

Fylde Good Design Supplementary Planning Document (Scoping)

Contents

Consultation information and how to respond

1. Introduction
2. Vision, Issues and Objectives
3. Policy and guidance review
4. Design principles
5. The design process: the required approach
6. Assessing site surroundings, context, constraints and opportunities
7. Aspects of design
8. Design in specific contexts: a portfolio of guidance
9. Decision-taking, implementation and monitoring
10. Glossary
11. References and further sources of information

Consultation information

This document has been produced by the Council as part of the preparation of a Supplementary Planning Document (SPD) on Good Design. Councils are required to consult when preparing an SPD (Regulation 12 of the Town and Country Planning (Local Planning) (England) Regulations 2012). The Council must then prepare a summary of the main issues raised and how those issues have been addressed in the SPD.

This consultation therefore invites representations on what the Good Design SPD should contain. The representations received will be considered, and will inform the content of the draft SPD. The draft SPD will then be subject to a further consultation (under Regulation 12b and 13 of the Town and Country Planning (Local Planning) (England) Regulations 2012).

How to Respond

Responses should address the questions in each section of the document, by reference to the question number. The Council's preference is for responses to be sent by email to PlanningPolicy@fylde.gov.uk. Alternatively they may be sent by post to Planning Policy, Fylde Council, Town Hall, St Annes Road West, Lytham St Annes, Lancashire FY8 1LW.

1. Introduction

Supplementary Planning Documents (SPDs) provide further detail and guidance in relation to policies and proposals within the Development Plan, in this case the Fylde Local Plan to 2032 which was adopted by the Council on 22nd October 2018. The main objective of the SPD is to provide greater detail with respect to the design of development and specifically to provide guidance on design in a range of specific contexts.

This SPD Scoping Report is intended to describe the proposed scope/content of the SPD. It includes questions about the proposed content and options for dealing with particular issues.

Purpose of document: Council intends to introduce SPDs to provide guidance on the application of planning policies as set out in the Local Plan. This SPD relates to design in broad terms, as it applies to all types of development.

Additional issues raised through the Consultation on this document will be reviewed by the Council and considered for inclusion within the document. Whether or not additional issues are included will reflect consideration of the evidence in relation to those issues and whether they can be addressed by the Good Design SPD.

The Importance of Good Design

One of the key objectives of the planning system is to ensure that new development has a high standard of design. Good design goes beyond the appearance of the individual building: it is the creation of places, through the buildings, spaces and green infrastructure that combine to make them. It therefore reflects small, incremental changes as well as large scale new development proposals. The result should be the creation of places which function well for everybody, are inclusive, and promote healthy and sustainable ways of living and working, as well as providing attractive environments in which people feel comfortable and safe.

The Local Plan places great importance on high quality design. This is crucial in Fylde, 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, in the attractive settlements of Kirkham, Wesham, Freckleton and Warton and in the borough's picturesque villages. 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.

The Borough includes a range of places with distinct characteristics. The coast forms a key contextual feature for the coastal seaside resort towns of Lytham and St. Anne, each of which has its own distinct character. The inland market town of Kirkham and the Local Service Centre of Wesham, the established Local Service Centre of Freckleton, and developing Local Service Centres of Warton, Whitehills and Whyndyke, each have their own distinct characteristics: in the case of the latter three this is still developing through strategic new developments, and there remains the opportunity to positively shape these areas from the outset. The Borough also has extensive rural areas, sparsely populated, with a character very distinct from the urban areas. The importance of context will therefore be of great importance in shaping the Borough, wherever new development occurs.

Do you agree that the Council should produce a SPD to provide detailed guidance on design?

2. Vision, Issues and Objectives

Vision

The Borough of Fylde will have been enhanced by development of a consistently high standard of design, that reflects local character, contributes to local distinctiveness, and results in thriving, sustainable places, reinforcing the positive public image of the Borough.

Issues:

- There exist examples of poor design within the Borough : avoid replication
- Applications are still being made where the designs being offered fall short of the expectations of the Council and the wider public
- Some development proposals relating to or within the setting of heritage assets have not taken adequate account of their significance
- Design, and particularly Design and Access Statements, being regarded as a tick-box exercise by developers, and consequentially failing to lead to expected standards of design
- Need for development to respect character and context of the surrounding area, whether townscape or landscape
- To avoid profligate use of land and use land efficiently, including on employment/mixed use sites, and to encourage mixed uses to achieve this
- The borough lacks examples of new development with a mix of uses within new buildings; there is the opportunity for this to contribute to well-designed but higher density development
- Need to ensure that new development contributes positively to the creation of sustainable communities which encourage people to go out on foot/cycle to use local facilities and explore their locality, rather than producing self-contained new areas without access to facilities
- There is a need to ensure that development proposals allow for permeability (ease of movement) through the site, prioritising non-motorised users
- There is a need for design to be seen as place-making, creating places that are legible (easily understood and to find ways through) and distinctive, resulting in a recognisable place.

Objectives

To ensure that new developments:

- Respond positively to their context and setting, including reinforcing local identity and character;
- Address the connections between people and places;
- Be physically, functionally and economically integrated into their existing environment in a positive and inclusive manner;
- Be integral to creating safe, accessible and inclusive environments; and
- Reduce the impact of the development on the natural environment and enhancing biodiversity.

3. Policy and guidance review

The Fylde Local Plan to 2032, adopted on 22nd October 2018, together with the Joint Lancashire Minerals and Waste Core Strategy DPD 2009 and the Joint Lancashire Minerals and Waste Local Plan Site Allocations and Development Management Policies DPD form the statutory Development Plan for Fylde.

Local Plan policy GD7 Achieving Good Design in Development provides a range of principles and requirements that development proposals should adhere to. In addition, the introductory text to the policy sets out six design principles. The detail is referred to elsewhere in this document and will be further developed in the SPD, so the detailed content is not repeated here.

Local Plan policy M1 requires strategic sites (100 or more dwellings) to be masterplanned, as part of the wider development of the particular strategic location over the plan period. This is to ensure that development is not self-contained and provides linkages and has regard to surrounding development and other wider contextual features. A list of considerations is contained within the policy, which are reflected elsewhere in this document and will be developed further in the final SPD.

Local Plan policy ENV5 gives particular guidance to the treatment of heritage assets, and for development proposals that could affect them.

Although these policies are being highlighted as being particularly relevant to Good Design, the plan should be read as a whole and other policies and supporting text will be relevant.

Supplementary Planning Documents may not make policy, but must reflect policy that exists, then provide further explanatory detail. The Good Design SPD will therefore primarily reflect the Local Plan Policies GD7, M1 and ENV5, as they are the relevant statutory development plan policies for Fylde.

The **National Planning Policy Framework** (July 2018) (the Framework) places strong emphasis on the importance of good design. Section 12 Achieving Well-Designed Places sets out the expectations for design through the planning system. In particular it requires that plans set out a clear design vision and expectations, so that applicants have clarity as to what will be acceptable; design policies should reflect local aspirations and should be grounded in an understanding and evaluation of each area's defining characteristics. It sets out six broad requirements for what the design of developments should achieve.

Planning Practice Guidance (PPG) is produced by government in support of the policy provided in the Framework. The current PPG dates from 2014, and is likely to be subject to updates in the near future to reflect the new Framework. It identifies eight planning objectives that good design should help to achieve. It sets out what a well-designed place is using seven different qualities. It sets out that buildings and spaces should be considered in terms of layout, form, scale, detailing and materials. It provides guidance on implementation including the use of consultation, masterplanning, pre-application discussion, design and access statements, design review, design codes, conditions and legal agreements. It provides pointers on specific issues that can arise relating to housing design, town centres and transport corridors.

St Annes Urban Design Guide. This document was produced to support the design and conservation approaches to public realm and building design guidance in the context of the regeneration

programme for St. Annes. It is a comprehensive compendium of urban design principles, ideas and concepts that have been used to influence building design, public realm design and management in the town centre. It was also used as an integral part of funding bids to external agencies. The approved document is still in use and has been used in the development of design approaches.

St Anne's Design Guide is a document produced by St Anne's Town Council as a Supplementary Planning Document to the St. Anne's on the Sea Neighbourhood Plan. The document was adopted for purposes of decision-making by Fylde Council on 12th September 2018: it is intended that it will become a document within the portfolio of this SPD. The Design Guide reviews the historic background and existing key characteristics of St Anne's, and then provides 12 design criteria to be considered: connections; facilities and services; public transport; meeting local housing requirements; character; working with the site and its context; creating well-defined streets and spaces; easy to find your way around; streets for all; car parking; public and private spaces; external storage and amenity. The Design Guide then provides key questions that applicants for major development will be required to answer. A tree palette is provided to suggest suitable landscaping. In addition to the main Design Guide document, the Companion (split into three documents) identifies and provides guidance on Key Access Corridors and Gateways in St Anne's.

Building for Life 12 <https://www.designcouncil.org.uk/resources/guide/building-life-12-third-edition> is a technique of methodology for the consideration of new residential layouts, aimed at providing twelve principles which should be taken together to inform good design. The system operates a traffic signal system of analysing whether the proposed design meets the criteria referenced in the B for L methodology. The system prompts thinking about the design of residential layouts and what they should seek to achieve to be successful.

Quality Reviewer developed for The Homes and Communities Agency, is a method of appraising the design quality of development proposals throughout the planning process. It is a step-by-step guide with plans, case studies and practical examples that help planners and others to focus pre-application discussions on quality; to structure planning applications and design statements; and to appraise design quality at design review and development management stages.

Manual For Streets 1 and 2 published in March 2007, provides guidance for practitioners involved in the planning, design, provision and approval of new streets and modifications to existing ones https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/341513/pdfmanforstreets.pdf . It aims to increase the quality of life through good design which creates more people-oriented streets. Although the detailed guidance in the document applies mainly to residential streets, the overall design principles apply to all streets within urban areas. In addition to issues of vehicular movement, the manual also assists in the creation of attractive urban spaces framed by buildings.

Creating Civilised Streets is a document produced and adopted by Lancashire County Council, (https://www.lancashire.gov.uk/media/81455/creating_civilised_streets.pdf) which provides guidance on acceptable design in relation to roads, footways, cycleways, bus stops, the broad issue of accessibility and other elements related to highways. It is an important background document as it is a core reference for the local highways authority Lancashire County Council, when making their responses as statutory consultee to development proposals.

The **Urban Design Compendium** which was produced by the Homes and Communities Agency (now Homes England) provides a very extensive body of detailed design advice: <http://webarchive.nationalarchives.gov.uk/20170130165337/https://udc.homesandcommunities.co>

[.uk/urban-design-compendium?page_id=&page=1](#) which represents a useful broad background reference work that it is intended that the SPD will draw upon.

The Fylde Council **Canopies and Glazed Extensions on Commercial Forecourts: A Design Note** (2018) provides specific guidance relating to canopies, verandahs and other types of forward extensions.

The Fylde Borough Council **Shopfront Design Guide** provides detail to matters relating to shopfronts.

The Fylde Borough Council **Lytham St. Annes 2020 Vision** provides an outline of a range of improvement works for Lytham and St Annes. The document also contains the *Good Place Guide* which is used to guide and inform design concepts and proposals for particular areas and in particular design in the context of existing townscape and heritage settings. The Guide is also contained within the Council's adopted Heritage Strategy 2015 – 32, at Appendix H.

The **Healthy Living SPD**, **Biodiversity SPD** and **Affordable Housing SPD**, being produced by the Council concurrently with the Good Design SPD, will provide detail on those matters. There will be implications for the Good Design SPD where matters included within the Healthy Living SPD, Biodiversity SPD and Affordable Housing SPD relate to the design of development.

Do you agree that the SPD should have regard to all of the above documents? Are there other documents to which the SPD should refer or which should inform the content of the SPD?

4. Design principles

The design principles are the broad considerations that underpin the design process. Together they form the overall approach to the design of any project. Rather than deal with specific aspects of the design, they require consideration of how the design as a whole will achieve certain objectives. Such an approach is required in order that developments achieve their potential in terms of design. The Design and Access Statement that accompanies the planning application will need to show how the approach has been followed.

The principles are not intended to act as criteria for box ticking but rather to be the first principles that the designer will use in order to develop the preferred design for the development:

- a. ***Movement and Legibility***: Consider how the development will create or contribute positively to the creation of a place that is easy to get to and move through by sustainable modes of transport and is easy to understand.
- b. ***Space and Enclosure***: Consider how to develop a place with attractive, sustainable and successful outdoor areas where public and private spaces are clearly distinguished.
- c. ***Mix of Uses and Tenures***: Create a development that promotes variety and choice in terms of uses and ownerships in response to local needs.
- d. ***Adaptability and Resilience***: Consider ways in which the development can be configured so that it can be adapted in the future and can respond to changing economic, social and technological conditions.
- e. ***Resources and Efficiency***: Reflect on how the development could contribute to tackling climate change and adapting to and mitigating its effects both in its construction and operation, and produce a design which integrates such measures.
- f. ***Architecture and Townscape***: Consider the external appearance and form that the development should take in order to respond positively to its surrounding environment.

Do you agree with the design principles that the Council proposes, derived from the principles in the Local Plan? Are there alternative principles that should be used or others that should be included?

5. The required approach to design

The Council considers that the approach to design that should be required will take the form of a three stage process:

- a consideration of individual factors,
- an analysis of how each individual factor affects the site,
- a consideration of how the design will respond to each factor to produce a solution appropriate to the site.

Individual design factors relating either to the context or fitness-for-purpose are considered in section 6.

This process will need to be undertaken in relation to design factors starting at the largest scale i.e. the broad townscape/landscape, then moving through the intermediate i.e. neighbourhood/street scale, and ending at the most local scale i.e. the particular site/building itself and its immediate adjoining sites/buildings. The extent to which the assessments will need to consider all scales will depend on the size and significance of the site and the proposal. In the case of certain types of development, the broader contextual factors and how they should be dealt with will be provided through the more detailed guidance within the portfolio relating to specific areas or development types, as set out in section 7.

The approach will be further developed in the SPD in the light of responses to the consultation, in order to produce a standardised format that can be employed within design and access statements.

Do you agree with the design approach that the Council proposes? Do you have any amendments or suggestions for improvement to the approach? Is there an alternative approach that you feel would be more suitable for Fylde?

6. Assessing site surroundings, context, constraints and opportunities

There are numerous considerations or design factors that are when undertaking the design process, which will vary in importance, but all of which it is considered should be integrated into the design. Appraisal of the specific site in relation to each of the design factors will lead to the production of a final design which will be fit-for-purpose, adaptable and respond to context.

The design factors include considerations which are contextual, i.e. they provide an appraisal of the site within the wide and local area, assess constraints and opportunities, and the solutions to which will have impact on a wider scale; it also includes considerations relating to the usability of the proposal for its intended use. It is considered that these should be considered together, as they do not form discrete groups, and there is no design issue which does not in some way relate to or affect the surroundings.

Broadest scale:

- Broad landscape/townscape context, i.e. the whole area seen from more distant settings;
- Whole settlement character;
- Inhabitants, workers and visitors: how are the people of the place reflected in its character?
- Is the character defined over a very broad area, or is it very localised? Are there different aspects which define character at different scales?
- Topography at the broadest scale;

District/neighbourhood/locality:

- Street layout, including existing pedestrian/cycle routeways, and existing barriers to movement; does the site provide access/routes within the area or does it act as a barrier? Does the site provide the opportunity for clear legible routes for pedestrians and cyclists with existing routes protected, including equestrian routes?
- Quality of existing built form and townscape/landscape: the design and architectural character of the development needs to relate well to its setting, making a positive contribution to local character and distinctiveness;
- Existing green infrastructure/landscaping/ecological features and how they relate to existing built development;
- Detail in existing built form at the district scale: notable features, use of materials, individual detail features e.g. doors, window styles, roofs and roof features, porches, detailing within walls, boundary features: uniformity/ variability/ randomness of;
- Mix of uses and extent of intermingling of these, including within buildings;
- Prevailing building height/bulk and variability/uniformity of (within the street, also within the general area); how will the scale, proportion and massing relate to surrounding context and reflect/enhance character?

- Prevailing development density and variability/uniformity of; density and building-to-plot ratio to reflect/ enhance local character;
- General setback from the street/ openness/ enclosure and relationship with building heights;
- Siting of the proposed development to relate well to the surrounding context;
- Landmark features, or features that define character;
- Layout of the development creates user friendly, sustainable and inclusive connections between people and places resulting in the integration of the new development, relating well to surrounding context, contributing to creation of cohesive and inclusive neighbourhoods;
- Existing uses in the surrounding area: does the site offer the opportunity to complement existing uses? Does it provide the opportunity to introduce additional beneficial uses that are locally absent, to provide an improved mix of uses?
- Do/does the existing building(s)/use(s) on the site contribute to the character of the area? In what way? If the contribution is positive, how should this be reflected in any potential development?
- The historic development of the area over time;
- Are there any potential impacts on heritage assets?

Site and adjacent

- Protecting existing landscape features and natural assets as an integral part of the development;
- Protecting and enhancing habitats and providing linkages to wider ecological networks having regard to the Biodiversity SPD which is being produced by the Council;
- Incorporation and integration of multi-functional green infrastructure, including new landscaping integrated into the overall design and relating well to the local setting;
- creating safe and accessible environments where crime/disorder/fear of crime do not undermine quality of life or community cohesion;
- Opportunities provided by the site to include a mix of uses, including a mix within individual buildings, to promote effective use of land and sustainable forms of development;
- Ensuring that the proposed development is adaptable, i.e. that its lifetime does not depend on the continuation of the specific use, and that a degree of flexibility in uses is provided for;
- The need for a high standard of amenity for occupiers;
- Amenity from internal layout and space;
- Outlook that provides a high standard of amenity;
- Providing for the needs of specific groups e.g. accessibility for disabled or elderly people, including provision of adaptable dwellings;

- Prioritises non-motorised users (e.g. pedestrians and cyclists);
- Enhancing public spaces to encourage use;
- Provision of outside amenity space for users/occupiers of the development;
- Safe and accessible environments that encourage active, continual use of public areas;
- Provides active frontage to the street;
- Landscaping /street furniture/ materials of public areas to add quality and distinctiveness;
- Minimising energy consumption by taking account of landform, layout, building orientation, massing and landscaping;
- Sympathetic to surrounding land uses: not harmful to amenity of neighbouring uses; operation of existing land uses not prejudiced or prevented;
- Amenity not affected by existing neighbouring uses;
- Sustainable natural resources should be used where appropriate;
- Waste disposal and storage including access thereto;
- Cycle access, parking and storage within the development;
- Areas for parking cycles, motorcycles and vehicles should be safe, accessible and sympathetic;
- On-site parking maintained unless otherwise justified;
- Highway safety or pedestrian safety should not be compromised;

Where the development relates to an area for which the SPD includes a section on a specific area within the portfolio of guidance (see section 7) it is intended that this will provide a broad assessment of landscape/ townscape character that can provide a starting point for the consideration of local character as it affects the specific site in question.

Do you agree that the design factors listed above should be considered for development proposals, appropriate to the scale and nature of the development?

Do you have suggestions for any to be amended or clarified?

Are there other considerations that are not reflected above?

7. Design in specific contexts: a portfolio of guidance

The Borough of Fylde consists of a range of landscapes and townscapes. Some of these have particular characteristics. The Council considers that it will be beneficial to produce guidance specific to the circumstances of particular places or types of area. This part of the Good Design SPD would therefore be in the form of a portfolio of specific guidance for particular areas or types of area, or in some cases types of development.

The specific areas for which individual pieces of guidance could be produced could include the following

- Town centres
- Urban areas outside town centres
- Sustainable rural settlements (Staining, Wrea Green, Newton, Clifton, Elswick, Weeton, Singleton)
- Coastal zones
- The sparsely-populated rural areas
- Residential extensions
- Conversions to any new use
- New greenfield housing developments including Green Infrastructure
- New greenfield employment developments
- New greenfield mixed use developments
- Renewable Energy developments
- Whyndyke
- Whitehills
- Blackpool Airport (developed as part of the Blackpool Airport Enterprise Zone masterplanning process)
- Individual Conservation Areas
- St Annes Design Guide (document already produced by St. Anne's Town Council and adopted by Fylde Council for decision-making)
- Canopies and Glazed Extensions on Commercial Forecourts: A Design Note (document already produced and adopted for decision-making)

Do you agree that the SPD should include a portfolio of guidance relating to particular types of area or development types? Are there any specific types of area or types of development, or specific areas, that should have specific guidance, in addition to those listed?

8. Decision-taking, implementation and monitoring

Supplementary Planning Documents may be given weight in decision-making. Although not part of the Development Plan, they provide detailed guidance on the application of policy that is contained within the Local Plan. Therefore, accordance with the SPD helps an applicant demonstrate compliance with development plan policy. Failure to accord with the SPD may demonstrate failure to comply with the development plan policy, and this may justify the refusal of a planning application.

Therefore, the Council will use the SPDs as guidance for determining planning applications, in support of Local Plan policies. It will similarly be used for helping determine whether enforcement action is justified, where development has taken place that is unauthorised.

In addition, the Council should take account of the guidance within the SPD when designing Council projects that it will be undertaking, or that are undertaken on its behalf.

Where the Council considers that a development proposal is in contravention of any aspect of the Good Design SPD, the Council will inform the applicant and seek the revision of the design. It will be preferable for applicants to seek advice at pre-application stage in order that the planning application that is submitted will have been subject to officers' advice, and any necessary alterations made.

There will be a need to include a mechanism to monitor whether the SPD is having positive effects on the design of development. How this will be undertaken is not yet determined, but will need to include a consideration of how sites would have been developed without the SPD in place, as well as review of actual completed development.

Do you have views on how the outcomes of the Good Design SPD should be monitored?

9. Glossary

It is proposed that a glossary should be included to clarify the meaning of terms used, particularly where standard language takes on a technical meaning.

Do you agree that a glossary should be included in the SPD?

10. References and further sources of information

Fylde Local Plan to 2032 <http://www.fylde.gov.uk/council/planning-policy--local-plan-/local-development-framework/adopted-fylde-local-plan-2032/>

National Planning Policy Framework <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

Planning Practice Guidance <https://www.gov.uk/government/collections/planning-practice-guidance>

St Annes on the Sea NDP <http://www.fylde.gov.uk/council/planning-policy--local-plan-/neighbourhood-planning/st-annes-sea-town-council-neighbourhood-plan/>

St Annes Design Guide

<http://www.fylde.gov.uk/assets/legacy/getasset?id=fAA3ADAANAA3AHwAfABUAHIAdQBIAHwAfAAwAHwA0>

<http://www.fylde.gov.uk/assets/legacy/getasset?id=fAA3ADAANQA3AHwAfABUAHIAdQBIAHwAfAAwAHwA0>

<http://www.fylde.gov.uk/assets/legacy/getasset?id=fAA3ADAANQA4AHwAfABUAHIAdQBIAHwAfAAwAHwA0>

<http://www.fylde.gov.uk/assets/legacy/getasset?id=fAA3ADAANQA5AHwAfABUAHIAdQBIAHwAfAAwAHwA0>

Warton NDP <http://www.fylde.gov.uk/council/planning-policy--local-plan-/local-development-framework/warton-neighbourhood-plan/>

Creating Civilised Streets

https://www.lancashire.gov.uk/media/81455/creating_civilised_streets.pdf

Urban Design Compendium:

http://webarchive.nationalarchives.gov.uk/20170130165337/https://udc.homesandcommunities.co.uk/urban-design-compendium?page_id=&page=1

Building for Life 12: <https://www.designcouncil.org.uk/resources/guide/building-life-12-third-edition>

Manual for Streets:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/341513/pdfmanforstreets.pdf

Manual for Streets 2: <http://www.ciht.org.uk/en/document-summary/index.cfm/docid/055693F6-8DB0-4BBE-AA9FF1B5BC5E9412>

The Fylde Borough Council Shopfront Design Guide:

<http://www.fylde.gov.uk/assets/legacy/getasset?id=fAAzADkAOAB8AHwAVABYAHUAZQB8AHwAMA8AA2>

The Fylde Council Canopies and Glazed Extensions on Commercial Forecourts: A Design Note (2018)

Lytham St. Annes 2020 Vision: <http://www.fylde.gov.uk/business/regeneration-urban-design/lytham-st-annes-2020-vision/>