conservation and opportunities for sustainable tourism.
- 14.17** An important element of the coast is the sand dunes, which are home to a wide variety of specialist plants and animals. They also form part of the flood defence system and provide a tourism and recreational resource. Sand dunes are complex systems that are vulnerable to increased disturbance and invasive plant species, as well as weather and sea conditions. The Fylde sand dunes will be enhanced, protected and managed to reflect their value to biodiversity, sea defences and the mitigation of the effects of climate change, in accordance with the Fylde Sand Dunes Management Action Plan. Fylde Council is taking the lead on a five year project, with partners Blackpool Council and Lancashire Wildlife Trust, to improve sand dunes between Starr Gate and Lytham Green. The sand dunes improvement project is being funded by DEFRA, to reduce the risk of coastal flooding and erosion until 2021.

## Areas of Tranquillity

- 14.18** The Campaign to Protect Rural England (CPRE) commissioned a survey to establish the qualities people value most in the English countryside. Nearly three-quarters (72%) of respondents said that tranquillity topped the list. Following this, the CPRE worked with university researchers to map the tranquillity levels of all areas across England, using a rigorous set of indicators to measure tranquillity. The evidence that tranquillity is extremely important to the majority of people and the ability to measure it methodically have backed the CPRE's campaign to protect tranquillity in England. Areas of Tranquillity have remained relatively undisturbed by noise and are prized for their recreational and amenity value.
- 14.19** The CPRE's tranquillity maps make it possible to create policies and take decisions about land use to protect and enhance tranquillity and confidently monitor how well the policies are working. Tranquillity is a highly valued characteristic of the English countryside and one of the most important indicators of its quality. The identification and protection of Areas of Tranquillity complies with paragraph 123 of the Framework.

## Important Landscape and Biodiversity Features

- 14.20** The Fylde landscape contains features of local importance, i.e. hedgerows are under threat from farming practices and new development. These features should be retained, restored and incorporated into new development and be managed accordingly. This will also enable the safeguarding of distinctive field patterns. Trees and blocks of woodland that characterise parts of the landscape should also be safeguarded. Marl pit and brick pit ponds reflect past extraction of clay and lime and provide an important wildlife habitat for aquatic plants and a wide range of aquatic invertebrates and amphibians, including some rare species such as great crested newt. These ponds should be conserved. Watercourses are important habitats for water voles and other species. Some previously developed land can also provide significant ecological value.

## Biodiversity

### Policy ENV2

### Biodiversity

#### **Section 1. Nature Conservation Sites and Ecological Networks**

##### **a) The hierarchy of nature conservation sites**

The Council is committed to ensuring the protection and enhancement of Fylde's biodiversity and geological assets and interests. In order to do this, the Council will have regard to the following hierarchy of nature conservation sites when making planning decisions, according to their designation:

- i) International Ramsar Sites
- Special Areas of Conservation (SAC)

Special Protection Areas (SPA)  
Candidate SACs or SPAs

The strongest possible protection will be given to sites of international importance. The Council will also support the development of the Ribble Coast and Wetlands Regional Park, which encompasses part of the Ribble and Alt Estuaries SPA / Ramsar site.

ii) National Nature Reserves (NNR)  
Sites of Special Scientific Interest (SSSI)

iii) Local Regionally Important Geological Sites  
County Biological Heritage Sites  
Local Nature Conservation Sites  
Local Nature Reserves

Development that would directly or indirectly affect any sites of local importance will be permitted only where it is necessary to meet an overriding local public need or where it is in relation to the purposes of the nature conservation site.

**b) Development within or affecting nature conservation sites and ecological networks**

In addition to the provisions of National and European law, and in accordance with national planning policy, proposals for development within or affecting the above nature conservation sites must adhere to the following principles:

i) proposals which seek to enhance or conserve biodiversity will be supported in principle, subject to the consideration of other Local Plan policies;

ii) consideration should be given to the impact of development proposals on any additional ecological networks and, where possible, opportunities to support the network by incorporating biodiversity in and around the development should be encouraged;

iii) where development is considered necessary, adequate mitigation measures and compensatory habitat creation will be required through planning conditions and / or obligations, with the aim of providing an overall improvement in the site's biodiversity value. Where compensatory habitat is provided it should be of at least equal area and diversity, if not larger and more diverse, than what is being replaced. Measures should be put in place for the management of such features.

For national and local sites, where it has been demonstrated that significant harm cannot be avoided appropriate mitigation or, as a last resort, replacement or other compensation will be required, to accord with the hierarchy of sites. The location of appropriate mitigation, replacement or other compensation will be targeted, using a sequential approach, as follows:

- Within the development site;
- In the immediate locality and / or within the core biodiversity area;
- Within a Nature Improvement Area within the Borough, identified on the Policies Map;
- Within a Nature Improvement Area elsewhere in the Fylde Coast; and lastly,
- Elsewhere.

Where significant harm resulting from development cannot be avoided, adequately mitigated or, as a last resort, compensated, then planning permission will be refused. (Sefton Local Plan).

iv) the development of recreation will be targeted in areas which are not sensitive to visitor pressures - the protection of biodiversity will be given higher priority than the development of recreation in sensitive areas of internationally important nature conservation sites (as identified in paragraph (1)(a)(i) above), and on all nature conservation sites and ecological networks in situations where there is conflict between the two objectives.

**c) Damage to nature conservation sites and ecological networks**

The following definition of what constitutes damage to nature conservation sites and other ecological assets will be used in assessing developments likely to impact upon them:

i) loss of the undeveloped open character of a part, parts or the entire nature conservation site or ecological network;

ii) reducing the width of part of an ecological network or causing direct or indirect severance of any part of the ecological network or of any part of a nature conservation site;

iii) restricting the potential for lateral movement of wildlife within or through an ecological network or nature conservation site;

iv) causing the degradation of the ecological functions of any part of the ecological network or nature conservation site;

v). directly or indirectly damaging or severing links between nature conservation sites, green spaces, wildlife corridors and the countryside; and

vi) impeding links to the wider ecological network and nature conservation sites that are recognised by neighbouring planning authorities.

**Section 1 (Nature Conservation Sites and Ecological Networks)** of this policy applies to all presently designated nature conservation sites, identified on the Policies Map and to any nature conservation sites or ecological networks that may be designated in the future by appropriate agencies.

This policy also applies to sites which are recognized and designated during the Plan period as being of nature conservation importance, including land provided as compensation under this policy.

**Section 2. Priority Species Protection**

Planning permission will not be granted for development which would have an adverse effect on a priority species unless the benefits of the development outweigh the need to maintain the population of the species in situ. Should development be permitted that might have an effect on a priority species planning conditions or agreements will be used to:

a) Facilitate the survival of the individual species affected;

b) Reduce the disturbance to a minimum; and

c) Provide adequate alternative habitats to sustain the viability of the local population of that species.

## Justification

- 14.21** International Wildlife Sites provide the highest level of protection and include Ramsar sites and Special Protection Areas (SPAs). The Ribble Estuary is designated as both a Ramsar site and SPA. The Ribble Marshes are also designated as a National Nature Reserve, covering 4,520 Ha. of intertidal and saltmarsh habitats at the mouth of the Ribble Estuary. The Ribble Estuary is of considerable value to birdlife. It is an important part of the network of wetland sites in Western Europe and the most important wildfowl site in the UK.
- 14.22** Local Nature Reserves (LNRs) include wildlife or geological features of special interest, which provide the opportunity for access to nature or to learn about the natural environment. Local Nature Reserves are designated by Councils with the support of Natural England and many are often Sites of Special Scientific Interest (SSSIs). In Fylde, the Starr Hills Local Nature Reserve is the only LNR in the Borough. Therefore, when measured against Natural England's recommended standard of 1 hectare of LNR per 1,000 population, Fylde has a shortage of approximately 56 Ha. of LNR. The Starr Hills LNR forms part of the Lytham and St Annes Dunes SSSI. There are five SSSIs in the Borough, which are listed in Table 8:

Table 8: Sites of Special Scientific Interest (SSSIs) in Fylde	
Name of Area	Area (Ha)
Ribble Estuary	9,120
Newton Marsh	66
Lytham and St Annes Dunes	25
Wyre Estuary	1,493
Lytham Coastal Changes	24

- 14.23** In addition to the statutorily protected sites, Fylde also contains 34 Biological Heritage Sites, which are listed in Appendix 8. These sites of nature conservation interest make a significant contribution to the biodiversity of Lancashire and will be conserved and protected.
- 14.24** Geodiversity relates to rocks, minerals, fossils, soils, landforms and natural processes, and these play a major role in defining landscapes. The diversity of England's geodiversity has produced a wide range of landforms and soil types. Measures should be taken to avoid and, where appropriate, mitigate any negative effect of development on geodiversity. The Lytham Coastal Changes SSSI relates to geodiversity and there is one Local Geodiversity Site in Fylde, relating to the stretch of sand dunes from Starr Gate to the coastguard station (north of St Annes, opposite the runway to Blackpool Airport), which includes the Starr Hills Local Nature Reserve.

### Damage to Nature Conservation Sites

**14.25** The following definition of what constitutes damage to nature conservation sites and other ecological assets will be used in assessing developments likely to impact upon them:

- i). Loss of the undeveloped open character of a part, parts or the entire nature conservation site or ecological network;
- ii). Reducing the width of part of an ecological network or causing direct or indirect severance of any part of the ecological network or of any part of a nature conservation site;
- iii). Restricting the potential for lateral movement of wildlife within or through an ecological network or nature conservation site;
- iv). Causing the degradation of the ecological functions of any part of the ecological network or nature conservation site;
- v). Directly or indirectly damaging or severing links between nature conservation sites, green spaces, wildlife corridors and the countryside; and
- vi). Impeding links to the wider ecological network and nature conservation sites that are recognised by neighbouring planning authorities.

### Mitigation and compensation

**14.26** Section 1, part b) of policy ENV2 sets out the approach to mitigation and as a last resort, compensation. The Council will prepare a Supplementary Planning Document (SPD) to provide more guidance on mitigation, compensation and enhancement. This will apply to both designated sites and habitats outside the designated sites that support species listed as being important in the designations of the internationally important sites. In this policy, compensation means provision in kind, for example similar habitat elsewhere which supports the same range of species, rather than financial compensation. It is crucial to the strategic priority of 'no net loss' that appropriate mitigation or, as a last resort, compensation is made. The location of appropriate mitigation, replacement or other compensation must follow the sequential approach set out in section 1, part b) and should ideally be as close as possible to the development site. The immediate locality of the site includes nearby sites in Wyre (including any future Nature Improvement Areas) or another district.

**14.27** To comply with the Habitats Regulations 2010 (as amended), compensation for internationally important sites must be made before development begins, as set out in the policy. More information is set out in the Habitats Regulations Assessment of the Local Plan. For other designated sites or species, mitigation, replacement or other compensation can take place as part of the development (during the development process). This compensation may be provided by the applicant direct, or through another person or organization, such as a local land manager.

It is sometimes termed ‘biodiversity offsetting’. The SPD will include examples of how habitat mitigation or compensation could be provided and managed.

- 14.28** Landowners and farmers in Fylde play a local role in managing land which includes important habitats, principally for farmland birds and pink-footed geese, or land in the Nature Improvement Area. In relation to the Fylde Coast the focus is first on avoiding impacts; where this is not possible mitigation options will be explored, including providing alternative functionally linked habitat for Special Protection Area / Ramsar species. The SPD will include examples of mitigation options, particularly in relation to pink footed geese.

### Enhancement

- 14.29** The Plan encourages opportunities to enhance habitat within development sites, including within public open space or sustainable drainage schemes. These opportunities, for example, from significant habitat creation with in larger sites, to bat boxes or tree planting on smaller urban sites.
- 14.30** There will be opportunities for landowners and farmers to enhance these habitats or create new habitats including for farmland birds and pink-footed geese. This will enhance the ecological network and / or the Nature Improvement Area. This could be through changes to how green spaces are managed or habitat creation at a larger scale, funded from a variety of sources. More guidance will be set out in the SPD.
- 14.31** The purpose of the Nature Improvement Area, in line with the Framework, is to focus the opportunities for creating and enhancing habitats in order to achieve the greatest gains. This may include: mitigation, compensation or changes in land management. Consequently, the Nature Improvement Area offers a solution which enables sustainable growth and housing needs to be met without compromising Fylde’s environmental assets. It is anticipated that funding would come from a variety of sources.

### Development in the Nature Improvement Area

#### Policy ENV3

#### Development in the Nature Improvement Area

Development proposals within the Nature Improvement Area north east of St Annes, identified on the Policies Map, will be permitted where they complement the identified opportunities for habitat creation and / or habitat management, and are consistent with other policies in the Plan.

- 14.32** This policy, together with other Plan policies and the proposed SPD seek the enhancement of Fylde’s natural assets, including restoring or adding to natural habitats and other landscape features, and the creation of habitats where appropriate.

### New biodiversity features

- 14.33** Paragraph 9 of the framework stresses the importance of moving from a net loss of biodiversity to achieving net gains for nature as part of achieving sustainable development. Section 11 of the Framework plus other legislation, regulations and guidance set out both how this is to be achieved, and legal duties and requirements for nature conservation. **Performance Monitoring Indicator 17**, in Appendix 9, sets out a target / policy outcome to achieve net gains in biodiversity. Opportunities for new biodiversity features within or near to development should be taken. This could be in association with infrastructure, such as highways and flood defences. In particular, tree planting can be effective in screening highways and other infrastructure that has a detrimental impact on the landscape. Other opportunities can include leaving the corners of open space unmown, planting small areas of greenspace with wildflower species or incorporating new or existing ponds within or close to new development.

### Ecological Network for Lancashire

- 14.34** The Council plays an important strategic role in supporting biodiversity in Fylde and will:
- i) Protect and safeguard all sites of international, national and local level importance;
  - ii) support the development of the Ribble Coast and Wetlands Regional Park with the vision that by 2020 the Ribble Coast and Wetlands Regional Park will become an internationally recognised area;
  - iii) support a network of strategic green links between the rural areas, river corridors and green spaces to provide an ecological network that will provide habitats to support biodiversity and prevent fragmentation of the natural environment; and
  - iv) support the development of recreation in areas which are not sensitive to visitor pressures.
- 14.35** The Lancashire Local Nature Partnership (the LNP) has worked with partner organisations to identify a functional ecological network for Lancashire (including Blackpool and Blackburn with Darwen). The network is based on the tiers of designated wildlife sites and the habitats that lie within and around them. It seeks to identify how these could be utilised by species on a functional basis, to move between sites. It also provides a foundation for how Lancashire fits into other networks regionally, nationally and internationally and sets the context for other local networks which may be identified, in line with paragraph 117 of the Framework.
- 14.36** Fylde Council supports the principle of the Lancashire Ecological Network and the development of a Fylde Ecological Network, (comprising the Fylde Grassland Network, the Fylde Wetland and Heath Network and the Fylde Woodland Network).

## Developer Contributions

- 14.37** The requirement for developer contributions under policies ENV1 and ENV2 should be read in conjunction with the requirements for developer contributions under policies ENV4 and ENV5, as features of landscape and biodiversity value also form important components of the Borough's Green Infrastructure network.

## Open Space and Green Infrastructure

### Introduction

- 14.38** It is vital that the right infrastructure is in place to support future development and this includes Green Infrastructure. Green infrastructure is the network of multi-functional green space and blue space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities. Green Infrastructure has a vital role in climate change adaption and mitigation and flood alleviation and management. It provides important biodiversity resources and can boost the tourism economy and provide opportunities for recreation. It is also strongly linked to quality of place and has proven to attract and retain businesses to an area.
- 14.39** Open space and Green Infrastructure should be taken to mean all open space of public value, including, but not limited to:
- Parks and gardens;
  - Natural and semi-natural greenspaces – including trees and woodlands, urban forestry, scrub, grasslands, wetlands, open and running water, wastelands and derelict open land and rock areas;
  - Sustainable Drainage Systems (SuDS);
  - Green corridors – including river and canal banks, cycleways and public rights of way;
  - Outdoor sports facilities (with natural or artificial surfaces and either publicly or privately owned) – including tennis courts, bowling greens, sports pitches, golf courses, athletics tracks, school and other institutional playing fields and other outdoor sports areas;
  - Amenity greenspace – including informal recreation spaces, greenspaces in and around housing, domestic gardens and village greens;
  - Recreational grounds
  - Provision for children and teenagers - including play areas, skateboard parks, outdoor basketball hoops and other more informal areas (such as 'hanging out' areas, teenage shelters);
  - Allotments, community gardens;
  - Cemeteries and churchyards;
  - Accessible countryside in urban fringe areas;
  - Civic spaces, including civic and market squares, promenades and other hard surfaced areas designed for pedestrians;
  - Blue spaces, including Fylde's coastline, ponds, rivers, canals and other watercourses; and
  - Beaches, including sand dunes.

- 14.40** The Framework requires Councils to plan positively for the creation, protection, enhancement and management of biodiversity and Green Infrastructure. Despite an abundance of resources that contribute to the Green Infrastructure network, there are deficiencies in Fylde and access to some of the Borough's most important Green Infrastructure assets is poor. (New evidence will be provided from the updated Open Space and Recreation Study, 2015 and the new Playing Pitch Strategy, 2015) There is also the opportunity to improve the potential of some of Fylde's most important assets and to link into Green Infrastructure networks in neighbouring authority areas.

### Protecting Existing Open Space and Green Infrastructure

#### Policy ENV4

#### Protecting Existing Open Space and Green Infrastructure

The existing open space and Green Infrastructure network in Fylde will be protected, unless development is permitted as part of the Local Plan, the landscape, biodiversity and water management requirements of the Local Plan are met and the requirements set out in this policy are met.

- a) Existing public open space, including sports and playing pitches (subject to policy HW3), will be protected unless the requirements of paragraph 74 of the Framework are met and the findings of any published needs assessment are met.
- b) Development will not be permitted on areas of open space which are considered essential to the setting, character or visual amenities of towns and rural settlements, as identified on the Policies Map.
- c) Development that results in the loss of existing open space or sports and recreation facilities (including playing fields) will only be permitted if one of the following criteria are met:
  - i. The open space has been identified by the Council as being unsuitable for retention because it is under used, poor quality or poorly located;
  - ii. the proposed development would be ancillary to the use of the site as open space and the benefits to recreation would outweigh any loss of the open area; or
  - iii. Successful mitigation takes place and alternative, enhanced provision is provided in the same locality.
- d) Development that results in the loss of land used for allotments will only be permitted when:
  - 1. Suitable, alternative provision is made that is at least equivalent in size and quality to that which will be lost; or
  - 2. It can be demonstrated that there is no longer a community need for the allotments.
- e) Fylde's Public Rights of Way network, byways, cycleways and bridleways will be safeguarded and opportunities to extend the networks will be supported where this improves access to key Green Infrastructure assets, including areas of Green Belt, the

Areas of Separation, the Coastal Change Management Area and Lancaster Canal towpath.

### Justification

- 14.41** Policy ENV4 seeks to protect existing open space and Green Infrastructure resources, as set out in paragraph 14.26. The Council recognises the importance of school playing fields and other formal recreational sites, as well as allotments, and will resist development proposals involving such sites that do not bring a significant gain in terms of open space and recreation facilities, as well as other community benefits. However, any open space identified by the Council as being surplus to requirements may be considered for partial development if the quality of remaining open space or other open space in the locality is improved as part of the development proposal.
- 14.42** Fylde contains significant areas of high quality greenspace that are valuable community assets and intrinsic to the character of towns and rural settlements. For example, Lytham Green is regarded as one of the most important green spaces in the Borough and The Green at Wrea Green is the largest village green in Lancashire. Such important green spaces will be protected. **Performance Monitoring Indicator 18**, in Appendix 9, sets out a target / policy outcome to achieve net gains in the provision of open space and sports pitches.
- 14.43** Public rights of way are ways over which the public has a right to pass. Public footpaths are for pedestrians only and public bridleways are for pedestrians, horse riders and cyclists. Public byways are for pedestrians, horse riders, cyclists and motorised vehicles, subject to the character of the way. Policy ENV4 protects existing public rights of way and Policy T3 facilitates the provision of additional footpaths, cycleways and bridleways where appropriate.
- 14.44** Golf courses in the Borough are privately owned but the Council will work with owners to ensure their long term viability.
- 14.45** An update of the evidence on the Open Space and Recreation Study, together with a new Playing Pitch Strategy, are currently underway to inform the preparation of this Fylde Local Plan to 2032.

### Provision of Open Space and Green Infrastructure

#### Policy ENV5

#### Provision of Open Space and Green Infrastructure

##### Amenity Open Space

Within new housing developments comprising ten or more homes - excluding flats and residential caravan parks - the provision of amenity open space with facilities for children's play (i.e. playgrounds and Multi-Use Games areas), where appropriate, will be required to the following minimum standards (1) :

- 16m<sup>2</sup> per 1 bedroom home
- 24m<sup>2</sup> per 2 bedroom home
- 32m<sup>2</sup> per 3 bedroom home
- 40m<sup>2</sup> per 4 bedroom home
- 48m<sup>2</sup> per 5 bedroom home

Such open space should be accessible, of high quality and normally be provided as a single central usable facility.

Housing developments of 100 homes or more will be required to provide double the above standards. Developers should provide effective long-term future maintenance of areas of open space in accordance with this policy, through the formation of a management company.

Where the standards require the provision of open space of less than 0.2 ha, or where it is agreed with the Council that the open space would be better provided off-site, payment of a commuted sum will be sought to help provide additional or improved open space nearby, where the benefits would serve the occupiers of new and existing developments.

#### **Other Open Space and Green Infrastructure**

Financial contributions will be sought through the Community Infrastructure Levy to assist schemes for other safe green open space and Green Infrastructure where there is an identified need, including the provision of allotments, trees and woodland.

The provision of a new country park that meets Fylde's deficit in park and garden provision, will be supported and contributions will be sought through developer contributions or the Community Infrastructure Levy.

#### **Enhancement**

Where there is an identified over-provision of open space, in close proximity to the application site, the monies generated will be used to enhance the quality of, and accessibility to, the existing open space network.

When determining an application for smaller non-strategic sites (of between 10 and 99 homes), there is a preference for an off-site contribution, *in lieu* of on-site provision of open space, to enhance facilities on an adjacent open space.

#### **Green Infrastructure Network**

Opportunities to link Green Infrastructure resources to create a multi-functional Green Infrastructure network will be maximised. Financial contributions will be sought through the Community Infrastructure Levy to assist such schemes.

Further cross boundary working will be required so as to enable the development, delivery and implementation of a strategic network of Green Infrastructure (including green space and blue space) across the Fylde Coast and into neighbouring parts of Lancashire.

- (1) Policy ENV5 does not include the provision, protection or enhancement of indoor and outdoor sports facilities. Indoor and outdoor sports facilities are dealt with under Policy HW3 in chapter 11.

### Justification

- 14.46** The Open Space, Sport and Recreation Study 2008 (2015 update) shows that new provision of open space and children's play areas will be required as more development takes place. Open spaces with facilities for children's play will only be sought in association with family housing. Children's play facilities will not be required for flat developments, sheltered housing, or other small unit accommodation where children are unlikely to live. However, these more intensive forms of development are likely to require safe green / open space for amenity use.
- 14.47** The Council will be flexible in its approach to requiring new open space. The requirement will be modified or even removed where it can be shown by the developer that there is an existing over-provision of open space in the locality.
- 14.48** Open space to be provided, or commuted payments to be made, will be fairly and reasonably related in scale and kind to the development proposal. Where provision is made off-site, it should be of direct benefit to, the occupiers of the new development.
- 14.49** Commuted sums will be calculated on the basis of the value of the land that would otherwise have had to be made available and the costs of laying the land out as public open space and maintaining it for a 10 year period.

### Other Open Space and Green Infrastructure

- 14.50** The updated Open Space, Sport and Recreation Study (2015) identifies gaps in provision of certain types of open space. The shortage of allotments at Lytham, St Annes, Freckleton and Warton has been identified as an issue. Trees and woodlands were not considered by the Study. However, Lancashire is one of the least wooded counties in Britain, with approximately 5% of its area being woodland, compared to a UK average of around 12%. New provision for woodland planting should be provided.
- 14.51** Opportunities to link Green Infrastructure resources will be maximised, taking account of the objectives of the Lancashire Green Infrastructure Strategy. The linking of Green Infrastructure facilitates the flow of ecological processes, including the movement of species. As the climate changes, species may move northwards and the nature of the landscape, including the fragmentation of habitats and the permeability of the landscape, can limit their ability to move.
- 14.52** High quality green routes, particularly those linking a residential area with a town, district or local centre, can encourage people to walk and cycle and will impact upon quality of place and improvements to health and wellbeing, referred to in chapter 11. Linking towns and rural settlements to the landscape through a network of Green Infrastructure will also improve access to open spaces. The key resources and opportunities for linkages and enhancements have been identified in the updated Open Space, Sport and Recreation Study.

- 14.53** In order to maximise the benefits of Green Infrastructure, Fylde will work with its neighbouring authorities to ensure that the network is not restricted by administrative boundaries.
- 14.54** The updated Open Space, Sport and Recreation Study (2015) identifies a need for a country park in Fylde. The provision of a new country park would result in the gaps in park and garden provision in the borough being met.
- 14.55** Policy ENV1 seeks suitable landscape planting and landscape buffers, policy ENV2 seeks new features of biodiversity value and policy CL1 seeks to maximise the potential of Green Infrastructure to contribute towards flood alleviation.

### Management and Enhancement of Open Space and Green Infrastructure

#### Policy ENV6

#### Management and Enhancement of Open Space and Green Infrastructure

Financial contributions will be sought through the Community Infrastructure Levy and consideration will be given to further sources of funding for the management and enhancement of open space and Green Infrastructure, including the Ribble Coast and Wetlands and actions identified in the Coastal Strategy. This includes enhancing the functionality, quality, connectivity and accessibility of open space, the Coastal Change Management Area and Green Infrastructure network identified on the Policies Map.

### Justification

- 14.56** There are significant Green Infrastructure assets in Fylde that are not currently achieving their full potential, particularly in terms of access, recreation and tourism. The Ribble Coast and Wetlands has been identified as having an unmet potential for visitors. Within this asset, and of particular importance to Fylde, is the 7.5 km of coastline from Starr Gate in the west to Freckleton Marshes in the east, which is covered by Fylde Council's Coastal Strategy. This stretch of coastline is a crucial element of Fylde's tourism assets and important to its long term economic success. It contains some of the most important wildlife areas in Europe, particularly for wading birds and wildfowl. The coastline also contains some of the most important open spaces in the Borough, from the world class amenity beach, the extensive sand dune network, historic Promenade Gardens and Fairhaven Marine Park, through to Lytham Green. In recognition of the importance of the coastline, the Council has prepared and adopted the Coastal Strategy.
- 14.57** Policy ENV6 seeks contributions for the development and enhancement of the Green Infrastructure along the coastline. There may also be opportunities to create other Green Infrastructure linkages, such as connecting the cycle network in Fylde with the Guild Wheel cycleway. The Lancashire Coastal Way links the limestone scenery of Arnsdale and Silverdale and the saltmarshes, agricultural land and seaside resorts of Fylde, Blackpool and Morecambe. However, sections of the footpath are liable to tidal flooding and may not be passable. Parts of the route pass along the seaward side of the sea defences that consist of steep and slippery rocks

which are difficult to ascend. The Council will support improvements to the condition of this footpath. All these initiatives will require collaboration with neighbouring Councils where the Ribble Coast and Wetlands is within their areas, along with other relevant organisations.

- 14.58** The formation and retention of management companies, to maintain the network of open space and Green Infrastructure is considered to be Best Practice. Developer contributions will also be sought for other schemes that will result in the enhancement of the quality, functionality, connectivity and accessibility of open space and the network of Green Infrastructure throughout Fylde.

## Preserving and Enhancing the Historic and Built Environment

### Introduction

- 14.59** The main strand of the historic and built environment identified within this chapter is the need to protect and conserve the heritage assets of Fylde.

### Heritage Assets

- 14.60** Heritage assets are buildings, monuments, sites, places or landscapes that have heritage significance. Such assets include designated heritage assets such as listed buildings and conservation areas and locally important assets such as locally listed buildings and locally important areas, including landscapes. Where a proposed development will result in substantial harm or total loss of a designated heritage asset, consent will only be granted where it can be demonstrated that the substantial public benefits outweigh that harm or loss as set out in paragraph 133 of the Framework.
- 14.61** Fylde boasts a rich and varied built environment including sites and buildings of historic and architectural interest. Heritage assets make a valuable contribution to economic and social wellbeing, as well as providing a focus for heritage led regeneration and tourism development.

### Fylde Heritage Strategy

- 14.62** The Fylde Heritage Strategy aims to provide an overview of how the Council will conserve the historic environment of the Borough and promote awareness of the value of our shared heritage.

### Heritage Statements

- 14.63** Development proposals relating to a heritage asset should be supported by a Heritage Statement. The level of detail provided should be proportionate to the asset's importance, in accordance with national planning policy. Statements should be prepared having regard to guidance prepared by Historic England and the Fylde Heritage Strategy.

## Heritage Assets

### Policy ENV7

#### Heritage Assets

Proposals for development should protect and, where appropriate, enhance those elements which contribute to the significance of Fylde's heritage assets:

##### Listed Buildings

Over 200 Listed Buildings in Fylde, including Lytham Hall and St Annes Pier, and their settings will be conserved and, where appropriate, enhanced. Loss of any significance should be minimised, and will only be permitted where any harm is justified by the public benefits of the proposal.

The total or substantial demolition of a listed building will only be permitted in exceptional circumstances.

##### Conservation Areas

Proposals including land within any of the ten Conservation Areas in Fylde, listed below, or within any additional conservation areas designated during the lifetime of the Local Plan, should conserve or enhance those elements that have been identified in the respective Conservation Area as making a positive contribution to their special character or appearance.

- Lytham (Town Centre)
- Lytham Avenues
- Kirkham
- St. Anne's on Sea (Town Centre)
- Ashton Gardens / Porritt Houses (St Annes)
- St. Anne's Road East
- Singleton
- Thistleton
- Larbreck
- Wrea Green

Demolition or other substantial loss to the significance of a building or feature - including trees, landscapes, spaces and artefacts - that contribute positively to the Conservation Area will only be permitted where this harm is outweighed by the public benefits of the proposed development.

Development which would result in harm to a public or private open space that contributes positively to the character of a Conservation Area will only be permitted where this harm is outweighed by the public benefits.

### **Public Realm and Heritage Assets**

The public realm needs to be designed appropriately, to reflect the special quality of the heritage asset including landscaping, street furniture and materials. The public realm needs to be appropriately managed and maintained, in accordance with the Fylde Heritage Strategy, so that it adds to the character, quality and distinctiveness of the heritage asset.

### **Registered Historic Parks and Gardens**

Development that results in the loss or damage to Registered Historic Parks and Gardens of national importance will not be permitted.

Proposals affecting any of the following three Registered Historic Parks and Gardens:

- 1) Ashton Gardens, St Annes
- 2) Promenade Gardens, St Annes
- 3) Lytham Hall Park, Lytham.

should ensure that development does not detract from the enjoyment, layout, design, quality, character, appearance or setting of that landscape, cause harm to key views from or towards these landscapes or, where appropriate, prejudice their future restoration.

Development within a registered Historic Park or Garden, or development that affects its setting, will not be permitted where this would prejudice its quality, character or appearance.

### **Locally important heritage assets**

Development which would harm or undermine the significance of a locally important heritage asset, including Fairhaven Lake, Clifton Hall, Singleton Hall, Memorial Park in Kirkham, Lowther Gardens, Lytham Green, Lytham Park cemetery gardens and the Lancaster Canal, or its contribution to the character of the area, will only be permitted in exceptional circumstances, where the public benefits of the development would outweigh the harm.

### **Archaeological remains**

Development which would result in harm to the significance of a nationally important archaeological site will not be permitted.

The conservation of other archaeological sites will be a material consideration when determining planning applications.

When development affecting such sites is acceptable in principle, the Council will seek to ensure mitigation of damage through conservation of the remains *in situ* as a preferred solution. When this is not justified, the developer will be required to make adequate provision for excavation and recording before and / or during development.

Proposals involving the total or substantial loss of a heritage asset, or the loss of the elements that contribute to its significance will be refused. Proposals will only be granted in exceptional circumstances where they can be clearly and convincingly justified in accordance with national

planning guidance on heritage assets. In addition to the requirements of national policy, applicants will be required as part of the justification to provide evidence that:

- 1) Other potential owners or users of the site have been sought through appropriate marketing where the marketing includes the offer of the unrestricted freehold of the asset at a price that reflects the buildings condition and;
- 2) Reasonable endeavours have been made to seek funding for the heritage assets conversion and;
- 3) Efforts have been made to find charitable or public authorities willing to take on the heritage asset.

Where the loss of the whole or part of a heritage asset is approved this will be subject to an appropriate condition or planning obligation to ensure that any loss will not occur until a contract is in place to carry out the development that has been approved.

### **Design Briefs**

Design Briefs will be prepared by the Council, to guide landowners, developers and civic amenity groups, where proposed new developments may have an impact on heritage assets, including listed buildings, conservation areas and registered historic parks and gardens.

## **Justification**

- 14.64** The Local Plan has a key role in improving the appearance and character of the built environment, whilst being able to adapt to social and economic conditions and a changing climate. Policy ENV7 sets out how the Council will seek to conserve Fylde’s historic environment and promote awareness of the value of our shared heritage.

## **Listed Buildings**

- 14.65** Listed Buildings are protected by legislation and Historic England keeps an up-to-date register of all listed buildings and those at risk. Fylde contains over 200 Listed Buildings. There is one Grade I Listed Building in the Borough – Lytham Hall – which is also on the Historic England Buildings at Risk register. **Performance Monitoring Indicator 19**, in Appendix 9, is that no heritage assets are on Historic England’s “At Risk” register by the end of the plan period in 2032.
- 14.66** Over the years, many listed buildings have been altered and adapted, the majority of which have been the subject of listed building consent approvals. In the case of listed buildings, the interior is often as important as the exterior and so it is essential that owners and occupiers of these buildings are aware of their statutory obligations in respect of *any* planned changes. In view of the importance of these buildings, it is essential that the Council has an up-to-date inventory of all its listed buildings. One of the principal reasons for having this record is so that any previous changes, which have occurred, can form a baseline from which future changes can be then considered. Another reason for compiling an inventory is so that the ‘significance’ of the building – its historical value, setting, external appearance and internal qualities can be assessed and recorded. This will assist significantly in the future assessment of development proposals that may impact on its character.

- 14.67** The Council is considering through the Heritage Strategy, the provision of further guidance for potential developers who propose alterations to listed buildings, in the form of a web based resource. This resource could be developed outlining the nature and significance of listed buildings, legislative requirements, guidance on assessing the impact on the significance of a building and the process of managing applications for listed building consent.

### Local Lists of Buildings

- 14.68** The Framework advises Councils that local heritage can be significant and go well beyond nationally designated assets. It is highly probable that there are many unlisted buildings of particular significance and quality in Fylde that have little by way of formal recognition or protection.
- 14.69** Historic England strongly supports the compilation of local lists and has produced guidance for Councils in preparing them. A local list of heritage assets in Fylde, which do not meet the criteria for statutory listing will be produced. The local list will protect buildings and other features which are locally distinctive, or have particular importance to the local community which deserve recognition. Policy ENV7 will also apply to the heritage assets on the local list.
- 14.70** In formulating a local list, it would be necessary to carefully draw together a clear methodology of how buildings might initially be selected and how they might be ultimately chosen. The public would have a role to play in making suggestions and a draft list would then be considered against the criteria to be applied. The criteria used would be established using available guidance and practice established elsewhere. There are examples where local listing has been undertaken by using a small but specially commissioned panel with a mix of skills that would probably include a community representative. The draft local list of buildings would be judged against the set criteria, perhaps similar to that used for the compilation of national lists but recognising the fact that the buildings ultimately chosen would not have the same significance as those on the national list.
- 14.71** Once locally listed, the building would have special status and any development proposals that might affect its character or setting would be subject to detailed scrutiny. In view of the importance of some buildings, it may be appropriate to introduce Article 4 directions with the objective of preventing potentially damaging 'permitted development'. However, it will be equally important to persuade building owners and the public in general as to the significance of particular buildings and the importance they have.

### Conservation Areas

- 14.72** Conservation areas are defined in national legislation as *"areas of special architectural and historic interest, the character and appearance of which is desirable to conserve or enhance"*. Councils designate conservation areas and have a duty to re-assess, from time to time, the scope for further designations. At the present time, there are 10 designated conservation areas in the Borough and these are varied in character. **Lytham (Town Centre)** is the largest and is centred on its commercial centre with its historic street pattern and contains impressive groups of mid to late 19th Century villa scale development, artisan housing and imposing public buildings, Lowther Gardens and the extensive frontage Green, fronted by Victorian villa development, are included.

**Lytham Avenues** is an impressive late nineteenth century suburban development laid out under the Town Improvement Acts containing tree lined avenues with attractive Victorian properties fronting onto them. It also incorporates a series of large mansions and associated development fronting onto the Ribble Estuary.

- 14.73 Kirkham** is based around its historic core and medieval street pattern centred on the Market Square, linked by Church Street to St. Michael's Church which acts as a centrepiece for the area. It also contains attractive groups of town houses along Poulton Street.
- 14.74** St. Anne's contains three separate albeit adjoining conservation areas – the **Town Centre (St. Anne's on Sea), Ashton Gardens / Porritt Houses and St. Anne's Road East**. The former two, when taken together, effectively comprise the whole of the original planned Victorian resort town based around a grid iron street plan. These areas contain a fine collection of commercial buildings and stone fronted villas arranged around the town park, Ashton Gardens. **St. Anne's Road East** is based around this principal tree lined avenue linking the town centre with the outer suburbs and contains a significant number of Victorian and Edwardian villas set within large plots with extensive areas of tree cover being a major characteristic of the area.
- 14.75** The Borough also contains two rural 'planned' model villages in **Singleton** and **Thistleton** associated with the development of large country estates and the ancient hill top hamlet of **Larbreck**. **Wrea Green** takes the form of a traditional village once comprising of individual farms surrounding a village green and now containing a mixture of Victorian, Edwardian and more contemporary development forming an attractive peripheral enclosure. The impressive parish church, the open green and backdrop of trees contribute to the rural character of the conservation area.
- 14.76** Legislation requires Councils to prepare character appraisals and subsequent management plans for conservation areas. These are aimed at evaluating their essential characteristics and to subsequently identify future proposals for preserving and enhancing the area. They become important planning documents. The Council prepared some relatively straightforward appraisal's many years ago, particularly for the smaller rural conservation areas. Although still relevant, they are in need of urgent updating. In the case of the larger urban conservation areas, appraisals and management plans are largely absent and consequently, there is an identified need to prepare appraisals and management plans as soon as this can realistically be achieved.
- 14.77** The Council has received requests for its consideration of designating additional conservation areas in specific locations and also amendments to existing boundaries. A review of existing conservation area boundaries would best be undertaken when the particular appraisal is undertaken. With regard to new designations, this would be undertaken by way of a 'characterisation study' whereby specific areas of the Borough can be mapped to identify locations with specific historic character. In this regard, LCC's Urban Extensive Survey would be of specific assistance. Any potential areas for designation would need to be agreed by the Council in principle and public engagement undertaken.
- 14.78** Some of the present conservation areas are the subject of Article 4 Directions that bring within control certain forms of development, which otherwise would not require planning permission. The 'directions' presently in force are, in some cases, 'patchy' and somewhat out of date, relative to the present legislation - although still enforceable. However, future appraisals and

management plans would assess the appropriateness for new or revised Article 4 Directions, tree preservation orders and the potential for other controls including those that further limit advertisements on commercial buildings.

- 14.79** Advice to property owners, in the form of leaflets, or within the Council's web site, has proved useful. There is specific value in providing guidance and information in relation to conservation issues and the Fylde Heritage Strategy promotes this type of initiative.
- 14.80** The three town centre conservation areas have been the recipients of 'regeneration' initiatives, each having the objective of preserving and enhancing its particular character and appearance. These initiatives have included building refurbishment, soft and hard landscaping, new street furniture and works of public art. Future regeneration initiatives would form an integral part of the conservation area appraisals and subsequent management plans.
- 14.81** Historic England and HELM offers practical advice on the process of appraisals and management plans including guidance which is suitable for volunteers who may wish to be engaged in the process.
- 14.82** The Council will take the lead role in preparing a 'Good Design in Conservation Areas' advisory document, which will set out best practice in terms of new development within conservation areas.

### Public Realm

- 14.83** In the case of conservation areas, the design, management and maintenance of the public realm is an important element of its character and a particularly important indicator of the quality of place.
- 14.84** In the context of heritage assets, i.e. conservation areas, historic parks and gardens and in the vicinity of listed buildings, the public realm needs to be designed appropriately, to reflect the special quality of the area including landscaping, street furniture and materials and that the areas are appropriately managed and maintained so that they add to the character, quality and distinctiveness of the particular area.
- 14.85** A design code could be applied to historic areas (potentially as part of conservation area appraisals and linked into the Council's regeneration initiatives), with a subsequent maintenance strategy, agreed to include all the appropriate partners required for its implementation.
- 14.86** As regards the development of an approach to the design of and future management of the public realm in historic areas, there is the opportunity to work with other partner organisations, including LCC.

## Registered Historic Parks and Gardens

- 14.87** The Borough presently contains three historic parks and gardens which are included on the National Register, held by Historic England. These are **Ashton Gardens**, **Promenade Gardens** and **Lytham Hall Park**, all of which are Grade II. Ashton Gardens has been the subject to extensive refurbishment and was the recipient of a significant Lottery Grant in addition to funding support from the Council. The completed scheme is an important and integral element of the broader regeneration programme for St. Annes.
- 14.88** The Promenade Gardens, St Annes, occupies a pivotal position on the seafront and is an impressive landscape laid out in the late nineteenth century. It contains open landscape, a rockery, grotto and waterfall, formal areas of lawn with bedding and a number of artefacts including decorative shelters, many of which are listed buildings in their own right. In 2008, a restoration and management plan was prepared and approved in principle by Fylde Council. The gardens are very well maintained but the general infrastructure requires restoration and repair. It is intended to fully restore the gardens in line with available resources. The cost of full refurbishment is considerable and could be undertaken on a phased basis.
- 14.89** Lytham Hall is the centrepiece of the adjoining parkland. The designated park also includes the adjoining Home Farm and Fairhaven Golf Course. The current restoration plans for the Grade I Hall are accompanied by a restoration programme for parts of the historic landscape immediately surrounding it. The parkland attached to the hall extends to some 80 acres and contains many landscape features including extensive tree plantations which are the subject of tree preservation orders. The grounds of Lytham Hall are now open to the public as historic parkland and consideration is being given to the provision of a more attractive link between the Hall and St Annes Town Centre.
- 14.90** In addition to the parks and gardens included within the national list, there are a number of historic open landscapes that are of local interest. These include Fairhaven Lake, Clifton Hall, Singleton Hall, Memorial Park in Kirkham, Lowther Gardens, Lytham Green and Lytham Park cemetery gardens. It would seem appropriate to undertake research into establishing the historic importance of these landscapes (and any other potential candidates) and consider the possibility for a 'local list'. The Lancashire Gardens Trust has indicated that it would be supportive of such an initiative and would provide assistance in undertaking the research needed.
- 14.91** It will be wholly appropriate to protect, restore and enhance historic parks, both of national and local significance. Opportunities for funding support will be pursued with Fairhaven Lake being the subject of a historic appraisal and feasibility study for potential Heritage Lottery Funding support. Potential proposals for Fairhaven will take account of the coastal defence works that are planned and ensure that the works will be complimentary to the heritage value of the site.
- 14.92** It should also be recognised that the maintenance, management and improvement of open landscapes is an on-going issue. Particular recognition should be paid to 'Friends Groups' and other community organisations who have undertaken invaluable work in the management and improvement of parks and this on-going involvement is crucial.

- 14.93** Development proposals that could affect the character and setting of a historic park or garden will be the subject of particular scrutiny if development is proposed which may have an impact on its significance.
- 14.94** In terms of the restoration of registered Historic Park and Gardens, the emphasis has been and will remain of a generally faithful restoration and reinstatement of the landscape through an understanding of its historical development – landscape character, materials, planting and uses as they have impacted on its character. This has been the case in Ashton Gardens and in the proposals for Lytham Hall Park and Promenade Gardens.

### Scheduled Monuments

- 14.95** At the present time, there are no designated scheduled monuments in the Borough. If a site were to be scheduled in the future, then the requirement of the relevant acts would be followed with the necessary consultation carried out including the involvement of Historic England.

### Archaeology

- 14.96** There are a known number of sites within the Borough with archaeological significance as well as potentially undiscovered sites. The Council will continue to liaise with LCC on these issues. In the case of particularly important sites, the Council will request that the County Council prepares a specific brief setting out the requirements of the developer in respect of archaeological information that will be required to accompany a planning or listed building application.
- 14.97** In addition, there are heritage assets of local interest that may not meet the criteria for statutory designation but merit protection.
- 14.98** Fylde has a number of historic assets, including both statutory designations and those of local importance. A comprehensive approach to managing these important elements of the built environment are set out in the Fylde Heritage Strategy and Action Plan. A review of Fylde's Conservation Areas will result in a series of Conservation Area Character Appraisals, which will be a material consideration when determining planning applications. Management plans will be produced, where necessary, and extensions and / or alterations to existing Conservation Areas and designation of new areas will be considered. Such plans will set out the Council's approach to development in these special areas and guide development proposals to protect, enhance and regenerate the heritage assets within these areas.

### Cross boundary working on Heritage Assets

- 14.99** There are significant benefits in assessing where inter authority working across the Fylde Coast Authorities could be beneficial; exchanging ideas and approaches to different aspects of heritage and sharing scarce resources. One example is in the case of Blackpool Council where an impressive approach is being developed to create a local list of buildings. There may also be merit in producing joint publications and advice notes on generic issues. Blackpool is also developing an

‘outreach’ project which engages community groups and schools in promoting the value of heritage and conservation. Joint working and knowledge sharing could be very beneficial in the implementation of the Fylde Heritage Strategy and the associated Action Plan and manifest the duty to co-operate.

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## **CROSS CUTTING THEMES IN CHAPTER 14:**

### **Promoting Health and Wellbeing**

The maintenance of a Green Infrastructure Network, comprising of green and blue spaces provides areas for nature conservation and recreation, which have a positive impact on health and wellbeing. Access to high quality open spaces can make an important contribution to the health and wellbeing of communities (the Framework, paragraph 73). Planning policies should protect and enhance public rights of way and access. Councils should seek opportunities to provide better facilities for users, for example by adding links to existing rights of way networks (the Framework, paragraph 75).

In the same way that the protection and enhancement of the built environment, in terms of Fylde's heritage assets have a positive effect on wellbeing.

### **Achieving Good Design**

The high quality design and the creation or enhancement of existing Green Infrastructure will enhance the character of the built and natural environment, ensuring effective place shaping across Fylde. It is essential that new development is in keeping with the character of the area; and also results in the maintenance and enhancement of Fylde's built environment and the protection of heritage assets, in line with the Fylde Heritage Strategy and the Council's intention to prepare a 'Good Design in Conservation Areas.

### **Sustainability**

The UK Sustainable Development Strategy "Securing the Future" sets out five 'guiding principles' of sustainable development, three of which are applicable to this chapter: living within the planet's environmental limits; ensuring a strong, healthy and just society; and achieving a sustainable economy.

### **Equality**

In terms of equality, the planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities. Local planning authorities should create a shared vision with communities of the residential environment and facilities they wish to see. To support this, local planning authorities should aim to involve all sections of the community in the development of the Local Plan (the Framework, paragraph 69).

### **Viability**

Pursuing sustainable development requires careful attention to viability and costs in plan-making and decision-taking. The plan should be deliverable. Therefore, the sites and the scale of development identified in the plan should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and

mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable (the Framework, paragraph 173).

Where safeguards are necessary to make a particular development acceptable in planning terms (such as environmental mitigation or compensation), the development should not be approved if the measures required cannot be secured through appropriate conditions or agreements. The need for such safeguards should be clearly justified through discussions with the applicant, and the options for keeping such costs to a minimum fully explored, so that development is not inhibited unnecessarily (the Framework, paragraph 176).

### Strategic Objectives

The following strategic objective is achieved in this chapter on the Natural, Historic and Built Environment Objective 2: To improve the environment.

## Chapter 15: Next Steps

### Responding to the Revised Preferred Option Version of the new Fylde Local Plan

#### Next Steps

- 15.1** The Revised Preferred Option version of the new Local Plan will be available for you to view and to submit your representations to Fylde Council for **6 weeks** between **XXX** and **XXX 2015**. To view the Revised Preferred Option document or for more information and for details of the exhibition venues and drop-in events, please visit [www.fylde.gov.uk/localplan/](http://www.fylde.gov.uk/localplan/) or contact the Planning Policy Team on Tel. 01253 658418 or email: [planningpolicy@fylde.gov.uk](mailto:planningpolicy@fylde.gov.uk).
- 15.2** Information will also be available at the Public Offices at St Annes and libraries throughout Fylde, along with guidance on how to make a representation. Consultees on our database will also receive notification by letter or email. If you wish to be added to the consultation database please email: [planningpolicy@fylde.gov.uk](mailto:planningpolicy@fylde.gov.uk)

#### Making representations

- 15.3** A template representation form is provided on our website and is available at the Public Offices and libraries throughout Fylde. Representations should follow this template in order to ensure that they can be accepted.
- 15.4** You are encouraged to submit your representations online through our online consultation system. Alternatively you can submit your representations by email or by post.

#### Public Events

- 15.5** The Council will provide a number of exhibitions around the Borough for the duration of the 6 week consultation period, providing information about the Revised Preferred Option version of the new Local Plan and how to make a representation. Council officers will also host drop-in sessions during the consultation period to provide the opportunity for the public to come along and ask questions about the new Local Plan for Fylde and for guidance on making a representation.

#### Contact Information

Planning Policy  
Fylde Council  
Town Hall  
Lytham and St Annes  
Lancashire  
FY8 1LW  
Tel: 01253 658418  
Email: [planningpolicy@fylde.gov.uk](mailto:planningpolicy@fylde.gov.uk)  
Website: [www.fylde.gov.uk/localplan/](http://www.fylde.gov.uk/localplan/)  
Fylde Forum: [www.fyldeforum.co.uk](http://www.fyldeforum.co.uk)

### What is the next stage?

- 15.6** Following the Revised Preferred Option consultation, the Council will collate all of the representations received and seek approval from the Development Management Committee to prepare the Publication version of the new Fylde Local Plan. The Publication version will form the final round of consultation on the new Local Plan, following which the document will be submitted to the Secretary of State, who will appoint an independent inspector to carry out an Examination in Public (EiP) into the document.

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## Glossary

### Accessible, Accessibility

These terms, in relation to transport and other services, refer both to proximity of services and the ability of the community to use those services.

### Affordable Housing (Definitions from the Framework)

**Social rented, affordable rented and intermediate housing**, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.

- **Social rented housing** is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.
- **Affordable rented housing** is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).
- **Intermediate housing** is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.

Homes that do not meet the above definitions of affordable housing, such as 'low cost market' housing, may not be considered as affordable housing for planning purposes.

### Anaerobic Digestion

A biological process that produces a gas principally composed of methane and carbon dioxide, otherwise known as biogas. These gases are produced from organic wastes such as livestock manure, food processing waste, etc.

### Area of Open Coastline

A stretch of land from the River Wyre to the north of Fylde, taking in the River Ribble and its estuary to the south and the sand dunes and extensive stretches of beach along the coast between St Annes and Blackpool.

### Areas of Separation

Areas of Countryside separating existing settlements and associated built-up areas that contribute to preserving the openness of the area and protect the distinctive identity of the individual settlements.

Development within an Area of Separation is restricted to that appropriate within an area of Green Belt in order to prevent the merging of settlements and the loss of the individual identity of each settlement.

### **Bathing Water Directive**

Aims to protect public health and the environment from pollution of bathing waters.

### **Best and Most Versatile Agricultural Land**

Land in grades 1, 2 and 3a of the Agricultural Land Classification. Fylde does not have any grade 1 agricultural land.

### **Biodiversity**

The whole variety of life encompassing all genetic, species and ecosystem variations. The Biodiversity Action Plan for Lancashire consists of many individual species and habitat plans. Each plan gives information on the status and threats to the species or habitat, including details of the conservation action required and the organisations responsible.

### **Biomass**

Also known as biofuels or bioenergy, is obtained from organic matter either directly from plants or indirectly from industrial, commercial, domestic or agricultural products. The use of biomass is classed as a 'carbon neutral' process because the carbon dioxide released during the generation of energy from biomass is balanced by that absorbed by plants during their growth.

### **Business Use**

This is defined by any or all of the following:

- an office other than financial and professional services;
- research and development of products or processes; or
- light industry appropriate in a residential area.

### **Caravan**

Caravan means any structure designed or adapted for human habitation which is capable of being moved from one place to another (whether by being towed, or by being transported on a motor vehicle or trailer) and any motor vehicle so designed or adapted.

### **Central Lancashire**

The city of Preston, South Ribble and Chorley.

### **City Region**

The term recognises that large towns and cities act as the focus for jobs, services and facilities for extensive hinterlands. Three have been identified in the North West, based on Merseyside, Central Lancashire and Greater Manchester.

### **Classic Resort**

The term Classic Resort was envisaged by the former North West Development Agency as a hallmark awarded to resorts to demonstrate that they have achieved an outstanding level of service delivery and environmental quality.

### **Climate Change**

A changing climate, which can be attributed directly or indirectly to human activity that alters the composition of the global atmosphere.

### **Coastal defences**

Refers to sea defences against flooding and erosion. Hard defences are generally expensive short-term options (often up to 30 years), such as sea walls. Soft defences are often less expensive long-term options and are usually more sustainable, such as sand dunes.

### **Community Facilities**

Community facilities provide for the health and wellbeing, social, educational, spiritual, recreational, leisure and cultural needs of the community.

### **Community Infrastructure Levy (CIL)**

A levy allowing local authorities to raise funds from owners or developers of land undertaking new building in their area. The money can be used to fund the infrastructure needed as a result of development.

### **Comparison goods**

The provision of items not purchased on a frequent basis (e.g. clothing, footwear, and household goods).

### **Conservation Areas**

Areas designated by the Council which are considered of special architectural or historic interest, the character of which it is desirable to conserve or enhance.

### **Convenience goods**

The provision of everyday essential items (e.g. food, drinks, and newspapers).

### **Conversions**

Generally means the change of use of a building from a particular use, classified in the use classes order, to another use. The term can also mean the sub-division of residential properties into self-contained flats or maisonettes.

### **Decentralised energy**

Local renewable energy and local low carbon energy usually but not always on a relatively small scale encompassing a diverse range of technologies.

### **Decentralised Energy Network / District Heat Network**

Primarily the generation of energy close to the user and where appropriate, the recovery of the surplus heat (combined heat and power – CHP) for purposes such as building space heating and domestic hot water production. CHP is often used in District Heating Networks, with the heat generated as a by-product of electricity generation being pumped into homes, either as hot water or as steam, through networks of reinforced pipes.

### **Design Codes**

Design codes set out design principles aimed at delivering better quality places, for example the requirements for streets, blocks, massing and so forth, or they may focus on landscape, architectural or building performance issues (for example, increasing energy efficiency). Codes are focussed around those design characteristics that are important to achieve, and they establish and firmly fix the ‘must have’ design elements. In so doing codes help to provide continuity in quality and consistency over time. To achieve this aim, design codes often build upon a design vision in a masterplan, or other site or area-based vision. Sometimes they may evolve out of a design and development framework. In both circumstances the set of design instructions which make up the design codes will reflect the particular requirements of the place.

### **Designated Areas**

Areas that have been awarded a statutory designation because of their special features or qualities, e.g. National Parks, Areas of Outstanding Natural Beauty, Green Belts, Sites of Special Scientific Interest and historical and archaeological sites.

### **Designated Heritage Asset**

A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.

### **Development**

Legally defined in Section 55 of the Town and Country Planning Act 1990 as, *“the carrying out of building, engineering, mining or other operations in, on, over or under land, or the making of any material change in the use of any buildings or other land”*.

### **Development Plan Documents**

These documents, including the Local Plan, will together form the Development Plan for the area.

### **Employment Land**

Land allocated in development plans for business, industrial and storage/distribution uses (B1, B2 and B8 use classes).

### **Employment Uses**

Any undertaking or use of land that provides paid employment (usually relates to the ‘B’ use class).

### **Enterprise Zones**

Enterprise Zones allow areas with economic potential to create the new business and jobs that they need, with positive benefits across the wider economic area. Simplified planning and business rates discounts apply in Enterprise Zone areas, giving the capability to develop innovative ways to address specific local challenges.

### **Examination in Public (EiP)**

This is designed to test the soundness of the documents produced to form the Development Plan for the area, including the Fylde Local Plan.

### **Exception Test (Flood Risk)**

If, following the application of the Sequential Test, it is not possible for development to be located in zones with a lower probability of flooding, the Exception Test should be applied if necessary.

### **Farm Diversification**

The development of a variety of economic activities linked to working farms, designed to support farm income and use surplus land, e.g. forestry, leisure, tourism.

### **Flood Risk Assessment**

An assessment of the likelihood of flooding in a particular area in order that development needs and mitigation measures can be carefully considered.

### **Flood Risk Zone 1**

Land at low risk of flooding from rivers and sea. This zone comprises land assessed as having a less than 1 in 1,000 annual probability of river or sea flooding.

### **Flood Risk Zone 2**

Land at moderate risk of flooding from rivers and sea. This zone comprises land assessed as having between a 1 in 100 and 1 in 1,000 annual probability of river flooding, or between a 1 in 200 and 1 in 1,000 annual probability of sea flooding in any year.

### **Flood Risk Zone 3**

Land at high risk of flooding from rivers and sea. This zone comprises land assessed as having a 1 in 100 or greater annual probability of river flooding, or a 1 in 200 or greater annual probability of flooding from the sea in any year.

### **Foul Water**

Kitchen, bathroom and trade waste that enters the sewer system.

### **Frontage**

The part of a building that faces onto the public realm.

## **Fylde Coast Sub-region**

The Fylde Coast sub-region encompasses the area covered by the unitary authority of Blackpool Council and the two-tier area covered by LCC and the district councils of Fylde and Wyre. The area, covering 384 sq. km, stretches from the Ribble Estuary in the south to Morecambe Bay in the north and the Forest of Bowland moorlands in the east.

## **Geodiversity**

The variety of rocks, minerals, fossils, soils, landforms and natural processes.

## **Green Belt**

Areas of land where development is tightly controlled. The purposes of Green Belt are to check the unrestricted sprawl of large built-up areas; to prevent neighbouring towns from merging; to safeguard the land outside settlement boundaries from encroachment; to preserve the setting and special character of historic towns; and to aid urban regeneration by encouraging the recycling of derelict and other urban land.

## **Green Infrastructure**

The network of natural environmental components and green and blue spaces (i.e. ponds, rivers, lakes, swales) including (but not limited to): hedges, outdoor sports facilities, coastal habitat, grassland and heathland, cemeteries, churchyards and burial grounds, agricultural land, allotments, community gardens and urban farms, moorland, village greens, open spaces, degraded land, private gardens, wildlife habitats, parks, fields, open land outside settlement boundaries, woodlands, street trees, ponds, lakes, waterways.

## **Groundwater**

Water that exists beneath the earth's surface in underground streams and aquifers.

## **Gypsies and Travellers**

As defined in planning policy, Gypsies and Travellers are persons of nomadic habit of life whatever their race or origin, including such persons who on grounds of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

## **Habitats**

Ecological or environmental areas that are inhabited by a particular species of animal, plant or other type of organism.

## **Health and Wellbeing (definitions provided by the World Health Organisation)**

- **Health** A state of complete physical, mental and social wellbeing and not merely the absence of disease or infirmity.
- **Wellbeing** A positive physical, social and mental state: it is not just the absence of pain, discomfort and incapacity. It requires that basic needs are met, that individuals have a sense of purpose, which they feel able to achieve important personal goals and participate in society.

### **Heritage Asset**

A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the Council (including local listing).

### **Historic Environment**

All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.

### **Housing Needs Assessment**

A survey that estimates the number of households within an area that are in need of affordable housing and / or housing that meets their specific requirements.

### **Infrastructure**

Infrastructure has a broad definition and includes, but is not restricted to the following which are needed to support housing, industrial and commercial uses:

- **Transport:** highways, rail, bus, cycling, pedestrian and park and ride;
- **Energy:** gas and electricity generation and provision;
- **Water:** supply, wastewater and surface water drainage, flood defences and flood risk management;
- **Waste management:** refuse collection and disposal, recycling;
- **Information and communications technology:** telecommunications, broadband and cable television;
- **Education:** nursery and pre-school, primary, secondary, further, higher, and adult education;
- **Health:** hospitals, health centres / GP surgeries and hospices;
- **Emergency services:** police, fire and rescue, ambulance;
- **Green infrastructure:** open space, parks, children's play areas, sports pitches and courts, country parks and accessible natural green space, public realm, allotments and burial facilities;
- **Community services:** libraries, community centres, youth services, social services, older peoples support, special needs and disability and places of worship;
- **Culture and leisure:** museums and galleries, performance venues, sports and fitness centres.

### **Infrastructure Delivery Plan (IDP)**

The IDP is a supporting document to the Local Plan. Its purpose is to provide background evidence regarding the physical and social infrastructure likely to be needed to support identified development in the Borough over the plan period. It sets out a baseline assessment of existing infrastructure provision and provides an indication of the existing capacity and shortfalls of all types of infrastructure. The document will be updated and monitored regularly and will assist in future delivery of infrastructure requirements.

### **Infrastructure Services**

Services necessary to serve development, e.g. roads and footpaths, electricity, water and sewer services.

### **Integral Garage**

An integral garage is a building for parking vehicles, attached to another building, such as a house. Typically, integral garages have three walls, a roof and a door opening large enough for vehicles to enter the building. Select integral garages also have doorways from the garage to the connecting building.

### **Inward Investment**

New business investment or expansion of an existing investment into an area from outside.

### **Key Service Centre**

Towns or villages which act as service centres for surrounding areas, providing a range of services including: retail, leisure, community, civic, health and education facilities and financial and professional services. They should have good public transport links to surrounding areas, or the potential for their development and enhancement.

### **Large Developed Sites in open land outside settlement boundaries'**

Large developed sites within open land outside settlement boundaries', including Kirkham Prison, Weeton Camp and Ribby Hall, but excluding farms and employment sites.

### **Legibility**

The degree to which a place can be easily understood so that people can find their way around (way-finding).

### **Listed Buildings**

Buildings of special architectural or historic interest listed by the Secretary of State for Culture, Media and Sport on the advice of Historic England. Buildings are graded to indicate their relative importance.

### **Local distinctiveness**

The positive features of a place and its communities that contribute to its special character and sense of place. It includes the form of a place, the way it is used, buildings – density and mix, height and massing, urban structure, grain, landscape and building traditions.

### **Local Enterprise Partnership**

A partnership between local authorities and businesses to help determine local economic priorities and lead economic growth and job creation within its local area. They carry out some of the functions previously carried out by the regional development agencies which were abolished in March 2012.

### **Local Housing Needs**

These apply when employment, social and economic consequences lead people to choose or demonstrate a need to live or remain in a locality where accommodation is not available to them.

### **Local Nature Reserves**

Sites designated under terms of the National Parks and Access to the Countryside Act, 1949 and owned, leased or managed under agreement by local authorities. They are places with wildlife or geological features that are of special interest.

### **Local Planning Authority**

The Borough, District, Unitary or County Council with the responsibility of planning for that area.

### **Local Service Centre**

Settlements which provide a more limited range of services to the local community, compared to Key Service Centres.

### **Local Transport Plan (LTP)**

A five-year integrated transport strategy, prepared by a county council or unitary authority in partnership with the community, seeking funding to help provide local transport projects. The plan sets out the resources predicted for delivery of the targets identified in the strategy.

### **Main Rivers**

Main Rivers under the terms of the Water Resources Act, 1991 and the Land Drainage Byelaws. The prior written consent of the Environment Agency is required for any proposed works or structures in, under, over or within 8 metres of the top of the bank of the main river watercourse.

### **Main Town Centre Uses**

Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

### **Major Development**

The term 'major development' is taken to be as defined by The Town and Country Planning (Development Procedure) (England) Order 2010.

### **Massing**

The combined effect of the height, bulk and silhouette of a building or group of buildings (in three dimensions).

### **Micro-generation**

Small-scale on-site low carbon and renewable energy technologies which generate less than 45KW heat and 50KW for electricity. They mostly harness solar energy such as wind, photovoltaics, solar thermals, biomass, hydro and heat pumps. Micro-generation can also refer to community scale energy which may fall within these capacities.

### **National Planning Policy Framework (the Framework)**

The Framework sets out the Government's planning policies for England and how they are expected to be applied. It is part of the development plan for an area and must be taken into account in the preparation of local and neighbourhood plans and it is a material consideration in planning decisions.

### **Nature Conservation**

The protection, management and promotion of wildlife habitats for the benefit of wild species, as well as the communities that use and enjoy them.

### **Neighbourhood Development Plans**

A plan prepared by a Parish Council or Neighbourhood Forum for a particular neighbourhood area.

### **Open Land outside settlement boundaries**

Areas outside towns and rural settlements.

### **Open space**

All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs), which offer important opportunities for sport and recreation and can act as a visual amenity.

### **Phasing or Phased Development**

The phasing of development into manageable parts. For example, an annual rate of housing release for large development that may need to be controlled to avoid destabilising housing markets and causing low demand.

### **Pitch**

As defined in planning policy for Traveller Sites, '*pitch*' means a pitch on a Gypsy and Traveller site and '*plot*' means a pitch on a Travelling Showpeople site (often called a '*yard*'). This terminology differentiates between residential pitches for Gypsies and Travellers and mixed-use plots for Travelling showpeople, which may / will need to incorporate space or to be split to allow for the storage of equipment.

### **Place making**

It is important that new developments take account of layout, landscaping and accessibility in order to be sympathetic to their location, as well as enhancing the area where previous opportunities may have been missed. The design of streets, Green Infrastructure and the wider public realm can further encourage community cohesion, identity and pride.

## **Planning Policy**

Planning policy provides the framework to guide and manage the development of land and buildings and sets out future proposals for an area.

## **Plot**

As defined in planning policy for Traveller Sites, '*pitch*' means a pitch on a Gypsy and Traveller site and '*plot*' means a pitch on a Travelling Showpeople site (often called a '*yard*'). This terminology differentiates between residential pitches for Gypsies and Travellers and mixed-use plots for Travelling Showpeople, which may/will need to incorporate space or to be split to allow for the storage of equipment.

## **Priority Habitats and Species**

Species and Habitats of Principle Importance included in the England Biodiversity List, published by the Secretary of State under section 41 of the Natural Environment and Rural Communities Act, 2006.

## **Public Open Space**

Urban space, designated by a Council, where public access may or may not be formally established, but which fulfils a recreational or non-recreational role (for example, amenity, ecological, educational, social or cultural usages).

## **Registered Historic Parks and Gardens**

A park or garden included on the Register of Parks and Gardens of Special Historic Interest in England as determined by Historic England.

## **Regional Spatial Strategy (RSS)**

Regional planning policy issued by the Secretary of State. In July 2010, the Government announced the revocation of Regional Spatial Strategies.

## **Renewable and low carbon energy**

Includes energy for heating and cooling as well as generating electricity. Renewable energy covers those energy flows that occur naturally and repeatedly in the environment from the wind, the fall of water, the movement of the oceans, from the sun and from biomass and deep geothermal heat. Low carbon technologies are those that can help reduce emissions (compared to conventional use of fossil fuels).

## **Ribble Coast and Wetlands Regional Park**

The Ribble Coast and Wetlands concept is one of a number of regional parks that are at various stages of development along the North West coast. It is based around the Ribble Estuary, which is an internationally significant wetland habitat. The Ribble Coast and Wetlands has a strategic partnership comprising public, private and voluntary sector interests that have adopted a business plan.

## **Rural Area**

An open swath of land that has few homes or other buildings, and not very many people.

### **Rural Diversification**

The expansion, enlargement or variation of the range of products or fields of operation of a rural business (branching out from traditional farming activities, for example new income generating enterprise like renewable energy, tourism and food processing).

### **Rural settlement**

A group of homes in a predominantly rural area with some community facilities and employment activity, but smaller than a town.

### **Section 106 Agreements or Obligations**

Section 106 (S106) of the Town and Country Planning Act, 1990 allows a Local Planning Authority to enter into a legally-binding agreement or planning obligation with a landowner / developer in association with the granting of planning permission. S106 agreements or obligations are a way of addressing matters that are necessary to make a development acceptable in planning terms.

### **Sequential Test (Flood Risk)**

The Sequential Test aims to steer new development to areas with the lowest probability of flooding. The overall aim is to steer new development to Flood Zone 1. Where there are no reasonably available sites in Flood Zone 1, local planning authorities allocating land in local plans or determining planning applications for development at any particular location should take into account the flood risk vulnerability of land uses and consider reasonably available sites in Flood Zone 2, applying the Exception Test if required. Only where there are no reasonably available sites in Flood Zones 1 or 2 should the suitability of sites in Flood Zone 3 be considered, taking into account the flood risk vulnerability of

land uses and applying the Exception Test if required.

### **Serviced accommodation**

Serviced accommodation refers to tourism accommodation and includes hotels, guest houses, B and B's and Inns (definition taken from the Visitor Accommodation Study)

### **Small Sites**

Sites that could accommodate between 10 and 99 homes.

### **Spatial Planning**

Spatial planning goes beyond traditional land use planning to bring together policies for the development and use of land with other programmes which influence the nature of places and how they function.

### **Special Areas of Conservation**

Areas given special protection under the European Union's Habitats Directive, which is transposed into UK law by the Habitats and Conservation of Species Regulations 2010. Special Protection Areas: Areas which have been identified as being of international importance for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds found within European Union countries. They are European designated sites, classified under the Birds Directive.

### **Strategic Environmental Assessment (SEA)**

A procedure (set out in the Environmental Assessment of Plans and Programmes Regulations 2004), which requires the formal environmental assessment of certain plans and programmes, which are likely to have significant effects on the environment.

### **Sub-region**

An area covering more than one local authority area.

### **Sustainability Appraisal**

Appraisal of plans, strategies and proposals to test them against the four broad objectives set out in the Government's sustainable development strategy 'A Better Quality of Life: A Strategy for Sustainable Development for the UK', published in 1999.

### **Sustainability Statement**

A Sustainability Statement is required to be submitted as part of a design and access statement accompanying applications for major development. The statement should set out how the development will contribute to the reduction of energy consumption and the production of renewable and low carbon energy generation technology.

### **Sustainable Development**

The most commonly used definition is that of the 1987 World Commission on Environment and Development, the Brundtland Commission: "*development which meets the needs of the present without compromising the ability of future generations to meet their own needs*". The UK Sustainable Development Strategy Securing the Future set out five 'guiding principles' of sustainable development: living within the planet's environmental limits; ensuring a strong, healthy and just society; achieving a sustainable economy; promoting good governance; and using sound science responsibly.

### **Sustainable Drainage Systems (SuDS)**

A means of controlling surface water run-off as close as possible to its origin before it enters a watercourse.

### **Townscape**

The urban equivalent of landscape; the overall effect of the combination of buildings, changes of level, greenspaces, boundary walls, colours and textures, street surfaces, street furniture, uses, scale, enclosure and views.

### **Transport Assessment**

A Transport Assessment is a comprehensive and systematic process which sets out transport issues relating to a proposed development. It identifies what measures will be taken to deal with the anticipated transport impacts of the scheme and to improve accessibility and safety for all modes of travel, particularly for alternatives to the car such as walking, cycling and public transport.

### **Transport Statement**

A simplified version of a transport assessment where it is agreed the transport issues arising out of development proposals are limited and a full transport assessment is not required.

### **Travelling Showpeople**

As defined in planning policy for Traveller Sites, Travelling Showpeople are members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers.

### **Travel Plan**

A long term management strategy for an organisation or site that seeks to deliver sustainable transport objectives through action and is articulated in a document that is regularly reviewed.

### **Trunk Road**

A road for which the Secretary of State for Transport is legally responsible. Highways England is responsible for discharging the Secretary of State's duties, including the planning, funding and execution of maintenance and other works.

### **Urban Areas**

Comprising of the Key Service Centres of Lytham (including Ansdell), St Annes and Kirkham, together with the Local Service Centres of Freckleton, Warton and Wesham.

### **Vitality and Viability**

The factors by which the economic health of a town centre can be measured.

### **Windfall Sites**

Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously developed land that has unexpectedly become available.