



## **Fylde Local Plan to 2032 (incorporating Partial Review)**

**Showing changes from the Fylde Local Plan  
to 2032 (adopted October 2018)**



## Preface

The Fylde Local Plan to 2032 (the Local Plan) was adopted by the Council on 22nd October 2018, providing the overall strategy for the development of the Borough to 2032. The plan allocates sites to ensure that the development needs of the borough are met in a co-ordinated way, with the majority of this development focused on four strategic locations: Lytham and St Annes; Fylde – Blackpool Periphery; Warton; and Kirkham and Wesham. It also provides protections from development in certain circumstances, such as in parks and open spaces, nature reserves, the green belt, areas of separation, conservation areas and the countryside. Containing a complete suite of policies for assessing planning applications for different types of development, the Local Plan forms the principal part of the statutory development plan for the Borough. Accordingly, it plays a vital role, to manage, guide and encourage development within Fylde to meet the identified needs and aspirations of our local communities.

The Council has produced the Partial Review to update the Local Plan to accord with latest government policy and to address a housing shortfall in the neighbouring Borough of Wyre. The Partial Review ensures that the Local Plan will continue to deliver a sustainable pattern of development for the plan period and that development of the Borough continues to follow the plan-led system.

This version of the Fylde Local Plan to 2032 (incorporating Partial Review) has been produced for Adoption, as the principal document of the statutory Development Plan for the borough. It is the final result of a process of consultation that culminated in the Examination in Public under the direction of the Inspector, Mrs Yvonne Wright BSc(Hons) Dip TP MSc DMS MRTPI, on behalf of the Secretary of State.

The Local Plan directly or indirectly affects all residents, communities and businesses within the Borough and ensures that all who live or work in Fylde, along with those who visit, can look forward to the achievement of the Council's Vision for Fylde in 2032.



Councillor Trevor Fiddler

Chairman of the Planning Committee, Fylde Council

## Contact Information

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## Abbreviations

<b>AEM</b>	Advanced Engineering and Manufacturing
<b>AMR</b>	Authority Monitoring Report
<b>BHS</b>	Biological Heritage Site
<b>CPRE</b>	Campaign to Protect Rural England
<b>CCG</b>	Clinical Commissioning Group
<b>CHP</b>	Combined Heat and Power
<b>CIL</b>	Community Infrastructure Levy
<b>DCLG</b>	Department for Communities and Local Government
<b>DCSA</b>	Defence Communications Services Agency
<b>DEFRA</b>	Department of Environment, Food and Rural Affairs
<b>DfT</b>	Department for Transport
<b>EA</b>	Environment Agency
<b>EDC</b>	Economic Development Company
<b>EiP</b>	Examination in Public
<b>EU</b>	European Union
<b>GVA</b>	Gross Value Added
<b>GTAA</b>	Gypsy, Traveller and Travelling Showpeople Accommodation Assessment
<b>HCA</b>	Homes and Communities Agency
<b>HIA</b>	Health Impact Assessment
<b>HNT</b>	Healthy New Towns
<b>HRA</b>	Habitats Regulations Assessment (Screening Report)
<b>IDP</b>	Infrastructure Delivery Plan
<b>IDS</b>	Infrastructure Delivery Schedule
<b>LAPS</b>	Local Areas for Play
<b>LCC</b>	Lancashire County Council
<b>LEAPS</b>	Local Equipped Areas for Play
<b>LMWLP</b>	Lancashire Minerals and Waste Local Plan

<b>LDO</b>	Local Development Order
<b>LDS</b>	Local Development Scheme
<b>LEP</b>	Lancashire Enterprise Partnership
<b>LLFA</b>	Lead Local Flood Authority
<b>LNP</b>	Local Nature Partnership
<b>LNR</b>	Local Nature Reserve
<b>LTP</b>	Local Transport Plan
<b>MCZ</b>	Marine Conservation Zone
<b>MMO</b>	Marine Management Organisation
<b>MOD</b>	Ministry of Defence
<b>MSA</b>	Mineral Safeguarding Area
<b>NATS</b>	National Air Traffic Service
<b>NCA</b>	National Character Area
<b>NDP</b>	Neighbourhood Development Plan
<b>NGB</b>	National Governing Body
<b>NHS</b>	National Health Service
<b>NNR</b>	National Nature Reserve
<b>NPPF</b>	National Planning Policy Framework – (the Framework) ( <del>2012</del> <u>2021</u> unless otherwise stated)
<b>NEAPS</b>	Neighbourhood Equipped Areas for Play
<b>PPG</b>	Planning Practice Guidance
<b>RPO</b>	Revised Preferred Option
<b>RSPB</b>	Royal Society for the Protection of Birds
<b>RSS</b>	Regional Spatial Strategy
<b>S106</b>	Section 106 Agreement (planning obligation)
<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>SHELAA</b>	Strategic Housing and Employment Land Availability Assessment
<b>SHMA</b>	Strategic Housing Market Assessment

<b>SME</b>	Small and Medium Sized Enterprises
<b>SNHP</b>	Sub National Household Projections
<b>SNPP</b>	Sub National Population Projections
<b>SPD</b>	Supplementary Planning Document
<b>SPA</b>	Special Protection Area
<b>SSSI</b>	Site of Special Scientific Interest
<b>SuDS</b>	Sustainable Drainage Systems
<b>UK</b>	United Kingdom

## Chapter 1: Introduction

### The Fylde Local Plan to 2032 (incorporating Partial Review)

- 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 April 2011 to 31 March 2032.
- 1.2** The Fylde Local Plan to 2032 (incorporating Partial Review) 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 to 2032 ~~supersedes~~ superseded the saved policies of the Fylde Borough Local Plan (As Altered: October 2005). ~~In turn, the Partial Review supersedes nine policies of the Fylde Local Plan to 2032.~~ **Appendix 1** sets out the policies in the adopted Fylde Borough Local Plan (As Altered: October 2005) and shows:
- Policies replaced by policies in this new Fylde Local Plan to 2032 (incorporating Partial Review) 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.
  - The Partial Review of the Fylde Local Plan to 2032 supersedes nine policies of the Fylde Local Plan to 2032. Appendix 1 also sets out those policies in a separate schedule.

Preparation of the Fylde Local Plan to 2032 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 followed the guidance set out in the Framework, published in March 2012 and the Planning Practice Guidance (PPG), issued in March 2014 (as updated). The revised National Planning Policy Framework was published in July 2018, and a further version, published in February 2019, incorporated minor further revisions. A further version with new revisions was published in July 2021. Henceforth in this document, unless otherwise stated, “the Framework” refers to the July 2021 version of the Framework. Paragraph 214 of the 2018 Framework provided a transitional arrangement for Local Plans submitted for Examination on or before 24<sup>th</sup> January 2019 whereby, for the purposes of Examination, the policies in the 2012 Framework applied. The Fylde Local Plan to 2032 was therefore prepared and Examined with reference to the 2012 Framework, in accordance with the transitional arrangement.

- 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 (as updated). The revised National Planning Policy Framework was published~~

~~in July 2018. Paragraph 214 of the revised Framework provides a transitional arrangement for Local Plans submitted for Examination on or before 24<sup>th</sup> January 2019 whereby, for the purposes of Examination, the policies in the 2012 Framework apply. The Fylde Local Plan to 2032 has therefore been prepared and Examined with reference to the 2012 Framework, in accordance with the transitional arrangement. This version of the Local Plan is the Fylde Local Plan to 2032 (incorporating Partial Review). The Council has undertaken the Partial Review to address two matters:~~

- ~~• Paragraph 212 of the 2019 Framework states that Plans may need to be revised to reflect policy changes which the replacement framework has made. This should be progressed as quickly as possible, either through a partial revision or by preparing a new plan. This Fylde Local Plan to 2032 (incorporating Partial Review) incorporates revisions to ensure the Local Plan is in accordance with the revised Framework of July 2021.~~
- ~~• Paragraph 1.27 of the Local Plan commits the Council to undertake an early review of the Plan (whether partial or full) to examine the issue of unmet need in Wyre, if Wyre's Local Plan is adopted with unmet need. The Wyre Local Plan (2011-2031) was adopted on 28<sup>th</sup> February 2019 with a shortfall of housing provision against the housing need figure identified in the plan. This Fylde Local Plan to 2032 (incorporating Partial Review) incorporates revisions to provide explanation of the updated position in order to address the issue, and is accompanied by a supporting statement of common ground.~~

**1.5** ~~The new~~ Fylde Local Plan to 2032 (incorporating Partial Review) 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):

- ~~• **An economic role objective** – contributing to building to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right type~~**An economic role objective** – contributing to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, and innovation and improved productivity; and by identifying and coordinating development requirements, including the provision of infrastructure;
- ~~• **A social role objective** – supporting to support strong, vibrant and healthy communities, by providing the supply of housing required ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by creating a high quality fostering well-designed, beautiful and safe built environment places, with accessible local services and open spaces that reflect the community's current and future needs and supports communities' its health, social and cultural well-being; and~~**A social role objective** – supporting strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe built environment places, with accessible local services and open spaces that reflect the community's current and future needs and supports communities' its health, social and cultural well-being; and
- ~~• **An environmental role objective** – contributing to protecting protect and enhancing enhance our natural, built and historic environment; and, as part of this including making effective use of land, helping to improveimproving biodiversity, use using natural resources prudently, minimise minimising waste and pollution, and mitigate mitigating and adapt adapting to climate change, including moving to a low carbon economy.~~**An environmental role objective** – protecting protect and enhancing enhance our natural, built and historic environment; and, as part of this including making effective use of land, helping to improveimproving biodiversity, use using natural resources prudently, minimise minimising waste and pollution, and mitigate mitigating and adapt adapting to climate change, including moving to a low carbon economy.

- 1.6** The Fylde Local Plan to 2032 (incorporating Partial Review) – 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 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 does not repeat policies contained in the Framework unless there is a locally specific aspect of the Framework that needs to be clarified.
- 1.7** The Local Plan contains a **Spatial Portrait** of how the Borough looks and functions now, together with the **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.
- 1.8** **The Local Plan should be read as a whole and every policy and supporting justification should be considered, in order that a balanced judgement be made, when determining planning applications.**

### Neighbourhood Development Plans

- 1.9** Neighbourhood Development Plans (NDPs) may also be produced by a parish/town council or a neighbourhood forum. Neighbourhood planning provides a powerful set of tools for local residents to ensure they achieve the right type of development for their community. NDP policies must be in general conformity with the strategic policies of the adopted Local Plan and National Policy. The Framework states '*Neighbourhood planning gives communities ~~direct~~ the power to develop a shared vision for their ~~neighbourhood and area~~. Neighbourhood plans can shape, direct and help to deliver the sustainable development, ~~they need by influencing local planning decisions as part of the statutory development plan.~~*' Two NDPs have been prepared in advance of this Local Plan. The St Anne's on the Sea NDP and the Bryning with Warton NDP were both made on 24th May 2017, following public hearings and referenda. Neighbourhood Development Plans for Wrea Green and Staining are in progress. Elswick Parish Council has agreed to prepare a NDP, following the decision of the Development Management Committee on 9 March 2016 to reduce the number of homes from 140 to 50 and to change its status to a **Tier 2** Smaller Rural Settlement. Improvements may be required to the existing A585 Thistleton junction to improve safety and accessibility.
- 1.10** Once adopted a NDP will sit alongside the Local Plan and form part of the Development Plan for the area. The St Anne's on the Sea NDP and the Bryning with Warton NDP are compliant with the policies contained in this Local Plan. All Neighbourhood Development Plan area boundaries are shown on the **Policies Map including Inset Plans**, which accompanies this 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.
- 1.11** Where a NDP could lead to significant environmental effects it will be necessary to screen the Plan in relation to the Habitats and Species Regulations (as amended) 2010 (the 'Habitats Regulations') and the Environment Assessment of Plans and Programmes Regulations 2004. In relation to the Habitats Regulations, a NDP cannot progress if it would result in a likely

significant effect on any European Site (see Schedule 2, The Neighbourhood Planning (General) Regulations, 2012). A screening exercise should be undertaken if there is any doubt about the effects of the Plan on European protected sites. This will be particularly important if a NDP is to progress before a Local Plan has been adopted and/or the NDP proposes development which has not been assessed and/or included in the HRA for the Local Plan. In addition to the HRA process, if environmental effects are predicted a SEA screening exercise should also be undertaken. A SEA may be required where:

- a NDP allocates sites for development
- a NDP contains sensitive natural assets that may be affected by the plan
- a NDP may have significant effects that have not already been considered and dealt with in the Sustainability Appraisal for the Local Plan

More information on NDPs is available on the Council's website.

### The Duty to Cooperate

**1.12** 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. The Duty to Cooperate is set out in Section 33A of the Planning and Compulsory Purchase Act, 2004 as amended by Section 110 of the Localism Act 2011 and the Framework.

**1.13** The Duty to Cooperate applies to all local planning authorities, county councils in England and to 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 them to cooperate with each other to address strategic planning matters relevant to their areas in the preparation of development plans. The duty requires ongoing constructive and active engagement on the preparation of development plans and other activities relating to the sustainable development and use of land.

**1.14** The 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.

**1.15** The Framework gives further guidance on ~~'planning strategically across local boundaries'~~ 'Maintaining effective cooperation' and highlights the importance of joint working to ~~meet~~ help to determine where additional infrastructure is necessary, and whether development requirements/needs that cannot be wholly met within a single local planning area ~~a particular plan area could be met elsewhere, through either joint planning policies or informal strategies such as infrastructure and investment plans.~~ 'Public bodies have a Duty to Cooperate on planning issues. Local planning authorities and county councils (in two-tier areas) are under a duty to cooperate with each other, and with other prescribed bodies, on



~~*strategic matters that cross administrative boundaries. The Government expects joint working on areas of common interest to be diligently undertaken for the mutual benefit of neighbouring authorities.*~~ (the Framework)

- 1.16 The Framework states that ~~*'Local planning authorities will be expected to demonstrate evidence of having effectively co-operated to plan for issues with cross boundary impacts when their Local Plans are submitted for examination'. In order to demonstrate effective and on-going joint working, strategic policy-making authorities should prepare and maintain one or more statements of common ground, documenting the cross-boundary matters being addressed and progress in cooperating to address these.*~~ The paragraph also provides examples of how evidence of co-operation may be demonstrated, such as jointly prepared strategies or planning policies, joint committees with neighbouring authorities to make decisions or memorandums of understanding to agree how authorities and bodies will co-operate with each other as they prepare planning policy or strategy.
- 1.17 The Council areas of Blackpool, Wyre, West Lancashire, Preston (Central Lancashire Authority) and South Ribble (Central Lancashire Authority) are adjacent to Fylde. Fylde Council is working closely with these authorities, Lancashire County Council (LCC) and other public bodies on issues of strategic importance to the Local Plan.<sup>1</sup> The Fylde Coast sub-regional Authorities (Fylde, Blackpool and Wyre) along with LCC 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. The Fylde Coast Authorities intend to work together on the Green Infrastructure network, ecological networks and wildlife habitats and renewable energy.

### Duty to Cooperate Meetings

- 1.18 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 overall strategy for the pattern, scale and quality of development;
  - the homes and jobs needed in the area housing (including affordable housing), employment, retail, leisure and other commercial development;
  - ~~the provision of retail, leisure and other commercial development;~~
  - the provision of infrastructure for transport, telecommunications, security, waste management, water supply, wastewater, flood risk; and coastal change management, and the provision of minerals and energy (including heat);
  - ~~coastal change management;~~
  - ~~the provision of minerals (including mineral safeguarding areas) and energy (including heat);~~

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<sup>1</sup> Appendix 1 of the IDP for Fylde contains a list of infrastructure delivery agencies with whom the Council are engaging in relation to the provision of key infrastructure in the Borough.

- community facilities the provision of (such as health, security, community education and cultural infrastructure and other local facilities); and
  - ~~climate change mitigation and adaptation;~~
  - conservation and enhancement of the natural, built and historic environment, including landscapelandscapes and green infrastructure, and planning measures to address climate change mitigation and adaptation.
- 1.19** Quarterly Duty to Cooperate meetings are held between officers from the Fylde Coast Authorities and LCC, where strategic planning issues are discussed. Joint working has already involved the production of an evidence base.
- 1.20** 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 understanding.
- 1.21** Officers from Fylde hold six monthly meetings with colleagues from Preston City Council relating to matters of cross boundary concern.
- 1.22** 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.

### **Neighbouring Local Authorities and the Duty to Cooperate**

- 1.23** In October 2012, Blackpool Council requested that Fylde Council provide 14ha of employment land to assist in meeting Blackpool's requirement to 2027. Blackpool provided its 2012 Employment Land Update which evidenced why this employment land could not be provided within Blackpool's administrative area. Fylde Council accepted this evidence and an additional 14 Ha of employment land (to meet Blackpool's requirements) was identified in the Fylde Local Plan.
- 1.24** Wyre Council wrote to Fylde Council in May 2016, under the Duty Cooperate, to request that Fylde Council assist Wyre Council in meeting its objectively assessed housing need. ~~The Objectively Assessed Need (OAN) figures for the three Fylde Coast Authorities originate from the ranges set out in the original SHMA 2014 and its updates which considered revised population and household formation data. For Wyre Council this gave an OAN of between 400 and 479 dwellings per annum from 2011 to 2031. Wyre Council considers 479 dwellings per annum to be an appropriate housing requirement figure which ties in with the economic evidence and this figure was accepted by Wyre Council on 14th April 2016. In consequence, the Local Plan was adopted with a mechanism to trigger a review (whether full or partial) to examine the issue of unmet need. The explanation was given in the original text of the Local Plan in paragraphs 1.24 to 1.27. The review mechanism is contained in paragraph 1.27. The original policy text is reproduced for information below:~~

**Text from original Fylde Local Plan to 2032 as Adopted in October 2018:**

**1.24** Wyre Council wrote to Fylde Council in May 2016, under the Duty Cooperate, to request that Fylde Council assist Wyre Council in meeting its objectively assessed housing need. The Objectively Assessed Need (OAN) figures for the three Fylde Coast Authorities originate from the ranges set out in the original SHMA 2014 and its updates which considered revised population and household formation data. For Wyre Council this gave an OAN of between 400 and 479 dwellings per annum from 2011 to 2031. Wyre Council considers 479 dwellings per annum to be an appropriate housing requirement figure which ties in with the economic evidence and this figure was accepted by Wyre Council on 14th April 2016.

**1.25** Wyre Council has identified that the supply of deliverable land is constrained by three main issues:

- Highway capacity, in particular on the A585(T), and A6 and also at Junctions 1 and 3 on the M55
- Flood Risk
- Green Belt

**1.26** Wyre Council's evidence base in relation to these issues remains incomplete and the exact extent of their unmet need is unknown as the precise numbers of homes that will need to be delivered outside Wyre Council's administrative area has not yet been assessed. It is also unclear what provision, if any, other neighbouring authorities will be able to make. The difficulty has arisen because of timing: the production of plans has not been aligned.

**1.27** Fylde Council recognises that Wyre Council have identified difficulties in planning to meet its objectively-assessed need for housing. Any need that remains unmet following the adoption of Wyre's Local Plan will need to be addressed. Fylde Council will undertake an early review of the Fylde Local Plan (whether full or partial) to examine this issue, working with other authorities adjoining Wyre under the Duty to Co-Operate. The objective of this process would be to ensure that any unmet need is met within the Housing Market Area and/or in other appropriate locations, where consistent with the achievement of sustainable development.

**1.25** The Wyre Local Plan (2011-2031) was adopted on 28<sup>th</sup> February 2019. Paragraph 4.1.6 of the Wyre Local Plan identifies the Objectively Assessed Need (OAN) for housing to be 479 dwellings per annum, equating to 9,580 over the plan period to 2031, derived from the Fylde Coast SHMA and its Addenda. The Wyre Local Plan Policy SP1 states that it will deliver a minimum of 9,200 dwellings, which equates to 460 dwellings per annum over the plan period, resulting in a shortfall of 380 dwellings or 4% of the OAN. The adoption of the Wyre Local Plan with this shortfall therefore triggers the early review mechanism contained within paragraph 1.27 of the Fylde Local Plan to 2032 (as adopted). ~~Wyre Council has identified that the supply of deliverable land is constrained by three main issues:~~

- ~~Highway capacity, in particular on the A585(T), and A6 and also at Junctions 1 and 3 on the M55~~
- ~~Flood Risk~~
- ~~Green Belt~~

- 1.26 ~~The shortfall in Wyre, established through the Wyre Local Plan (2011-2031) (30 dwellings per annum), is provided for through the new housing requirement of 305 dwellings per annum for the period 2019-2032 in the Fylde Local Plan to 2032 (incorporating Partial Review). Wyre Council's evidence base in relation to these issues remains incomplete and the exact extent of their unmet need is unknown as the precise numbers of homes that will need to be delivered outside Wyre Council's administrative area has not yet been assessed. It is also unclear what provision, if any, other neighbouring authorities will be able to make. The difficulty has arisen because of timing: the production of plans has not been aligned.~~
- 1.27 ~~The Fylde Local Plan to 2032 (incorporating Partial Review) therefore has incorporated alterations to its strategic policies DLF1 and H1 and to supporting text, to the housing needs and requirement figures, and to the performance monitoring framework, following consideration of the issue of housing needs in Wyre. Explanatory paragraphs above are revised to clarify the updated position following the Partial Review. Fylde Council recognises that Wyre Council have identified difficulties in planning to meet its objectively assessed need for housing. Any need that remains unmet following the adoption of Wyre's Local Plan will need to be addressed. Fylde Council will undertake an early review of the Fylde Local Plan (whether full or partial) to examine this issue, working with other authorities adjoining Wyre under the Duty to Co-Operate. The objective of this process would be to ensure that any unmet need is met within the Housing Market Area and/or in other appropriate locations, where consistent with the achievement of sustainable development.~~

## Soundness of the Local Plan

- 1.28 Before a Council adopts a Local Plan, it must be submitted to the Secretary of State, and undergo Examination in Public. The Local Plan has been examined by an independent inspector whose role is to assess whether the plan has been prepared in accordance with legal requirements including the Duty to Cooperate, and whether it is sound. Similarly, the Partial Review has been submitted to the Secretary of State and examined by an independent inspector. The tests of soundness are set out in the Framework; the Local Plan must be:
- **Positively prepared** ~~— the plan should be prepared based on providing a strategy which, as a minimum, seeks to meet the area's objectively assessed development and infrastructure requirements, needs;~~ and is informed by agreements with other authorities, so that including unmet requirements need from neighbouring authorities areas is accommodated where it is reasonable-practical to do so and is consistent with achieving sustainable development;
  - **Justified** ~~— the plan should be the most an appropriate strategy, when considered against taking into account the reasonable alternatives, and based on proportionate evidence;~~
  - **Effective** ~~— the plan should be deliverable over it's the plan period, and based on effective joint working on cross-boundary strategic-priorities matters that have been dealt with rather than deferred, as evidenced by the statement of common ground;~~ and

- **Consistent with national policy** ~~—the plan should enable~~ enabling the delivery of sustainable development in accordance with the policies in ~~the~~ this Framework and other statements of national planning policy, where relevant.

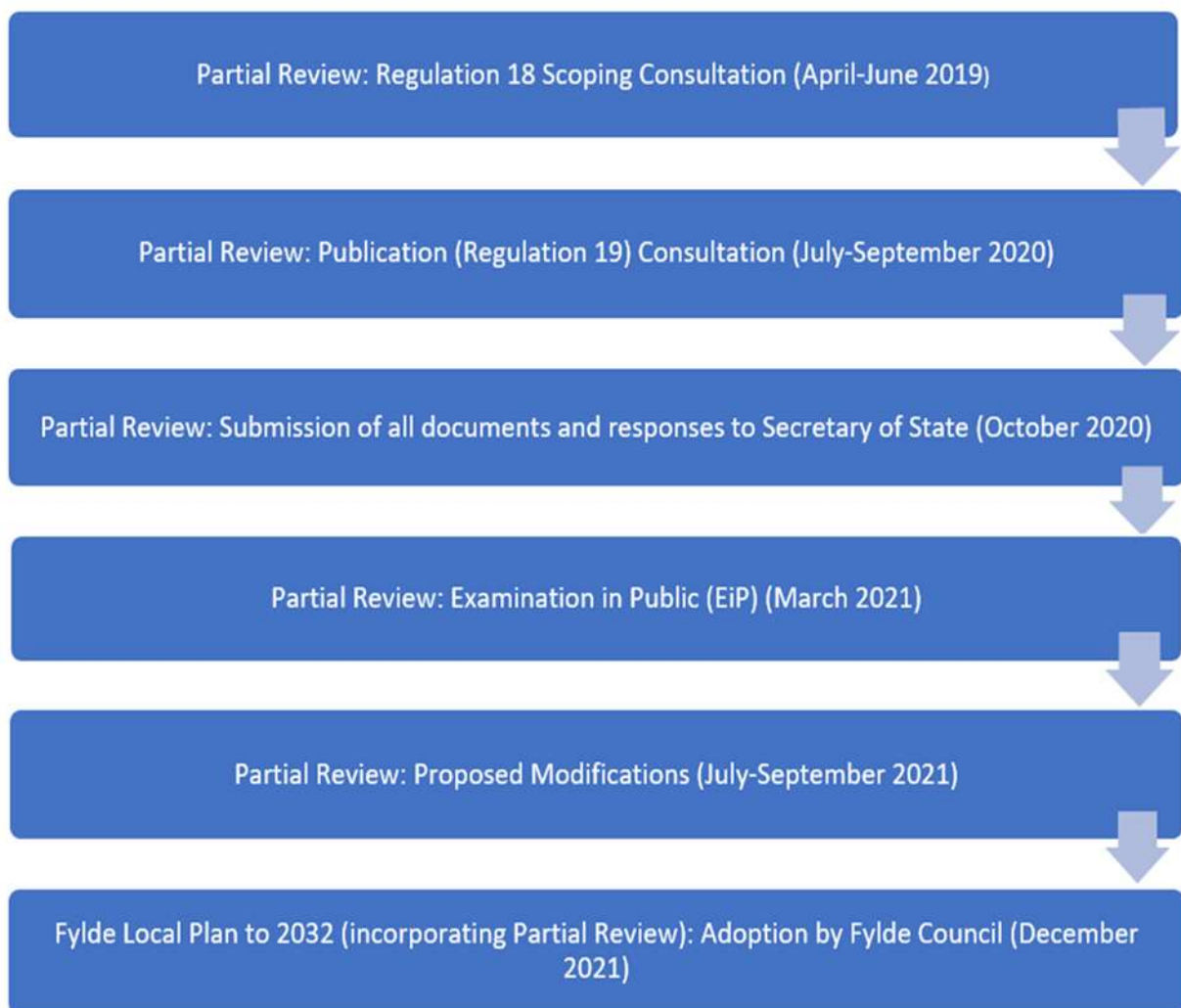
The outcome of the Examinations of the Local Plan and Partial Review is explained later in this chapter.

### Stages of Plan Preparation

- 1. 29** All of the stages in the preparation of the plan, initially comprising a Part 1 document (strategic allocations and development management policies), but now comprising one complete Local Plan are explained in summary in **Figure 1**.

**Figure 1: Local Plan preparation through to adoption**





## Vision, Issues and Objectives

- 1.30** 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.

## Issues and Options

- 1.31** The Council's Issues and Options document underwent consultation during a six week period in June and July 2012. The document presented the vision for 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. It was concluded in the Consultation Statement that the preferred spatial option was likely to be an amalgamation of some of the aspects of all five alternative options and the suggested sixth option. It was accepted that development should be distributed throughout the Borough, adjacent to the main settlements, in order that they could benefit from a supply of new housing and investment in the town centres, services and infrastructure. It was accepted that an allowance would be made for smaller sites in the main urban areas and adjacent to rural settlements.

### 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. The Preferred Option comprised of **four Strategic Locations for Development:**

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

- 1.34** Formal consultation on the Preferred Option undertaken in 2013, was carried out 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).

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

### Revised Preferred Option

- 1.36** The Preferred Option informed the Revised Preferred Option of the Local Plan, which included for the first time both strategic and non-strategic sites for housing, employment and mixed use development. The Plan also identified the distribution 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. The Revised Preferred Option also included 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 were reviewed and defined in the Revised Preferred Option. Work was carried out as part of the preparation of the Revised Preferred Option to establish whether existing employment locations and allocations should continue to be protected and be carried forward.

- 1.37** Consideration of the responses to the Revised Preferred Option consultation, changes to national planning policy, legislative changes including the enactment of the Housing and Planning Act, 2016 and further evidence including and update to the Gypsies', Travellers' and Travelling Showpeople's Accommodation Assessment that has been commissioned jointly with Blackpool and Wyre Councils informed the Publication version. Significant revisions were necessary to the housing policies in the Publication version as a result.

### Publication Version

- 1.38** The Publication Version was produced for publication for public consultation under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012, for comments on the soundness of the Local Plan (see paragraph **1.28** above). The Publication Version Local Plan identified the spatial application of the policies on the **Policies Map including Inset Plans**, which accompanied it. The consultation on soundness took place between 11<sup>th</sup> August 2016 and 22<sup>nd</sup> September 2016, following which the Council prepared responses to all of the representations received.

### Submission, Examination, Modifications and Adoption

- 1.39** The Local Plan was submitted to the Secretary of State in December 2016. The Inspector Mrs Yvonne Wright BSc(Hons) Dip TP MSc DMS MRTPI conducted the Examination in Public on behalf of the Secretary of State. The purpose of the Examination is to assess whether the Local Plan has been prepared in line with legal requirements, including compliance with the Duty to Cooperate, and whether it is sound. The Examination took place over three hearing sessions held in the Dalmeny Hotel, Lytham St. Annes, in March, June and December 2017.
- 1.40** Following further public consultation in February –March 2018 on Main Modifications made during Examination, the Inspector's Report was published in September 2018. The Inspector found that the Local Plan was legally compliant, and was sound, with Main Modifications as put forward by the Council. The Inspector's Report and Schedules of Modifications are published on the Council's website. The final version of the Local Plan for Adoption incorporated all of the Main Modifications required for soundness. It also incorporated Additional Modifications, which are more minor in nature and do not materially affect the policies of the Local Plan: the Additional Modifications were to correct grammar and spelling, improve clarity or to provide updated information within the text. The Local Plan is accompanied by the **Policies Map including Inset Plans**, which incorporates modifications made during the Examination process.

### Partial Review of the Fylde Local Plan to 2032

- 1.41** ~~This final version of the Local Plan for Adoption incorporates all of the Main Modifications required for soundness. It also incorporates Additional Modifications, which are more minor in nature and do not materially affect the policies of the Local Plan: these Additional Modifications are to correct grammar and spelling, improve clarity or to provide updated~~

~~information within the text. The Local Plan is accompanied by the Policies Map including Inset Plans, which incorporates modifications made during the Examination process.~~ This version of the Local Plan is the Fylde Local Plan to 2032 (incorporating Partial Review). It incorporates revisions to the text of the adopted Local Plan, to address changes to the Framework and the matter of housing need in Wyre, as set out earlier in this chapter. A Regulation 18 Consultation for the Partial Review was undertaken between 25<sup>th</sup> April 2019 and 6<sup>th</sup> June 2019. The outcomes of that consultation were reflected in the Partial Review of the Fylde Local Plan to 2032: Schedule of Revisions to the FLP32, henceforth referred to as the Partial Review, which was published for Regulation 19 consultation between 23rd July and 3rd September 2020, and then submitted to the Secretary of State for Examination on 21st October 2020. The Partial Review makes no changes to the adopted Policies Map including Inset Plans. The Examination hearing sessions were held in March 2021, consultation on Main Modifications in July-September 2021 and the Inspector's final report on the Partial Review was received by the Council on 21st October 2021, which found that the Partial Review was legally compliant and sound providing that 11 Main Modifications are made to the Partial Review. The Inspector's Report with the Schedule of Main Modifications as an appendix is published on the Council's website. This Fylde Local Plan to 2032 (incorporating Partial Review) includes the revisions made by the Partial Review, as modified by the Main Modifications recommended by the Inspector as necessary for legal compliance and soundness.

## Evidence Base

- 1.42** 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. A comprehensive list of the evidence used to inform preparation of the Local Plan is available on the Council's website. Evidence has been updated as necessary in order to justify changes made through the Partial Review.

## Technical Assessments

- 1.43** It is a statutory requirement and best practice that the Local Plan is subject to on-going 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, and impact on rural areas. Therefore, the following assessments of the Local Plan have been prepared.

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

- 1.44** The results of the previous technical assessments have been used to update and enhance the Local Plan during its preparation. Updates of the technical assessments have been undertaken where necessary following modification of the plan during examination. A further update of the HRA was undertaken to take account of the Court of Justice of the European Union (CJEU) judgement (*People over Wind & Sweetman v Coillte Teoranta* Case C-323/17), dated 12th April 2018, in Ireland: this update incorporated Appropriate Assessment of the policies and

allocations where likely significant effects could not be screened out without mitigation. The HRA Update concluded that the Local Plan would not result in adverse effects on the integrity of the European sites, either alone or in-combination with other plans or projects. This conclusion was supported by Natural England. Further updates to the technical assessments have been undertaken to take account of the revisions made by the Partial Review.

## Cross Cutting Themes

- 1.45 Promoting health and wellbeing, achieving good design, sustainability, equality and viability** are **cross cutting themes** promoted through the Framework that are integral to all the policies in this Local Plan. **Equality, sustainability, viability** and **sustainability** are generic themes and run through the entire Local Plan. The cross cutting themes **promoting health and wellbeing** and **achieving good design** will be highlighted, together with the relevant strategic objectives, at the end of chapters 5 to 12 inclusive.

### 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 Gypsies and Travellers and Travelling Showpeople pitches and yards 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).~~

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

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.

### Sustainability

The UK Sustainable Development Strategy Securing the Future sets out five 'guiding principles' of sustainable development which apply to the Local Plan: 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.

### 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). Plans should set out the contributions expected from development. This should include setting out the levels and types of affordable housing provision required, along with other infrastructure (such as that needed~~

for education, health, transport, flood and water management, green and digital infrastructure). Such policies should not undermine the deliverability of the plan. (The Framework)

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). The role for viability assessment is primarily at the plan making stage. Viability assessment should not compromise sustainable development but should be used to ensure that policies are realistic, and that the total cumulative cost of all relevant policies will not undermine deliverability of the plan.

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). 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). It is the responsibility of site promoters to engage in plan making, take into account any costs including their own profit expectations and risks, and ensure that proposals for development are policy compliant. The price paid for land is not a relevant justification for failing to accord with relevant policies in the plan. Landowners and site purchasers should consider this when agreeing land transactions.

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

## Infrastructure Delivery Plan

- 1.46** The **Infrastructure Delivery Plan (the IDP)**, incorporating an Infrastructure Delivery Schedule (IDS), identifies infrastructure projects which will assist in accommodating all of the development identified in the Local Plan, including but not limited to new homes, employment and mixed use development.

## Planning Policy on Minerals and Waste Development

- 1.47** 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 residential amenity if new housing were to be permitted too close to the boundary of the site; and
- Existing and proposed waste sites which may seek to use existing or proposed employment related sites.

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

- a. **Westinghouse Springfields (Salwick)** – This site is situated within the Westinghouse complex and is allocated for the disposal of low-level radioactive waste 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 operational 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 ran until 2015 and there are no plans to renew the planning permission.
- b. **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.
- c. **Whitehills Business Park** – A site for waste management facilities is allocated at Whitehills Business Park, adjacent to the boundary with Blackpool (i.e. the Fylde-Blackpool Periphery).

**1.49** The site allocations and commitments identified in the Fylde 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

**1.50** 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.

**1.51** LCC will be consulted on proposals, including planning applications that are likely to prejudice or prevent the future extraction of the minerals within the MSAs, but Fylde Council will determine the planning applications for residential, retail, and commercial developments and changes of use of the land within the MSAs. Three 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.

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

Strategic Location for Development	Strategic Sites for Development	Mineral Safeguarding Area(s) within site boundary
Lytham and St Annes	<b>HSS1</b> – Land at Queensway, St Annes	Sand and gravel (majority of site)
Kirkham and Wesham	<b>HSS8</b> – The Pastures, Fleetwood Road, Wesham	Sand and gravel (majority of site)
	<b>HSS9</b> - Land North of Blackpool Road, Kirkham	Sand and gravel (minority of site)

**1.52** Before development takes place on these strategic sites, LCC advises that site surveys are carried out to assess the extent and quality of the sand and gravel reserves and whether there is a case for prior extraction before built development commences. The undertaking of site surveys could affect the delivery of housing on these strategic sites over the lifetime of the Local Plan.

**1.53** The Framework specifies that peat is no longer classed as a mineral. LCC recommends that site surveys are undertaken for sites with peat, before development takes place, in order to assess what contribution or potential contribution they could make in terms of carbon sink.

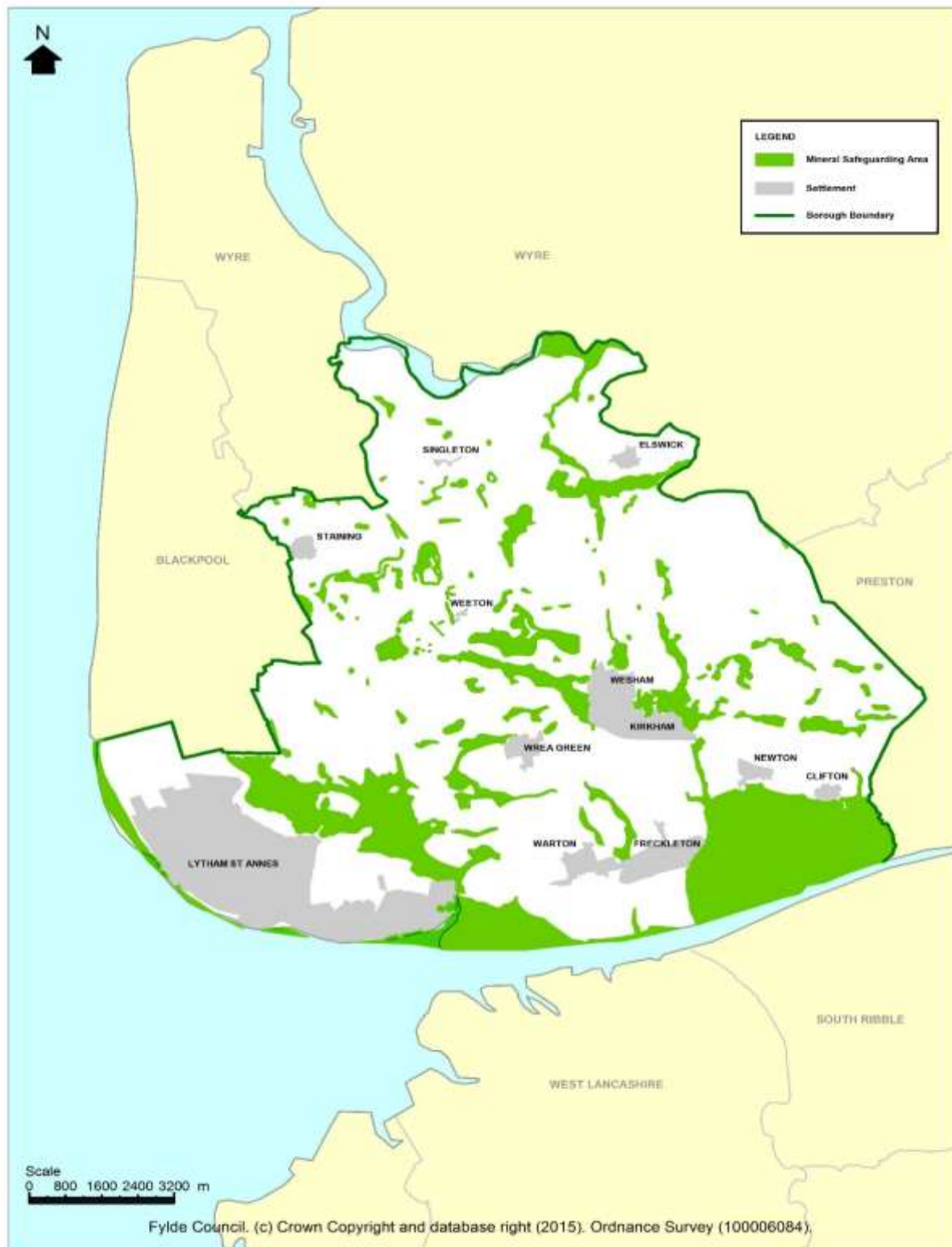
### Shale Gas Exploration, Production and Distribution

**1.54** 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.

**1.55** Lancashire County Council continue to work on a Minerals and Waste Local Plan for Lancashire which will include Onshore Oil and Gas Exploration, Production and Distribution. The industry is still in the exploration phase. If a shale gas production industry is developed in Fylde, the Council acknowledges it will need to consider the scale and rate of shale gas development and review any cumulative impacts.



**Map 1: Mineral Safeguarding Areas**







## Chapter 2: A 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 3.067 million tourism visits worth more than £214 million in 2014, equating to 5% of all tourism visits to Lancashire, the Fylde Council area has a strong and consistent visitor offer that includes a variety of major events. Part of this offer are the natural assets such as the expansive beach, Lytham Green and surrounding rural areas which appeal to walkers and cyclists.

### Heritage Assets

- 2.5** 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.
- 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 high quality buildings. Within the Borough there is a market town and Victorian and Edwardian sea side resorts with vibrant town centres, together with rural settlements some of which date back to the middle ages. Fylde contains attractive planned residential suburbs evoking the spirit of Victorian, Edwardian and interwar development.
- 2.7** Historic attractions such as Lytham Hall, the Victorian Pier and promenade at St Annes and iconic Lytham Windmill and Green provide a strong identity and character for Fylde, complementing the thriving town centres which include a variety of quality independent dining and shopping opportunities. The choice and quality of accommodation stock continues to grow to meet the demands of visitors, and contributes over £124 million to the local economy.
- 2.8** Fylde contains a number of heritage assets, which require protection, 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, which are Lytham Hall Park, Ashton Gardens and Promenade Gardens, all within Lytham and St Annes. Lytham Hall is the only Grade I listed building in Fylde, which is of exceptional interest, however it is on Historic England's 'at Risk' register. There are no scheduled ancient monuments in Fylde, 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

- 2.9** The Borough of Fylde has a population of 76,000 (Mid-2013 population estimate. Source: Office for National Statistics)). There were approximately 38,000 people employed in Fylde and 2,870 VAT / PAYE registered enterprises in 2014. The 2011 Census shows an increase in population 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%.
- 2.10** Fylde already has a high proportion of older residents due to its popularity as a retirement location, currently with 28% of those aged 65+ years, the highest in Lancashire and well in excess of the national average of 16.3%. There will be a higher proportion of the population aged 65 and over; approximately a third of residents (33%) will be aged 65 and over by 2035. Between 2011 and 2030, it is projected that the population 65 and over will increase by 8,851 (a 41% increase) whilst the overall population will rise by 6,756 (an 8.9% increase). Therefore, all of the population increase is accounted for by those 65 and over. By 2020 there will be more than 5,000 people aged 85 and over in the Borough. (Source: SHMA)

## Deprivation

- 2.11** 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. Eighteen per cent of households in Fylde are considered to be in fuel poverty. Excess winter deaths are a concern in the district – particularly for the more vulnerable residents. Fylde has the fifth highest rate of excess winter deaths in the county (19.5%) between 2008 and 2011 (Lancashire average 16.8%)<sup>1</sup>.

## The Fylde Coast Sub-Region

- 2.12** The Fylde Coast sub region encompasses the area covered by Fylde, Blackpool and Wyre Councils, within the wider area administered by Lancashire County Council (LCC). The Fylde Coast sub region stretches from the Ribble Estuary in the south to Morecambe Bay in the north and from the Irish Sea coastline to the edge 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.

<sup>(1)</sup> LCC Environment Commissioning Plan for Fylde 2015-16, May 2015).

**Map 2: Fylde in context**



- 2.13** The western part of the Fylde Coast sub-region which is dominated by the larger coastal settlements of Fylde, Blackpool and Wyre 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. This is described in more detail in the SHMA 2014. The central areas of Wyre relate to a wider rural housing market that has linkages with Lancaster and Preston. Eastern Fylde has stronger connections for both housing and employment with Preston.
- 2.14** The economic functionality of the Fylde Coast Sub region, in particular the western coastal area is apparent through the strong travel to work patterns and employment with a shared tourism and cultural offer, public sector administration and a shared infrastructure which includes access via the strategic highway and rail network, plus the coastal tramway.
- 2.15** Fylde is unusual in that there is a dominance of manufacturing employment (approximately 40%) with approximately 50% of workers commuting into the Borough. Most of these manufacturing jobs are based in the south of the Borough at BAE Systems, Warton and Westinghouse, Salwick. BAE Systems has another site at Salmsbury just east of Preston, workers are contracted to work at both sites and many therefore live in the wider Preston area. BAE Systems also attracts workers from much further afield, both nationally and internationally.
- 2.16** The Lancashire Advanced Engineering and Manufacturing Enterprise Zone at BAE Systems Warton, has the potential to improve the economic and physical connectivity of Fylde and the wider Fylde Coast Sub Region, with the City of Preston and Central Lancashire.

### Local Areas

- 2.17** 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.
- 2.18** The five local areas are:
- a. Lytham and St Annes;**
  - b. Fylde-Blackpool Periphery;**
  - c. Warton;**
  - d. Kirkham and Wesham; and**
  - e. Rural Areas.**

The main characteristics of each area at the start of the plan period are set out below:

### Lytham and St Annes

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

## Key Characteristics

- 2.21** The coastal town of Lytham, fronting the expansive Ribble Estuary has an attractive historic environment including the iconic Windmill and Green and Lytham Hall, together with the principal streets, which were laid out in the nineteenth century, which 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.
- 2.22** 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; 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.
- 2.23** 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's 'property at risk' register. There are three registered Historic Parks and Gardens of national importance within the area: 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 are identified on the **Policies Map including Inset Plans**.
- 2.24** 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 and Preston by bus and rail. However, connections to Kirkham town centre and rural areas are relatively infrequent.
- 2.25** 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 apartments that generally cater for the older population and this trend could continue to attract retirement immigration. The trend has also resulted in limited provision of new family housing in Lytham and St Annes. The construction of modern blocks of apartments has significantly changed the character of the built environment in some areas.
- 2.26** Lytham and St Annes contain 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.
- 2.27** The Ribble Estuary, off the coast of Lytham and St Annes is designated as both a Ramsar site and a Special Protection Area (SPA) for birdlife. 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.

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

- 2.28** The Local Plan should provide for an appropriate housing mix and provision of affordable housing. 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 planned and delivered comprehensively to allow for the provision of primary and secondary education, transport, social and the Green Infrastructure network, including increasing capacity of the combined sewer system and alleviation of 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 the 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 this area will continue to rely on Blackpool's infrastructure, services and facilities.

### **Key Characteristics**

- 2.31** Housing schemes have been approved on land at Whitehills, reflecting the sub-regional importance of opportunities on the Fylde-Blackpool Periphery. Whitehills does not have a recognised local shopping centre. Services focused on a local retail centre will be needed for the new community.
- 2.32** The Fylde-Blackpool Periphery is of sub-regional importance in employment terms. At present, the majority of existing industrial / business units and new employment opportunities are located at Whitehills. Key employers in this area include the Department for Work and Pensions, located at Peel Park in close proximity to Junction 4 of the M55.
- 2.33** Many holiday caravans / chalet pitches within the Borough are located at the boundary with Blackpool; which support tourism in both Lytham and St Annes and Blackpool.
- 2.34** There is a shortage of both primary and secondary school places.
- 2.35** Blackpool Airport still has the potential to be an international airport and as such should be supported in its continued operation and as a development growth area. In March 2015, the government announced plans for an Enterprise Zone at Blackpool Airport, which was ratified on 1<sup>st</sup> April 2016.
- 2.36** Squires Gate Railway Station currently has limited access for people with limited mobility. It is difficult for train passengers to access the airport, although it is close by.
- 2.37** 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

- 2.38** The Local Plan should provide for an adequate supply of market and affordable housing. In relation to the erosion of the sand dunes, management of the dune frontage is supported.
- 2.39** 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 this location is of sub-regional importance for employment land provision. Due to the level of development planned for the Fylde-Blackpool Periphery, it is proposed that a local retail centre be developed on land west of Cropper Road (**site HSS5**) over the lifetime of the plan.

### Warton

- 2.40** Warton is located on the south 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 and to the west of Warton and north of Freckleton by Green Belt.

### Key Characteristics

- 2.41** Warton has been the subject of significant residential development proposals in recent years. The local community has expressed a wish to physically enhance the centre of Warton to provide an area which is a focus for the community. This will include proposals 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.
- 2.42** Key employers include BAE Systems at Warton and the Land Registry. The internationally and nationally significant Lancashire Enterprise Zone has been established jointly at BAE Systems, Warton and at BAE Systems, Samlesbury. Although this area is one of the most affordable in the Borough, additional affordable housing is required.
- 2.43** There are high levels of commuting to the BAE Systems site and increased pressure on the local road network during peak times. However, it is acknowledged that many of the jobs at Warton are highly specialized and as such it attracts workers from all over the United Kingdom and further afield. The functional economic area is described in greater detail in the Housing Requirement Paper, 2015. 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. Services focused on a local retail centre will be needed for Warton within the lifetime of the Local Plan.
- 2.44** 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 Fylde 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 October 2014.



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

- 2.45** 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.
- 2.46** The Local Plan should provide for an adequate supply of market and affordable housing.
- 2.47** Warton has a long standing requirement for a recognised local shopping centre and land should be provided for recreational opportunities. Without a strategic review of the Green Belt, development in Freckleton will be limited to infill development.
- 2.48** The Local Plan will seek to address drainage problems in new build development, for example by incorporating sustainable drainage systems (SuDS) and other ways of reducing run-off.

### **Kirkham and Wesham**

- 2.49** These settlements are located centrally within the Borough and provides services for the surrounding rural area. They are bounded to the south by Green Belt and to the north and east by land at risk of flooding.

### **Key Characteristics**

- 2.50** 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 varied 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.
- 2.51** 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 1990s enhanced the retail environment and improved accessibility and footfall.
- 2.52** Within the settlement hierarchy, Kirkham 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. Employment is provided at Foxes Biscuits and HMP Kirkham Prison. The development of the mixed use site at Mill Farm Sports Village, Wesham, including a new football stadium will provide well designed employment premises within a sustainable location. The delivery of this development will contribute towards a responsive supply of employment land to meet requirements.
- 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 limited access for people with limited mobility and a lack of parking spaces.
- 2.54** The area contains approximately 15% of the Borough's population. Housing in Wesham generally comprises smaller properties, compared with other parts of Fylde.



- 2.55** Kirkham and Wesham currently have no Primary Care Centre provision and this is already creating pressure given the scale of development planned and under construction. There will be a need for some new health provision at this locality.

#### **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, 2016-2032.
- 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.

#### **Rural Areas**

- 2.58** The rural areas include the **Tier 1: Larger Rural Settlements** of Newton, Staining and Wrea Green; and **Tier 2: Smaller Rural Settlements** of Clifton, Elswick, 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 use services in the coastal area. The central rural areas have greater links to Kirkham and Wesham. To the north, these areas have greater links to Wyre. To the east, the rural areas have links to Preston and beyond and to the west these areas use services in Blackpool.

#### **Key Characteristics**

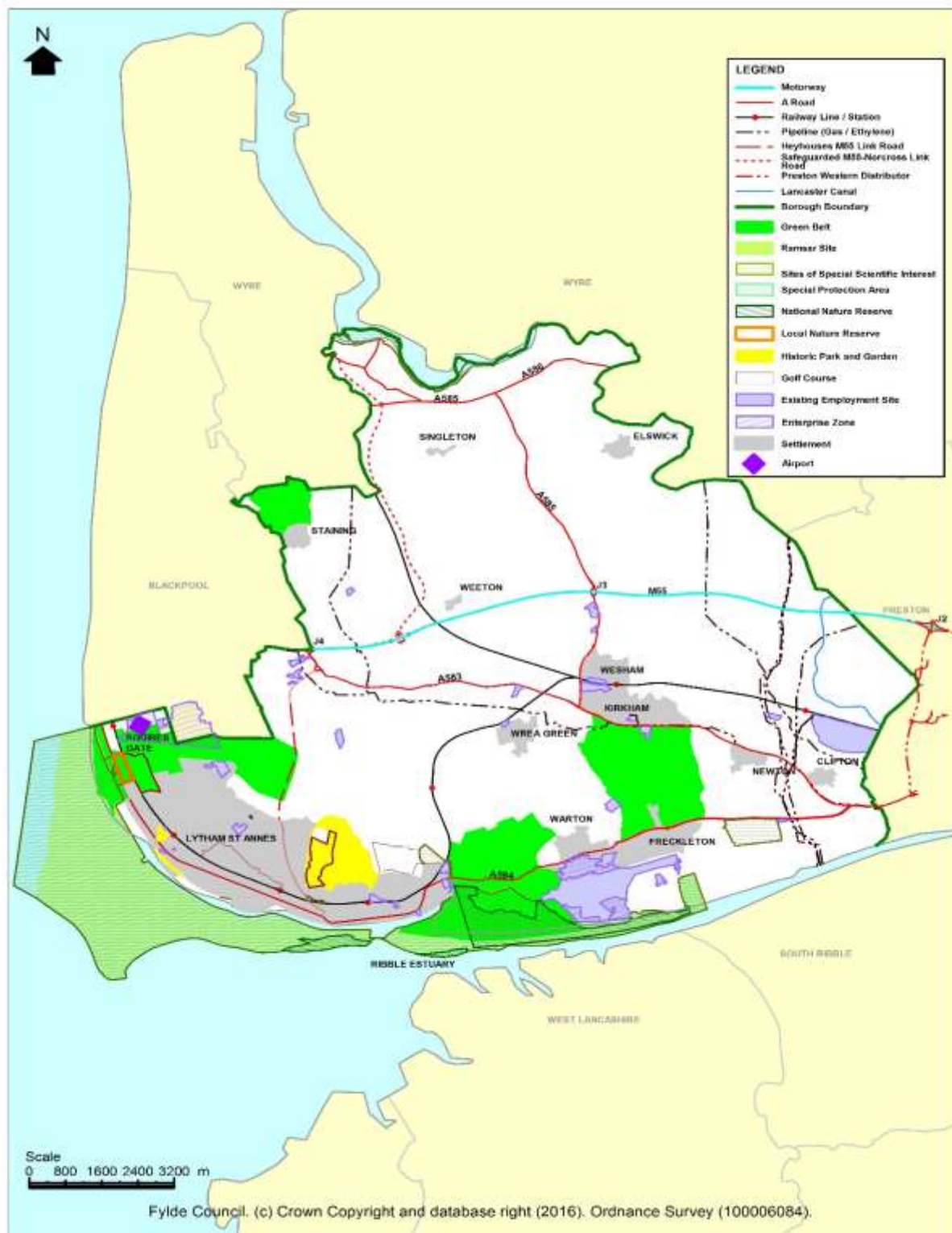
- 2.60** The rural areas are predominated by pasture land and associated use in support of the extensive agricultural based supply chain, principally of small and medium sized enterprises (SMEs). In addition there is an extensive network of livery businesses and their associated supply chains. This primarily undulating countryside is interspersed with woodland which supports wildfowl, raptors and large wildlife, including deer. The land is also used seasonally by migrating wildfowl. This provides sporting and leisure opportunities. The landscape creates the backdrop for rural attractions. Tourism facilities exist across the rural area, including static and mobile caravan sites. Leisure infrastructure of hostelrys, including in the rural settlements, supported by public rights of way and the cycle network all add to the amenity. This landscape also creates an attractive residential location, with an infrastructure of churches, award-winning schools and community halls and social clubs. The re-use of redundant farm buildings for residential property has created demand for local services for the new residents. Active investment continues in the grazing / dairy based agricultural sector. The well-established game shooting industry continues. Ribby Hall Holiday Village is the largest single rural area employer, with several hundred people employed directly on the site, supported by an extensive, even bigger local supply chain. Local, regional, national and international visitors who stay in the rural areas add to local spend in leisure and high street businesses across the Fylde, Blackpool, Wyre and beyond.
- 2.61** 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.

- 2.62** Although agriculture remains an important part of the local economy, farm diversification is also required to supplement the rural economy.
- 2.63** Tourism and sporting facilities are provided at Ribby Hall Holiday Village where there may be the potential for future investment and enhancement, within the existing site boundaries.
- 2.64** Public transport provision in the rural areas is limited. Investment is required to conserve the distinctive character of the larger and smaller rural settlements.
- 2.65** Newton and Wrea Green are in the best 25% of 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**

- 2.66** 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. Land should be provided for recreational opportunities, including allotments.

Map 3: Local Assets and Key Designations





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

- 3.1** The Vision for Fylde 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 Local Plan's Vision is not a wish-list but something the Council and its partners will seek to achieve through the plan-led process.
- 3.3** The Vision for Fylde was included in the Issues and Options, the Preferred Option the Revised Preferred Option and the Publication consultation documents. The Vision in this version proposed for adoption 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 the Framework.~~

### The 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 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 economic 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 urban extensions in the form of garden suburbs, together with the delivery of Whyndyke Garden Village, which has been identified as a demonstrator site for the NHS healthy new town initiative.

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 Blackpool and 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, within Blackpool Airport Enterprise Zone, to support energy businesses on the Fylde Coast.

Fylde will have enhanced its unique qualities including its historic and built environment, the 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 been developed as a Local Service Centre by the end of the plan period in 2032, with a local retail centre serving the new community that will have been developed at Whitehills. Wesham and Freckleton will retain their functions as Local Service Centres.

Rural settlements in Fylde will have retained their individual identities and heritage assets and their distinctive features will have been protected, enhanced and promoted; and all development will have respected and conserved the character of these settlements.

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 economic growth to strengthen and diversify the local economies and reduce the need to travel.

To overcome existing traffic congestion and to accommodate all of the development proposed in Fylde to the year 2032, the M55 (Junction 4) to Heyhouses Link Road between Whitehills and St Annes will have been completed; as would improvements on M55 Junction 4; and congestion on the A585 trunk road will have been resolved through the delivery of the M55 to Fleetwood Corridor Improvements (formerly known as 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, and to the wider Fylde Coast sub-region.

The viable continuation of Blackpool Airport for general aviation and the expansion of services provided by the airport will have been secured, along with enhanced public transport access. 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 cover increased and Fylde's unique offer of Green and Blue Infrastructure will be accessible and contribute to a high quality of life.

Sea defences in the Coastal Change Management Areas, along the Ribble and Wyre Estuaries, 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 the Coastal Strategy, providing an essential tract of Green Infrastructure network along the coast, running from Starr Gate in the west to Savick Brook in the east.

The public rights of way network will have been protected and enhanced. Additional footpaths, cycleways, bridleways and canal towpaths 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 rural character and attractiveness of the countryside areas of the Fylde will have been retained and enhanced and the rural economy will thrive, in particular small and medium sized enterprises. 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, including Fylde's Ecological Network, will have been enhanced and protected from inappropriate development.





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

- 4.1** The strategic objectives were included in both the Issues and Options, the Preferred Option and the Revised 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 following five strategic objectives have been refined in order to deliver the Vision for Fylde:

- (1) To create sustainable communities**
- (2) To maintain, improve and enhance 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 8**.
- 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 the Council will achieve 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**'.

### Strategic Objective 1: To Create Sustainable Communities

- 4.5** 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 developments 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. The use of previously developed land should be encouraged. The quality of the openness of the Green Belt and Areas of Separation will be maintained. Developer contributions will be used to mitigate the impacts of development on the surrounding area.
- A sustainable approach to housing will be taken. This will:

- a. Improve access for all to well-designed, good quality, affordable and resource efficient homes across the Borough.
- b. Meet the specific housing needs of all sections of the community (including affordable, special needs housing including housing for the elderly and the needs of Gypsies and Travellers) by providing the right dwelling type and mix to secure sustainable communities and to improve housing choice. In particular, to provide more homes suitable for older people.
- c. Bring forward a responsive and deliverable supply of housing land and buildings in sustainable locations to meet housing requirements.
- d. 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 maintain, improve and enhance the environment by:**

- a. Protecting, restoring and enhancing the quality, character and distinctiveness of the biodiversity, landscape and countryside of Fylde.
- b. Expanding biodiversity resources, including improving habitat connectivity, particularly away from the coastal edge.
- c. Promoting the Green Infrastructure network throughout the urban and rural areas of Fylde.
- d. Improving access to the natural environment.
- e. Conserving and enhancing the built and historic environment and requiring new development to meet the highest quality urban design having regard to local identity and character.
- f. Minimising the risk of surface water flooding, coastal and pluvial flooding and groundwater flooding, to existing and new development and to agricultural land, and improving bathing water quality.
- g. Protecting best and most versatile agricultural land.
- h. Protecting existing areas of Green Belt and proposed Areas of Separation.
- i. Promoting renewable and low carbon energy, in order to reduce and mitigate carbon emissions.
- j. Supporting the delivery of actions identified in the Coastal Strategy.
- k. Ensuring that infrastructure is available to enable new development, whilst protecting and enhancing the natural and built environment.
- l. Development will have regard to the identity, character and setting of the rural settlements.
- m. Working with the Marine Management Organisation to ensure clean, healthy, safe, productive and biologically diverse seas.

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

- a. 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.
- b. 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.
- c. Improving the South Fylde Line and its Community Rail Partnership status, including improved pedestrian access, together with the provision of a park and ride 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).
- d. Facilitating appropriate development at Blackpool Airport, and ensuring the viable continuation of the airport for general aviation.
- e. Encouraging the delivery of the M55 to Heyhouses (St Annes) Link Road and the M55 to Fleetwood Corridor improvements (i.e. formerly known as the Blue Route).
- f. Continuing the Council's involvement in key decisions seeking to reduce traffic congestion on the A585(T) trunk road.
- g. Seek to resolve congestion and capacity issues on M55 Junction 4 exacerbated by development over the Local Plan period.

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

- a. Diversifying the Borough's economic base in order to reduce reliance on a small number of large employers.
- b. 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.
- c. 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.
- d. 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.
- e. 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.
- f. 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, Blackpool Airport Enterprise Zone 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.

- g. 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, and implementing the Coastal Strategy).
- h. 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.
- i. Promoting the continuing improvement of the vitality and viability of the town, district and local centres.
- j. Supporting and protecting agricultural and farming operations, and appropriate diversification as a key element of the rural economy.
- k. 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:**

- a. Engaging and empowering local communities to be involved in local matters that shape their areas.
- b. Ensuring that new development seeks to address pockets of deprivation.
- c. Protecting, increasing and enhancing open space, sport and recreation provision and the Green Infrastructure network throughout the Borough.
- d. Promoting good health and wellbeing by providing accessible high quality open space, sport and recreation facilities in association with new developments.
- e. Incorporating crime prevention measures into the design and layout of new development.
- f. 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.
- g. Promoting access to and support for lifelong learning opportunities and providing sufficient school places.
- h. 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.

## Chapter 5: The Development Strategy

- 5.1** Fylde Council 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 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 council boundaries.
- 5.2** The Development Strategy identifies the proposed Settlement Hierarchy and the Strategic and Non-strategic Locations for Development, which will accommodate the level of development in new homes, jobs and associated services, required across Fylde during the entire plan period.
- 5.3** 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. A minor amendment will need to be made in the Green Belt at the former Pontins site at Blackpool Airport Corridor. There will be no need for a strategic review of the Green Belt boundaries in the Borough, as the development requirements of Fylde can be met on land outside the Green Belt. Other constraints include Areas of Separation; European Nature Conservation Sites; Biological Heritage Sites; Sites of Special Scientific Interest; Historic Parks and Gardens; and golf courses. No development sites have been included in these areas.
- 5.4** 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, rather they would be developed for landscaping or public open space purposes.
- 5.5** The SHELAA 2015 update indicates that there is not sufficient land within existing settlement boundaries, as defined in the Fylde Borough Local Plan (As Altered), October 2005 to accommodate all new development and sites have been identified for development on sustainable greenfield land, at the edge of existing settlements.

### Locating Development

- 5.6** 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, tourism, renewable energy 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.
- 5.7** 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 network. The **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 possible overcome existing shortfalls.

- 5.8** 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 unsustainable locations. The role of the Local Plan is two-fold. Firstly it needs to plan for development and to allocate land accordingly in the Strategic Locations. 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

- 5.9** 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 creating sustainable communities.

#### Strategic Policy S1

##### The Proposed Settlement Hierarchy

<u>Key Service Centres</u> (urban areas)	<u>Local Service Centres</u> (urban areas)	<u>Tier 1</u> <u>Larger Rural Settlements</u>	<u>Tier 2</u> <u>Smaller Rural Settlements</u>
Lytham (including Ansdell) St Annes Kirkham	Freckleton Warton Wesham Whitehills Whyndyke	Newton Staining Wrea Green	Clifton Elswick Singleton Weeton

##### Key Service Centres

The towns of **Lytham (including Ansdell)**, **St Annes** and **Kirkham** 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 community services, to serve the wider catchment area.

##### Local Service Centres

Local Service Centres of **Freckleton** and **Wesham** are well placed to provide for future local housing and employment needs.

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.

- **Warton** will have improved services including shops and community facilities 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.
- 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. **Whyndyke Garden Village** will also have developed into a Local Service Centre over the lifetime of the Local Plan

## Rural Settlements

### Tier 1: Larger Rural Settlements

**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, Elswick, Singleton and Weeton.** The smaller rural settlements have fewer essential services and employment opportunities and tend to have limited 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 is allowed by Policy GD2, GD3 or GD4 as applicable.

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

- 5.10** 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 have good public transport links to surrounding areas, or the potential for their development and enhancement.

### **Local Service Centre**

- 5.11** Local Service Centres provide a more limited range of services to the local community, compared to Key Service Centres – they provide facilities to serve local community needs. 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 need.

### **Rural Settlements**

- 5.12** Outside the Key Service Centres and Local Service Centres, there are **Tier 1: Larger Rural Settlements** and **Tier 2: Smaller Rural Settlements**. Good access to services is essential if rural communities are to flourish.

### **Development Locations for Fylde**

- 5.13** It is important that development within the Strategic Locations for Development is accompanied by the timely provision of the necessary infrastructure. The IDP identifies the essential strategic infrastructure that is needed to deliver all of the proposed development – what it comprises and where and when it will be provided, as well as the likely infrastructure 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.
- 5.14** 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 6.
- 5.15** 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 fluvial 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 12.

### **Strategic Locations for Development**

- 5.16** Based on the need to locate development within sustainable communities, a large proportion of new development is proposed at the four Strategic Locations for Development, providing essential key services and facilities, as well as the provision of employment opportunities or access to them.



**Map 4: Strategic Locations for Development**



## **Strategic Policy DLF1**

### **Development Locations for Fylde**

The Local Plan will provide sites for a minimum of ~~8,715~~ **8,715,275** new homes and a minimum of **60.6 Ha** (gross requirement) of additional employment land over the plan period to 31 March 2032.

### **Locations for Development**

#### **Strategic Locations for Development**

The Local Plan Development Strategy is to direct the majority of future growth to the most sustainable locations, specifically to the four Strategic Locations for Development.

The four Strategic Locations are:

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

Development of the Strategic Sites at these Strategic Locations is key to ensuring that the Development Strategy is achieved.

#### **Non-strategic Locations for Development**

Other development will mainly be located in the Non-strategic Locations for Development, which comprise the Local Service Centre of Freckleton, the Tier 1 Larger Rural Settlements and the Tier 2 Smaller Rural Settlements.

### **Broad Distribution of Development**

#### **Strategic Locations**

Around ~~7,845 homes, representing~~ 90% of homes to be developed in the plan period (including small sites) and 59.6 Ha of employment land will be located in the four Strategic Locations for development.

#### **Non-strategic Locations**

Around ~~870 homes, representing~~ 10% of homes to be developed in the plan period (including small sites) and 2.4 Ha of employment land will be located in the Non-strategic Locations.

#### **Windfalls (including small committed sites)**

Small housing sites (amounting to between 1 and 9 homes) are not allocated; they can occur throughout the borough where compliant with the other policies of the plan. Small sites are provided for through a windfall allowance of 40 homes per annum in years 10 to 21 of the plan. The delivery of small sites that are already committed is included within the Housing Trajectory (Appendix 2): this provides for the delivery of small sites up to year 10 of the plan. Small committed

sites and windfalls yet to come will provide around ~~1040 homes within the plan period~~ (11% of the housing requirement). There may also be some larger windfall sites that will also contribute to this figure.

### Existing Land uses

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 sustainable use of resources and construction materials.

### Justification

- 5.17** Lytham (including Ansdell) and St Annes are a focus for development as it is sustainable to concentrate new development in the 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.
- 5.18** The Fylde-Blackpool Periphery, comprising two parts: 1) Blackpool Airport Corridor and 2) Whitehills, is another focus for new development, with good access to the M55 at Junction 4.
- 5.19** Warton will have a recognised Local Service Centre over the lifetime of the Local Plan; with a local retail centre which will be developed, in consultation with Bryning with Warton Parish Council, on previously developed land owned by BAE Systems on Lytham Road. With the establishment of the Lancashire Enterprise Zone and its associated job creation and the prospect of improved road access by means of the Preston Western Distributor Road to a new Junction 2 of the M55; it will become a more sustainable location for new development over the lifetime of the Local Plan.
- 5.20** Kirkham is a Key Service Centre, with a vibrant town centre. Kirkham and Wesham railway station provides good access to sustainable public transport connections with the rest of the Fylde Coast sub-region and the regional and national rail network through Preston Railway Station. The development of Mill Farm to the north of Kirkham and Wesham has led to increased employment opportunities.
- 5.21** The allocated sites are set out in Policies SL1 to SL5. The Housing Trajectory (Appendix 2) shows how the sites will be delivered over the plan period. Chapter 8 provides the justification for the overall amount of employment land provided for through Policy DLF1 and Chapter 9 provides the justification for the overall level of housing provision within the policy.

- 5.22 Performance Monitoring Indicator 4**, in **Appendix 8**, sets out a target / policy outcome to achieve the following cumulative home completions from 1<sup>st</sup> April 2011 to the end of the plan period: Strategic Locations for Development: **90%**; Non-Strategic Locations for Development: **10%**.

### Development Sites

- 5.23** Strategic development sites (amounting to 100 or more homes) are set out in Policies SL1 to SL5, prefixed by the letters HSS (for housing) or MUS (for mixed-use). Non-strategic housing sites (amounting to between 10 and 99 homes) are set out in Policies SL1 to SL5, prefixed by the letters HS. Small housing sites (amounting to between 1 and 9 homes) are not allocated within the plan.

### Cross Cutting Themes In Chapter 5:

#### **Promoting Health and Wellbeing**

The Development Strategy focusses on the settlement hierarchy based upon urban areas and existing service centres to make the most efficient use of existing health services and other social infrastructure. The levels of development proposed in the four Strategic Locations will result in the need for new infrastructure. This investment must be co-ordinated with service providers and, where appropriate, funded by new development. The Development Strategy can contribute towards well-being in a number of ways by developing new and maintaining existing networks of green open spaces. Whyndyke Garden Village, in the Fylde-Blackpool Periphery has been identified by the NHS as a demonstrator site in the Healthy New Towns initiative.

#### **Achieving Good Design**

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

### Strategic Objectives

The following five strategic objectives are achieved in the development of Strategic Locations for Development in Chapter 5.

Objective 1: To create sustainable communities

Objective 2: To maintain, improve and enhance 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 6: Strategic Locations for Development

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

- 6.1** 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 in order to accommodate the level of development and growth required within the lifetime of the Local Plan.
- 6.2** It is important that the strategic development sites are accompanied by the timely provision of infrastructure, otherwise proposals will not be deliverable. It is always preferable for infrastructure to be delivered up-front before the development takes place. The **Infrastructure Delivery Plan (IDP)** and accompanying Infrastructure Delivery Schedule identify the required essential infrastructure – what it comprises and where and 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.
- 6.3** 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 (2015-2032), and public realm works and improvements across the Borough. Further details of contributions is set out in Policy **INF2** in Chapter 11.

### Masterplans and Design Codes

- 6.4** 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 delivery strategy. Any new development within the strategic development locations should provide networks of Green Infrastructure for use by pedestrians, cyclists and horse riders.
- 6.5** 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.

- 6.6** Where sites require a masterplan as part of the policy or justification, in order to achieve the comprehensive development of a Strategic Development Location, the masterplan should be prepared by the prospective applicants of the site in consultation with the Council, in advance of the submission of any planning application. 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. Where no masterplan has been agreed with the Council in advance, the applicant will be required to prepare a masterplan as part of the Design and Access Statement for the application; the Design and Access Statement including the proposed masterplan will then be required to be subject to pre-application consultation in accordance with national guidance.

### Strategic Policy M1

#### **Masterplanning the Strategic Locations for Development**

Unless a Masterplan or design code has already been prepared by the Council, prospective developers of Strategic Sites (100 or more homes) within the Strategic Locations for Development named in policy **DLF1** will be expected to prepare a masterplan or design code for their site in consultation with the Council. This should be carried out as part of the pre-application consultation process set out in the Statement of Community Involvement. Following approval by the Council, the masterplans will become supplementary planning documents.

The masterplans should include an agreed programme of implementation in accordance with the masterplan and an approved design code.

The masterplans should meet all the following criteria:

- a) The Strategic Locations for Development should be considered as a whole and a comprehensive approach to making every strategic site within the Strategic Locations for Development sustainable, should be taken.
- b) A broad balance and range of housing choice, including both market and affordable housing, in line with the Fylde Coast SHMA, 2014 should be provided, in accordance with policies H2 and H4;
- c) Variations in housing density with an overall minimum net density of 30 homes per hectare;
- d) 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;
- e) A wide range of local employment opportunities should be provided that offer a choice of jobs and training prospects;
- f) 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 does not

undermine existing town, district or local centres or neighbouring key service centres or local service centres;

- g) Additional school capacity for nursery, primary and, where necessary, secondary educational needs should be provided in the short, medium and long-term;
- h) Appropriate highways access and a comprehensive approach to planning the highway network within and linking the sites which make up the Strategic Locations for Development;
- i) Access to well-designed, separate but overlooked cycleways (both on-road and off-road), walking routes and bridleways serving the local facilities and linking to services and amenities. Opportunities should be sought for the development of a network of walking, cycling and bridleway routes with access to and from adjacent settlements and the nearest town centres and schools;
- j) Housing, employment, retail and leisure facilities located within a maximum walking distance of 400 metres of a frequent, viable and accessible bus service;
- k) Secured by Design principles should apply in new developments;
- l) Energy efficiency measures should be incorporated into new developments;
- m) A design led approach to the provision of car parking spaces with the overall aim of reducing dependency on the private car;
- n) 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;
- o) Provide a Green Infrastructure network of open spaces, including natural and semi-natural greenspaces, amenity greenspace, allotments, and formal and informal recreation areas with provision for children and young people where people can congregate. Provide for large scale landscape enhancement, including the provision of tree belts and advanced landscaping and ensure the site links into the wider Green Infrastructure network. Existing ponds, trees, woodland, hedgerows, water features and areas of open space should be retained wherever possible. Details should be provided regarding the maintenance and management of the on-site open spaces.
- p) The conservation and enhancement of important environmental assets and natural resources, biodiversity (nature conservation) and ecological networks. Ecological connectivity within the site and with the surroundings should be maintained and enhanced through appropriate site layout; the retention of existing important features including trees, woods and water bodies and their integration within a well-designed landscape with appropriate habitat protection;
- 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, especially Natura 2000 sites should be avoided, unless the potential effects can be mitigated;

- r) Where it is considered that proposals may have a harmful impact upon the significance of a heritage asset, the proposal should be considered in relation to the provisions of Policy ENV5.
- s) To confirm the presence or otherwise of sub-surface archaeology, more detailed archaeological studies should be undertaken, prior to development;
- t) Development 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;
- u) Inappropriate development in Flood Risk Zones 2 or 3 will not be permitted. Development in Flood Zones 2 and 3 should be in accordance with the requirements of the national Planning Practice Guidance. Where a strategic development location contains land within Flood Risk Zone 2 and 3, landscaping constitutes an appropriate form of development in these areas. Developments will be required to include measures to deal with surface water drainage using the SuDs hierarchy;
- v) 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;
- w) Wastewater infrastructure upgrades should be completed and the development of sites should ensure that any potential adverse impacts are mitigated. Design of the infrastructure should take into account any potential future development;
- x) 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 should be provided.

## Justification

- 6.7** 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.
- 6.8** Development of the strategic sites will improve access to well-designed, good quality, affordable and resource efficient homes to meet the requirements of the Key Service Centres and the Local Service Centres. 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.
- 6.9** The SHELAA 2015 update demonstrates that there is not enough land within the defined settlements, as defined in the Fylde Borough Local Plan (As Altered), October 2005 to meet



Fylde's housing requirement and that some sustainable greenfield sites on the edge of settlements will need to be allocated for housing.

- 6.10** 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. Nature conservation sites in Fylde include **Natura 2000**, which is a network of nature protection areas made up of Special Areas of Conservation (SACs) and Special Protection Areas (SPAs) designated respectively under the Habitats Directive and Birds Directive. The network includes both terrestrial and marine sites (Marine Protected Areas (MPAs)).

### Infrastructure requirements in the Strategic Locations for Development

- 6.11** The comprehensive development of the Strategic Locations will be dependent upon the provision of infrastructure to ensure a sustainable development. An infrastructure delivery schedule has been drafted and is incorporated as Appendix 2 in the **IDP**, which accompanies this Local Plan. The delivery schedule 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 infrastructure delivery schedule will be implemented through the scheme and such contributions could be offset from any CIL monies required.
- 6.12** To ensure the Strategic Locations for Development are sustainable, community facilities including nursery, primary and secondary 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. The Green Infrastructure network will be an integral part of the development of the Strategic Locations to create high quality attractive environments and to connect into existing landscapes. This will include the provision of cycleways, bridleways and footpath connections within the sites and links to the ecological network; all of which will need to be included within the infrastructure delivery schedule (IDS).
- 6.13** Throughout this document strategic housing sites are identified by the prefix **HSS** and non-strategic housing sites are identified by the prefix **HS**; employment sites are identified by the prefix **ES**; and mixed use development sites are identified by the prefix **MUS**.

#### Strategic Policy SL1

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

The following strategic and non-strategic sites identified on the **Policies Map including Inset Plans** accompanying this plan are allocated for development:

Site	Homes to be completed during Plan period	Employment over Plan period	Projected commencement date
<b>HSS1</b> - Queensway, St Annes	992	0.0 Ha	Commenced 2018
<b>MUS4</b> – Heyhouses Lane, St Annes	322	0.0 Ha	Commenced 2014

<b>HSS3</b> – Lytham Quays, Lytham	119	0.0 Ha	Commenced 2007/08
<b>HS1</b> – Queen Mary School, Clifton Drive South, St Annes	35	0.0 Ha	Commenced 2011
<b>HS2</b> – Jubilee House, East Beach, Lytham	20	0.0 Ha	2018/19
<b>HS3</b> – Ashton Nurseries, Mythop Road, Lytham	12	0.0 Ha	2019/20
<b>HS4</b> – The Gables, 35-39 Orchard Road, St Annes	19	0.0 Ha	Commenced 2017
<b>HS5</b> – 7-8 St George’s Square, St Annes	11	0.0 Ha	Commenced 2016/17
<b>HS7</b> – Petros House, St Andrew’s Road North, St Annes	35	0.0 Ha	Commenced 2017/18
<b>HS8</b> – 35-37 South Promenade, St Annes	36	0.0 Ha	Commenced 2016/17
<b>HS9</b> – 23-33 Fairhaven Road, St Annes	32	0.0 Ha	Commenced 2017/18
<b>HS10</b> – 34-36 Orchard Road, Lytham St Annes	12	0.0 Ha	2018/19
<b>HS11</b> – The Galleries, 2-4 Kingsway, Lytham	10	0.0 Ha	2018/19
<b>HS12</b> – Fairways, Heeley Road, St Annes	20	0.0 Ha	2023/24
<b>HS13</b> – Kingsway Garage, St Annes	30	0.0 Ha	2019/20
<b>HS14</b> – AXA, Lytham	65	0.0 Ha	2019/20
<b>HS15</b> – Land to the West, Ballam Road, Lytham	12	0.0 Ha	Commenced 2016/17
<b>HS16</b> – Clifton Drive North, St Annes	34	0.0 Ha	Commenced 2013/14
<b>HS17</b> – Hastings Point, Ballam Road, Lytham	25	0.0 Ha	Commenced 2013/14
<b>HS18</b> – Former FBC Depot, St David’s Road North, St Annes	32	0.0 Ha	Commenced 2014/15
<b>HS19</b> – 1 Lord Street, St Annes	14	0.0 Ha	Commenced 2015/16

<b>HS20</b> – Former Kwik Save, St Annes	15	0.0 Ha	Commenced 2015/16
<b>HS58</b> - Westmoreland House	25	0.0 Ha	2018/19
<b>HS59</b> - Land to east of Sefton Road	12	0.0 Ha	Commenced 2017
<b>HS60</b> - Valentine Kennels	53	0.0 Ha	2018/19
<b>HS61</b> - Roseacre, Wildings Lane	45	0.0 Ha	2018/19
<b>HS62</b> - Keenans Mill	26	0.0 Ha	Commenced 2017
<b>HS67</b> - St. Leonards Bridge Garage	38	0.0 Ha	2019/20
<b>HS68</b> - Church Road Methodist Church	10	0.0 Ha	2018/19
<b>ES1</b> - Queensway Industrial Estate, Snowdon Road, St Annes	0	<b>3.8 Ha</b>	TBC
<b>ES2</b> – Dock Road, Lytham	0	<b>0.9 Ha</b>	TBC
<b>ES3</b> – Boundary Road, Lytham	0	<b>0.7 Ha</b>	TBC
<b>Total</b>	<b>2,111 homes</b>	<b>5.4 Ha</b>	
Masterplans and approved design codes for each Strategic Site (100 or more homes) listed above (where they do not have planning permission) - within the Lytham and St Annes Strategic Location for Development should make provision for a range of land uses to include homes, employment and commercial uses, Green Infrastructure and community facilities. A programme of implementation should be agreed between the Council and the developer in accordance with the masterplans and the design codes.			

## Strategic Policy SL2

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

The following strategic and non-strategic sites identified on the **Policies Map including Inset Plans** accompanying this plan are allocated for development as follows:

<b>Site</b>	<b>Homes to be completed during Plan period</b>	<b>Employment over Plan period</b>	<b>Projected commencement date</b>
<b>HSS4</b> – Coastal Dunes, Clifton Drive North, Blackpool Airport Corridor	429	0.0 Ha	Commenced 2015

<b>MUS1</b> – Cropper Road East, Whitehills	529	5.7 Ha	Commenced 2016
<b>MUS2</b> – Whyndyke Garden Village, Preston New Road, Whitehills	630	20.0 Ha	2021/22
<b>HSS5</b> – Cropper Road West, Whitehills	250	0.0 Ha	2023/24
<b>HSS6</b> – Land at Lytham St Annes Way, Whitehills	151	0.0 Ha	Commenced 2013/14
<b>HS21</b> – Land to the rear of 11-63 Westgate Road, Squires Gate	25	0.0 Ha	Commenced 2017/18
<b>HS22</b> – Former Clock Garage, Preston New Road, Westby	14	0.0 Ha	2018/19
<b>HS23</b> – Land South of Bridgeside, Squires Gate	22	0.0 Ha	2018/19
<b>ES4</b> – Blackpool and Fylde Industrial Estate, Whitehills	0	2.4 Ha	TBC
<b>ES5</b> – Blackpool Airport Enterprise Zone (Zone A), Squires Gate	0	14.5 Ha	TBC
<b>ES6</b> – ITSA, Brunel Way, Whitehills	0	4.9 Ha	TBC
<b>ES7</b> – Whitehills Business Park, Whitehills	0	5.6 Ha	TBC
<b>Total</b>	<b>2,050 homes</b>	<b>53.1 Ha</b>	
Masterplans and approved design codes for each Strategic Site (100 or more homes) listed above (where they do not have planning permission) - within the Fylde-Blackpool Periphery Strategic Location for Development, which includes land along the Blackpool Airport Corridor at Squires Gate should make provision for a range of land uses to include homes, employment and commercial uses, Green Infrastructure network and community facilities. A programme of implementation should be agreed between the Council and the developer in accordance with the masterplans and the design codes.			

## Justification

### Whyndyke Garden Village, Preston New Road, Whitehills (site MUS2)

- 6.14** 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. The development of a mental health unit on site is proving to be successful. 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.

- 6.15** Outline planning permission has been granted, for 1,310 homes in Fylde including 200 affordable homes, 20.0 Ha of B2 and B8 employment land, two local neighbourhood centres, a primary school and a health centre. It is anticipated that development of housing on this site could start in 2018, with 630 homes being delivered within the plan period and the remaining 680 being constructed beyond the Plan period. The site is being marketed as the Whyndyke Garden Village and it is a demonstrator site in the Healthy New Towns initiative (see Chapter 10 for more information on Healthy New Towns).
- 6.16** There are surface water and wastewater issues at land at Junction 4 of the M55 and road improvements will be required to the same junction. No discharge to the public sewerage system from the site will take place until appropriate surface water mitigation measures 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 HSS5)**

- 6.17** Any planning application for the development of this site will need to be accompanied by a comprehensive masterplan to be agreed by the Council, which will need to include the site for a local (retail) centre, serving Whitehills. There are surface water and wastewater issues at land at Junction 4 of the M55 and road improvements will be required to the junction. However, it is anticipated that development of housing on this site could start in 2023/24, with 250 homes being delivered within the plan period and the remaining 200 being constructed beyond the plan period .
- 6.18** Employment at Whitehills Business Park (**site ES7**), Cropper Road East (**site MUS1**) and Whyndyke Garden Village (**site MUS2**) will recognise the sub-regional significance of land at the end of the M55 as a strategic location and its contribution towards diversifying both Fylde's and the wider Fylde Coast's economic base by making provision for high quality and readily available sites and developing a distinctive image based on existing assets.

**Strategic Policy SL3**

**Warton Strategic Location for Development**

The following strategic and non-strategic sites identified on the **Policies Map including Inset Plans** accompanying this plan are allocated for development:

Site	Homes to be completed during Plan period	Employment over Plan period	Projected commencement date
<b>HSS2</b> – Blackfield End Farm, Church Road, Warton	360	0.0 Ha	2018/19
<b>HSS7</b> – Highgate Park, Lytham Road, Warton	254	0.0 Ha	Commenced 2014
<b>HSS12</b> – Land north of Freckleton Bypass Warton	350	0.0 Ha	2022-23
<b>HSS13</b> – Clifton House Farm, Warton	115	0.0 Ha	2022-23

<b>HS24</b> Riversleigh Farm, Warton	82	Ha	Commenced 2015/16
<b>HS25</b> - Nine Acres Nursery, Harbour Lane Phase 1	75	0.0 Ha	Commenced 2012/13
<b>HS26</b> - George's Garage, Warton	16	0.0 Ha	2018/19
<b>HS27</b> – Oaklands Caravan Park, 252 Lytham Road, Warton	53	0.0 Ha	2023/24
<b>Total</b>	<b>1,305 homes</b>	0.0 Ha	
Masterplans and approved design codes for each specific Strategic Site (100 or more homes) listed above (where they do not have planning permission) within the Warton Strategic Location for Development will make provision for a range of land uses to include homes, employment and commercial uses, Green Infrastructure network and community facilities including a new local retail centre. A programme of implementation should be agreed between the Council and the developer in accordance with the masterplans and the design codes.			

#### Strategic Policy SL4

#### **Kirkham and Wesham Strategic Location for Development**

The following strategic and non-strategic sites identified on the **Policies Map including Inset Plans** accompanying this plan are allocated for development:

<b>Site</b>	<b>Homes to be completed during Plan period</b>	<b>Employment over Plan period</b>	<b>Projected commencement date</b>
<b>HSS8</b> – The Pastures, Fleetwood Road, Wesham	264	0.0 Ha	Commenced 2015/16
<b>HSS9</b> – Land North of Blackpool Road, Kirkham	588	0.0 Ha	Commenced 2015/16
<b>HSS10</b> – Willowfields, Derby Road, Wesham	124	0.0 Ha	Commenced 2008
<b>HS28</b> – Sunnybank Mill, Kirkham	52	0.0 Ha	2019/20
<b>HS29</b> – Crossacres, land between Weeton Road/Fleetwood Road, Wesham	13	0.0 Ha	Commenced 2011/12
<b>HS30</b> – Pennine View, Weeton Road, Wesham	12	0.0 Ha	2021/22

<b>HS31</b> – Former Fylde Council Offices, Derby Road, Wesham	24	0.0 Ha	Commenced 2014/15
<b>HS32</b> – West End Residential Park, Kirkham	27	0.0 Ha	2018/19
<b>HS33</b> – Arundel Lodge Nursing Home, 1 Station Road, Wesham	11	0.0 Ha	Commenced 2015/16
<b>HS34</b> - Crossroads, Kirkham	12	0.0 Ha	Commenced 2011/12
<b>HS35</b> – Henthorne Builders, Orders Lane, Kirkham	26	0.0 Ha	Commenced 2012/13
<b>HS36</b> – St George’s Hotel, Station Road, Kirkham	11	0.0 Ha	Commenced 2013/14
<b>HS57</b> – Brook Farm Dowbridge	170	0.0 Ha	2018/19
<b>HS63</b> – Campbells Caravans	30	0.0 Ha	2019/20
<b>MUS3</b> – Mill Farm Sports Village, Fleetwood Road, Wesham	0	1.1 Ha	TBC
<b>Total</b>	<b>1,364 homes</b>	<b>1.1 Ha</b>	

Masterplans and approved design codes for each specific strategic site listed above (here they do not have planning permission) within the Kirkham and Wesham Strategic Location for Development should make provision for a range of land uses to include homes, employment and commercial uses, Green Infrastructure network and community facilities. A programme of implementation should be agreed between the Council and the developer in accordance with the masterplans and the design codes.

Development of the strategic sites should conform to the following relevant criterion:

- Before any further development is granted planning permission on The Pastures, Fleetwood Road, Wesham (**site HSS8**) and Land north of Blackpool Road, Kirkham (**site HSS9**) 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

### Land North of Blackpool Road, Kirkham (site HSS9)

- 6.19** This residential 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. Part of the site already has planning permission. The development of new homes on Land North of Blackpool Road, Kirkham (**site HSS9**) 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 on the site. A minimum 8 metre buffer zone should be provided between **site HSS9** and Wrongway Brook.

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

- 6.20** This mixed use site for employment, leisure and retail is situated at Mill Farm, north-west of Wesham and includes 4.5 Ha of woodland. Planning permission has been granted and development has commenced on a football stadium on the land, for use by AFC Fylde and other uses include a Foodstore and offices. The delivery of 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 employment premises in a sustainable location, close to Junction 3 of the M55 and Kirkham and Wesham Railway Station. 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.

## Strategic Policy SL5

### Development Sites outside the Strategic Locations for Development

The sites in the following locations outside the Strategic Locations for Development, identified on the **Policies Map including Inset Plans** accompanying this plan, are allocated for development :

Site by settlement	Homes to be completed during Plan period	Projected Commencement date
<b><u>Local Service Centres</u></b>		
<b>HS37 – The Refuge, Ruskin Road, Freckleton</b>	11 (commitment)	2018/19
<b>HS38 – Land rear of High Meadows, Lower Lane, Freckleton</b>	13 (allocation)	2021/22
<b>HS66 – Quernmore Trading Estate Freckleton</b>	10 (allocation)	2021/22
<b>HS69 – Naze Court, Naze Lane Freckleton</b>	12 (minus 10 net of demolitions) (allocation)	2019/20
<b>ES8 – Naze Lane, Freckleton</b>	2.4 Ha	Employment over Plan period



<b><u>Tier 1: Larger Rural Settlements</u></b>		
<b>HS51</b> – Newton Hall, School Lane, <b>Newton</b>	86 (allocation)	2027/28
<b>HS52</b> – Cobweb Barn, Oak Lane, <b>Newton</b>	40 (allocation)	2019/20
<b>HS70</b> – Land west of Woodlands Close, <b>Newton</b>	50 (commitment)	2018/19
<b>HS39</b> – Land South of Chain Lane, <b>Staining</b>	42 (commitment)	Commenced 2015/16
<b>HS40</b> – Land at King’s Close, <b>Staining</b>	30 (commitment)	Commenced 2017/18
<b>HS41</b> – Thornfield Caravan Park, <b>Staining</b>	28 (allocation)	2023/24
<b>HS42</b> – Baines Farm, Mill Lane, <b>Staining</b>	11 (commitment)	Commenced 2011/12
<b>HS43</b> – Land adjacent to 18 Chain Lane, <b>Staining</b>	30 (commitment)	Commenced 2012/13
<b>HSS11</b> – Land off Willow Drive, <b>Wrea Green</b>	86 (commitment)	2018/19
<b>HS44</b> – Land adjacent Richmond Avenue, <b>Wrea Green</b>	54 (commitment)	Commenced 2014/15
<b>HS45</b> – Rear of 54 Bryning Lane, <b>Wrea Green</b>	36 (commitment)	2018/19
<b>HS46</b> – North View Farm, 22 Ribby Road, <b>Wrea Green</b>	42 (commitment)	Commenced 2015/16
<b>HS47</b> – Land North of North View Farm, <b>Wrea Green</b>	15 ( allocation)	2023/24
<b>HS48</b> – Former Wareings, Ribby Road, <b>Wrea Green</b>	13 (commitment)	Commenced 2011/12
<b><u>Tier 2: Smaller Rural Settlements</u></b>		
<b>HS49</b> – Land North of Preston Old Road, <b>Clifton</b>	74 (allocation)	2018/19
<b>HS50</b> – Land East of Rowan Close, Ash Lane, <b>Clifton</b>	30 (allocation)	2019/20

<b>HS71</b> North of High Gate and East of Copp Lane, <b>Elswick</b>	24 (minded to approve)	2020/21
<b>HS72</b> Land North of Mill Lane, <b>Elswick</b>	50 (commitment)	2019/20
<b>HS73</b> Land North of Beech Road, <b>Elswick</b>	50 (commitment)	2018/19
<b>HS53</b> – Singleton Village, <b>Singleton</b>	15 (minded to approve)	2023/24
<b>HS54</b> – The Laurels and Willow House, Mythop Road, <b>Weeton</b>	20 (commitment)	Commenced 2014/15
<b>HS64</b> – Land West of Church Road <b>Weeton</b>	25 (commitment)	2019/20
<b><u>Other locations</u></b>		
<b>HS55</b> – The Rowans (Former Blue Anchor Inn), Fleetwood Road, <b>Greenhalgh</b>	17 (commitment)	Commenced 2013/14
<b>HS56</b> – Sunnydale Nurseries, Garstang Road, <b>Little Eccleston</b>	41 (allocation)	Commenced 2018
<b>Total</b>	<b>933 homes</b>	

## Justification

**6.21** Policy **SL5** confirms the number of homes proposed to be completed outside the Strategic Locations for Development over the lifetime of the Local Plan. There may be smaller schemes / infill schemes for sites of fewer than 10 homes, which are factored into allowances and not specified for each settlement or other location. The Council has prepared a Settlement Hierarchy Background Paper which assesses the level of services and facilities in each settlement. The Background Paper includes **Tier 1: Larger Rural Settlements**, which the Council considers could accommodate around 100 / 150 homes over the plan period; and **Tier 2: Smaller Rural Settlements** which could accommodate around 50 homes over the plan period.

## Cross Cutting Themes In Chapter 6:

### **Promoting Health and Wellbeing**

The levels of development proposed in the four Strategic Locations 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 development in the Strategic Sites and Locations leads to the creation of places that are well designed, attractive to live and work in; and that development is in keeping with the character of the area and also results in the maintenance and enhancement of Fylde's built environment.

### **Strategic Objectives**

The following five strategic objectives are achieved in the development of Strategic Locations for Development in Chapter 6.

Objective 1: To create sustainable communities

Objective 2: To maintain, improve and enhance 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 7: General Development Policies

### Settlement Boundaries

- 7.1** Policies **S1** and **DLF1** in Chapter 5 provide the overarching settlement hierarchy and the Development Strategy, setting out the 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, as defined in the Fylde Borough Local Plan (As Altered), October 2005 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 - forming urban extensions - the settlement boundaries have been amended on the **Policies Map** so as to include them within the settlement boundary.

#### Non-strategic Policy GD1

##### Settlement Boundaries

The boundaries of settlements in Fylde are shown on the **Policies Map including Inset Plans** and in Neighbourhood Development Plans where these have been made.

Development proposals on sites within settlement boundaries will be assessed against all relevant Local Plan policies.

Development proposals outside settlement boundaries will be in accordance with Policies GD2, GD3, GD4 and/or GD5 as applicable.

### Justification

- 7.2** Under the Framework, land within settlements should generally be treated as suitable for development.
- 7.3** 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 will 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;
  - The extent of, and the likely impact upon the site's visual, amenity, leisure, recreational, biodiversity value, tree cover; 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. 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). 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

**7.4** 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 either the Green Belt or the Areas of Separation or the Countryside .

**7.5** 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)

## Strategic Policy GD2

### Green Belt

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

## Justification

### 7.6 There are four tracts of Green Belt within Fylde:

- a. between Kirkham and Freckleton;
- b. between Lytham and Warton;
- c. between St Annes and Squires Gate; and
- d. between Staining, Blackpool and Poulton-le-Fylde.

No strategic review of the Green Belt within Fylde has been undertaken when preparing the Local Plan.

### 7.7 Inappropriate development in the Green Belt should not be approved unless there are very special circumstances which justify an exception. The Framework sets out the types of development that are considered to be exceptions to inappropriate development and those forms of development that are not inappropriate provided they preserve the openness of, and do not conflict with the purposes of including land within, the Green Belt.

### 7.8 Policy **ENV3**, Protecting Existing Open Space (Part of the Green Infrastructure network), sets out the positive community benefits the Green Belt can provide in terms of landscape, amenity and open space.

## Areas of Separation

### 7.9 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 of a significantly smaller scale and located between settlements boundaries that are relatively close and at risk of merging.

#### Strategic Policy GD3

#### Areas of Separation

Areas of Separation shown on the **Policies Map** are designated between:

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

Development will be assessed in terms of its impact upon the Area(s) of Separation, including any harm to the to the effectiveness of the gap between the 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. Development 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, of a type and scale which would not harm the effectiveness of the gap between the settlements in protecting the identity and distinctiveness of settlements;

- b) the re-use or rehabilitation of existing permanent and substantial buildings;
- c) extensions to existing dwellings and other buildings in accordance with Policy H7;
- d) development essentially needed for the continuation of an existing enterprise, facility or operation, of a type and scale which would not harm the effectiveness of the gap between the settlements in protecting the identity and distinctiveness of settlements;
- e) isolated new homes in the countryside which meet the criteria set out in Policy H6.
- f) minor infill development, of a scale and use that does not have a material impact on the rural character of the area and does not conflict with the provisions of policy ENV3, providing that it would not result in any harm to the effectiveness of the gap between the settlements or compromise the function of the Area(s) of Separation in protecting the identity and distinctiveness of settlements.

Development that is needed for uses appropriate to a rural area situated within the Area of Separation should be sited carefully to avoid harm to the effectiveness of the gap between the settlements in protecting the identity and distinctiveness of settlements.

## Justification

**7.10** An Area of Separation is designed to preserve the character and distinctiveness of individual settlements by restricting inappropriate development that would result in the coalescence of two distinct and separate settlements. The Council considered the potential to establish Areas of Separation in response to concerns that there was potential for settlements to merge without further protection. The Council produced the Area of Separation Background Paper (2014) which assessed potential Areas of Separation using the following criteria:

- 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.

**7.11** 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 Green Infrastructure network. Similarly, there is a narrow strip of land measuring 1,023 metres between Newton and Kirkham. In both cases, it has been demonstrated in the Area of Separation Background Paper that, having considered each area against the criteria, there is potential for the gap between settlements to be compromised, which without protection would over time lead to the progressive coalescence of settlements leading to a loss of distinct identity. Consequently, the policy identifies two Areas of



Separation, one between Wrea Green and Kirkham and the other between Kirkham and Newton.

- 7.12** 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~~, enhance and create biodiversity and geodiversity value will be encouraged.

### Development in the Countryside

- 7.13** 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.

#### Strategic Policy GD4

##### Development in the Countryside

Development in the Countryside, shown on the **Policies Map including Inset Plans**, will be ~~limited to~~ permitted in the following circumstances:

- a) ~~that where it is needed for the purposes of meeting local business and community needs; for the 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, holiday caravan sites and very exceptionally, larger scale tourism development; The development must be sensitive to its surroundings, must not have an unacceptable impact on local roads and should offer opportunities to make the location more sustainable (for example by improving the scope for access on foot, by cycling or by public transport).
- b) the re-use or rehabilitation of existing permanent and substantial buildings;
- c) extensions to existing dwellings and other buildings in accordance with Policy **H7**;
- 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;
- e) isolated new homes in the countryside which meet the criteria set out in Policy **H6**;
- f) minor infill development;
- g) entry-level exception sites for first-time buyers (or those looking to rent their own home) on land not already allocated for housing which meets the criteria set out in the Framework and Policy GD7.

## Justification

- 7.14** The most appropriate development permissible in the countryside will be for the purposes of meeting local business and community needs and for agricultural, horticultural or forestry purposes, where this is necessary for the efficient and effective running of the enterprise. Development for community needs will relate to facilities such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship. Some forms of tourism development are appropriate within the rural areas, all of which are covered in Chapter 8.
- 7.15** 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. 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. Minor infill development will be of a scale and use that does not have a material impact on the rural character of the area and does not conflict with the provisions of policy **ENV3**.

## Large Developed Sites in the Countryside and Green Belt

- 7.16** There are a number of large developed sites in open land outside settlement boundaries' within Fylde, such as Weeton Barracks Camp, HM Prison Kirkham , Mill Farm Sports Village Wesham and Ribby Hall Holiday Village. There are also existing employment sites including the Laleham Health and Beauty Factory at Greenhalgh, Helical Technologies Ltd at Hillock Lane, Warton, Westinghouse Springfields in 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. The Council encourages such proposals, subject to the provisions of policy **GD5** and other relevant policies in the Local Plan. Applicants should be aware that redevelopment proposals in these locations can place different pressure on infrastructure. It will be necessary to consider the impact of any redevelopment proposal on infrastructure as part of an application submission. It may be necessary to co-ordinate the delivery of development with the delivery / upgrading of infrastructure.

### Non-strategic Policy GD5

#### Large Developed Sites in the Countryside and Green Belt

The large developed sites in the countryside are listed below and are identified on the **Policies Map**:

- Laleham Health and Beauty Factory at Greenhalgh;
- Helical Technologies Ltd at Hillock Lane, Warton;
- Westinghouse Springfields in Salwick;
- Naze Lane Industrial Estate at Freckleton;
- Weeton Barracks Camp;
- Mill Farm Sports Village, Fleetwood Road, Wesham; and

- Ribby Hall Holiday Village.

The complete or partial redevelopment of these large developed sites in the countryside will be permitted subject to the following criteria:

- a) The proposal would not result in harm to the character, appearance or nature conservation value of land in the countryside, landscape setting, historic environment in comparison with 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 without adversely affecting highway safety;
- e) Opportunities to improve public transport connections, and pedestrian and cycle links are maximised; and
- f) Mixed use development is promoted on all of these sites.

Her Majesty's Prison Kirkham, which is situated within the Green Belt, is also identified as a large developed site on the **Policies Map**. Any development of or at this site will be required to be in accordance with the provisions of Policy **GD2**.

## Justification

- 7.17** It is important that re-development of existing or redundant large developed sites respects the character of land in the countryside or Green Belt land in which they are situated or adjacent to; 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. Policy **GD5** relates only to the specific sites listed in the policy. Redevelopment of other sites within the Countryside, Green Belt or Areas of Separation, such as redundant farms or holiday caravan sites or parks, will be assessed against Policy **GD2**, **GD3** or **GD4** as applicable, and any other relevant policies of the plan.

## Promoting Mixed Use Development

- 7.18** Mixed use development can include urban, suburban or rural development, that combines a mix of residential, commercial, cultural, institutional, leisure, educational, community, health or industrial uses, where those functions are physically and functionally integrated, and that provides pedestrian and cycle connections.
- 7.19** 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.

**7.20** 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 or local retail 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, schools and community facilities;
- d. Stronger neighbourhood character;
- e. Pedestrian and cycle-friendly environments;
- f. Reduction in car journeys; and
- g. Opportunities for home working.

**Strategic Policy GD6**

**Promoting Mixed Use Development**

Mixed use development will be encouraged, particularly on strategic sites. The mix of uses could include local retail centres, employment, commercial, leisure, community and recreational uses as well as residential. The element of mixed use development will depend on the particular site and the character of the surrounding area.

Providing it does not undermine housing delivery, mixed use development will be promoted where the following apply:

- a. Within an area where the scale and character of uses is such that no single land use predominates. Residential, retailing, business, health, community, educational facilities, recreation, sport, open space and industrial uses may all be represented;
- b. 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; or
- c. On Strategic Development Sites MUS1, MUS2, MUS3 and MUS4, and on other Strategic Development Sites where appropriate.

**Justification**

**7.21** The Framework provides clear guidance in support of mixed use development. 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 will be achieved to ensure that mixed use developments will be delivered, with homes being built close to where people work and shop and also seeking a range of services. Therefore, it is intended that all development on sites where any of criteria a. to c. in Policy **GD6** apply 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~~ allow for new and flexible working practices (such as live-work accommodation)”; ~~such as the integration of residential and commercial uses within the same unit~~’ (the Framework).

## Achieving Good Design in Development

**7.22** 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.

**7.23** 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:

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

**7.24** 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.

### **7.25** Design Principles

- a. **Movement and Legibility:** 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:** A place with attractive, sustainable and successful outdoor areas where public and private spaces are clearly distinguished.
- c. **Mix of Uses and Tenures:** A development that promotes a variety and choice in terms of uses and ownerships in response to local needs.
- d. **Adaptability and Resilience:** A development that can adapt and respond to changing economic, social and technological conditions.
- e. **Resources and Efficiency:** A development that contributes to tackling climate change and adapting to and mitigating its effects both in its construction and operation.

- f. **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

- 7.26** 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 the Planning Practice Guidance.

**Figure 2: 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 commissioning 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 weighed.
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>

- 7.27** 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.
- 7.28** It is also important that new development mitigates against and adapts to the effects of climate change through its design.

### Strategic 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 requirements:

- a) In order to promote community cohesion and inclusivity, new development will be expected to deliver mixed uses, strong neighbourhood centres and active street frontages which bring together all those who live, work and play in the vicinity.
- b) Ensuring densities of new residential development reflect and wherever possible enhance the local character of the surrounding area.
- c) Ensuring that amenity will not be adversely affected by neighbouring uses, both existing and proposed.
- d) Ensuring the siting, layout, massing, scale, design, materials, architectural character, proportion, building to plot ratio and landscaping of the proposed development, relate well to the surrounding context.
- e) Taking account of landform, layout, building orientation, massing and landscaping to minimise energy consumption.
- f) Conserving and enhancing the built and historic environment.
- g) Applying Secured by Design principles to all new developments.
- h) Being sympathetic to surrounding land uses and occupiers, and avoiding demonstrable harm to the visual amenities of the local area.
- i) 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 and using sustainable natural resources where appropriate.
- j) 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.
- k) Ensuring the layout, design and landscaping of all elements of the proposal, including any internal roads, pedestrian footpaths, cycleways and open spaces, create user friendly, sustainable and inclusive connections between people and places resulting in the integration of the new development into the built and historic environment.
- l) Creating safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion, and there are clear and legible pedestrian and cycle routes and high quality public space, which encourages the active and continual use of public areas and which promote health and wellbeing.
- m) Protecting existing landscape features and natural assets as an integral part of the development; requiring multi-functional green infrastructure to be integrated into urban areas; providing enhancements to open spaces to encourage people to use them; protecting and enhancing habitats; providing open spaces and linkages to the wider ecological networks as part of the Green Infrastructure network; and enhancing the public realm.

- n) 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.
- o) All new housing developments should result in a high standard of amenity for occupiers. The standard of amenity for occupiers should not be compromised by inadequate space, poor layout, poor or lacking outlook or inconvenient arrangements for waste, access or cycle storage. Developments should include adequate outside amenity space for the needs of residents. New homes designed specifically to accommodate the elderly should comply with optional standard M4(3(2a)) in accordance with policy H2.
- p) Ensuring that the quality of approved development is not materially diminished between permission and completion.

#### **Highway Safety**

- q) The needs of non-motorised users, such as pedestrians and cyclists, should be prioritised over other road users, through design measures.
- r) The development should not prejudice highway safety, pedestrian safety, and the efficient and convenient movement of all highway users (including bus passengers, cyclists, pedestrians and horse riders). The development should not reduce the number of on-site parking spaces available, unless there are other material considerations which justify the reduction.
- s) All development proposals will need to show that appropriate provision is made for public transport services; appropriate measures are provided to facilitate access on cycle or foot; where practicable, ensure existing pedestrian, cycle and equestrian routes are protected and extended; and the needs of specific groups in the community such as the elderly and those with disabilities are fully provided for.

#### **Climate Change**

- t) Development proposals should consider measures to mitigate 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.
- u) 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**

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

#### **Public Realm**

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



**Public Open Space (the Green Infrastructure network)**

- x) New public open space should be provided in a single central useable facility where possible, 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 off-site.

**Advertisements**

- y) 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**

- z) Inappropriate development in Flood Risk Zones 2 and 3 will not be permitted.

**Waste Management**

- aa) Local waste management facilities and neighbourhood waste management facilities for the separation, storage and collection of waste should be provided to increase the efficiency of its subsequent re-use, recycling and treatment. Sufficient space should be provided at all new homes for the storage of wheelie bins and recycling boxes.

**Justification**

- 7.29** The Framework stresses that great importance should be given to the design of the built environment. Policy **GD7** sets out a series of criteria relating to different aspects of design. These are well understood principles which derive from the wider principles of sustainable development, such as the drive to a low-carbon future, conservation of the natural environment, promoting sustainable economic development and the creation of sustainable communities in healthy environments.
- 7.30** 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. The Council is preparing a Good Design SPD, which sets out best practice for new developments and works within conservation areas. The St. Anne's Town Council prepared a comprehensive Design Guide to accompany the St. Anne's on the Sea NDP. It is the Council's intention to adopt this Design Guide as a part of the Good Design SPD.
- 7.31** To ensure that safe and convenient access is afforded to everyone, new developments should reduce rather than increase the dependence on private cars.
- 7.32** 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.
- 7.33** 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.

- 7.34** Mandatory housing standards are applied through the Building Regulations. Applicants will need to be aware of these requirements when designing development proposals. In addition optional technical standards may be applied if there is evidence of need. In this case there is evidence to support the application of optional technical standard M4(3(2a)) which is referred to in criterion n. of Policy **GD7** and Policy **H2**. The application of this standard will be secured through planning conditions.

### Public Realm

- 7.35** 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.
- 7.36** 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.

### Demonstrating Viability

- 7.37** 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.
- 7.38** 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.

#### Strategic Policy GD8

##### Demonstrating Viability

The Council will seek to retain existing commercial / industrial (B1, B2 or B8) (Policies **EC1** and **EC2**) and leisure uses, including land / premises, together with agricultural / horticultural workers' homes (Policy **H6**) and the tourism use of premises in Holiday Areas (Policies **EC6** and **EC7**) identified on the **Policies Map including Inset Plans**, unless it can be demonstrated to the satisfaction of the Council that one of the following tests has been met:

- a) the continued use of the site / premises for its existing use is no longer viable in terms of the 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) 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) 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 (A1), an alternative use that helps create or maintain the vitality of a town, district or local centre; and
- For existing agricultural / horticultural workers' homes, for affordable housing, except when located in an isolated rural location.

### 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

- 7.39** The Ministerial Statement which emerged at the end of March 2012, along with the Framework, have made it clear that the Government's policy will focus on facilitating development 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.
- 7.40** 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 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.
- 7.41** 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.
- 7.42** Where the existing use is no longer considered viable, regard should be had as to whether:
- a. a mixed-use scheme involving the existing use is viable and then;
  - b. 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.
  - c. 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.

## Contaminated Land

- 7.43** 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.

### Non-strategic Policy GD9

#### 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 all of the following criteria being met:

- 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. Any remedial work should be undertaken to the satisfaction of the local authority, ahead of the commencement of development;
- b) Development should not have an adverse impact on the stability of surrounding areas; and
- c) Applicants will be required to provide details of remedial and mitigation measures to protect the high levels of biodiversity value on contaminated land and to protect conservation and heritage assets on the site.

## Justification

- 7.44** 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.
- 7.45** 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 of both on 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 7:

### **Promoting Health and Wellbeing**

A high quality built environment, good design which facilitates walking and cycling, 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 the existing Green Infrastructure network will enhance the character of the built and natural environment, ensuring effective place shaping across Fylde. It is essential that development is in keeping with the character of the area and also results in the maintenance and enhancement of Fylde's built environment.

## Strategic Objectives

The following strategic objective is achieved in Chapter 7

Objective 1: To create sustainable communities



## Chapter 8: The Fylde Economy

### The Economy and Employment Land

- 8.1** The preservation and development of a strong, vibrant and sustainable economy is a high priority within this Local Plan and Strategic Objective 4 is to diversify and grow the local economy.
- 8.2** 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 development orientated service sectors, such as computer and business services, alongside the traditionally strong sectors of tourism, agriculture and the rural economy.
- 8.3** 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.
- 8.4** 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, such as BAE Systems at Warton. Fylde's affluence is reflected in the third highest average gross household income in Lancashire and is well above the Lancashire average.
- 8.5** 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 and Blackpool Airport EZ could provide extensive employment opportunities and support development in other parts of the Fylde Coast. Employment opportunities could be opened up further to local people through well-planned public transport / sustainable travel options.

### Assisted Area Status

- 8.6** 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 1 July 2014 until 31 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

- 8.7** Blackpool, Fylde and Wyre Economic Prosperity Board was established in 2018 as the successor to the Blackpool Fylde and Wyre Economic Development Company. It is operated by the three Fylde Coast Authorities (Blackpool, Fylde and Wyre), with members from the public and private sectors. The development of a diverse Fylde Coast Energy Sector has been identified as one of the six key priority areas. The application for EZ status at Blackpool Airport was co-ordinated by the EDC. The EZ became operational from 1<sup>st</sup> April 2016 and will continue until 2040. The Blackpool Airport Enterprise Zone will become a centre of excellence for the energy sector. Central to this is a new Energy HQ, a dedicated new training facility developed by Blackpool and Fylde College. It has been backed by a £6.2 million Growth Deal funding, and aims to provide job-ready students in engineering and advanced technology. A two storey college building has been completed and occupied at the site of the former airport terminal building. Courses commenced in September 2017. This development will support energy businesses on the Fylde Coast.

## The Fylde Employment Land and Premises Study, 2012

- 8.8** 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 Fylde Council since 1989. This is considered to be a long term trend. If long term trends continue, the study recommends that Fylde Council will need to cater for an expected annual take-up of 2.7 Ha rolled forward to the end of the Local Plan period. This historic take-up figure has subsequently been monitored up to a base date of 31 March 2015 and it has also been corrected to exclude *sui generis* development. Consequently, the annual average take-up rate of 2.22 Ha for Fylde results in a requirement of 46.6 Ha for the plan period.
- 8.9** 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.
- 8.10** The study identified the most appropriate broad locations for future employment land provision. If Fylde Council is to strive towards delivering a balanced employment land portfolio, it needs to provide for different types / sectors of employment development.

## Overall Provision of employment land

- 8.11** 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 support, therefore 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 Council to provide 14Ha 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 46.6 Ha. Consequently, this results in a combined requirement of employment land for Fylde and Blackpool, for the plan period, of 60.6 Ha.

- 8.12** Between April 2011 and March 2015, 3.0 Ha of business and industrial land was developed in Fylde. A further 11.0 Ha of business and industrial land either had planning permission or was under construction. Between April 2011 and March 2015, 15.3 Ha of land was lost to business and industrial use. Consequently, this results in an adjusted requirement for employment land in Fylde, up to 2032, of 62.0 Ha as summarized in table 2 below.

<b>Table 2: Business and Industrial Land Requirement (April 2015 – March 2032)</b>	
	<b>Hectares</b>
i) Business and Industrial Land Requirement 2011-2032	60.6
ii) Land developed 2011-2015	3.0
iii) Land under construction	2.0
iv) Land with planning permission	8.9
iv) Land lost to business and industrial use (2011-2015)	15.3
Adjusted business and industrial land requirement 60.6 - (3.0 + 2.0 + 8.9) + 15.3	62.0

### Strategic Policy EC1

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

The Local Plan provides sites for 62 ha of new employment land to be delivered during the plan period. The following sites are allocated and identified on the **Policies Map including Inset Plans** accompanying this plan.

<b>Site</b>	<b>Area (Ha)</b>	<b>Appropriate Use Classes</b>
<b>ES1 Queensway Industrial Estate, Snowden Road, St Annes</b>	<b>3.8</b>	B1(a), B1(b), B1(c), B2, B8
<b>ES2 Dock Road, Lytham</b>	<b>0.9</b>	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 Enterprise Zone, Squires Gate</b>	<b>14.5</b>	B1(a), B1 (b), B1 (c), B2, B8 (to be determined through a masterplan for the Enterprise Zone)
<b>ES6 DWP, Brunel Way, Whitehills</b>	<b>4.9</b>	B1(a), B1(b), B1(c), B2, B8
<b>ES7 Whitehills Business Park, Whitehills</b>	<b>5.6</b>	B1(a), B1(b), B1(c), B2, B8
<b>MUS1 Cropper Road East, Whitehills (mixed use: housing and employment)</b>	<b>5.7</b>	B1(a), B1(b), B1(c), B2, B8
<b>MUS2 Whyndyke Garden Village, Preston New Road, Whitehills (mixed use: housing and employment)</b>	<b>20.0</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>62.0 Ha</u></b>	

Appropriate uses for each site are listed in the table above. In these locations, development proposals for alternative uses to those listed above 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 the specified purposes, having satisfied the tests of Policy **GD8**. Proposals for alternative uses will also have to satisfy the requirements of other policies of the Plan, in particular Policy **GD7**.

#### Existing Employment Sites

Within the existing business and industrial areas, listed below, land and premises will be retained within the acceptable use classes shown in the table below, unless it is demonstrated to the satisfaction of the Council that there is no reasonable prospect of the site being used for those purposes, having satisfied the tests of Policy **GD8**. Proposals for alternative uses will also have to satisfy the requirements of other policies of the Plan, in particular Policy **GD7**.

<b>Site</b>	<b>Appropriate Use Classes</b>
<b>Queensway Industrial Estate, Snowden Road, St Annes</b>	B1(a), B1(b), B1(c), B2, B8
<b>Blackpool Airport, Squires Gate</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 Springfield, Salwick</b>	B1(a), B1(b), B1(c), B2, B8
<b>BAE Systems, Warton</b>	B1(a), B1(b), B1(c), B2, B8
<b>Blackpool and Fylde Industrial Estate, Whitehills</b>	B1(a), B1(b), B1(c), B2, B8
<b>Whitehills Park, Whitehills</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 Site, Blackpool Road, 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, Freckleton</b>	B1(c), B8	
	<b>Dingle Farm Rural Business Park, Newton</b>	B1(c), B8	

## Justification

- 8.13** 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 proximity to population centres. Policies for employment land are flexible to accommodate the needs of indigenous business expansion 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 5 and 6.
- 8.14** 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.
- 8.15** 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 Garden Village and Cropper Road East, Whitehills to capitalise on their location close to Junction 4 of the M55, within the Fylde-Blackpool Periphery Strategic Location for Development.
- 8.16** Blackpool Airport Enterprise Zone (Site ES5) is allocated in Policy **EC1** to provide 14.5 Ha of additional land in the employment uses listed in the policy for that site. The precise mix of uses will be determined through the Masterplan. By contrast, the Lancashire Advanced Engineering and Manufacturing Enterprise Zone at BAE Systems Warton, is listed in Policy **EC1** as an existing employment site. This is previously-developed land, contained within the existing BAE Systems site. Policies **EC3** and **EC4** provide further clarification as to the development that may be brought forward at each site.
- 8.17** 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 and decisions need to reflect changes in the demand for land. ~~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.~~ **Performance Monitoring Indicator 5**, in **Appendix 8**, sets out a target /

policy outcome recording the cumulative take-up of land for employment development from 1 April 2011 in relation to the plan period requirement of **60.6 Ha**.

### Existing Employment Sites

- 8.18** 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 April 2011 and they are referenced in **Appendix 6** and are shown on the **Policies Map including Inset Plans**. 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. The Westinghouse Springfields, Salwick site will be subject to activities associated with the processing of materials and wastes from nuclear fuel fabrication and decommissioning of redundant facilities. These activities could fall outside the Use Classes specified in Policy **EC1**.

### Managing Development of Employment Land

- 8.19** 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 7, will apply.

#### Strategic Policy EC2

##### Employment Opportunities

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

Land and premises will be retained in employment uses unless it is demonstrated to the satisfaction of the Council that there is no reasonable prospect of the site being used for those purposes, having satisfied the tests of Policy **GD8**. Proposals for alternative uses will also have to satisfy the requirements of other policies of the Plan, in particular Policy **GD7**.

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 endorses 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

- 8.20** Policy **EC2** 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 the area's amenity.
- 8.21** Employment opportunities are a finite resource and once lost to non-employment use, particularly residential use, they 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.
- 8.22** The Framework states that local plans should ~~support economic~~ enable sustainable growth and expansion of businesses in the rural areas by taking a positive approach to sustainable new development and conversions. It also says that local plans should ~~promote~~ enable 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. Sustainable Rural rural businesses, tourism or recreational uses will also be encouraged. Decisions should enable the retention and development of accessible local services and community facilities in line with the Framework.
- 8.23** The SHELAA (update 2015) and Employment Land and Premises Study, 2012 both conclude that land in the countryside, 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).
- 8.24** 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.

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

- 8.25** 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.
- 8.26** The Lancashire Enterprise Zone at BAE Systems, Warton was announced in the Chancellor's Autumn 2011 Statement and came into effect on 1 April 2012. It is centred around BAE Systems 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.

- 8.27** The Council, LCC and BAE Systems have prepared a Local Development Order (LDO) for Phase 1 of the Enterprise Zone. It was adopted in 2012 and lapsed in October 2015. The 2015 LDO is, in effect, an extension of the previous Order with amendments to reflect the 2014 Masterplan, to increase the period of operation for a further nine years and take account of updated legislation.
- 8.28** 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 October 2014. The agreement and adoption of the Masterplan was as a result of considerable work by BAE Systems and it forms the template for the consideration of future phases.
- 8.29** The LDO authorises development falling within specific Standard Industrial Classification (SIC) Codes, as far as it relates to advanced engineering and manufacturing. It has a number of conditions which need to be discharged by the Local Planning Authority. Development falling outside of these SICs therefore requires the submission of a planning application. Building on the resurgence of advanced manufacturing and Government's re-commitment to positioning the UK as a leading force in the global advanced engineering and manufacturing arena, the Lancashire Enterprise Zone will become a national focal point for the sector. The Enterprise Zone will aim to provide the opportunity to create 4,000 to 6,000 high value jobs in the long term and 1,200 jobs in the short to medium term.
- 8.30** The Enterprise Zone was excluded from the Fylde Employment Land and Premises Study, 2012 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.

### **Strategic Policy EC3**

#### **Lancashire Advanced Engineering and Manufacturing (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, are 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 Orders**

The Council supports the delivery of the Lancashire Enterprise Zone and has produced and reviewed 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**

- 8.31** The site and surrounding area is owned by BAE Systems which has operated at the site for many years. The site is situated in the southern area of the Borough, with access to the A584. The site's accessibility and connectivity has been strengthened through the completion of a new highway junction on Lytham Road, to 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, including the delivery of the Preston Western Distributor Road and a new Junction 2 onto the M55 west of Broughton; and will improve connectivity between the two parts of the Lancashire Enterprise Zone at Warton and Samlesbury.

### **Blackpool Airport Enterprise Zone**

- 8.32** Blackpool Airport was proposed as an Enterprise Zone in March 2015 and following the submission of a business case it was designated in April 2016. The Enterprise Zone fronts Squires Gate Lane and currently comprises a mix of airport hangars, long stay surface car parking and sports pitches.

#### **Strategic Policy EC4**

#### **Blackpool Airport Enterprise Zone**

##### **a. The Blackpool Airport Enterprise Zone**

The boundary of the Enterprise Zone is identified on the **Policies Map**. The designation of the Blackpool Airport Enterprise Zone will help create more businesses, jobs and attract international investment, with positive benefits across the wider economic area. Fylde Council supports the sustainable development of Blackpool Airport, including working to explore the potential to develop commercial aeronautical activity and to relocate



operational buildings and facilities closer to the main runway, in the areas outside the greenbelt, unless there are overriding operational requirements that constitute very special circumstances and which justify development in the Green Belt. The Enterprise Zone will help improve the local economy and also increase the contribution to national growth through targeting the energy industry, advanced manufacturing and engineering, food and drink manufacture and the digital and creative sector.

**b. Enabling Development**

Alternative uses, such as retail and leisure, may be appropriate where it can be demonstrated that they help deliver aviation uses on this site. The scale of any alternative enabling development will be limited to that which is clearly demonstrated to be necessary to fund essential infrastructure which will not prejudice the maintenance of the primary aviation function of the site and where it can be demonstrated that a) there are no sequentially preferable locations within or on the edge of designated centres that are available and suitable to accommodate them and b) there would be no significant adverse impacts on investment and the vitality and viability of designated centres. Any proposed main town centre uses must satisfy the sequential and impact tests set out in the National Planning Policy Framework and the relevant policies in this Local Plan.

**c. Local Development Order & Masterplan**

The Council supports the delivery of the Blackpool Airport Enterprise Zone and will produce a Local Development Order, if requested, to aid the delivery process. Fylde Council, working with Blackpool Council, Lancashire County Council and stakeholders including landowners is preparing a masterplan for the Enterprise Zone, which will form a key part of the overall delivery of the Enterprise Zone, together with an agreed programme of implementation in accordance with the Masterplan. The key purpose of the Masterplan is to establish the development and design framework for the site; it will determine the appropriate mix, quantum and location of development in the area, reflecting the delivery objectives of the Enterprise Zone and that of maintaining the viable long-term operation of Blackpool Airport, ensuring it is in accordance with the relevant parameters within the Local Development Order.

- 8.33** Development of an Enterprise Zone at Blackpool Airport has the potential to provide opportunities for retail, employment and leisure uses at the airport and would also provide jobs close to where people live.
- 8.34** Blackpool Airport is previously developed land, which is within walking distance of Squires Gate Railway Station and there is good access by bus into Blackpool and Lytham and St Annes. New or improved signalised junction and public transport facilities, including associated highway infrastructure such as cycling and pedestrian facilities, will be required if the site is to meet its full potential. In terms of cycling, Lancashire County Council seeks a cycle path on Squires Gate Lane, along with toucan crossings.

## Vibrant Town, District and Local Centres

- 8.35** Retail is an important part of the economy of the Fylde Coast sub-region. As town centres – including Blackpool, St Annes, Lytham, Kirkham, Cleveleys, Fleetwood and Poulton-le-Fylde – 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.
- 8.36** 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 development and expansion of out-of-town centres and the rising level of internet shopping have also increased competition.
- 8.37** 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.
- 8.38** 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. The three Fylde Coast authorities jointly commissioned the 2011 Retail Study, which means that a consistent approach has been taken under the Duty to Cooperate.

## Fylde Coast Retail Study 2011 and 2013 Update

- 8.39** The Retail Study, 2011 referred to Goad data <sup>(1)</sup> (October 2009), which stated that 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. It is acknowledged that Blackpool Town Centre is the sub-regional centre for the Fylde Coast and will serve the needs of residents across the sub-region; but it is also recognised that Preston City Centre plays a role as a sub-regional centre serving the needs of residents of Fylde.

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

- 8.40** 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.
- 8.41** 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 borough wide figure and not an allowance for each individual centre).

### Convenience Goods

- 8.42** 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.
- 8.43** 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.
- 8.44** 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 3: 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.

- 8.45** 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

#### Kirkham Town Centre

- 8.46** 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 this would represent the best opportunity for enhancing the retail offer in Kirkham.

- 8.47** 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.

#### **Lytham Town Centre**

- 8.48** Lytham 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 square metres 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.
- 8.49** 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.

#### **St Annes Town Centre**

- 8.50** 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.
- 8.51** 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 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 comparison 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**

- 8.52** 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.

## **Strategic Policy EC5**

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

The town, district and local centres; and primary and secondary frontages are defined on the **Policies Map** which includes **Inset Plans** and accompanies this plan.

#### **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;
- A local centre is proposed in Whitehills; and
- A local centre is proposed in Whyndyke.

In the town centres, as defined on the **Policies Map including Inset Plans**, 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), Non-residential Institutions (D1) and Assembly and Leisure (D2).

#### **Primary Shopping Frontage**

In the primary shopping frontages, as defined on **Policies Map including Inset Plans**, proposals for the change of use from A1, A2 and A3 uses 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 A1, A2 and A3 uses 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 or nuisance 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 including Inset Plans**, proposals for main town centre uses will be permitted at ground and upper floor levels. 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.

### Wood Street, St Annes

Within Wood Street, St Annes 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, and impacts on neighbours being acceptable.

### 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 by virtue of appearance, scale, highways and residential amenity.

### 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

Proposals for retail, and leisure ~~and office~~ development in 'edge of centre' or 'out-of-centre' locations will be considered in line with the Framework, bearing in mind the impacts on existing centres.

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

When undertaking a sequential test, or retail impact assessment, it will be necessary to have regard to likely impact upon other centres, including those outside of Fylde.

### Ansdel District Centre

Within Ansdel 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:

- a) Planning permission will be granted provided that:

- The proposal would contribute in level, quality or range towards meeting local shopping needs; and
  - The proposal would not adversely affect the character of the centre or the amenity of adjoining property; and
  - The proposal would not adversely affect the vitality and viability of other nearby existing centres or prejudice future investment in those centres.
- b) Premises within Local Centres will be protected and enhanced 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:
- The development does not cause undue detriment to the centre's range of facilities, thereby threatening the centre's viability and vitality;
  - the development does not prejudice residential amenity or highway safety.
- c) 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 (i.e. a single unit) in the shopping frontage that would threaten the centre's viability and vitality.
- d) Where the applicant can demonstrate that the whole building will be fully utilised for retail / commercial purposes, the provision of apartments on the upper floors will be discouraged.

A Local Centre is proposed in Warton to support the Warton Strategic Location for Development; and Local Centres are also proposed at Whitehills and Whyndyke to support the Fylde–Blackpool Periphery Strategic Location for Development. Within the proposed Warton Local Centre, Whitehills Local Centre and Whyndyke Local Centre, as identified indicatively on the **Policies Map including Inset Plans**, a range of appropriate services that support the role and function of the Local Centres will be encouraged, subject to criteria 1 - 4 above. The Local Centres at Warton, Whitehills and Whyndyke should include pedestrian and cycling linkages and access to public transport.

#### **Loss of Community, Leisure and Cultural Facilities and Services**

The loss of community, health, 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 provided in an alternative location or manner that is equally accessible by the community, in accordance with Policy **GD8** in Chapter 7.

#### **Justification**

- 8.53** 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 a daytime and 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.

- 8.54** 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 including Inset Plans**, 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 8**, sets out a target / policy outcome that there is no net loss of retail floor-space in Lytham, St Annes and Kirkham town centres.
- 8.55** 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, ~~and~~ leisure ~~and office~~ development outside of town centres, a local threshold for development comprising more than 750sq.m. will require an impact assessment.

### Town Centre Management Plans

- 8.56** 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)

- 8.57** 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 **GD8: Demonstrating Viability**.
- 8.58** Where there is high demand for retail units, changes away from retail (A1) use will 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 that, in large centres, the centre as a whole is vital and viable but less vital / viable pockets exist in certain parts.
- 8.59** 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.
- 8.60** 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.
- 8.61** 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.

- 8.62** The local (retail) centres at Warton, at Cropper Road West (**site HSS5**) at Whitehills and at Whyndyke (site **MUS2**), identified on the **Policies Map including Inset Plans** will be delivered by means of planning applications and the land will be assembled by the landowner(s) / developer(s) at the respective sites. The details of the construction and management of the individual units in the local centres will be set out in S106 Agreements.

### Leisure, Culture and Tourism

- 8.63** The diversification and development of the local economy is a strategic objective of the Local Plan (Objective 4) and leisure, culture and tourism, including coastal 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.
- 8.64** Fylde capitalises on its proximity to Blackpool, which is the UK's most visited seaside resort. The Borough also benefits from major cultural and international sporting events such as the Lytham Festival; and the Lytham 1940s Wartime Festival. These events raise the profile of the area. 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 was held at Royal Lytham and St Annes in September 2015.
- 8.65** 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.
- 8.66** 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.

- 8.67** Fylde has a relatively weak rural tourism economy compared to its traditional coastal market, despite rural visitor accommodation such as Ribby Hall Holiday Village and a range of caravan and camping sites. There is potential to build upon the rural tourism economy by providing more attractions 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.
- 8.68** There are aspirations to deliver the actions and infrastructure identified in the Coastal Strategy (2015-2032), 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 coastal tourism and recreation.
- 8.69** There are particularly high concentrations of static 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 Fylde, with large numbers of older people living in Residential Park Homes. This creates issues with isolation, maintenance and poor insulation, and further monitoring of the caravan stock in Fylde should therefore be undertaken.
- 8.70** Fylde has a number of regionally important tourism attractions, listed in policy **EC6** below. Particular emphasis is placed in this plan on broadening the range of attractions.

### **Strategic 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 regeneration of The Island Sea Front Area at St Annes and the protection of seaside resort facilities, to support wider tourism, culture and the local economy.
- d) Reconstruction and enhancement of the manmade coastal defences at The Island Sea Front Area, Fairhaven Lake and Church Scar in order to encourage coastal 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 town centres in Key Service Centres and in Local Service 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 by 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, coastal tourism and recreational events.
- i) Implementing the infrastructure projects identified in the Coastal Strategy, including the delivery of tourism and recreation.
- j) Encouraging the provision of training in leisure, culture or tourism development.
- k) Project specific Habitats Regulations Assessments (HRAs) will be required for any tourism and coastal defence developments near to the Ribble and Alt Estuaries SPA/Ramsar. The HRAs will need to demonstrate that there will be no likely significant effect upon European Sites before the tourism and / or coastal defence developments can be granted consent.

#### **The Island Sea Front Area at St Annes**

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

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

Non leisure, culture and tourism uses will not be permitted in this Sea Front Area.

#### **Ribby Hall Holiday Village**

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

#### **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 and towpath;
- 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 Fylde's open coastline and its enjoyment by visitors; and
- 5) Provide opportunities to access, learn about and conserve the natural and historic environment.

## Justification

- 8.71** 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 Sea Front Area, 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 including a public swimming pool and cinema. It constitutes a critical mass of attractions that are crucial to the tourism appeal of Lytham and St Annes. However, there is a lack of indoor all year attractions at The Island Sea Front Area. Therefore, it 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 and provide an all year round offer. As cultural and leisure facilities benefit from being part of a 'critical mass', it makes sense to locate new facilities near to established ones.
- 8.72** 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 increased, 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.
- 8.73** 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 13.
- 8.74** The Coastal Strategy (2015-2032) identifies ten themes, together with actions and infrastructure projects to be implemented within six character zones
- **Zone 1** - Starr Hills Sand Dunes and Beaches;
  - **Zone 2** - St Annes on the Sea;
  - **Zone 3** - Fairhaven Sand Dunes;
  - **Zone 4** - Fairhaven Lake, Gardens and Granny's Bay;
  - **Zone 5** - Lytham Heritage Coast; and
  - **Zone 6** - Warton, Freckleton, Clifton and Lancaster Canal: 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.

- 8.75** 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, cycling, walking 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. The canal and its immediate environs are designated as a Biological Heritage Site in view of their importance in terms of nature conservation.
- 8.76** With the level of development 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 and Lancaster Canal towpath.

### Tourism Accommodation

- 8.77** Improving the quality of the existing tourism / visitor accommodation is part of the Local Plan's Vision for Fylde to 2032, as set out in chapter 3. The Council considers it important to identify Holiday Areas in the Local Plan, to promote tourism accommodation in these areas, which are located adjacent to tourism facilities, the town centre and the beach.

#### Non-strategic 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 including Inset Plans**, provided that proposals:

- a. respect the character of the area;
- b. do not prejudice the visual and other amenities of nearby residential properties; and
- c. do not adversely affect the nature conservation assets of the coastline and protected species, including the Ribble and Alt Estuaries SPA / Ramsar site.

Loss of serviced tourism accommodation either to non-serviced accommodation or to other uses in these areas will be resisted.

###### **Holiday Caravans and Camping Pitches**

Holiday caravan pitches will be retained for holiday use. Proposals to allow residential use of existing holiday caravan pitches and holiday park homes will be resisted. Conditions will be imposed on any permissions granted for additional holiday caravan pitches and holiday park homes to ensure that they are retained for holiday use.

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

## Justification

- 8.78** 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.
- 8.79** The Study shows that serviced holiday accommodation (e.g. hotels and Bed and Breakfasts) in Fylde is dominated by the resort of St Annes, with a smaller number of businesses in Lytham.
- 8.80** 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.
- 8.81** 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.
- 8.82** 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 maintain an adequate supply of holiday accommodation.

## Cross Cutting Themes In Chapter 8:

### Promoting Health and Wellbeing

All economic development, including business parks, industrial estates, town centres and tourism related development should be accessible by a choice of means of transport including walking, cycling and public transport which will mitigate the effects on local traffic levels and reduce 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 every opportunity available for improving the character and quality of the area and the way it functions. It is essential that development 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.

## Strategic Objectives

The following two strategic objectives are achieved in Chapter 8

Objective 4: To diversify and grow the local economy

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

## Fylde Council's Corporate Plan 2016-2020 Priorities

The following Corporate Plan priorities will be delivered through Chapter 8:

- Attract new businesses and develop existing ones (A vibrant economy)
- Enhance and improve our town and village centres (A vibrant economy)
- Use technology effectively to make Fylde more accessible (A great place to visit)
- Provide a positive first impression of Fylde (A great place to visit)

### **Fylde Council's Corporate Plan 2016-2020 Actions**

The following Corporate Plan actions will be delivered through Chapter 8:

- Facilitate and support Town Centre Partnerships (A vibrant economy)
- Develop and promote rural tourism (A great place to visit)





## Chapter 9: Provision of Homes in Fylde

### Homes in Fylde

- 9.1** 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.
- 9.2** 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, this moves the requirement forward from later in the plan period.
- 9.3** 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.
- 9.4** In rural areas affordable housing should be provided through on-site provision within housing developments in the Tier 1: Larger Rural Settlements and Tier 2: Smaller Rural Settlements, where appropriate. Homes should be located where they will enhance or maintain the vitality of rural communities and new isolated homes in the countryside will be avoided, unless there are special circumstances.
- 9.5** In common with many Council areas, Fylde has witnessed a reduction in housing completion rates and rising house prices. 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

- 9.6** 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 Councils in February 2014.
- 9.7** 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/)~~  
<https://new.fylde.gov.uk/resident/planning/planning-policy-local-plan/adopted-local-plan-to-2032/comprehensive-list-of-evidence/>

- 9.8** 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.
- 9.9** 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.
- 9.10** 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. 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/> <https://new.fylde.gov.uk/resident/planning/planning-policy-local-plan/adopted-local-plan-to-2032/comprehensive-list-of-evidence/>
- 9.11** ~~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/>~~ On 27 February 2015 the Sub National Household Projections 2012-2037 (2012 SNHP) were released by the DCLG. An additional piece of work was commissioned by Fylde, to take account of the 2012 SNHP – The Analysis of Housing Need in light of the 2012 SNHP (Addendum 2).
- 9.12** ~~On 27 February 2015 the Sub National Household Projections 2012-2037 (2012 SNHP) were released by the DCLG. An additional piece of work was commissioned by Fylde, to take account of the 2012 SNHP – The Analysis of Housing Need in light of the 2012 SNHP (Addendum 2).~~ The 2014-based household projections to 2039 for England were published on 12 July 2016, and provide a new 'starting point' for the assessment of housing needs in line with the PPG. A further piece of work was commissioned by Fylde to take account of the 2014 SNHP and updated economic forecasts – The Objectively Assessed Housing and Economic Development Needs and the Fylde Local Plan to 2032 (May 2017) (Addendum 3). Addendum 3 concluded that the evidence indicated an Objectively Assessed Need (OAN) of between 410-430 dwellings per annum.
- 9.13** ~~The 2014-based household projections to 2039 for England were published on 12 July 2016, and provide a new 'starting point' for the assessment of housing needs in line with the PPG. A further piece of work was commissioned by Fylde to take account of the 2014 SNHP and updated economic forecasts – The Objectively Assessed Housing and Economic Development Needs and the Fylde Local Plan to 2032 (May 2017) (Addendum 3). Addendum 3 concludes that the evidence indicates an Objectively Assessed Need (OAN) of between 410-430 dwellings per annum.~~ A revised Framework was published in July 2021. The Framework states that strategic policies should be informed by a local housing need assessment, calculated using the standard method in national planning guidance, unless justified by exceptional circumstances. This national policy therefore means that the approach used by the SHMA and

its Addenda is superseded. The Fylde Local Plan to 2032 (incorporating Partial Review) is accompanied by the Housing Needs and Requirement Background Paper 2020 which contains the Council's local housing need assessment, produced in response to this change in national policy. The local housing needs assessment concludes that the minimum local housing need figure is 275 dwellings per annum. The Framework states that any needs that cannot be met in neighbouring areas should be added to this figure. Therefore, the shortfall in Wyre identified in the Wyre Local Plan (2011-2031) of 380 dwellings, equivalent to 30 dwellings per annum for the period 2019-2032, is added to give a total of 305 dwellings per annum for the period 2019-2032. The Council has considered the findings and has determined the housing requirement for the 2011-2032 plan period is 415 net dwellings per annum.<sup>2</sup>

- 9.14** The Framework requires that strategic policy-making authorities establish a housing requirement figure for the whole area (the Borough of Fylde), showing the extent to which the identified needs (and any that cannot be met in neighbouring areas) can be met. For the Local Plan, the Council had considered the findings of Addendum 3 to the SHMA and determined the housing requirement for the 2011-2032 plan period to be 415 net dwellings per annum. For the Partial Review of the Fylde Local Plan to 2032, having considered the evidence provided by the Housing Needs and Requirement Background Paper 2020 using the government's standard method for housing need and the obligation to include the shortfall in Wyre, the Council has determined the housing requirement figure for the plan period to be 7,275 net dwellings. This is derived from an annual requirement of 415 net dwellings for the period 2011-2019 and 305 net dwellings per annum from 2019-20 onwards. This revised housing requirement takes account of the unmet need from the adopted Wyre Local Plan (2011-2031). This figure of 415 dwellings per annum has been used to determine how much deliverable land is allocated in the Fylde Local Plan to 2032 which covers the period from 1 April 2011 – 31 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

- 9.15** Councils are required to have a five year supply of housing land available. Where an authority is unable to demonstrate a five year supply, applications for housing development will be decided with regard to the 'presumption in favour of sustainable development' contained within ~~paragraph 14~~ of the Framework. 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 housing supply will be reviewed at least annually as part of the Council's Authority Monitoring Report and Housing Land Supply Statement.

### Housing Delivery

- 9.16** 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 ~~415~~ 305 net dwellings per annum ~~for the remainder of the plan period. A calculation of 415 net dwellings per annum for 21 complete calendar years from 1 April 2011 to 31 March 2032 produces an~~ The overall minimum housing requirement figure of a minimum of established through the Partial Review is ~~8,715~~ 7,275 net dwellings for the Plan period. The Council has identified sufficient sites,

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<sup>2</sup> <https://new.fylde.gov.uk/wp-content/uploads/2020/07/11.-EDPR04-Housing-Needs-and-Requirement-Background-Paper-2020.pdf>

including an allowance for small sites and windfalls, to provide a supply figure of **8,819** homes over the Plan period.

- 9.17** 1,538 dwellings ~~have been~~ were completed in Fylde from 2011-2017, an average of 256 dwellings per annum. In the adopted Fylde Local Plan to 2032, when this figure is was subtracted from the overall original plan period requirement of 6,895-8,715, it gives to give a residual requirement of 7,177 479 dwellings per annum to be completed from 2017 to 2032 onwards. 953 homes were completed in the years 2017-2019. The Fylde Local Plan to 2032 (incorporating Partial Review) has a minimum housing requirement for the plan period of 7,275 net dwellings, giving a residual requirement from 2019-2032 of 4,784 net dwellings. This figure (7,177 479) includes the shortfall which has accrued during the early years of the plan when large sites were in the planning process. This equates to 479 368 net dwellings per annum for the remaining years of the plan period 2019-2032. This is the 'Liverpool' method, for the purpose of calculating the 5 year housing land supply and is necessary in order to provide the most effective strategy to facilitate the delivery of housing during the plan period.
- 9.18** The housing requirement figure relates to all types of housing including apartments, family housing and housing for specific needs such as the elderly and includes both market and affordable housing. The allocation of new homes over the Plan period to 2032 is set out in policy **H1** below.
- 9.19** The trajectory at **Appendix 2** shows the anticipated delivery of homes in relation to the requirement, throughout the plan period to 2032. A detailed trajectory will be published at least annually as part of the Council's Housing Land Supply Statement. The Council's monitoring of housing completions has revealed that since the start of the Local Plan period a shortfall of 952 homes ~~has had~~ accrued as at 31st March 2017. Planning application commitments amount to ~~6,111~~ 6,405 homes as at ~~30th September 2017~~ 1st April 2019. This means that ~~70%-88%~~ of the requirement for the plan period already has planning permission. Completions are anticipated to increase as larger sites commence delivery. The shortfall of ~~952 homes~~ will be delivered over the remainder of the plan period to 2032.

## Housing Allocations

- 9.20** As a result of the three separate calls for sites, a number of 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 5 and 6 and on the **Policies Map including Inset Plans**.
- 9.21** 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), and allow new sustainable communities to develop (e.g. Whitehills) and which are within or close to existing or proposed public transport corridors. The Sites Assessment Background Paper sets out why the sites proposed for allocation in the Local Plan were selected.

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

The Council will provide for and manage the delivery of new housing by:

- a) Setting and applying a minimum housing requirement of **415 net homes per annum for the plan period 2011-2032** and a minimum housing requirement of **305 net homes per annum for the period 2019-2032**.
- b) Keeping under review housing delivery performance on the basis of rolling 3 year completion levels as set out in accordance with the Monitoring Framework at Appendix 8.
- c) Ensuring there is enough deliverable land suitable for house building capable of providing a continuous 5 year supply calculated using the “Liverpool” method 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 delivery of the developable sites, which are allocated for housing and mixed use from 1 April 2011 to 31 March 2032 and provided for through allowances, to provide for a minimum of ~~8,715~~ 7,275 homes.

### **Justification**

- 9.22** To make sufficient land available to deliver a minimum of ~~8,715~~ 7,275 new homes up to the end of the Plan period in 2032 the Council will:
- allocate land for residential development;
  - 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;
  - monitor completions; and
  - 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.
- 9.23** 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 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.
- 9.24** **Performance Monitoring Indicator 1**, in **Appendix 8**, sets out a target / policy outcome to record the net additional homes completed against the residual requirement of ~~479~~ 368 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 ~~8,715~~ 7,275 homes over the plan period.

## **Strategic Policy H2**

### **Density and Mix of New Residential Development**

#### **Density**

Developments will be expected to make efficient use of land, whilst avoiding detrimental impact on the amenity, character, appearance, distinctiveness and environmental quality of the surrounding area. It is expected that this will normally result in a minimum net residential density of 30 homes per hectare.

When considering a proposal for a significantly higher density development, in addition to the above considerations, particular attention will be paid to ensuring that there is no unacceptable impact on highway safety and that sufficient car parking is provided on-site. High density development should be very carefully designed to relate well to its surroundings, be orientated towards and have principal entrances facing towards the street, and should include sufficient usable amenity space to provide for the needs of residents.

#### **Mix**

A broad mix of types and sizes of home, suitable for a broad range of age groups, will be required on all sites to reflect the demographics and housing requirements of the Borough as set out in the Fylde Coast Strategic Housing Market Assessment (2014). The mix required will be adjusted according to updated future Housing Needs Assessments over the plan period.

All developments of 10 or more dwellings will therefore be required to include at least 50% of dwellings that are 1-, 2- or 3-bedroom homes. Developments within or in close proximity to the **Tier 1 Larger Rural Settlements** or **Tier 2 Smaller Rural Settlements** should include at least 33% 1- or 2-bedroom homes. These requirements will be adjusted in response to the findings of future Housing Needs Assessments conducted on behalf of the Council.

#### **Specialist Accommodation for the Elderly**

In order to meet the needs of an ageing population in Fylde, at least 20% of homes within residential developments of 20 or more homes should be designed specifically to accommodate the elderly, including compliance with optional technical standard M4(3(2a)) (wheelchair-adaptable dwellings), unless it is demonstrated that this would render the development unviable. Affordable housing requirements set out in Policy **H4** may be met partly by the provision of homes designed to accommodate the elderly, where these also fall into the definition of affordable housing set out in the Framework.

Developments to provide 100% specialist accommodation for the elderly, including residential care homes, will be approved providing that:

- It is situated to provide easy access to regular public transport. Within larger development sites, the part of the site in closest proximity to bus stops with a regular service should be chosen for this type of accommodation;

- The proposal is well-designed, avoiding unnecessary use of high fencing around the perimeter, orientated towards the street with an entrance on the street side of the building providing the shortest possible pedestrian access, including usable outside landscaped gardens with seating, and access and parking for vehicles well separated from pedestrian routes;
- The development complies with the development strategy and other policies of the plan; and
- Convenient access arrangements are provided for vehicles providing hospital transport.

Developments will be considered by the Council to be purpose-built 100% specialist accommodation for the elderly if:

- All areas used by residents will comply with optional technical standard M4(3(2a)) (wheelchair-adaptable dwellings);
- A communal lounge or similar social facility for the exclusive use of all residents is included within the development;
- A shared laundry service is provided for the use of all residents;
- The development will be marketed with a restriction on age for residents of over 55;
- A daily hot meals service is provided either through a central facility on-site or through an outside provider to residents who require it; and
- An emergency alarm call service is provided for all residents.

On sites where 100% specialist accommodation for the elderly is proposed as defined above, affordable housing contributions will not be sought.

### **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.

### **Custom and Self-build Homes**

Proposals to include plots for custom- and self-build homes within larger housing development sites will be approved, subject to compliance with other requirements of the plan with respect to layout, density, mix and access. Developers of strategic housing sites will be encouraged to devote a proportion of the site to provide serviced plots for custom- and self-build homes.

Applications to provide serviced plots for custom- and self-build homes on small sites (of fewer than 10 dwellings) will be supported where the site is located in accordance with Policy **DLF1**, subject to compliance with other policies of the plan.

Wherever custom- and self-build homes are proposed, they should be well-designed, in accordance with Policy **GD7**.



## Justification

- 9.25** The Council sets requirements for housing density, expressed as net homes per hectare, in order to ensure the creation of well-planned sustainable communities with high standards of amenity and to prevent the profligate use of land. The use of net residential density excludes requirements for open space provision within developments and particularly the need on certain sites to provide sensitive transitions to areas of countryside and to retain site features in accordance with policy **M1**, which will vary between sites. Lower net residential densities may be justified, where it would reflect and enhance the local character of the surrounding area in accordance with Policy **GD7**, whilst also making efficient use of land as required.
- 9.26** Densities within large sites are likely to vary based on the dwelling mix. The requirements for densities applies to the whole residential part of the site. Areas of lower-density development within a large site can therefore be counterbalanced by higher-density areas providing, for instance, starter homes or accommodation for the elderly. The acceptability of detailed variation in density within sites should consider the requirements of policies **M1** and **GD7**. Mix of development on sites is further considered below.
- 9.27** The low topography of the Borough, and sensitive margins to developed areas including the promenade, mean that the impact of high density development can be unusually great. However, Planning Practice Guidance states that planning permission should not be refused for buildings and infrastructure that promote high levels of sustainability because of concerns about incompatibility with an existing townscape, if those concerns have been mitigated by good design. Therefore, higher density development can be acceptable when located in the most accessible locations providing that it is designed in such a way to mitigate any potential harm arising from the higher density. In addition to the normal considerations therefore, the particular issues of parking, vehicular access, orientation of the development (so that it faces the street and is not constructed as an enclosed compound), provision of useful amenity space and relationship with surrounding buildings and the wider area must be given special attention.
- 9.28** **Performance Monitoring Indicator 8**, in **Appendix 8**, sets out a target / policy outcome that a density target of 30 or more homes per hectare is achieved in Strategic Locations for Development, Key Service Centres, Local Service Centres and **Tier 1 Larger Rural Settlements** and **Tier 2 Smaller Rural Settlements**.

## Mix

- 9.29** Mix refers to the types of homes, e.g. detached, semi-detached or terraced, bungalows, apartments 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.
- 9.30** In 2011 according to the Census, 10.3% of household spaces in Fylde had one bedroom (compared with 11.7% nationally), 29.7% had two bedrooms (27.8%), 37.7% had three bedrooms (41.2%), 17.4% had 4 bedrooms (14.4%) and 4.7% had 5 or more bedrooms (4.6%). Thus the profile of the housing stock is broadly typical for England, with the exception that there are more 4 bedroom homes, and fewer three bedroom homes. On average the housing stock is slightly larger than the national average.



**9.31** There is some variation in property size between the different areas of Fylde. The table below shows 2011 Census data for housing size by middle layer super-output area:

**Table 4: Housing size by middle layer super-output area**

	Fylde 001 Elswick Staining White hills	Fylde 002 Kirkham Wesham	Fylde 003 Newton Clifton	Fylde 004 Airport	Fylde 005 Heyhouses	Fylde 006 St Annes	Fylde 007 Warton Freckleton	Fylde 008 Ansdell Fairhaven	Fylde 009 Lytham
<b>1 or 2 bed homes</b>	31.2%	33.4%	24.1%	37.2%	35.2%	58.5%	40.6%	44.9%	40.9%
<b>3-bed homes</b>	37.5%	44.7%	45.5%	53.2%	39.3%	19.7%	43.2%	29.6%	38.6%
<b>4 or 5+ bed homes</b>	31.3%	21.8%	30.1%	9.3%	25.5%	21.4%	16.2%	25.3%	20.3%

**9.32** This shows that the rural areas (Elswick/Staining and Newton/Clifton) and Kirkham/Wesham have significantly fewer 1 and 2-bed homes than other parts of the Borough (Heyhouses can be considered together with St Annes and Ansdell). The Blackpool Fringe/NW St. Annes area has many fewer 4 and 5-bed homes than all other parts of Fylde. In addition, Central St. Annes has a far higher proportion of 1-bed homes (26.3%) than all other parts of Fylde, whilst Newton/Clifton has very few indeed (2.1%).

**9.33** The existing profile of household size in Fylde is characterised by an unusually large proportion of one-person households, over 35%, including 16.9% of all households being one-person 65 and over. 23.4% of households are families that include dependent children, less than the national average (29%). Importantly, 29% of all households consist of people 65 and over only. However, care is required in attempting to relate required property types to groups within the population. Whilst affordable housing type is matched to the tenant at the beginning of a tenancy based on the needs of the household, in market housing the type of home is based on choice and aspiration, basic tenets of a free society.

**9.34** The Fylde Coast SHMA sets out the estimated size of homes required. In Fylde, the proportions of properties required are shown below:

**Table 5: Proportions of properties required**

<b>Size</b>	<b>Associated property types</b>	<b>Proportion required</b>
Below 50m <sup>2</sup>	Studio or small 1-bed apartment	18%
50-69m <sup>2</sup>	2-bedroom flat or small mews house	30%
70-89m <sup>2</sup>	2-3 bedroom house, semi-detached or mews	28%
90-109m <sup>2</sup>	3-4 bedroom family semi-detached house or small 4-bedroom detached house	11%
110m <sup>2</sup> or more	Larger 4+ bedroom family detached house	13%

- 9.35** Policy **H2** therefore requires developers to include a mix of dwellings on all sites of 10 or more homes that includes at least 50% of homes to be 1, 2 or 3 bedroom homes, with the objective of creating sustainable communities and ensuring that all developments contribute to the above requirements.
- 9.36** It is recognised that an element of the need for smaller units of accommodation will be provided by conversions; however, all windfalls including conversions and small sites will represent only 11% of all new homes during the plan period. Therefore, it will be crucial, in providing for the types of properties needed, that the mix provided on individual developments contributes to the need for smaller units of accommodation. A significant element of this should be accommodation for the elderly, considered separately below.
- 9.37** It is particularly important that the housing types brought forward on new developments do not perpetuate disparities in accommodation types through the Borough. Developments in the **Tier 1 Larger Rural Settlements** and **Tier 2 Smaller Rural Settlements** therefore should include at least 33% 1- and 2-bedroom homes. This will contribute to the creation of mixed, sustainable communities.
- 9.38** The appropriate mix of development may change during the plan period, due to differences in projected population and migration trends from those predicted in the SHMA. The mix required will therefore need to be informed by updated assessments of housing need during the course of the plan period.
- 9.39** Mix of tenures is considered in the Affordable Housing policy **H4**.

#### **Specialist Accommodation for the Elderly**

- 9.40** Amongst the existing population of Fylde, both the raw number and the proportion of older people are large. There were 21,460 people aged 65 and over in the Borough in 2011, which by itself equates to the size of a medium-sized town. As a proportion the population aged 65 and over represents more than 28% of the total population, compared to 16.3% across England.
- 9.41** The number of people 65 and over in Fylde is predicted to grow dramatically over the plan period. The over-65 population was projected in the SHMA to increase from 21,460 in 2011 to 30,311 in 2030, an increase of 8,851 or 41.2%. The predicted increase in numbers of those 65 and over in 2030 will exceed the predicted increase in number of the overall population. Thus, all of the increase in population is accounted for by an increase in the number of over 65s.
- 9.42** Furthermore, over one-third of all the increase in population in Fylde will be due to an increase in the number of people aged 85 and over. This highlights that the number of older people with support needs is likely to increase considerably. Data from the Institute of Public Care's Projecting Older People Population Information System (POPPI) shows that by 2030:
- The population 65 and over unable to manage at least one self-care activity on their own (e.g. bathe, shower or wash, dress/undress, feed, take medicines) will increase from 6,778 to 9,625;
  - The population 65 and over with a moderate or severe visual impairment (equivalent to qualification to be registered blind or partially sighted) will increase from 1,780 to

2,499: of these, the number of 75 and over with specific registrable eye conditions will increase from 621 to 934;

- The population 65 and over unable to manage at least one mobility activity on their own (e.g. going out of doors and walking down the road, getting up and down the stairs, getting to the toilet) will increase from 3,742 to 5,437.

Therefore, although there are already large numbers of elderly people who have difficulties with normal living, for instance problems with mobility, visual impairment or difficulties with their own basic care, the projections for the future show that there will be a significant growth in the numbers with support needs of one kind or another.

- 9.43** The accommodation occupied by people 65 and over in Fylde varies widely. Of the 21,460 people 65 and over in Fylde in 2011, ONS data shows that 9,097 were living in homes of 3 or more bedrooms; of these, 2,149 were aged 80 and over. It also shows that 3743 people of 65 and over were living in flats, of which 3,269 were in Lytham and St. Annes; this highlights that very small numbers of older people in the rest of the Borough were living in flats. This may reflect supply constraints. In total there were 5,707 purpose-built flats in the Borough, but only a small proportion of these are purposely-designed for the elderly, and a significant minority, and possibly even the majority, are occupied by younger people.
- 9.44** The existing stock of accommodation marketed specifically to the elderly consists of 1,072 units of sheltered accommodation, most of which will be capable of housing a couple. Of these, at least 97 are extra-care units where some element of care can be provided. In addition, there are 40 care homes providing spaces for 1115 residents. Thus, if there were no further developments of these types, the amount of accommodation intended specifically for the elderly would be sufficient for just 11% of the population aged 65 and over at the end of the plan period.
- 9.45** People will choose accommodation based on their own individual preferences, subject to their own budgets, and this applies equally to those who have retired as to any others. The accommodation currently inhabited by the elderly in Fylde will reflect these preferences, but will also reflect supply constraints. The provision of a greater supply of accommodation that better reflects the needs and aspirations of retired people is desirable on the grounds of general health and wellbeing for the population, and may release accommodation more suitable for other age groups back into the market.
- 9.46** In order that new developments provide for the housing needs of Fylde, it is important that accommodation purportedly designed for the elderly genuinely provides for their needs. Accordingly, the Council will classify developments as purpose-built for the elderly providing it meets a series of requirements set out in the policy.
- 9.47** The Council has opted to apply the new optional technical standards for a proportion of new dwellings within major new-build developments. The standard proposed is M4(3(2a)) wheelchair adaptable dwellings, which requires the accommodation to be designed so that with simple adaptations it could be made suitable for a wheelchair user if necessary.
- 9.48** The Council recognises that, although all the growth in population will be from those 65 and over, the demographics of new house buyers will be very different. The Council is committed to the creation of sustainable, mixed communities with a cross-section of age ranges. Sites of 20 or more homes should therefore include this proportion of accommodation that is

genuinely suitable for older people without the prospect of significant further costs for adaptation.

### Development on Garden Land

- 9.49** 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.

### Custom and Self-Build Homes

- 9.50** The development of individual custom-build and self-build dwellings has been a common form of residential development in other developed nations, but has been very uncommon in the UK. The government has recently sought to promote the delivery of plots for custom- and self-build homes by changes in legislation and in national policy and guidance.
- 9.51** The Framework requires councils to plan for a mix of housing based on the needs of different groups including people wishing to build their own homes. The Self Build and Custom Housebuilding Act 2015, with its accompanying Regulations, requires councils to have a register of those who wish to acquire a plot for a self-build or custom-build dwelling, and imposes a “**duty as regards registers**”, to have regard to the need for plots expressed by the register. Fylde Council has had a register in place since 24 March 2016. Planning Practice Guidance clarifies that evidence of demand from the registers should inform local plan policies, supplemented by other evidence.
- 9.52** At the time of the preparation of the plan the register had only just been instigated and therefore evidence from other sources has been considered. The Specialised Housing Background Paper compared the expressed need for plots with the number of single-plot and other small sites with planning permission, on which development had not commenced. The conclusion was that plots on sites with permission greatly exceeded expressed demand, and that no further deliberate immediate planning interventions were necessary for compliance with the duty as regards registers.
- 9.53** However, it is possible given the positive government policies to encourage custom and self-build, that the level of interest will increase over and above this over the plan period. To ensure compliance with the duty as regards registers, the local plan must be sufficiently flexible to provide for any increase in the number on the register, to provide for the delivery of the number of units needed.
- 9.54** It is proposed that need expressed for custom- and self-build plots will be met through a mixture of smaller sites and plots within larger sites. Smaller sites could include conventional sites already with outline approval, but could also be sites with permission in principle. Alternatively, applicants may wish to apply for permission on small sites specifically to create serviced plots for dwellings, which would then be sold individually with access and utilities

ready. The government intends to introduce small sites registers, which would allow landowners to identify sites that might be suitable. Policy **DLF1** makes an allowance for windfalls and 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**: this provides for small sites coming forward.

- 9.55** Large strategic sites provide an opportunity to devote part of the site for custom and self-build housing. Developers could offer certain plots for sale, with servicing, or offer a custom-building service themselves, offering either a bespoke or catalogue product. Although it is recognised that it may be outside the preferred business model of some developers, the policy is intended to provide encouragement to those developers who may see custom building as an opportunity to develop bespoke design-and-build services as part of their product offer.

### Non-strategic Policy H3

#### **Conversions and Change of Use to Residential**

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 the promotion of good 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.

### **Justification**

- 9.56** 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 apartments, 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.
- 9.57** 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~~support proposals for alternative uses of land which is currently developed but not allocated, where this would help to meet identified development needs. However, the Local Plan provides for the identified needs to be met without the wholesale loss of existing business premises.
- 9.58** The Framework makes it quite clear that planning policies and decisions need to reflect changes in the demand for land~~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 8 for detailed policy on employment land in Fylde.

- 9.59** 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 homes have been converted into self-contained apartments and there is pressure to provide more Houses in Multiple Occupation (HMOs).

#### **Strategic Policy H4**

##### **Affordable Housing**

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

All market housing schemes of 10 or more homes will be required to provide 30% affordable housing, unless robust viability testing has demonstrated that the cost of the affordable housing provision would prevent the development from being delivered.

- a. 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.
- b. 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. Newton, Staining and Wrea Green or **Tier 2 Smaller Rural Settlements:** i.e. Clifton, Elswick, 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. In circumstances where the Council considers that affordable housing would be most appropriately provided off-site, for instance in relation to applications for residential park homes, the Council will require contributions for off-site provision of affordable housing equivalent in value to the provision of 43% of the number of market homes to be built on site, this being the equivalent of providing 30% affordable housing on-site.

###### **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, local need and compliance with other policies of the plan.

###### **Size and Type**

Schemes of sheltered/extra care housing for social rent/affordable rent to the elderly may be provided to meet affordable housing requirements, in conjunction with a Registered Social Landlord. Such schemes should meet the requirements of 100% specialist accommodation for the elderly in policy H2.

Affordable housing provided for social rent or affordable rent should be 1, 2 or 3-bedroom homes. Starter homes should normally be 1 and 2-bedroom homes. The size and type of affordable housing on an individual scheme should be determined with reference to the SHMA or subsequent housing

needs assessments undertaken by or on behalf of the Council. Affordable housing should meet the requirements of the National Technical Standards and policy **GD7** of this plan.

### **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 financially-based justification to be provided by the applicant, demonstrating that the development would be unviable with a higher level of affordable housing than proposed. 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.

- 9.60** The definition of affordable housing is set out in Annex 2 of the Framework and repeated in the Glossary to this Local Plan. 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. Low-cost market housing is specifically excluded from the definition.
- 9.61** Consultations have been undertaken by the government proposing a change to the definition of affordable housing. The December 2015 consultation proposed that the definition be broadened to include products that do not have in-perpetuity restrictions or recycled subsidy. Starter homes can be included in the range of products considered by local authorities. The purpose of the change is to remove limits to the availability of home ownership options for households whose needs are not met by the market, and more widely, to plan for the housing needs of those who aspire to home ownership.
- 9.62** Social rented housing and affordable rented housing are both forms of housing provided by local authorities or registered social landlords to those households unable to pay a market rent. Social rented housing has rent levels set according to the national rent regime; affordable rented housing is subject to a rent level restriction of no more than 80% of the market rent. In practice, new schemes are only easily able to secure delivery as affordable rent.
- 9.63** Intermediate housing includes tenures given terms such as shared equity or low-cost-home-ownership, whereby people purchase part of the equity of a home with a mortgage type loan and pay rent based on the value of the remaining equity.
- 9.64** The current government proposal is that starter homes will fall within the definition of affordable housing. The Planning and Housing Act, 2016 has introduced a general duty for councils to promote the supply of starter homes. Starter homes are defined as a new dwelling, available for qualifying (generally under age 40) first-time buyers only, to be sold at a discount of 20% to the market price.

## The Need for Affordable Housing

- 9.65** The Fylde Coast SHMA 2014 sets out the need for affordable housing in the Borough. This was updated in the Addendum 1 to the SHMA (2014). Addendum 1 identifies a net annual affordable housing need for 249 dwelling units in Fylde, with Addendum 2 (2015) identifying that any variation from this is likely to be insignificant.
- 9.66** People who wish to express an interest in potentially taking up affordable housing in Fylde, in whatever form the affordable housing would take, at present register their interest through the MyHomeChoiceFyldeCoast service, a choice-based lettings scheme operated on behalf of affordable housing providers (including Progress Housing who took over Fylde Council's former housing stock) and Fylde, Blackpool and Wyre Councils. At the end of quarter 3 2015-16 there were 945 active applicants registered, with an average of 57 applicants bidding for available properties each month (calendar year 2015). 137 properties in Fylde were let through the service in quarters 1-3 2015-16.
- 9.67** The figure of 249 per annum would represent a large proportion of the ~~415~~ 305 per annum requirement of all housing for Fylde, and this would therefore be undeliverable. The private rented sector in Fylde is of considerable importance in providing accommodation for those in affordable housing need, particularly for small units of accommodation. The SHMA shows that 61.8% of housing benefit claimants in Fylde live in the private rented sector, compared to the figure of 34.5% for England. There has been a growing number of HMOs and flat conversions. Whether this has provided an ideal form of accommodation for those in housing need cannot be known for certain, but the expression of bids for the stock of the affordable housing providers through MyHomeChoiceFyldeCoast demonstrates demand unfulfilled by the private rented sector.
- 9.68** The policy therefore requires 30% of all homes on major developments to be affordable, this being established as a level which makes as effective a contribution to affordable housing need as is viable. The Revised Preferred Option Local Plan was subject to viability testing with this level of affordable housing, and found to be deliverable. **Performance Monitoring Indicator 10**, in **Appendix 8**, sets out a target / policy outcome to record the number of market housing schemes of 10 or more homes that provide 30% affordable homes.
- 9.69** Developments of market housing will be brought forward in the **Tier 1 Larger Rural Settlements** and **Tier 2 Smaller Rural Settlements** in accordance with the development strategy, which will result in the delivery of affordable housing on-site. This will provide for the affordable housing needs of the rural settlements, as far as is viable. Hamlets and collections of dwellings within the countryside, other than the **Tier 1 Larger Rural Settlements** and **Tier 2 Smaller Rural Settlements**, are not regarded as sustainable locations for the location of new housing development, including affordable housing; development in countryside areas is covered by Local Plan policy **GD4**. Fylde operates a separate rural lettings policy as part of its Area Lettings Plan: this requires a parish connection to be given highest priority for affordable lettings; this will ensure that affordable housing in rural settlements, although less sustainable than homes located in the strategic locations for development, successfully fulfils the objective of providing for local housing need in the rural area, rather than drawing people into rural locations from the urban area.
- 9.70** On certain types of site the delivery of affordable housing on-site can be problematic, or the type of development is not what is required for affordable housing provision. An example of



this is where residential park homes are proposed. Where the Council considers this to be the case, contributions will be required for off-site provision. The Affordable Housing Supplementary Planning Document, which was adopted in September 2021, ~~will be prepared and issued for consultation in 2019~~, will prescribe ~~prescribes~~ the formula for calculating the commuted sums *in lieu* of on-site provision and the arrangements, timing and information required from applicants in such cases.

- 9.71** The SHMA sets out the need for affordable housing in Fylde by dwelling size. Figure 12.1 of the SHMA shows that 64% of the need is for 1-bed, 16% for 2-bed, 11% for 3-bed and 9% for 4+bed. However the SHMA clarifies that this does not take account of the government's welfare reform programme, and that need for 1-bed flats is likely to be replaced with demand for bedsits (i.e. rooms in HMOs). The need for sheltered housing will account for an element of the 1-bed need.
- 9.72** There is significant unfulfilled demand for affordable sheltered accommodation for the elderly in Fylde with data from MyHomeChoiceFyldeCoast showing 242 applicants specifically requiring sheltered housing (as at quarter 3 2015-16), with latent demand likely to be very much greater due to the impact of the constraints on supply: these will all be in need of small units of accommodation. The policy therefore specifically invites developers to come forward with schemes that include specialist accommodation for the elderly as their affordable rent homes, with reference to the criteria in policy **H2**.
- 9.73** Proposed government policy is that starter homes would be treated as affordable housing. However, the price of homes in some of the rural areas is very high compared with other parts of the borough. Figure. 6.5 of the SHMA gives lower quartile house prices for 2013 for each area of the borough, including the rural areas: Kirkham/Wesham/Freckleton/Warton £115,000; Rural NW £125,000; Lytham St Annes £125,000; Rural NE £156,500; Rural E £165,000; Rural SW £246,747. Furthermore, the lower quartile house price for Fylde as a whole was £125,000, compared with Blackpool's £72,000. A 20% discount to the market price would not realistically deliver houses within reach of first-time buyers, without additional stipulations. Therefore, the policy requires that starter homes should be small homes, of 1 or 2 bedrooms, suitable for a young couple, perhaps with a baby.
- 9.74** 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 should be reduced in order to achieve a viable scheme. Where it is proposed to deliver affordable housing in the form of specialist accommodation for the elderly in accordance with policy **H2**, for affordable rent in conjunction with a Registered Social Landlord, it shall be considered to contribute towards both the requirements for affordable housing and for specialist accommodation for the elderly (in policy **H2**).

### Strategic Policy H5

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

The Local Plan will provide sites for 3 extra pitches for Gypsies and Travellers meeting the definition in Annex 1 of the Planning Policy for Traveller Sites 2015 in Fylde Borough up to the year 2032. The allocations are commitments which provide 5 pitches.

New Gypsy and Traveller pitches will be allocated at the following sites:

- **Thames Street, Newton (up to 3 pitches)**
- **The Stackyard, Bryning with Warton (2 pitches)**

Where there is a demonstrated need for pitches or plots from Gypsies, Travellers and/or Travelling Showpeople in the Borough, as defined in National Planning Policy, which is additional to the need identified by the Blackpool, Fylde and Wyre Gypsy and Traveller Accommodation Assessment Update 2016, and cannot be accommodated within the allocated sites, 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 authority 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 not be isolated and would be within or proximate 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) There should be safe vehicular and pedestrian access to the site and adequate parking for vehicles and other equipment;
- 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

- 9.75** Planning Policy for Traveller Sites 2015 states that councils will need to set 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. Planning Policy for Traveller Sites 2015 requires that the Council should identify a supply of deliverable land sufficient to provide five years worth of pitches, identify a supply of specific developable sites or broad locations for

years 6-10 and where possible years 11-15. Annex 1 of Planning Policy for Traveller Sites 2015 provides the definition of Gypsies and Travellers and Travelling Showpeople for the purposes of national planning policy.

- 9.76** Fylde Council, Wyre Borough Council and Blackpool Council (the Fylde Coast sub-regional Authorities) jointly commissioned consultants, Opinion Research Services to carry out a Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA) in 2014. An update of the GTAA was undertaken in 2016, to take account of the fact that the definitions of Gypsies, Travellers and Travelling Showpeople used in the original assessment were out-of-date. The GTAA and its Update should be read in conjunction.
- 9.77** The GTAA Update 2016 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. The estimated new pitch provision required for Gypsies and Travellers in the Fylde Coast sub-region to 2031 is 16 pitches to address local needs. For Fylde Borough, a total of **3 extra pitches**, for Gypsies and Travellers, are required up to the year 2031.
- 9.78** The estimated extra residential plot provision required for Travelling Showpeople in the Fylde Coast sub-region to 2031 is 24 plots, to address local needs. For Fylde Borough, no extra plots are required for Travelling Showpeople over the period to 2031.
- 9.79** 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. The Council, working together with the other Fylde Coast Authorities, will undertake updates to the GTAA at least every five years (or otherwise in accordance with national policy and guidance) to ensure that changes in need within the sub-region are identified.
- 9.80** Policy **H5** sets out the location for the provision of pitches for Gypsies and Travellers in Fylde up to 2031, in accordance with the Fylde Coast GTAA. A Call for Sites was undertaken in January – February 2015, but this did not result in the identification of any suitable sites. The sites shown in policy **H5** are committed. The Council will regularly issue calls for sites and consider other potential sources of sites to meet need for pitches/plots for Gypsies, Travellers and Travelling Showpeople meeting the definition in Annex 1 of the Planning Policy for Traveller Sites 2015, when it is identified.

#### **Non-strategic 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) there is an essential need for 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 capable of supporting a full time worker and has a clear prospect of remaining so;
- d) the size of the home is appropriate to the rural worker's family size / economic need and it is located adjacent to any existing buildings.

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

2. 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 setting;
- d) be sensitive to the defining characteristics of the local area; and
- e) protect the local environment.

3. Where such development would represent the optimal viable use of a heritage asset or would be appropriate enabling development to secure the future of heritage assets; ~~or~~

4. Where the development would re-use redundant or disused buildings and lead to enhancement in the immediate setting; or

5. Where the development would involve the subdivision of an existing residential building.

## Justification

- 9.81** 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, or the building provides exceptional quality of design.
- 9.82** 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**.

Ballam, Greenhalgh, Larbreck, Little Eccleston, Mythop, Roseacre, Thistleton, Treales and Wharles are located within the countryside. Given their respective sizes, lack of services and facilities, they will not be seen as a focus for new development. Proposals for infill development for new homes may be acceptable provided they comply with other policies in this Local Plan. Fylde Council will continue to work with LCC to address traffic issues in these countryside areas.

- 9.83** 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.

#### Non-strategic 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 no more than **33%** calculated in relation to the ground floor area of the original home; and
- b. The appearance of a replacement home respects the character of the surrounding rural area and the appearance of an extended home respects the character of the original building and the surrounding rural area.

#### **Justification**

- 9.84** 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.
- 9.85** The policy therefore includes a maximum 33% increase in ground floor area for the replacement or extension of a home in the countryside. It is considered that this will ensure that such development is proportionate to the size of the original dwelling. The policy itself has a two-pronged approach which considers both the size and appearance of the proposal. Evidence collected by the Council demonstrates that fifty one percent of completions of rural homes – excluding barn conversion, caravans and apartments – are four or more bedroomed homes (2003 – 2016). It is vital that the stock of smaller properties in the countryside is maintained, thereby providing more affordable properties and enabling people to downsize, whilst remaining in their local area.
- 9.86** 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 9:

#### **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.

### **Strategic Objectives**

The following strategic objectives are achieved in Chapter 9

Objective 1: To create sustainable communities

Objective 3: To make services accessible

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

### **Fylde Council's Corporate Plan 2016-2020 Priorities**

The following Corporate Plan priority will be delivered through Chapter 9:

- Deliver high standard housing that meets the need in all communities (A great place to live)

### **Fylde Council's Corporate Plan 2016-2020 Actions**

The following Corporate Plan action will be delivered through Chapter 9:

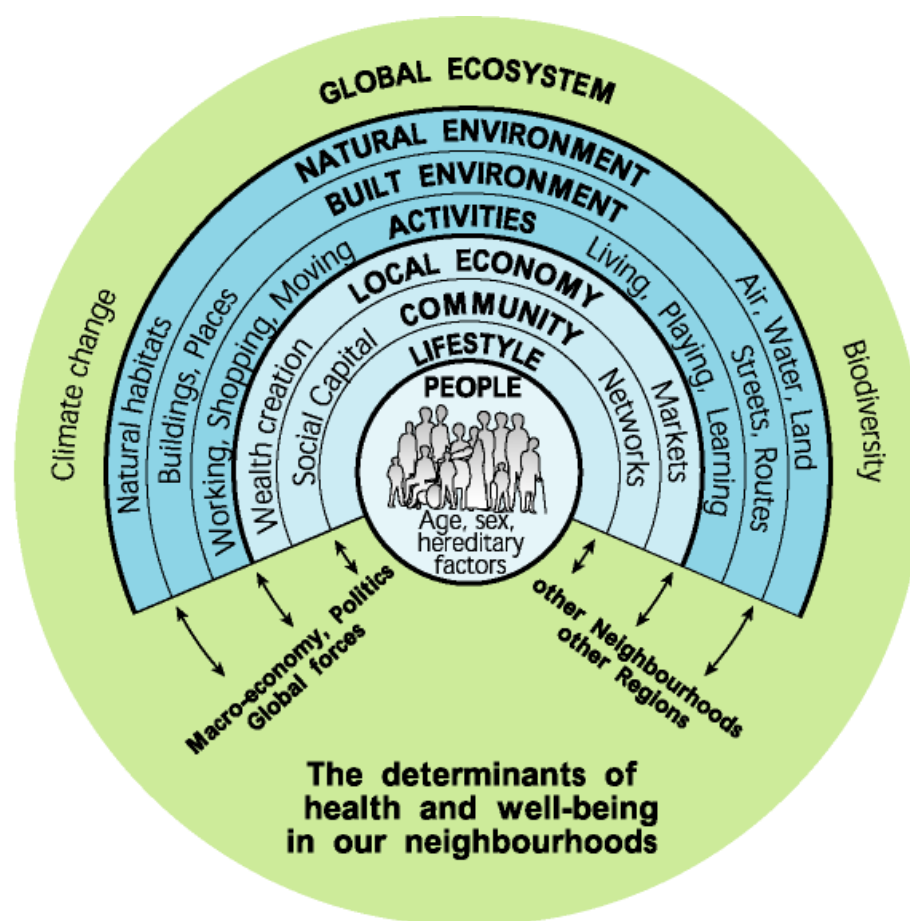
- Provide appropriate provision for Travellers (A great place to live)

## Chapter 10: Health and Wellbeing

### Health and Wellbeing

- 10.1** 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, with which they feel able to achieve important personal goals and participate in society’.
- 10.2** The figure below shows that many factors influence our state of health and wellbeing. Planning can have a positive effect on these factors.

**Figure 3: 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)

- 10.3** 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. About 11.7 % (1,300) children live in poverty in Fylde. Life expectancy is 6.7 years lower for men and 8.4 years lower for women in the most deprived areas of Fylde than in the least deprived areas.

Levels of smoking are worse than the England average. Levels of teenage pregnancy are better than the England average. In 2012, 21.1% of adults in Fylde were classified as obese, with child obesity on the rise. Rates of sexually transmitted infections and Tuberculosis are better than average. The rate of new cases of malignant melanoma is worse than average. (Public Health England, Fylde District, Health Profile 2015, produced on 2 June 2015) .

- 10.4** The rate of people killed and seriously injured on roads is worse than average. Children in Fylde are particularly vulnerable as pedestrians or whilst cycling. (LCC Environment Commissioning Plan for Fylde 2015 – 16, May 2015).
- 10.5** 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.
- 10.6** 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. It is estimated that by 2020, 8.8% of all adults in Fylde will have cardiovascular disease. This is above the predicted rate for England and the second worst rate in the county. In terms of premature mortality and premature mortality considered preventable for various conditions, Fylde generally performs better than, or similar to national averages for mortality (LCC Environment Commissioning Plan for Fylde 2015 – 16, May 2015).
- 10.7** Addressing all health and wellbeing issues requires the co-ordinated efforts of a number of agencies, councils and voluntary and community organisations involved in health and wellbeing profession. LCC is responsible for public health and Clinical Commissioning Groups are responsible for individual patients’ health (mainly General Practitioners). New models of care are about increased efficiency and improved access for patients across the whole health sector.
- 10.8** 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.



## Strategic Policy HW1

### Health and Wellbeing

The Council will integrate public health principles and planning to help 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, to take account of the three goals in the Lancashire Health and Wellbeing Strategy, that the Board will deliver by 2020:
  - 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, and with providers of other social and community infrastructure to deliver appropriate facilities in accessible locations, to meet local needs, reflecting the spatial distribution of need and the importance of accessibility and public transport provision;
- d) Seeking land or financial 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 provision of allotments and garden plots within developments and small scale agriculture and farmers markets to provide access to healthy, affordable locally produced food options;
- f) Promoting improvements to healthy lifestyles and developing a network of cycling and pedestrian routes - linking key settlements and service centres, enabling the community to improve their health by travelling by more sustainable modes of transport - integrated into a wider multi-functional green infrastructure network;
- g) The reduction of health inequalities and initiatives to facilitate healthier lifestyles will be supported, where these can be delivered through the planning system.

In order to help reduce health inequalities, the Council will require health impact screening to be undertaken for all major development proposals on each Strategic Site (100 or more homes) within the Strategic Locations for Development through the submission of a masterplan. A full independent Health Impact Assessment will be required if the screening demonstrates a need. The Health Impact Assessments will be assessed by Lancashire County Council, as the public health authority. The outcomes of the screening process should be reflected in the development proposal and should be a consideration in decision-making.

## Justification

- 10.9** 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

- 10.10** Clinical Commissioning Groups (CCG) are led by family doctors (GPs) and are responsible for planning and buying health services in the local area to meet patients' needs. Their main areas of responsibility are the commissioning of hospital and community health services for the local people. NHS England commissions primary care, specialised services and health services for the Armed Forces. Public Health England and LCC commission public health and health improvement services. CCG's work with these other commissioners to ensure health services are joined up. 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 Blackpool Teaching Hospitals NHS Foundation Trust provides secondary care services at Blackpool Victoria Hospital. LCC also provides care services for older people and for children and young people, as do a number of private and third sector agencies.
- 10.11** The types of health care services provided and the methods of delivery continue to change. For example, some CCGs 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.
- 10.12** Where LCC, the CCG 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 CCG 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

- 10.13** 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'*.
- 10.14** 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.

### Healthy New Towns and the Whyndyke Garden Village pilot programme (demonstrator site)

- 10.15** The NHS has made a clear commitment to improve the health of the population by integrating health and care services into new settlements as communities take shape. The Healthy New Towns (HNT) initiative aims to reduce the burden on the health service by putting health and wellbeing at the heart of planning new communities. The programme will enable the development of neighbourhoods and communities that support healthier living and lifestyle, as well as creating environments in which older and vulnerable people can remain independent for longer. The NHS is bringing together clinicians, designers and technology experts to re-imagine how healthcare can be delivered in the Healthy New Towns by joining up the design of the built environment with modern health and care services.
- 10.16** Digital technology integrated into the infrastructure of the built environment will open up new ways for health and care to be delivered, including telecare and telehealth as well as providing the foundation for a wide range of innovations that can transform the way communities think about health and wellbeing. Bespoke software applications will provide creative ways to connect people developing new approaches to strengthen local communities. Healthy New Towns will provide the opportunity to plan spaces that support health and wellbeing by designing a built environment that promotes healthier behaviours.
- 10.17** The Whyndyke Garden Village HNT pilot programme is one of ten housing developments selected as ‘demonstrator sites’ across the country to act as lead test environments that will deliver ambitious plans for building healthy communities.
- 10.18** Whyndyke Garden Village, located directly north of Junction 4 of the M55 motorway, has been selected as one of the ten HNT demonstrator sites. The majority of the 91 hectare site is located in Fylde Borough with a small part (7.6 Ha) located in Blackpool. An outline planning application has been approved for 1,310 homes in Fylde and 90 homes in Blackpool, of which at least 20% will be affordable. The ambition for Whyndyke Garden Village is to provide the homes, jobs and services that people need, reducing environmental risks and delivering well designed buildings and urban spaces which will create the conditions for healthy, active lifestyles. Education, employment, leisure, health and residential accommodation will be provided on the site with the intention to integrate efficiently and effectively with existing settlements.
- 10.19** The initiatives designed to make Whyndyke Garden Village a healthy community will be driven by the local community focused on reducing long term poor health conditions. Every aspect of the built environment, social integration, community development and transport will be designed to provide the opportunity for everyone to easily choose a healthy diet, lifestyle, attitude and activity. The real success of ‘Whyndyke Garden Village’ as a healthy new town will be through community engagement.

## Public Realm

- 10.20** 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

- 10.21** 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

- 10.22** Access to greenspaces is important for peoples' health and wellbeing. Access to some of the Borough's most important Green Infrastructure assets is limited. There are opportunities to link up the Green Infrastructure network across Fylde, which are looked at in more detail in chapter 13.

## Health Impact Assessments

- 10.23** 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.
- 10.24** 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 11**, in **Appendix 8**, sets out a target / policy outcome to record the number of Health Impact Assessments which are submitted with major planning applications.

### Strategic Policy HW2

#### Community Facilities

Development proposals for new community facilities – including developments within the new local centres at Warton, Whyndyke and Whitehills identified on the **Policies Map including Inset plans** - 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 hall or a public house as a venue for a post office, or a healthcare facility several days a week.

Indicative sites for new primary schools are identified within the development sites at Queensway (HSS1) and Whyndyke (MUS2) and are shown on the **Policies Map including Inset Plans**.

The Council will work with the Education Authority to identify and deliver a site for a new secondary school once a need is demonstrated within the plan period.

A site for a new Church will be reserved on land at the rear of cottages on Lytham Road, in Warton – as identified on the **Policies Map** – for the re-location of Holy Family Church in Warton.

The loss of any community facilities will be resisted unless it can be demonstrated that the facility's continued operation is no longer viable or needed, or can be relocated elsewhere in a location that is equally accessible by the community.

## Justification

- 10.25** Availability of community facilities can contribute towards community spirit, and can also reduce the need to travel by making communities more self-contained.
- 10.26** 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. Lancashire County Council, as the Education Authority, considers that a provision will need to be made for an additional secondary school site within the timescale of the Local Plan. Further information on education provision is set out in the **Infrastructure Delivery Plan (IDP)**, which accompanies this Local Plan.
- 10.27** 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. 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 **IDP**.
- 10.28** The protection of leisure, cultural and tourism assets, such as golf courses and seaside resort facilities, is covered in policy **EC6** in Chapter 8. The protection of existing open spaces (Green Infrastructure network) is covered in policy **ENV3** in Chapter 13.

## Indoor and Outdoor Sports Facilities

- 10.29** Many community facilities are also sports facilities. Consequently, the delivery of such facilities is based upon the findings of the Built Facilities Review, prepared by Lancashire Sport Partnership in August 2015. The Facilities Review recommends the provision of indoor tennis centres in Fylde, together with approximately 113 more Health and Fitness stations (i.e. treadmills, cycling machines, rowing machines etc), due to current under-provision. Policy **ENV4** in Chapter 13 covers the provision of new open space (the Green Infrastructure network); open space standards and contributions.

### **Strategic Policy HW3**

#### **Protection and 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:
  - a) They are proven to be surplus to need, as identified in an adopted and up to date Needs Assessment 1; and/or
  - b) An equivalent or better quality and quantity replacement sports facility will be created in a location well related to the functional requirements of the relocated use and its existing and future users. This would be over and above any provision made available through CIL; and/or
  - c) The development is for an alternative indoor or outdoor sports facility the benefits of which clearly outweigh the loss of the existing sports facility, (see additional footnote below);And in all cases:
  - d) 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) They are listed in the action plan in the adopted Playing Pitch Strategy and / or the Built Facilities Review, subject to the criteria in this policy.
3. Make sure that major residential developments contribute, through land assembly and commuted sums, to new or improved sports facilities where development will increase demand and / or there is already a recognised shortage. Commuted sums should be obtained in accordance with an up-to-date adopted Needs Assessment Action Plan 2.

1. In terms of sports provision, the relevant Needs Assessment will be the Playing Pitch Strategy and Built Sports Facility Strategy
2. The relevant sports Needs Assessments and Action Plans are the Playing Pitch Strategy and Built Facilities Strategy.

### **Justification**

- 10.30** Publicly accessible urban open space, play and sports facilities all have a vital role to play in helping to promote healthier lifestyles.
- 10.31** 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.

- 10.32** Any proposal affecting an outdoor sports facility will be judged in relation to the most up-to-date Playing Pitch Strategy produced by the Council. **Performance Monitoring Indicator 15**, in **Appendix 8**, sets out a target / policy outcome to achieve net gains in the provision of sports pitches and open space.
- 10.33** The type and scale of sports facilities 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 sports facility.
- 10.34** In terms of the development of appropriate facilities, this will be determined through evidence from the Playing Pitch Strategy process, and other work with the community and sports bodies, to determine a particular club or community's needs. The Council is expected to introduce a CIL and the balance between what monies are collected from 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 has published a list of investments in existing facilities in the Infrastructure Delivery Schedule, which comprises Appendix 2 to the IDP.
- 10.35** Developer contributions for outdoor sports facilities will be informed by the new Playing Pitch Strategy, 2016, which has been prepared by Knight Kavanagh & Page (KKP) Management Consultants in accordance with Sport England's guidance (October 2013).

### Cross Cutting Themes In Chapter 10:

#### **Achieving Good Design**

Healthy living should be part of peoples' 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 and built/indoor sports facilities. Good design can promote community cohesion and significantly reduce the risk of crime.

#### **Strategic Objectives**

The following strategic objective is achieved in Chapter 10.

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

### **Fylde Council's Corporate Plan 2016-2020 Priorities**

The following Corporate Plan priority will be delivered through Chapter 10:

- Work with partners to improve health and wellbeing of all residents (A great place to live)

### **Fylde Council's Corporate Plan 2016-2020 Actions**

The following Corporate Plan action will be delivered through Chapter 10:

- Tackle social isolation and health inequalities with Public Health (A great place to live)



## Chapter 11: Infrastructure, Service Provision and Transport

**11.1** 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 the Framework states that~~ Planning should proactively drive and support sustainable economic development, and this includes the delivery of infrastructure. Additionally, the Framework requires that planning policies should recognise and seek to address potential barriers to investment, including any lack of infrastructure.

### What is Infrastructure?

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

- **Transport:** highways, air travel, rail, trams, bus, cycling, pedestrian, bridleways, coach parking 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~~ electronic communications, broadband and cable television
- **Education:** nursery and pre-school, primary, secondary, further, higher, and adult education
- **Health:** hospitals, health centres / GP surgeries, dental practices and hospices
- **Emergency Services:** police, fire and rescue, ambulance, coastguard
- **Green Infrastructure Network:** open space, parks, children's play areas, sports pitches and courts, country parks, 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, swimming pools and stadiums
- **Affordable Housing**
- **Public Realm**

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

- 11.4** The Council consulted on the IDP and Infrastructure Delivery Schedule alongside the Publication 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.
- 11.5** The draft Infrastructure Delivery 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 development 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.
- 11.6** There is a shortage of primary school places in Fylde. The need for new primary schools is identified in Policy HW2 with provision to be included within development sites at Queensway (HSS1) and Whyndyke (MUS2). There may be a need for a new secondary school in the Borough within the Plan period, which runs up to 31 March 2032. The Council will work with the Education Authority to identify and deliver a site for a new secondary school once a need is demonstrated during the plan period.

### **Strategic Policy INF1**

#### **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) Minimise any negative impacts on the quality of the existing infrastructure as a result of new development;
- c) Mitigate any environmental impacts of new infrastructure provision;
- d) Use sustainable natural resources where appropriate;
- e) Where appropriate, contribute towards improvements to existing infrastructure and provision of new infrastructure, as required to meet the needs of the development;
- f) 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
- g) 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 through masterplanning which establish principles to be adhered to during the construction process.

Fylde 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 high-speed fibre broadband through the Lancashire Superfast Broadband project and communications technology to all parts of the Borough and will encourage and facilitate its use in line with national policy.

## Justification

- 11.7** Whilst new infrastructure will be required to deliver the level of development identified in the Local Plan, it is important that it is located 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~~ electronic communications and broadband to serve new businesses, are identified and that the Local Plan helps make these improvements happen.
- 11.8** 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.
- 11.9** To ensure Fylde's infrastructure capacity is maximised, development of Strategic Sites within the Strategic Locations for Development should be masterplanned in accordance with policy **M1**. Developments 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**.

## Developer Contributions

- 11.10** Co-ordination and funding of the delivery of new infrastructure and improvements to existing infrastructure is necessary to ensure that new development does not place an unacceptable burden upon existing infrastructure. This will be achieved through the refinement 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 new development in the Borough and when it should be delivered. Where possible, funding for delivery of the infrastructure is identified along with the delivery partners.
- 11.11** The Council is required to demonstrate that new 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.
- 11.12** The **IDP** has established the essential infrastructure that will be needed to help deliver all of the development identified both within and outside the four Strategic Locations for Development, (see chapters 5 and 6). There are a number of infrastructure providers,

including the utility services – water, sewerage treatment, electricity, gas and ~~telecommunications~~ electronic communications. These bodies are required to co-operate with the Council on issues of common concern in strategic planning under the ‘Duty to Cooperate.’ 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.

- 11.13** 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 new development.
- 11.14** From April 2015 the Council’s ability to pool Section 106 payments has been restricted<sup>3</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, junction improvements and sustainable public transport provision.
- 11.15** 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 CIL Regulations, 2010 and repeated below; so as to avoid duplication with the CIL.
- a. Necessary to make the development acceptable
  - b. Directly related to the development
  - c. Fairly and reasonably related in scale and kind to the development
- 11.16** In March 2015, Full Council agreed to the principle of introducing a standard charge approach (the 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 new 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 work with consultants to develop a draft 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 Charging Schedule is adopted, Section 106 agreements will continue to provide the mechanism for collecting developer contributions towards essential infrastructure.
- 11.17** The opportunity will be taken to secure funding through CIL and other sources to implement schemes for environmental enhancements, as outlined in the Council’s Regeneration Framework, 2016 - 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.

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<sup>3</sup> Under CIL Regulation 123

## **Non-strategic Policy INF2**

### **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) Affordable housing;
- b) Utilities and Waste (where the provision does not fall within the utility providers legislative obligations);
- c) 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);
- d) Transport (highway, rail and tram infrastructure, bus, and cycle / footpath / bridleway network and any associated facilities);
- e) Community facilities providing for the health (i.e. new or enhanced healthcare facilities) and wellbeing, social, educational (i.e. schools), spiritual, recreational, leisure and cultural needs of the community;
- f) The development of Whitehills, Whyndyke and Warton to become Local Service Centres, including land and buildings to accommodate new Local Centres to provide services and meet the daily retail needs of the local residents;
- g) Enhancing the functionality, quality, connectivity and accessibility of the Green Infrastructure network – the network of natural environmental components and green and blue spaces (such as outdoor sports facilities, open space, including Fylde's Coastal Change Management Areas stretching from Starr Hills to Savick Brook in the south and along the River Wyre in the north, Lancaster Canal, parks, allotments, play areas, enhancing and conserving biodiversity and management of environmentally sensitive areas);
- h) Climate change and energy initiatives;
- 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 to ensure 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

- 11.18** All new 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 requirements are met along with localised objectives.
- 11.19** CIL was introduced in the Planning Act, 2008 (Part 11) and on 6 April 2010 CIL Regulations were passed that enable councils to apply CIL on new developments in their area. In light of the recent changes to the CIL regulations on pooled contributions (Regulation 123) which came into force in April 2015, councils cannot collect more than 5 pooled contributions (from developments since April 2010) towards a single project or type of infrastructure not covered by a CIL infrastructure list/ charging schedule. 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 of the RPO version of the Local Plan to inform this process.
- 11.20** 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 **11.15**. 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.
- 11.21** **Performance Monitoring Indicator 12**, in **Appendix 8**, sets out a target / policy outcome to monitor the implementation of infrastructure projects.
- 11.22** 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. The Council will weigh up the benefits of permitting the development, against the impacts of allowing the development to proceed without requiring the full planning obligation. Where appropriate, the Council 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.

## Transport Provision

- 11.23** An effective and efficient transport system is essential to the economic prosperity of Fylde, it also contributes to the creation of sustainable communities. The location and type of new development can influence, and be influenced by, the nature of travel patterns.
- 11.24** 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.
- 11.25** Highways England is responsible for two main routes through the Borough, the M55 motorway and the A585(T), known as the Strategic Road Network.
- 11.26** Fylde is a two tier authority, with 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.
- 11.27** The Fylde Coast Highways and Transport Masterplan, which was issued for consultation in January and February 2015, was adopted in July 2015. The Masterplan includes a number of priority transport schemes, together with public transport initiatives, that will need to be delivered to overcome existing traffic congestion and to accommodate all of the new development 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.
- 11.28** The infrequency of trains on the South Fylde railway line is an ongoing concern, as is the lack of a direct link to the Blackpool tramway. 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 promote the case for future investment.
- 11.29** The Blackpool North railway line to Preston; the network of quality bus services focused on the urban area; and Blackpool Airport, mean that Fylde has other connections. There are, however, deficiencies in the transport network as the Strategic Road network is affected by traffic congestion at peak periods and there is limited public transport provision in some rural areas.
- 11.30** Blackpool Airport has seen a decline in passenger numbers in recent years. The airport has a potential role in catering for inward traffic as the visitor economy develops in Blackpool and Fylde. Links to the public transport network (train, tram and bus routes) are not fully exploited, with no direct bus link to Blackpool North station and relatively limited access to nearby Squires Gate station or Starr Gate Tram terminus.

## The Strategic and Local Highway network

- 11.31** 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 to Heyhouses (St Annes) Link Road**. The Link Road will provide a direct north / south route across the Moss linking the M55 motorway and Lytham St Annes.

Planning permission for the link road was granted by the Secretary of State in 2012, as part of the proposed Queensway, St Annes (housing site **HS1**).

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

- 11.32** Proposals for a new dual carriageway link road - **the Preston Western Distributor Road** - and a **new Junction 2 on 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 largely be in Preston, but it will improve access to and from south Fylde.
- 11.33** The new Preston Western Distributor Road will connect the M55 near Bartle in the north to the A583 / Riversway 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 a 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 (M55 Junction 1) with the M6 (Junction 32).
- 11.34** 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, the Preston Western Distributor Road and the **Cottam Link Road** will open in 2022. The Preston, South Ribble and Lancashire City Deal is key to the delivery of the Preston Western Distributor Road.

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

- 11.35** The Fylde Coast Highways and Transport Masterplan, July 2015 includes the M55 to Fleetwood Corridor improvements, the route of which traverses land in both Fylde and Wyre. Fylde Council and LCC consider that the Blue Route should be safeguarded until an alternative highway solution is proposed to alleviate congestion on the A585. The Masterplan suggested safeguarding the middle section only, i.e. A588 Breck Road to A586 Garstang Road; and not continuing to safeguard the section running through Fylde. The Roads Investment Strategy, announced by Central Government includes improvements to the stretch of highway running from Windy Harbour to Skippool. The A585 Skippool – Windy Harbour Improvements, which is a Highways England scheme, comprise a new bypass of Little Singleton. This scheme would remove the current bottleneck at Five Lane Ends and give the opportunity to improve the A585(T) Mains Lane / A588 Shard Road junction. It could also remove commuter traffic from Singleton.

#### **Strategic 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. Planning permission will not be granted for any development in Fylde that would prejudice the construction of these roads, which are shown on the **Policies Map including Inset Plans**.



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

- a. The M55 to Heyhouses (St Annes) Link Road;
- b. The M55 to Fleetwood Corridor improvements and
- c. The A585 Skippool – Windy Harbour Improvements.

## Justification

**11.36** 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, the Central Lancashire Highways and Transport Masterplan and the Lancashire Strategic Transport Prospectus.

**11.37** 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 and policy **ENV5** on Historic Environment. The Council will work with LCC, as the Highway Authority, and Highways England, to minimise landscape, biodiversity, drainage, severance and noise impacts. There will be a commitment to environmentally sensitive design, mitigation and habitat restoration.

## Warton Aerodrome

### Strategic Policy T2

#### Warton Aerodrome

The Aerodrome at Warton is a key piece of strategic infrastructure. The Council places great importance on the retention and development of its aviation capabilities, particularly in relation to military aerospace and information.

Development proposals within the defined safeguarded area at Warton Aerodrome will not be permitted, unless the applicant can demonstrate that there would not be any potential for adverse impacts on aviation operations, or on defence navigation systems and communications.

Development proposals within the wider area surrounding Warton Aerodrome will be assessed for potential for adverse impacts on aviation operations, and on defence navigation systems and communications. Where such impact is identified, planning permission will be refused.

Development proposals that could compromise the security of the Warton Aerodrome and wider BAE Systems site at Warton will not be permitted.

## Justification

**11.38** Warton Aerodrome forms a key piece of strategic infrastructure; the site is designated as an Enterprise Zone and is a major existing employment site, itself of national strategic importance. The aerodrome provides a secure military testing facility for aircraft assembled in the adjoining manufacturing plant. Obviating impacts on the operation of the aerodrome is

therefore of great strategic importance. Policy T2 therefore places great importance on the avoidance of impacts on aviation and communications.

- 11.39** Safeguarded areas for Warton Aerodrome are determined in accordance with The Town and Country Planning (Safeguarded Aerodromes, Technical Sites and Military Storage Areas) Direction 2002 (As Updated). Safeguarded areas are identified on safeguarding maps which are provided by the operator and certified (in the case of Warton) by the Ministry of Defence. The safeguarded area reflects the need to restrict built development within the zone immediately surrounding the site, but also the need to restrict the height of built development in wider zones, in order to ensure safety for both aircraft crew and people on the ground. It also reflects the need to prevent interference to communication systems.

### **Blackpool Airport**

- 11.40** Blackpool Airport represents both a commercial and leisure flight facility, and also provides an economic hub. It provides a base for private aircraft, the North West Air Ambulance, helicopter flights to service off-shore rigs, pleasure flights and flights to the Isle of Man. 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 from non-aviation related uses, which do not constitute permitted development. However, there is sufficient land within the airport complex outside the Green Belt to facilitate further airport operational development.

#### **Strategic Policy T3**

##### **Blackpool Airport**

The land designated as Green Belt within the airport, 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, unless there are overriding operational requirements that constitute very special circumstances and which justify development in the Green Belt.

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 accordance with the masterplan prepared to guide development that delivers the objectives of the Blackpool Airport Enterprise Zone, in the areas outside the Green Belt, which are identified on the **Policies Map including Inset Plans**, 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.

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

## Justification

- 11.41** Blackpool Airport is of sub-regional importance, in terms of the Fylde Coast and this is recognised in policy **T3**, which seeks to support its continued operation.
- 11.42** 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 the residual airport lands in the interests of the Airport and the Green Belt. Sufficient land within the Airport complex falls outside the Green Belt to facilitate further airport operational development. Development proposals within the Green Belt, whether to provide for airport operational development, or other development associated with the Enterprise Zone, would have to demonstrate very special circumstances to justify the need to use Green Belt land.
- 11.43** 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 on 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.
- 11.44** The Government launched the General Aviation Strategy on 28 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 aviation guidance, 2015).
- 11.45** The updated aviation guidance on aerodromes emphasised 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 as a site for mixed use development (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 aviation guidance, 2015).
- 11.46** The guidance stipulates that any change of use from its role as an aerodrome 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 aviation guidance, 2015).

- 11.47** Safeguarded areas for Blackpool Airport are determined in accordance with The Town and Country Planning (Safeguarded Aerodromes, Technical Sites and Military Storage Areas) Direction 2002 (As Updated). Safeguarded areas are identified on safeguarding maps which are provided by the operator and certified (in the case of Blackpool) by the Civil Aviation Authority. The safeguarded area reflects the need to restrict built development within the zone immediately surrounding the site, but also the need to restrict the height of built development in wider zones, in order to ensure safety both for aircraft crew and passengers, and for people on the ground. It also reflects the need to prevent interference to communication systems and the creation of bird hazard. All planning applications within the Safeguarding Area will be the subject of consultation with the operator of the airport.

### Enhancing Sustainable Transport Choice

- 11.48** 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.
- 11.49** Another key ingredient is the need to deliver reliable, affordable public transport services (i.e. rail, bus and tram) 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.
- 11.50** 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.
- 11.51** High quality, safe cycle, footpath and bridleway networks, together with the provision of tram and bus interchanges between modes of transport 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

- 11.52** Fylde is served by the following two railway lines and seven railway stations: Preston to Blackpool North line with a station at Kirkham and Wesham; and Preston to Blackpool South line, with stations at Salwick, Kirkham and Wesham, Moss Side, Lytham, Ansdell and Fairhaven, St Annes and Squires Gate. The Preston to Blackpool North railway line has been electrified including track and signal enhancements, leading to greater capacity and service reliability; making the service fit for purpose.

- 11.53** The Fylde Coast Highways and Transport Masterplan identifies the South Fylde Line (Blackpool South to Kirkham and Preston via Lytham St Annes) as a key weakness in the Fylde Coast public transport network. The potential of the line could increase significantly if possible connections with the Blackpool Tramway are considered. LCC is a partner in the European SINTROPER (Sustainable Integrated Tram-based Transport Options for Peripheral European Regions) project. The Council secured funding to investigate the best way of enhancing the role of the South Fylde 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 might be and what benefits such a link might deliver. The study reported in September 2015. It considered a number of options for developing the route and for encouraging economic growth in the South Fylde and regeneration, particularly in parts of south Blackpool. Two potential high value for money interventions have been identified and LCC is now considering how these could be taken forward.
- 11.54** The new parkway rail station, which will be located west of Cottam, will be accessed off the Preston Western Distributor and it is planned to be complete in 2022/23. The station offers a parkway service for the Fylde Coast.
- 11.55** The adopted Fylde Coast Highways and Transport Masterplan, July 2015 also refers to a North Fylde Coast Connectivity Study.

#### Strategic Policy T4

##### **Enhancing Sustainable Transport Choice**

In order to secure the long term 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 (LCC), Highways England, Network Rail and transport providers to:

- a) Improve community health and wellbeing by providing alternative means of transport such as walking and cycling. This will 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;
- 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) Improve public transport between the Strategic Locations for Development and nearby town centres, employment areas, tourism developments and to the rural parts of the Borough.
- g) Implement measures to deliver a shift to public transport, away from car use over the plan period, and where appropriate, support, promote and implement innovative public transport initiatives;
- h) Provide a rail / bus / tram interchange on the South Fylde Line;
- i) 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;
- j) Provide a park and ride at Kirkham and Wesham Railway Station;
- k) Provide improved pedestrian, disabled, cycling and public transport access to and from Kirkham and Wesham Railway Station;
- l) Improve and upgrade the North Fylde Railway Line and the South Fylde Railway Line, including improved service frequency on the latter; and
- m) Integrate different modes of transport, to ensure a comprehensive and coherent sustainable transport network.

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. Any mitigation identified in the Transport Assessment or Transport Statement that is required to make the development acceptable must be implemented in accordance with the requirements of the Highway Authority.

## Justification

- 11.56** There are opportunities within Fylde to improve the provision of routes for cyclists and pedestrians. Many of these are identified in the Lancashire Rights of Way Improvement Plan. Further improvement is required to provide safe and convenient footpaths and cycleways 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.
- 11.57** The adopted Fylde Coast Highways and Transport Masterplan, July 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 around Preston 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.

- 11.58** 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 **T4** seeks to address the transport carbon footprint by encouraging public transport use, improved public transport facilities, low carbon transport infrastructure and creating opportunities for walking and cycling wherever possible.

### Parking Standards

- 11.59** The Framework 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 and ensure an adequate provision of spaces for charging plug-in and other ultra-low emission vehicles.

Councils should only impose ~~local~~ maximum 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, or for optimising the density of development in city and town centres and other locations that are well served by public transport. In town centres local authorities should seek to improve the quality of parking so that it is convenient, safe and secure, alongside measures to promote accessibility for pedestrians and cyclists.

### Non-strategic Policy T5

#### 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.

### Justification

- 11.60** 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.
- 11.61** The Council will prepare a Supplementary Planning Document (SPD) on parking standards, which will set out local minimum standards which will need to be applied to all new developments in Fylde. ~~The SPD will be prepared and issued for consultation in 2019.~~

## **Cross Cutting Themes In Chapter 11:**

### **Promoting Health and Wellbeing**

Well-planned transport infrastructure can provide better walking and cycling facilities and 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.

## **Strategic Objectives**

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

Objective 3: To make services accessible.

## **Fylde Council's Corporate Plan 2016-2020 Priorities**

- The following Corporate Plan priorities will be delivered through Chapter 11: Improve the transport infrastructure and traffic flow (A vibrant economy)
- Improve car parking (A vibrant economy)

## **Fylde Council's Corporate Plan 2016-2020 Actions**

The following Corporate Plan actions will be delivered through Chapter 11:

- Progress the re-opening of the M55/Moss Road link (A vibrant economy)
- Support the Fylde Coast Highways and Transport Masterplan projects (A vibrant economy)



## Chapter 12: Water Management, Flood Risk and Climate Change

### Climate Change

- 12.1** 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.
- 12.2** 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 fluvial, tidal and surface water flooding connected to extreme weather patterns.
- 12.3** 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.
- 12.4** 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 change in agriculture and impacts 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.
- 12.5** 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.
- 12.6** 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% reduction 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.
- 12.7** 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.
- 12.8** 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.
- 12.9** To achieve this locally, managing climate change is a cross cutting theme that runs through the Local Plan. This chapter refers, in particular, to flood risk and water resource management and district heating systems, as well as the provision of renewable energy.

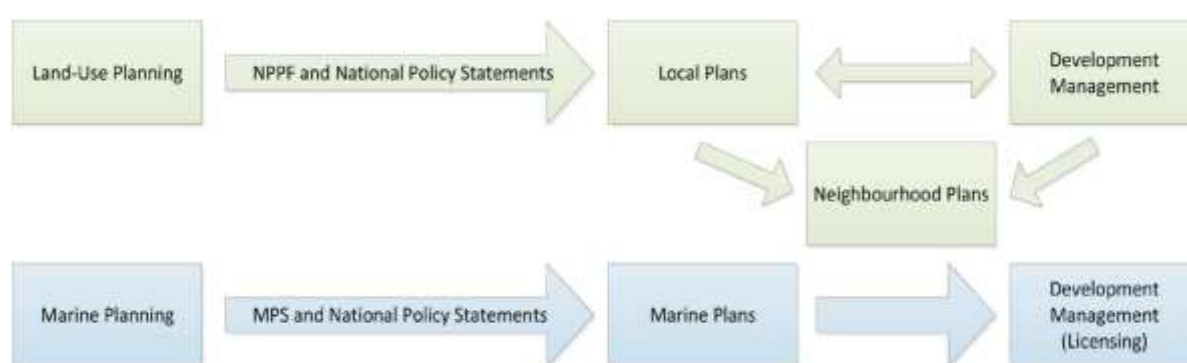
## Water Resource Management and Flood Risk

**12.10** Fylde's water resources include the Irish Sea and 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

**12.11** 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 in-shore and off-shore waters. The EU Directive on marine spatial planning (2014/89/EU) requires marine spatial plans to be in place before 31 March 2021. At its landward extent, a marine plan will apply up to the mean high water mark, which includes the tidal extent of any rivers. Marine plans are being developed on a rolling programme, with the first plans (East In-shore and East Off-shore) adopted on 2 April 2014 and the South In-shore and Off-shore plans currently being developed. The North West Marine Plans, which include Fylde, will be delivered by 2021, with a 20 year view of activities. Each plan will be monitored with three yearly reviews. The Government designated the Fylde Marine Conservation Zone on 12 December 2013. The Conservation Zone was designated to conserve the marine habitat in the sub-tidal sand. The Marine Information System <http://mis.marinemanagement.org.uk> is a dedicated interactive website that brings adopted and consultation draft marine plans, their policies, supporting data evidence base and information together in one place.

**Figure 4: Land-use and marine planning systems in practice**



**12.12** 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. Alongside marine licences, the MMO also issues consents under the Electricity Act, 1989 (as amended), for off-shore 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.

### Sources of Flood Risk

**12.13** 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

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

- **Environment Agency** – has responsibility for river and coastal flood risk management and flooding from reservoirs. They also have responsibility for Main Rivers and have powers of access and to undertake works within the catchment. They maintain a strategic overview of flood risk management.
- **Lancashire County Council (Lead Local Flood Authority and Highways Authority)** – has responsibility for managing surface water flooding, groundwater flooding, highway flooding, ordinary watercourses and reservoirs, 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. LCC also provides Land Drainage Consent and is a statutory consultee in the planning process. (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. Under Section 14A of the Land Drainage Act, 1991 the Council has the powers to undertake works to manage flood risk from ordinary watercourses.
- **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.

- **Riparian Owners** – have various responsibilities including the maintenance of the watercourses, clearing obstructions (natural or otherwise) so normal flow of water is not impeded.

**Table 6: Roles and Responsibilities of Flood Risk Management Authorities**

	<b>Environment Agency</b>	<b>Lancashire County Council</b>	<b>Water Companies</b>	<b>Fylde Council</b>
	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 Protection Act, 1949.
River Flooding	✓			
Coastal Flooding	✓			
Surface Water Flooding		✓		
Groundwater Flooding		✓		
Highway Flooding		✓		
Ordinary Watercourses	✓*	✓*		Under Section 14 of the Land Drainage Act the Council has the powers to undertake works to manage flood risk from ordinary watercourses.
Flooding from Sewers			✓	
Reservoirs	✓**	✓**	✓**	

\* Watercourses are managed by the Lead Local Flood Authority. While the LLFA has responsibility for consenting and works on ordinary watercourses, the EA would still comment on applications in Flood Zones 2 and 3 if the source of flooding was from an Ordinary Watercourse.

\*\* 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

- 12.15** The Environment Agency and Lead Local Flood Authority prepared a joint Flood Risk Management Plan for the North West River Basin District. The final version was published in March 2016.

## Strategic Flood Risk Assessment

- 12.16** 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.
- 12.17** 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 Partnership

- 12.18** The Fylde Peninsula Water Management Partnership was set up in 2011 as a collaboration between the Environment Agency, United Utilities, Blackpool, Fylde and Wyre Councils, LCC and Keep Britain Tidy. The partnership has three objectives, to:

1. Improve the quality of beaches and bathing waters;
2. Improve coastal defence; 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

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

### Strategic 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 by the Framework.

All new development is required to minimise flood risk impacts on the environment, retain water quality and water efficiency, 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), following the SuDS hierarchy. 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 are protected from encroachment and adverse impacts and that water quality is maintained and improved.
- f) Seeking to maximise the potential of the Green Infrastructure network within developments to reduce the risk of flooding.
- g) Ensuring that new development does not adversely affect the quality of surface and groundwater resources in Source Protection Zones 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.
- j) Ensuring that wherever necessary land is identified to be used for wetland or flood storage through negotiation with landowners.

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

## Justification

- 12.20** In accordance with the Framework, inappropriate development in areas at risk of flooding will 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 the Framework, and in the Planning Practice Guidance.

## Flood Alleviation

- 12.21** 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 flood risk assessment. Farms can have an important role to play in flood risk management, e.g. the use of farmland for wetland or flood storage.
- 12.22** **Performance Monitoring Indicator 13**, in **Appendix 8**, 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

- 12.23** 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.
- 12.24** 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.

## Water Efficiency

- 12.25** 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.

## Watercourses

- 12.26** 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 and the Lancaster Canal.
- 12.27** The Environment Agency is the consenting authority for main rivers and the Lead Local Flood Authority (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. LCC will generally refuse land drainage consent applications which seek to culvert sections of ordinary watercourse (further information on this can be found in LCC's Consenting and Enforcement Policy). 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. Further information can be found in LCC's 'Ordinary Watercourse Consenting and Enforcement Policy on LCC's website.

## Green Infrastructure network

- 12.28** Provision of Green Infrastructure (including green and blue 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 providing sustainable drainage systems.

## Groundwater

- 12.29** 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.
- 12.30** 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 also northwards towards the M55. The protection of the groundwater resources in these areas is particularly important.
- 12.31** 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

- 12.32** 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 Island Sea Front Area defences at St Annes have a longer residual life. This puts homes, businesses and tourism 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 CIL for the repair, maintenance, renewal or replacement 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 and in the **IDP**.
- 12.33** The sand dunes form important natural coastal defences along long stretches 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 sand 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.
- 12.34** Developer contributions required under policy **CL1** for the repair, maintenance, renewal or replacement 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 policies **INF2** and **ENV2**, as part of the Coastal Strategy.

### Strategic Policy CL2

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

Discharge rates should be agreed as part of any pre-application negotiations between the relevant parties. New development must incorporate the following sequential attenuation measures:

- a. Store rainwater for later use; or
- b. The first 5mm of rainfall should infiltrate. In areas where infiltration rates are slow, e.g. soils with a high proportion of clay, then permeable surfaces may be under-drained. This will have the effect of slowed surface water run-off rates; or
- c. Attenuate rainwater in ponds or open features for gradual release into the watercourse; or
- 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 **national discharge (SuDS) hierarchy** will be considered in priority order:

1. Controlled discharge of rainwater direct to a watercourse;
2. Controlled discharge of rainwater to a surface water drain;

3. Controlled 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 the applicant must provide a 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.

## Justification

**12.35** 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 exceeding the permitted number of spills in the bathing water 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 Bathing Water Directive, signs will be required on the beaches providing information on bathing water quality. This could potentially have a detrimental impact upon tourism at St Annes and Blackpool. There is a failing shellfish water (Ribble Estuary) which is of concern to Fylde Council.

**12.36** 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 a watercourse subject to an approved Consent from the EA (main river) or LCC (ordinary watercourse). LCC will require evidence to demonstrate that infiltration is not possible before other surface water discharge options will be approved. There is a national hierarchy to which surface water run-off is to be discharged, which is referenced in Planning Practice Guidance (the PPG):

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

- a. Discharge into the ground (infiltration), or where not reasonably practicable;
- b. Discharge to a surface water body, or where not reasonably practicable;

- c. Discharge to a surface water sewer, highway drain or another drainage system, or where not reasonably practicable;
  - d. Discharge to a combined sewer.
- 12.37** 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.
- 12.38** 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 the 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.
- 12.39** 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, ditches and ponds 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. As surface water management now falls under the remit of LCC, the implementation of SuDS should be in accordance with the principles in the emerging LCC SuDS Guidance document.
- 12.40** There are 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 means water flows slowly. This can result in flooding after heavy rainfall. This is a particular issue to 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.
- 12.41** LCC is the Lead Local Flood Authority, under the Flood and Water Management Act, 2010 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' which will be adopted in 2016.

- 12.42** 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 ('Climate Change Allowances for Planners', prepared by the Environment Agency).
- 12.43** 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 agreed 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.
- 12.44** 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

- 12.45** 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.
- 12.46** The UK has become a net importer of oil and is dependent on imported gas at a time when global demand is increasing. 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

- 12.47** 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**

<b>Technology</b>	<b>Existing deployment at 2011</b>	<b>Total deployment 2020</b>	<b>Total deployment 2030</b>
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
<b>Total</b>	<b>6 megawatts</b>	<b>43 megawatts</b>	<b>61 megawatts</b>
<b>Source:</b> Lancashire Sustainable Energy Study (2012), SQW			

**Strategic Policy CL3****Renewable and Low Carbon Energy Generation – excluding onshore wind turbines**

Renewable and low carbon energy development potential – excluding onshore wind turbines - is significant within Fylde. Opportunities for renewable and low carbon development, including microgeneration, should be maximised, while ensuring that adverse impacts are addressed satisfactorily; including cumulative landscape and visual impacts. Proposed developments will be assessed in relation to the following criteria:

- a) The cumulative impact of the renewable and / or low carbon development within Fylde and across the boundary in Blackpool, Wyre and Preston;
- b) Singular or cumulative impacts on landscape and townscape character and value, and visual impact from a wide range of vantage points, in accordance with policy **ENV1**;
- c) Impact on local residents (including noise, odour, and reflected light;
- d) Compliance with policy **ENV2**, in particular ecological impact on mammals and birds on protected sites and on the migratory routes and functionally linked land. Project-specific Habitats Regulations Assessment of any renewable and low carbon energy developments near to the European-designated sites will be required, and these HRAs will need to

demonstrate that there will be no likely significant effect on the qualifying features of these sites before they can be granted consent;

- e) Impacts on land resources, in particular that the development would not be sited on the best and most versatile agricultural land (grades 1, 2 and 3a), unless it is demonstrated that poorer quality land could not be used instead, and that the benefits of the development outweigh the economic and other benefits of the best and most versatile agricultural land and any other adverse impacts of the proposal. In the case of solar farms, the most compelling evidence must be provided to demonstrate the above. Impacts should also be considered on areas of deep peat which function as a carbon store;
- f) That the proposal for renewable and low carbon energy would not harm the significance of heritage assets and their settings unless the proposal meets the requirements of Policy ENV5;
- g) Community, economic and environmental benefits of the proposal;
- h) Impacts on aviation and defence navigation systems and communications, particularly Blackpool Airport, Warton Aerodrome and the DCSA Inskip radio communication facility. The avoidance of impacts on these strategically-important facilities should be given great weight in decision-making;
- i) Impacts on highway safety and capacity from movements associated with the development including construction and decommissioning; and
- j) Impacts on flood risk and drainage, in accordance with policies **CL1** and **CL2**.

The evidence will be required to demonstrate that any impacts can be avoided or satisfactorily mitigated but need only be proportional to the scale and type of development. However, any proposed mitigation must be in place prior to the start of development.

Renewable and low carbon energy proposals within the Green Belt will need to demonstrate very special circumstances where elements of any proposed renewable energy project comprises inappropriate development. Renewable and low carbon energy proposals within Areas of Separation will be assessed in terms of its impact upon the effectiveness of the gap between the settlements in protecting the identity and distinctiveness of settlements..

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

- 12.48** The Council has considered the allocation of appropriate areas of search for commercial scale renewable and low carbon energy, in accordance with the Framework. However, there exist a number of constraints in Fylde which can only be considered by specific site-by-site assessment. The designation of areas suitable for wind energy development requires community support for wind energy development in those areas, but there are no parts of Fylde where medium/large scale wind energy development is acceptable in principle due to the NATS safeguarding zone designation, requirement for engagement with the MoD, the presence of the airport, aerodrome, radar and military radio facilities, and the potential for the impact on species linked to the European-designated sites. Accordingly, the policy omits

wind energy development from the types of renewable energy acceptable, subject to the criteria.

- 12.49** 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 most types of renewable and low carbon energy generation including, but not restricted to solar, biomass generation, hydropower and micro-generation. Applications for energy from waste should also be compatible with the Joint Lancashire Minerals and Waste Local Plan.
- 12.50** The development of most renewable and low carbon energy development within Fylde will require careful consideration due to their potential impacts. The Department for Energy and Climate Change National Policy Statement for Energy, although intended for those schemes large enough to be considered Nationally Significant Infrastructure Projects, provides useful guidance on the breadth of considerations and potential impacts of different types of renewable energy schemes. The criteria included in the policy reflect the issues that are likely to be important within Fylde, but do not constitute an exhaustive list of considerations that may be necessary for a particular type of development or particular location.
- 12.51** 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 European-designated sites will be required and the HRA should demonstrate that there will be no likely 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 European-designated sites.
- 12.52** Within Fylde, Blackpool Airport and Warton Aerodrome form key pieces of strategic infrastructure, each of which is the basis for an Enterprise Zone, with Warton providing a military testing facility for aircraft assembled in the adjoining manufacturing plant. Obviating impacts on the operation of these sites is therefore of great strategic importance. In addition, DCSA Inskip, located at the edge of the Borough, provides a nationally-important military communications facility operated by the Defence Communication Services Agency. The policy therefore places great importance on the avoidance of impacts on aviation and communications.
- 12.53** Fylde includes large areas of Grade 2 (Very Good) agricultural land and the remainder of rural land is Grade 3 (Good to Moderate). Information on land classification is only held in strategic form, is not up-to-date and no distinction is made between grade 3a land (which falls into the classification of the best and most versatile land) and class 3b (which does not). Nevertheless, where the land is shown by the strategic map as grade 2, it can be reasonably assumed that such land is the “best and most versatile”. Where land is shown by the strategic map as grade 3, it is reasonable to consider that it could be, and even that there is a reasonable likelihood that it is the “best and most versatile” land.
- 12.54** The Written Ministerial Statement on Solar Energy: Protecting the Local and Global Environment made on 25 March 2015 raised concerns that insufficient weight had been given to policies protecting the best and most versatile agricultural land in relation to solar energy development. The statement clarified that “any proposal for a solar farm involving the best and most versatile agricultural land would need to be justified by the most compelling

evidence". Any applicant for solar energy development on land outside the settlements will therefore need to provide their own detailed assessment of the land quality, in order to demonstrate that it is not grade 1, 2 or 3a land. Otherwise, an applicant will be required to provide the "most compelling" evidence to justify that the development is necessary.

- 12.55** 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.

#### **Strategic 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 strategic developments, of 100+ homes, will be required to explore the potential for decentralised energy supply and district heating / cooling systems. Strategic developments located where a decentralised energy supply or district heating / cooling system is proposed 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**

- 12.56** 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 apartments.
- 12.57** 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 strategic development schemes only (100 or more homes or 1000m<sup>2</sup> of new industrial floor-space).
- 12.58** 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 12:**

### **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).

## **Strategic Objectives**

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

Objective 2: To maintain, improve and enhance the environment.

## **Fylde Council's Corporate Plan 2016-2020 Priorities**

The following Corporate Plan priorities will be delivered through Chapter 12:

- Ensure the security of the coastal defences (Clean and green)
- Ensure beaches and bathing waters are clean and safe (Clean and green)

## **Fylde Council's Corporate Plan 2016-2020 Actions**

The following Corporate Plan actions will be delivered through Chapter 12:

- Work with partners to improve the quality of the bathing water (Clean and green)
- Deliver the coastal defence project at Fairhaven and Church Scar with the Environment Agency (Clean and green)



## Chapter 13: Conserving and Enhancing the Natural, Historic and Built Environment

### Landscape

- 13.1** 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.
- 13.2** 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, salt marshes 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 Areas along Fylde's Coastline is key to the quality of the landscape in these areas which contains important coastal habitats. Of particular importance are the Ribble and Wyre Estuaries, which the Borough shares with neighbouring authorities with whom it will adopt a collaborative approach to management.
- 13.3** 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 a popular place to live, work and visit.

#### Strategic 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, amenity and tranquillity within which it is situated, as identified in the Lancashire Landscape Character Assessment, December 2000 or any subsequent update. ~~Development will also need to have regard to any impact on valued landscapes.~~ In addition:

- a) A landscaped buffer of appropriate depth and species will be provided for development that impacts upon land in or adjacent to the Countryside, and wherever necessary includes advanced planting, in order to limit the visual impact of development;
- b) Development proposals will ensure that existing landscape features will be conserved, maintained, protected and wherever possible enhanced through increased tree and shrub 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 new 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;
- e) Details of the ongoing maintenance of all landscaping areas will be presented for approval by the Council.

### Coastal Change Management Areas

The open and coastal character of the Coastal Change Management Areas, which are identified on the **Policies Map including Inset Plans**, will be protected. Development in the Coastal Change Management Areas will only be permitted where the development meets all of the following criteria:

- 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~~ Promotes the conservation, restoration and enhancement of the coastline, predominantly the Ribble and Alt Estuaries SPA/Ramsar. Project specific Habitats Regulations Assessments (HRAs) will be required for any tourism and coastal defence developments near to the Ribble and Alt Estuaries SPA/Ramsar. The HRAs will need to demonstrate that there will be no likely significant effect upon European Sites before the tourism and coastal defence developments can be granted consent.
- iv. Does not detract from the tourism value or facilities along the coastline ;
- v. Does not interfere with natural coastal processes, unless the development forms part of an agreed programme of sea defence enhancement, in accordance with the Fylde Coast Shoreline Management Plan;
- vi. Does not impede the function of any existing sea defence structures and wherever possible enhances the coastal protection measures; and
- vii. Accords with the Development Strategy of this Local Plan.

Where development does occur in these areas, developer contributions will be sought 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 S106 Agreements and / or the Community Infrastructure Levy.

### Justification

- 13.4** 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.

- 13.5** 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 evidence 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)

- 13.6** 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 native 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 complements existing natural features such as hedges and ponds. In rural areas all tree, shrub and hedge planting schemes should make use of native species. ~~The Council intends to carry out landscape appraisals to assist in identifying valued landscapes that accord with paragraph 109 of the Framework.~~

### **Coastal Change Management Areas**

- 13.7** The Coastal Change Management Areas, which are identified on the **Policies Map including Inset Plans**, relate to the River Wyre and its estuary to the north; and 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.
- 13.8** The need to control development along coastlines is important for environmental and economic reasons. The Fylde Coast Shoreline Management Plan which seeks to 'hold the line' along the Fylde Coast and the Catchment Flood Management Plan seek to manage run-off rates and minimise flood risk. 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.
- 13.9** 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 location, provided due regard is paid to the Bathing Water Quality Management Plan and the risks of erosion, flooding and land instability.

- 13.10** Development within the Coastal Change Management Areas 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**

- 13.11** Vast areas of salt marsh have formed within the outer most parts of the Ribble Estuary. 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.
- 13.12** 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.
- 13.13** 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.
- 13.14** 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 and landscape interests.
- 13.15** An important element of the coast are 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, as sea defences and in mitigating 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 conserve and enhance 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 and runs until 2021.

### **Areas of Tranquillity****Tranquil Areas**

- 13.16** 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 has validated the CPRE's campaign to protect tranquillity

in England. ~~Areas of Tranquillity~~ Tranquil areas have remained relatively undisturbed by noise and are prized for their recreational and amenity value.

- 13.17** 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~~ Tranquil areas complies with ~~paragraph 123 of~~ the Framework.

### **Important Landscape and Biodiversity Features**

- 13.18** The Fylde landscape contains features of local and heritage importance, for example hedgerows which are under threat from farming practices and new development. Hedgerows 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 areas 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 have significant ecological value, and this should be assessed before they are proposed for development.

## **Strategic 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, predominantly the Ribble and Alt Estuaries SPA / Ramsar site.

##### **ii) National Nature Reserves (NNR)**

Sites of Special Scientific Interest (SSSI)

Marine Conservation Zones (MCZ)

iii) Local Geodiversity 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 all of the following principles:

- i) Development that would directly or indirectly affect any sites of local importance including ancient woodland or ancient and veteran trees 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, or mitigation can avoid affecting site integrity.
- ii) Proposals which primarily seek to enhance or conserve biodiversity will be supported in principle, subject to the consideration of other Local Plan policies;
- iii) Consideration should be given to the impact of development proposals on the County-wide Lancashire Ecological network and, where possible, opportunities to support the network by incorporating biodiversity in and around the development should be encouraged;
- iv) 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, in order to secure measurable net gains for biodiversity. Where compensatory habitat is provided it should be of at least equal area and diversity, if not larger and more diverse, than that which is being replaced.~~ Measures should be put in place for the ongoing management of such features.

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. 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;
- Within a Nature Improvement Area within the Borough;
- 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, replaced or compensated, then planning permission will be refused.

- v) the development of recreation will be 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 including the flight path of migratory birds;
- iii) restricting the potential for 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, which are identified on the **Policies Map including Inset Plans** and to any nature conservation sites or ecological networks that may be designated in the future by appropriate agencies. The Fylde Ecological Network, comprising the Grassland Network, the Wetland and Heath Network and the Woodland Network has been identified and mapped by LCC and Lancashire Wildlife Trust, in compliance with the Framework and is accessible on the Planning Policy website.

#### **Section 2. Priority Species Protection**

Planning permission will not be granted for development which would have an adverse effect on a priority species or its habitat, 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 adverse effect on a priority species or its habitat, planning conditions or agreements will be used to:

- a) Ensure the survival of the individual species affected; and where this cannot be achieved:
- b) Reduce the disturbance to a minimum;

- c) Provide adequate alternative habitats to enhance the viability of the local population of that species; and
- d) Promote the ~~preservation~~ conservation, restoration and ~~recreation~~ enhancement of priority habitats, ecological networks and the protection and recovery of priority species; and identify and pursue opportunities for securing measurable net gains for biodiversity.

### Justification

**13.19** 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. Marine Conservation Areas are nationally important wildlife sites. Whilst the Fylde Off-shore Marine Conservation Zones lies outside the local plan area it is within the sphere of influence of development within the area and can therefore justifiably be included within the scope of policy **ENV2**.

**13.20** There are five Sites of Special Scientific Interest (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

**13.21** 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. The Starr Hills LNR also forms part of the Lytham and St Annes Dunes SSSI.

**13.22** In addition to the statutorily protected sites, Fylde also contains 34 Biological Heritage Sites, which are listed in **Appendix 7**. These sites of nature conservation interest make a significant contribution to the biodiversity of Lancashire and will be conserved and protected.

- 13.23** 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.

### Mitigation and compensation

- 13.24** Section 1, part b) of policy **ENV2** sets out the approach to mitigation and as a last resort, compensation. ~~The Council is currently preparing the scope for a Biodiversity Supplementary Planning Document (SPD), which will be issued for consultation in 2019. The Council has adopted the Biodiversity Supplementary Planning Document 2019 (SPD).~~ The SPD ~~will set out~~ sets out in more detail, guidance on mitigation, compensation and enhancement of habitats for protected species including Pink Footed Geese. 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 habitat elsewhere which supports the same range of species and / or the same ecological function, 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 adjoining Local Authority areas.
- 13.25** For designated sites or species, mitigation, replacement or other compensation can take place as part of the development (during the development process), in compliance with the Habitats Regulations 2010 (as amended). 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~~ includes examples of how habitat mitigation or compensation could be provided and managed.
- 13.26** Landowners and farmers in Fylde play a local role in managing land which includes important habitats, principally for migratory birds including pink-footed geese. 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~~ includes examples of mitigation options, particularly in relation to pink footed geese.

### Enhancement

- 13.27** The Plan encourages opportunities to enhance habitat within development sites where appropriate, including within public open space or sustainable drainage schemes. These opportunities will range from significant habitat creation within larger sites, to smaller initiatives such as bat boxes and tree planting on smaller urban sites.
- 13.28** 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. This could be through changes to how farmland and green spaces are

managed or habitat creation at a larger scale, funded from a variety of sources. More guidance ~~will be~~ is set out in the SPD. The ~~proposed~~ SPD will 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

**13.29** ~~Paragraph 9 of t~~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. providing net gains for biodiversity; including by establishing coherent ecological networks that are more resilient to current and future pressures. Section 11 of t~~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 14**, in **Appendix 8**, 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 areas of open space unmown, planting small areas of greenspace with wildflower species and native shrubs or incorporating new or existing ponds and SuDs within or close to new development.

### Ecological network for Lancashire

**13.30** The Council plays an important strategic role in supporting biodiversity in Fylde and will:

- a) Protect and safeguard all sites of international, national and local importance;
- b) support a network of strategic green links between the rural areas of biodiversity value, 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
- c) support the development of recreation in areas which are not sensitive to visitor pressures.

**13.31** 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 the Framework.

**13.32** Fylde Council supports the principle of the Lancashire Ecological Network and the Fylde Ecological Network, (comprising the Grassland Network, the Wetland and Heath Network and the Woodland Network which are accessible on the Planning Policy website. The Open Space Study Update, 2016 recommends that Starr Hills LNR, the Lytham and St Annes Dunes SSSI and BHSs are integrated to create a regionally significant nature reserve and to develop and implement beach and sand dunes management action plans.

## Developer Contributions

- 13.33** The requirement for developer contributions under policies **ENV1** and **ENV2** should be read in conjunction with the requirements for developer contributions under policies **ENV3** and **ENV4**, as features of landscape and biodiversity value also form important components of the Borough's Green Infrastructure network.

## Open Space (the Green Infrastructure network)

- 13.34** It is vital that the right infrastructure is in place to support future development and this includes the Green Infrastructure network. Green infrastructure is the network of multi-functional green space and blue space, urban, rural and coastal, which is capable of delivering a wide range of environmental and quality of life benefits for local communities. The Green Infrastructure network 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 is proven to attract and retain businesses to an area.

- 13.35** The Green Infrastructure network 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 greens;
- Recreational grounds and stadia;
- 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.

- 13.36** ~~The Framework requires councils to plan positively for the creation, protection, enhancement and management of biodiversity and Green Infrastructure. take a strategic approach to maintaining and enhancing networks of habitats and green infrastructure; and plan for the enhancement of natural capital at a catchment or landscape scale across local authority boundaries.~~ 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 limited. New evidence has been provided by the Open Space Study Update and the new Playing Pitch Strategy, both of which were issued in 2016. The Open Space Study Update identifies the following typologies:

- Parks and Gardens
- Natural and semi-natural greenspace
- Amenity greenspace
- Provision for children and young people
- Allotments
- Cemeteries/churchyards

The provision of formal outdoor sports is contained within the Playing Pitch Strategy. There is also the opportunity to improve the potential of some of Fylde's most important assets and to link into the Green Infrastructure network in neighbouring authority areas.

### Strategic Policy ENV3

#### **Protecting Existing Open Space (Part of the Green Infrastructure network)**

Existing Open Space is identified on the **Policies Map including Inset Plans** denoted by the following descriptions:

- Parks and Gardens
- Semi-Natural Greenspaces
- Amenity Greenspace
- Children's Play Areas
- Local Areas and Local Equipped Areas for Play
- Youth Provision
- Allotments
- Cemeteries/Churchyards
- Football Pitches
- Rugby Pitches
- Cricket Pitches

The areas of Existing Open Space provide a critically important part of the Green Infrastructure network within Fylde. Existing Open Space will be protected from inappropriate development, having particular regard to the multi-functional benefits of open spaces, as follows:

- a) Existing Open Space, including sports and playing pitches (subject to policy **HW3**: Protection and Provision of Indoor and Outdoor Sports Facilities), will be protected unless the requirements of paragraph 7499 of the Framework are met and the findings of any published and adopted needs assessment are met.

- b) Existing Open Space, including sports and playing pitches (subject to policy **HW3: Protection and Provision of Indoor and Outdoor Sports Facilities**), will be protected unless it can be demonstrated that any proposal will not have adverse effects contrary to the landscape, biodiversity and water management requirements of the Local Plan and the requirements set out in the other criteria in this policy are met.
- c) Development will not be permitted on Existing Open Space which is considered essential to the setting, character, recreational benefits for residents, or visual amenities of Key Service Centres, Local Service Centres and rural settlements.
- d) Development will not be permitted on Existing Open Space that makes a positive contribution to the historic environment including the character, appearance and setting of conservation areas and listed buildings, unless the proposal meets the requirements of Policy ENV5.
- e) Development that results in the loss of land used for allotments as shown on the **Policies Map including Inset Plans** will only be permitted when:
  - Suitable, alternative provision is made that is at least equivalent in size and quality to that which will be lost; or
  - It can be demonstrated that there is no longer a community need for the allotments.
- f) Fylde's Public Rights of Way network, comprising footpaths, byways, cycleways and bridleways will be protected and opportunities to extend the network will be safeguarded from development and supported where this improves access to key Green Infrastructure assets, including areas of Green Belt, the two Areas of Separation, the Coastal Change Management Areas and the Lancaster Canal towpath.

## Justification

- 13.37** 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.
- 13.38** Fylde contains significant areas of high quality greenspace that are valuable community assets and intrinsic to the character of Key Service Centre, Local Service Centres and **Tier 1** and **Tier 2** 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 green in Lancashire. Such important green spaces will be protected. **Performance Monitoring Indicator 15**, in **Appendix 8**, sets out a target / policy outcome to achieve net gains in the provision of open space and indoor and outdoor sports facilities.
- 13.39** Public rights of way are routes 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 **ENV3** protects existing public rights of way and policy **T4** facilitates the provision of additional footpaths, cycleways and bridleways where appropriate. LCC has prepared a Rights of Way Improvement Plan.

**13.40** Golf courses in the Borough are privately owned but the Council will work with owners to ensure their long term viability.

**13.41** An Open Space Study Update, together with a new Playing Pitch Strategy were issued in 2016 and have informed the preparation of the Local Plan.

#### Strategic Policy ENV4

##### **Provision of New Open Space (Part of the Green Infrastructure network)**

###### **Amenity Open Space**

Within new housing developments comprising ten or more homes the provision of amenity open space with facilities for children's play (i.e. playgrounds and Multi-Use Games areas including LAPs and LEAPs), 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 safe green 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.

When determining an application for non-strategic sites 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.

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. 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.



### **Developer contributions and the Green Infrastructure network**

Financial contributions will be sought through the Community Infrastructure Levy to assist schemes for other safe green open space where there is an identified need, including the provision of allotments, trees and woodland.

#### **Enhancement**

Where there is an identified over-provision of open space in close proximity to the application site, the monies generated from the development of the site and development in close proximity to it will be used to enhance the quality of, and accessibility to, the existing open space network. Opportunities to link open spaces to create a multi-functional Green Infrastructure network will be maximised. Financial contributions will be sought through the Community Infrastructure Levy (CIL) to assist such schemes.

- (1) Policy **ENV4** does not include the provision, protection or enhancement of indoor and outdoor sports facilities. The provision of indoor and outdoor sports facilities is dealt with under policy **HW3** in chapter 11.

### **Justification**

- 13.42** The Open Space Study Update, 2016 shows that new provision of open space and children's play areas will be required as more development takes place, either through new LEAP and NEAP provision or by increasing existing LAP provision. The Open Space Study Update, 2016 recommends increasing opportunities for activities for young adults and children, in particular, through developing opportunities to improve and further expand existing provision to cater towards older age ranges. The improvement of the quality and variety of play equipment is recommended as a priority in Freckleton and Warton. Open spaces with facilities for children's play will be sought in association with family housing and smaller unit accommodation. Children's play facilities will not be required for flat developments and sheltered housing. However, these more intensive forms of development are likely to require safe green open space for amenity use around them. The formation and retention of management companies, to maintain the network of open space (the Green Infrastructure network) is considered to be Best Practice.
- 13.43** 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. However, the Open Space Study Update, 2016 recommends that the quality of provision of existing amenity greenspace is sustained or improved; and that more formal features, such as benches and landscaping are added in areas of deficiency. In terms of natural and semi-natural greenspaces, the Open Space Study Update, 2016 recommends that the potential of the coastal areas are maximised so as to provide more formal recreational opportunities.
- 13.44** 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.
- 13.45** The Open Space Study Update, 2016 identifies gaps in provision of certain types of open space including the provision of parks and gardens in Warton and Freckleton and in Kirkham and Wesham. The shortage of allotments at Lytham, St Annes, and in the Rural Areas has been

identified as an issue. The Open Space Study Update, 2016 recommends that the Council works with providers to deliver a more co-ordinated approach to the provision of allotments across the Borough including the management of waiting lists and the maintenance of sites. The Study Update also recommends that existing allotments are serviced by adequate ancillary facilities so as to enable maximum use. Provision of cemeteries and burial provision in Fylde should continue to be driven by the demand for burials and assessment of available capacity, as recommended by the Open Space Study Update. 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 encouraged.

- 13.46** There are significant Green Infrastructure assets in Fylde that are not currently achieving their full potential, particularly in terms of access, recreation and tourism. 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 (2015-2032). 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.

#### **Creating linkages within the Green Infrastructure network**

- 13.47** There may also be opportunities to create other Green Infrastructure linkages, such as connecting the Fylde Coast cycle network 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 and 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 route is within their areas, along with other relevant organisations.
- 13.48** Opportunities to link resources within the Green Infrastructure network will be maximised, taking account of the objectives of the Lancashire Green Infrastructure Strategy. The linking of the Green Infrastructure network 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.
- 13.49** 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 Green Infrastructure network will also improve access to open spaces. The key resources and opportunities for linkages and enhancements are identified in the Open Space Study Update, 2016.

- 13.50** 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. Further cross boundary working will be required so as to enable the development, delivery and implementation of a strategic Green Infrastructure network (including green space and blue space) across the Fylde Coast and into neighbouring parts of Lancashire.

### Conserving and Enhancing the Historic and Built Environment

- 13.51** The main objective of the historic and built environment section in this chapter is to protect, conserve and enhance Fylde's historic environment including its many heritage assets and their settings.

### Heritage Assets

- 13.52** 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.

### Built Heritage Strategy for Fylde

- 13.53** The Built Heritage Strategy for Fylde (2015 to 2032) 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: 'To ensure that the distinctive heritage of the Borough is fully appreciated and recognised and that this strategy and associated action plan will seek to protect, conserve and enhance its built heritage for the overall benefit of the community.' (paragraph 2.1, Built Heritage Strategy, 2015) The objectives of the Built Heritage Strategy are:
- i. To bring about an understanding as to why it is important to have a Built Heritage Strategy for the Borough from an economic, social and cultural perspective.
  - ii. To bring about a general awareness of the meaning of 'heritage asset' in the context of the Strategy and to affirm the Council's commitment to protecting existing and potential assets that together will comprise the built heritage of the Borough.
  - iii. To promote a general awareness of legislation, planning policy and the important responsibilities and roles of national bodies and organisations in built heritage matters.
  - iv. To bring about an appreciation of the diverse heritage assets of the Borough and the steps needed to create a framework for the protection and conservation of these important assets.
  - v. To promote community participation in heritage matters, including the role that community groups, amenity bodies and individuals might play in the promotion and appreciation of the built heritage of the Borough.
  - vi. To draw together a series of key issues from the Strategy to form the basis of an implementation programme and action plan to bring about plans, policies and projects aimed at identifying, protecting, managing, conserving and enhancing the heritage assets of the Borough.

- vii. To ensure that the Strategy provides the framework for the full incorporation of built heritage matters into the policies developed within the Borough-wide Local Plan and as a consequence the two documents are fully aligned.

## Heritage Statements

- 13.54** 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 Built Heritage Strategy for Fylde.

### Strategic Policy ENV5

#### Historic Environment

Proposals for development should conserve, protect and, where appropriate, enhance the character, appearance, significance and historic value of Fylde's designated and undesignated heritage assets, in particular:

- The classic seaside resort of St Annes with its seafront, Victorian and Edwardian architecture and pier, together with the Promenade and Ashton Gardens.
- The formal resort of Lytham with the Windmill and Green, and the cultural assets based around Lowther Pavilion and Garden, Lytham Hall and its historic parkland.
- The historic market town of Kirkham and
- The two planned model rural settlements of Singleton and Thistleton.

In addition the Council will:

- Adopt and implement the Built Heritage Strategy for Fylde, together with the provision of further guidance, in the form of a web based resource for developers who propose to alter listed buildings.
- Promote heritage-led regeneration including: The Heritage Parks Initiative – connecting the key historic parks and gardens of Lytham and St Annes; Visual Corridors – enhancing key routes, approaches and gateways into Lytham, St Annes and Kirkham; enhancing the commercial and resort core of St Annes to create a vibrant seaside resort; protecting and enhancing the heritage of Lytham; and revitalising the commercial core of Kirkham.
- Produce Conservation Area Appraisals and Management Plans.
- Identify opportunities to promote the district's heritage assets through tourism, culture and economic development, including Fairhaven Lake.
- Seek to identify local heritage assets.
- Seek opportunities for safeguarding the future of any heritage assets at risk including Lytham Hall.
- Work with partners to design and manage the public realm in historic areas.

- Look for opportunities for new development within the Borough's Conservation Areas and within the setting of heritage assets to enhance or better reveal their significance.

### **Listed Buildings**

Fylde's Listed Buildings and their settings will be conserved and, where appropriate, enhanced. A proposed development which results in any harm to or loss of the significance of a listed building and / or its setting will be refused and only be permitted where any harm is justified by the public benefits of the proposal. Proposals will only be granted in exceptional circumstances where they can be clearly justified in accordance with national planning guidance on heritage assets.

In addition to the requirements of national policy, applications for works to listed buildings including alterations, extensions, changes of use or new development within its curtilage or setting must have regard to the significance of the heritage asset including its archaeological and historic interest.

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 justified in accordance with national planning guidance on heritage assets and all of the following will be required as part of the justification to provide evidence that:

- a. 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;
- b. Reasonable endeavours have been made to seek funding for the heritage assets conversion and;
- c. 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.

Where development proposals lead to less than substantial harm to the significance of a designated heritage asset, this harm shall be weighed against the public benefits of the proposal, including securing its optimum viable use, having special regard to the desirability of preserving the building, its setting and any features of special architectural or historic interest it possesses.

### **Conservation Areas**

Proposals within or affecting the setting of any of the ten designated 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 make a positive contribution to their special character and appearance and setting. Proposals that better reveal the significance of these areas will also be supported.

- 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

There will be a presumption in favour of the retention of buildings and / or features which make a positive contribution to the special character and appearance of a conservation area. Demolition, or other substantial loss or harm to the significance of a building or feature - including trees, landscapes, spaces (public or private open space) and artefacts – that make a positive contribution to the Conservation Area, will only be permitted where this harm is outweighed by the public benefits of the proposal. Such proposals must be accompanied by clear details of the proposal and justify the harm in line with national policy.

Proposals should:

- a. Be appropriate to their context including setting, scale, density and physical characteristics;
- b. Preserve or enhance features making a positive contribution. In particular, design, massing and height of any building should closely relate to adjacent buildings and should not have an unacceptable impact on townscape and landscape;
- c. Not have an unacceptable impact on historic street patterns or roofscape;
- d. Not result in the loss of open space (the Green Infrastructure network);
- e. Retain individual features of interest, e.g. doorways, cobbles, trees, hedges, railings and garden walls;
- f. Reinforce distinctiveness of the area, reflecting the local pallet of materials and local building styles.

### **Public Realm and the Historic Environment**

The public realm needs to be designed appropriately, to reflect the special quality of the historic environment including landscaping, street furniture and materials. The public realm needs to be appropriately managed and maintained, in accordance with the Built Heritage Strategy for Fylde, so that it adds to the character, quality and distinctiveness of the heritage asset.

### **Registered Historic Parks and Gardens**

Proposals that result in harm to the significance of a Registered Historic Park and Garden or its setting will not be permitted.

Proposals affecting any of the following three Registered Historic Parks and Gardens or newly designated Historic Parks and Gardens:

- Ashton Gardens, St Annes
- Promenade Gardens, St Annes
- Lytham Hall Park, Lytham

should ensure that development does not cause harm to the enjoyment, layout, design, quality, character, appearance or setting of that landscape, cause harm to key views from or towards these landscapes or prejudice their future restoration.

#### **Locally important heritage assets**

Fylde has a number of assets of historic interest, which whilst not statutorily protected, make an important contribution to the distinctive character of the area. These include Fairhaven Lake, Clifton Hall, Singleton Hall, Memorial Park in Kirkham, Lytham Park cemetery gardens and the Lancaster Canal. The Council recognises the importance of these assets and will therefore designate such assets through a Local List to strengthen the presumption in favour of their conservation.

Development which would remove, harm or undermine the significance of a locally important heritage asset, or its contribution to the character of the area, will only be permitted where robust evidence can demonstrate that the public benefits of the development would outweigh the harm based on a balanced judgement.

Where the loss of a locally listed asset is permitted, the following will be required:

- a. Survey and recording of the asset which may include archaeological investigation, which should be deposited with the local Historic Environment Record.
- b. The replacement building must be of a suitable quality and design and contribute to enhancing local character and identity.
- c. The salvage and reuse of materials and special features on site or nearby.

#### **Scheduled monuments and other archaeological remains**

Development which would result in harm to the significance of a scheduled monument or other nationally important archaeological sites will not be permitted unless it can be demonstrated that the public benefits which cannot be met in any other way would clearly outweigh the harm.

Where there is known or potential non-designated archaeology, developers will be expected to investigate the significance of any archaeology prior to the determination of an application for the site. Where this demonstrates that the significance is equivalent to that of designated archaeology, proposals which cause harm to or loss will not be supported.

Where proposals affect non-designated archaeology of local significance, this will be a material consideration when determining any planning applications for development.

Developers need to undertake research at an appropriate early stage to establish whether or not archaeology exists or whether there is the potential for it to exist in order to inform decisions in respect of the site.

Where it can be demonstrated that the substantial public benefits of any proposals outweigh the harm, the Council will need to consider the significance of remains and seek to ensure mitigation of damage through preservation of the remains *in situ* as a preferred solution. Where this is not justified, the developer will be required to make adequate provision for excavation and recording

before and / or during development. Proposals should also demonstrate how the public understanding and appreciation of such sites could be improved.

### 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

- 13.55** 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 **ENV5** 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

- 13.56** 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. The target / policy outcome of **Performance Monitoring Indicator 16**, in **Appendix 8**, is for a reduction in the number of heritage assets on Historic England's 'At Risk' register by the end of the plan period in 2032.
- 13.57** 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.
- 13.58** The Council is considering through the Built 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

- 13.59** ~~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.



- 13.60** 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 **ENV5** will also apply to the heritage assets on the local list.
- 13.61** In formulating a local list, it will 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 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.
- 13.62** 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 role they play in conserving them.

### Conservation Areas

- 13.63** 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, overlooked 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.
- 13.64** **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. The Memorial Park, in Kirkham, is an open landscape of local interest in relation to the historical elements of its layout.
- 13.65** 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.

- 13.66** 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 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 green and backdrop of trees contribute to the rural character of the conservation area.
- 13.67** Legislation requires councils to prepare character appraisals and subsequent management plans for conservation areas. These are aimed at evaluating their essential characteristics and are subsequently used to identify future proposals for preserving and enhancing the area. They become important planning documents. The Council will prepare up to date appraisals and management plans as soon as possible.
- 13.68** 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.
- 13.69** 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. Future appraisals and management plans will 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.
- 13.70** Advice to property owners, in the form of leaflets, or on the Council’s website, has proved useful. There is specific value in providing guidance and information in relation to conservation issues and the Built Heritage Strategy for Fylde promotes this type of initiative.
- 13.71** 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 will form an integral part of the conservation area appraisals and subsequent management plans.
- 13.72** Historic England offers practical advice on the process of appraisals and management plans including guidance which is suitable for volunteers who wish to be engaged in the process.
- 13.73** The Council will take the lead role in preparing a Good Design SPD, which will include a section setting out best practice in terms of new development within conservation areas.

## Public Realm

- 13.74** In the case of conservation areas, the design, management and maintenance of the public realm is an important element of the character and a particularly important indicator of the quality of place.
- 13.75** 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 conservation area.
- 13.76** 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.
- 13.77** 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.
- 13.78** 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 style. 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.
- 13.79** The two adjoining suburbs of Ansdell and Fairhaven 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 current financial year, i.e. 2015 / 16 and will effectively extend the theme of the first two phases.
- 13.80** 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. This incorporates 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.

- 13.81** 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 2016 to 2032 and identifies locations that are the subject of initiatives for the upgrading of 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.
- 13.82** 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 Chapter 8 of this Local Plan.
- 13.83** Kirkham 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 LCC. 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 the plan period. The regeneration initiatives in Kirkham are having a positive benefit on enhancing the heritage of the town and supporting the local economy.
- 13.84** 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.
- 13.85** Wrea Green Parish Council has expressed a desire to undertake some enhancements to the conservation area, which is, for the most part, focused on The Green. This could include new street lighting, consolidation of street furniture, traffic management around The Grapes Public House and improved surfacing. Discussions with the Parish Council are under way to develop the proposals.
- 13.86** 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 Staining. A scheme for the enhancement of Staining will be agreed between the Parish and Borough. It will be implemented early in the plan period.

### Registered Historic Parks and Gardens

- 13.87** 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.

- 13.88** 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.
- 13.89** Lytham Hall is the centrepiece of the adjoining parkland. The designated Historic Park and Garden also includes the adjoining Home Farm. 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 Lytham Hall and the Town Centre.
- 13.90** 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. The Council intends 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.
- 13.91** 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.
- 13.92** 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.
- 13.93** 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.
- 13.94** In terms of the restoration of registered Historic Park and Gardens, the emphasis has been and will remain of a genuinely 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

- 13.95** 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

- 13.96** There are a known number of sites within the Borough with archaeological significance as well as potentially undiscovered sites. 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. Evidence has come to light in Elswick and Clifton where archaeology has provided clues to the lifestyle of mediaeval rural settlements 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.
- 13.97** The Council will continue to liaise with LCC on these issues. In the case of particularly important sites, the Council will request that LCC prepares a specific brief setting out what is required of the developer in respect of archaeological information that will be required to accompany a planning or listed building application.
- 13.98** In addition, there are heritage assets of local interest that may not meet the criteria for statutory designation but merit protection.

## Cross boundary working on Heritage Assets

- 13.99** 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 a pilot 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 Council 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 Built Heritage Strategy for Fylde and the associated Action Plan and will be achieved through the 'Duty to Cooperate'.

## Cross Cutting Themes In Chapter 13:

### Promoting Health and Wellbeing

The maintenance of the 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). 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). In the same way, 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 the existing Green Infrastructure network 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 Built Heritage Strategy for Fylde and the Council's intention to prepare a 'Good Design in Conservation Areas' document.

### **Strategic Objectives**

The following strategic objective is achieved in this chapter on the Natural, Historic and Built Environment

Objective 2: To maintain, improve and enhance the environment.

### **Fylde Council's Corporate Plan 2016-2020 Priorities**

The following Corporate Plan priorities will be delivered through Chapter 13:

- Deliver high quality parks and open spaces (Clean and green)
- Recognise the significance of our heritage assets (A great place to live)
- Maximise the natural assets of our coast and countryside by improving their facilities (A great place to visit)

### **Fylde Council's Corporate Plan 2016-2020 Actions**

The following Corporate Plan actions will be delivered through Chapter 13:

- Develop and implement a policy to protect our heritage (A great place to live)

Maximise the natural assets of our coast and countryside by improving their facilities (A great place to visit)





## 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 (2012))~~

~~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 HCA.~~
- ~~• **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.~~
- ~~• **Low cost home ownership (to be completed on publication of Government definition)**~~

~~For the purposes of policy H4 in Chapter 9, in addition to **Registered Providers**, as defined in the Housing Act 2004, the Local Planning Authority will treat the delivery of affordable housing by a body which is not a Registered Provider, but is able to assure the Council that it operates to the same codes of practice as a Registered Provider. 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.~~

### Affordable Housing (Definitions from the Framework (2021))

Housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers); and which complies with one or more of the following definitions:

a) **Affordable housing for rent:** meets all of the following conditions: (a) the rent is set in accordance with the Government's rent policy for Social Rent or Affordable Rent, or is at least 20% below local market rents (including service charges where applicable); (b) the landlord is a registered provider, except where it is included as part of a Build to Rent scheme (in which case the landlord need not be a registered provider); and (c) it includes provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision. For Build to

Rent schemes affordable housing for rent is expected to be the normal form of affordable housing provision (and, in this context, is known as Affordable Private Rent).

b) **Starter homes:** is as specified in Sections 2 and 3 of the Housing and Planning Act 2016 and any secondary legislation made under these sections. The definition of a starter home should reflect the meaning set out in statute and any such secondary legislation at the time of plan-preparation or decision-making. Where secondary legislation has the effect of limiting a household's eligibility to purchase a starter home to those with a particular maximum level of household income, those restrictions should be used.

c) **Discounted market sales housing:** is that sold at a discount of at least 20% below local market value. Eligibility is determined with regard to local incomes and local house prices. Provisions should be in place to ensure housing remains at a discount for future eligible households.

d) **Other affordable routes to home ownership:** is housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market. It includes shared ownership, relevant equity loans, other low cost homes for sale (at a price equivalent to at least 20% below local market value) and rent to buy (which includes a period of intermediate rent). Where public grant funding is provided, there should be provisions for the homes to remain at an affordable price for future eligible households, or for any receipts to be recycled for alternative affordable housing provision, or refunded to Government or the relevant authority specified in the funding agreement.

### **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.

### **Areas of Separation**

Areas of countryside separating existing settlements and associated built-up areas that contribute to preserving the open gaps that protect the distinctive identity of the individual settlements. Development within an Area of Separation is restricted to prevent harm to the effectiveness of the gap between the settlements that would compromise the function of the Area of Separation, prevent the merging of settlements and the loss of the individual identity and distinctiveness 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.

### **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 Change Management Areas**

The River Wyre and its estuary to the north; and 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.

### **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 apartments 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 focused 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 principally provides paid employment. This could include any type of employment use, including agriculture, and may not be restricted to B1, B2 and B8 land uses.

### **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 Management**

The process of balancing the needs of flood defence with the needs of the environment and people.

### **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.

## **Foreshore**

The area between the lowest level of tide to the highest level of tide.

## **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 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 in the countryside 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 network**

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, greens, open spaces, degraded land, private gardens, wildlife habitats, parks, fields, land in the countryside, 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 for Traveller Sites, Gypsies and Travellers are persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, 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, 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 and disposal, recycling;
- **Information and communications technology:** ~~telecommunications~~ electronic communications, 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 service, ambulance and HM coastguard;
- **Green infrastructure network:** open space, parks, children's play areas, sports pitches and courts, 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;
- **Public realm**
- **Affordable Housing**
- **Culture and leisure:** museums and galleries, performance venues, sports and fitness centres.

### **Infrastructure Delivery Plan (the 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 rural settlements 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.

#### **LAP**

Local Area for Play (and informal recreation), aimed at very young children. Minimum size 0.01ha, minimum dimensions 10 x 10 metres, minimum activity zone of 100 square metres, minimum separation distance between activity zone and boundary of dwellings 5 metres.

#### **LEAP**

Local Equipped Area for Play (and informal recreation), aimed at children who can go out to play independently. Minimum size 0.04ha, minimum dimensions 20 x 20 metres, minimum activity zone of 400 square metres, minimum separation distance between activity zone and the habitable room facade of dwellings 20 metres.

#### **Large Developed Sites in the Countryside**

Large developed sites in the Countryside are those sites listed within Policy **GD5** only.

#### **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 (i.e. Grade I, Grade II\* and Grade II).

#### **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. The Partnerships 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 must be taken into account in the preparation of local and neighbourhood development plans and it is a material consideration in planning decisions. The original version of the Framework was published in March 2012. A revised version of the Framework was published in July 2018, and a further version with minor revisions was published in February 2019. A further revised version was published in July 2021. All references to the Framework refer to the revised version published in July 2021, except where specified to the contrary in the text. This Fylde Local Plan to 2032

(incorporating Partial Review) incorporates revisions to ensure that the Local Plan remains compliant with the Framework.

### **Natura 2000 sites**

A network of nature protection areas in the territory of the European Union. It is made up of Special Areas of Conservation (SACs) and Special Protection Areas (SPAs) designated respectively under the Habitats Directive and Birds Directive. The network includes both terrestrial and marine sites (Marine Protected Areas).

### **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.

### **Non Strategic Sites**

Sites that could accommodate between 10 and 99 homes.

### **Open space (part of the Green Infrastructure network)**

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.

### **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, the Green Infrastructure network 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.

### **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).

### **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 Planning 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 planning 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, hostels, B and B's and Inns (definition taken from the Fylde Coast sub-regional Visitor Accommodation Study, 2009)

### **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, i.e. Fylde Coast or Central Lancashire.

### **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, 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.

## Appendices

1. [Schedule of saved policies from the Fylde Borough Local Plan \(As Altered\), October 2005 and policies from the Fylde Local Plan to 2032 \(as adopted\) that are superseded by policies in the Partial Review](#)
2. **Housing Trajectory**
3. **Retail – Town, District and Local Centre Boundaries Review**
4. **Holiday Area(s) Boundary Review**
5. **Sea Front Area(s) Boundary Review**
6. **Existing Employment Sites Review**
7. **Biological Heritage Sites in Fylde**
8. **Performance Monitoring Framework**
9. **Evidence Base**





## **Appendix 1: Schedule of saved policies from the Fylde Borough Local Plan (As Altered), October 2005 and policies from the Fylde Local Plan to 2032 (as adopted) that are superseded by policies in the Partial Review**

**This is a schedule of saved policies from the Fylde Borough Local Plan (As Altered) October 2005, which are to be replaced by policies in the new Fylde Local Plan to 2032 (incorporating Partial Review), or are addressed by the National Planning Policy Framework (known as the Framework), or are no longer required.**

The following policies from the Fylde Borough Local Plan (As Altered), October 2005 were saved via two Directions under Paragraph 1(3) of Schedule 8 to the Planning and Compulsory Purchase Act 2004, from the Secretary of State for Communities and Local Government:

- Fylde Borough Local Plan, May 2003 = 18 September 2007; and
- Fylde Borough Local Plan As Altered, October 2005 = 2 October 2008

Only two policies in the Fylde Borough Local Plan (As Altered), October 2005 were not saved and they were:

- Policy **HL1** – The Quantitative Housing Issue / Affordable Housing; and
- Policy **TR9** – Car Parking Within New Developments.

The table below sets out which of the saved Fylde Borough Local Plan (As Altered), October 2005 policies are replaced by:

- Policies in the Fylde Local Plan to 2032 (incorporating Partial Review);
- National Policy set out in the NPPF; and
- Those policies which are no longer required.

<b>Policies in the Fylde Borough Local Plan (As Altered), October 2005</b>	<b>To be replaced by policies in the Fylde Local Plan to 2032 <u>(incorporating Partial Review)</u></b>	<b>To be replaced by the Framework</b>	<b>No longer required</b>
<b>SP1</b> – Development within settlements	Policy <b>GD1</b> - Settlement Boundaries		
<b>SP2</b> -Development in Countryside Areas	Policy <b>GD4</b> – Development in the Countryside		

<b>Policies in the Fylde Borough Local Plan (As Altered), October 2005</b>	<b>To be replaced by policies in the Fylde Local Plan to 2032 (<u>incorporating Partial Review</u>)</b>	<b>To be replaced by the Framework</b>	<b>No longer required</b>
<b>SP3</b> – Development in Green Belt	Policy <b>GD2</b> – Green Belt		
<b>SP4</b> – Kirkham Prison	Policy <b>GD5</b> – Large Developed Sites in the Countryside and Green Belt		
<b>SP5</b> – Conversion of Existing Buildings Outside Settlements	Policy <b>H7</b> - Replacements of, and Extensions to, Existing Homes in the Countryside		
<b>SP6</b> – Conversion of agricultural buildings to residential use	Policy <b>GD8</b> – Demonstrating Viability and Policy <b>EC2</b> – Employment Opportunities and Policy <b>EC7</b> –Tourism Accommodation		
<b>SP7</b> – Large Developed sites in the Countryside	Policy <b>GD5</b> – Large Developed Sites in the Countryside and Green Belt and Policy <b>EC6</b> – Leisure, Culture and Tourism Development		
<b>SP8</b> – Expansion of Existing Business and Commercial Operations	Policy <b>EC2</b> – Employment Opportunities		
<b>SP9</b> – Diversification of the Rural Economy	Policy <b>EC2</b> – Employment Opportunities and Policy <b>EC6</b> – Leisure, Culture and Tourism Development		

<b>Policies in the Fylde Borough Local Plan (As Altered), October 2005</b>	<b>To be replaced by policies in the Fylde Local Plan to 2032 <u>(incorporating Partial Review)</u></b>	<b>To be replaced by the Framework</b>	<b>No longer required</b>
<b>SP10, SP11, SP12, SP13</b> – Agricultural Workers Dwellings, Rural Business set up	Policy <b>GD8</b> – Demonstrating Viability  and  Policy <b>H7</b> - Replacements of, and Extensions to, Existing Homes in the Countryside  and  Policy <b>EC6</b> – Leisure, Culture and Tourism Development		
<b>SP14</b> – Special Needs Dwellings in the Countryside	Policy <b>H7</b> - Replacements of, and Extensions to, Existing Homes in the Countryside		
<b>SP15</b> – North of BAE Runway	Policy <b>T2</b> – Warton Aerodrome		
<b>SP16</b> – Weeton Camp	Policy <b>GD5</b> – Large Developed Sites in the Countryside and Green Belt		
<b>HL2</b> – Development Management Criteria for Housing Proposals	Policy <b>GD7</b> – Achieving Good Design in Development		
<b>HL3</b> – Rural Exception Sites Affordable Housing	Policy <b>H6</b> -  Isolated New Homes in the Countryside		
<b>HL4</b> – Enlargement and Replacement of Rural Dwellings	Policy <b>H7</b> -  Replacements of, and Extensions to, Existing Homes in the Countryside		

<b>Policies in the Fylde Borough Local Plan (As Altered), October 2005</b>	<b>To be replaced by policies in the Fylde Local Plan to 2032 (<u>incorporating Partial Review</u>)</b>	<b>To be replaced by the Framework</b>	<b>No longer required</b>
<b>HL5</b> – House extensions	Policy <b>GD7</b> – Achieving Good Design in Development and Policy <b>H7</b> -  Replacements of, and Extensions to, Existing Homes in the Countryside		
<b>HL6</b> – Design of Residential Estates	Policy <b>GD7</b> – Achieving Good Design in Development		
<b>HL7</b> and <b>HL8</b> – Sites for Travelling Showpeople	Policy <b>H5</b> – Gypsies, Travellers and Travelling Showpeople’s Sites		
<b>EMP1</b> - Business and industrial land allocations	Policy <b>EC1</b> - Overall Provision of Employment Land and Existing Employment Sites		
<b>EMP2</b> – Existing Business and Industrial Areas	Policy <b>EC1</b> - Overall Provision of Employment Land and Existing Employment Sites		
<b>EMP3</b> – Business and industrial uses outside defined areas	Policy <b>EC2</b> – Employment Opportunities		
<b>EMP4</b> – Buffer Zones and landscaping on industrial areas	Policy <b>ENV1</b> - Landscape		
<b>EMP5</b> – Hazardous Installations		Paragraph <del>164</del> <u>97</u> of the Framework	
<b>TR1, TR2, TR3</b> and <b>TR4</b> – Pedestrians, Bridleways, Cyclists and Public Transport	Policy <b>T4</b> -  Enhancing Sustainable Transport Choice		

Policies in the Fylde Borough Local Plan (As Altered), October 2005	To be replaced by policies in the Fylde Local Plan to 2032 <u>(incorporating Partial Review)</u>	To be replaced by the Framework	No longer required
<b>TR5</b> – Large scale development and public transport	Policy <b>M1</b> – Masterplanning the Strategic Locations for Development  and Policy <b>T4</b> – Enhancing Sustainable Transport Choice		
<b>TR6</b> – Existing Car Parks			√
<b>TR7</b> – Additional on street parking			√
<b>TR8</b> – Additional off street parking			√
<b>TR10</b> – Car park development criteria			√
<b>TR11</b> – Safeguarded land for the Fylde Coast Easterly By-Pass			√
<b>TR12</b> – Warton By-Pass			√
<b>TR13</b> – St Annes to M55 Link Road	Policy <b>T1</b> – Strategic Highway Improvements		
<b>TR14</b> – Safeguarded land around Blackpool Airport	Policy <b>T3</b> – Blackpool Airport		
<b>TR15</b> – Motorway Service Centres			√
<b>TREC1</b> – Provision of Holiday accommodation	Policy <b>EC7</b> - Tourism Accommodation		

Policies in the Fylde Borough Local Plan (As Altered), October 2005	To be replaced by policies in the Fylde Local Plan to 2032 ( <u>incorporating Partial Review</u> )	To be replaced by the Framework	No longer required
<b>TREC2</b> – Secondary Holiday Areas			√
<b>TREC3</b> – Tourist Accommodation outside Lytham St Annes	Policy <b>EC7</b> –Tourism Accommodation		
<b>TREC4</b> – Ribby Hall Leisure Village	Policy <b>EC6</b> – Leisure, Culture and Tourism Development		
<b>TREC5</b> – Major Tourism Development		Paragraphs <del>26 and 27</del> <u>90 and 91</u> of the Framework	
<b>TREC6</b> and <b>TREC7</b> – Static Holiday Caravan and Chalet Sites and Touring Caravan and Camping Sites	Policy <b>EC7</b> –Tourism Accommodation		
<b>TREC8</b> – New tourism and leisure facilities within the seafront at St Annes / Fairhaven	Policy <b>EC6</b> – Leisure, Culture and Tourism Development		
<b>TREC9</b> – Re-development of St Annes Pier	Policy <b>EC6</b> – Leisure, Culture and Tourism Development		
<b>TREC10</b> – Rural Recreational Development	Policy <b>EC6</b> – Leisure, Culture and Tourism Development		

Policies in the Fylde Borough Local Plan (As Altered), October 2005	To be replaced by policies in the Fylde Local Plan to 2032 <u>(incorporating Partial Review)</u>	To be replaced by the Framework	No longer required
<b>TREC11</b> – Lancaster Canal Corridor	Policy <b>INF2</b> – Developer Contributions  and  Policy <b>EC6</b> – Leisure, Culture and Tourism Development  and  Policy <b>ENV3</b> – Protecting Existing Open Space (Part of the Green Infrastructure network)  and  Policy <b>ENV5</b> – Historic Environment		
<b>TREC12</b> – Indoor Sports provision	Policy <b>INF1</b> - Service Accessibility and Infrastructure  and  Policy <b>HW3</b> –  Protection and Provision of Indoor and Outdoor Sports Facilities		
<b>TREC13</b> – Existing areas of Public Open Space	Policy <b>ENV3</b> – Protecting Existing Open Space (Part of the Green Infrastructure network)		
<b>TREC14</b> – Safeguarded Recreational Areas			√

<b>Policies in the Fylde Borough Local Plan (As Altered), October 2005</b>	<b>To be replaced by policies in the Fylde Local Plan to 2032 <u>(incorporating Partial Review)</u></b>	<b>To be replaced by the Framework</b>	<b>No longer required</b>
<b>TREC15</b> and <b>TREC16</b> – Golf Courses and other outdoor facilities requiring extensive areas of open land		Paragraph <del>28</del> <u>84</u> of the Framework	
<b>TREC17</b> – Amenity Open Space and Children’s play facilities within housing development	Policy <b>ENV4</b> - Provision of new Open Space (Part of the Green Infrastructure network)		
<b>TREC18</b> – Development on Allotments	Policy <b>ENV3</b> – Protecting Existing Open Space (Part of the Green Infrastructure network)		
<b>TREC19</b> – Development and ancillary leisure uses in the area of Blackpool Airport	Policy <b>T3</b> – Blackpool Airport		
<b>EP1</b> – Environmental improvement areas			√
<b>EP2</b> – Open Spaces of special local character within Towns and Villages	Policy <b>ENV3</b> – Protecting Existing Open Space (Part of the Green Infrastructure network)		



Policies in the Fylde Borough Local Plan (As Altered), October 2005	To be replaced by policies in the Fylde Local Plan to 2032 ( <u>incorporating Partial Review</u> )	To be replaced by the Framework	No longer required
<p><b>EP3</b> - Development within a Conservation Area</p> <p><b>EP4</b> – Change of use or additions to a Listed Building</p> <p><b>EP5</b> - Demolition of a Listed Building</p> <p><b>EP6</b> – Historic Parks and Gardens</p> <p><b>EP7</b> and <b>EP8</b> – Removal of local features</p>	Policy <b>ENV5</b> – Historic Environment		
<b>EP9</b> – Advertisement Designs	Policy <b>GD7</b> – Achieving Good Design in Development		
<b>EP10</b> – Important habitats	Policy <b>ENV2</b> - Biodiversity		
<b>EP11</b> – New development in rural areas	Policy <b>ENV1</b> - Landscape		
<b>EP12</b> and <b>EP13</b> – Trees, Woodlands and Hedgerows	Policy <b>ENV3</b> – Protecting Existing Open Space (Part of the Green Infrastructure network)		
<b>EP14</b> – Landscape planting in new development	Policy <b>ENV4</b> – Provision of new Open Space (Part of the Green Infrastructure network)		
<b>EP15</b> , <b>EP16</b> and <b>EP17</b> – Nature Conservation, SSSIs, BHSs	Policy <b>ENV2</b> - Biodiversity		

<b>Policies in the Fylde Borough Local Plan (As Altered), October 2005</b>	<b>To be replaced by policies in the Fylde Local Plan to 2032 (<u>incorporating Partial Review</u>)</b>	<b>To be replaced by the Framework</b>	<b>No longer required</b>
<b>EP18</b> – Existing natural features	Policy <b>M1</b> – Masterplanning the Strategic Locations for Development  and Policy <b>ENV1</b> - Landscape		
<b>EP19</b> – Special Protected Sites	Policy <b>ENV2</b> - Biodiversity		
<b>EP20</b> – Open Coastline	Policy <b>ENV1</b> - Landscape		
<b>EP21</b> - Archaeology	Policy <b>ENV5</b> – Historic Environment		
<b>EP22</b> – Protection of agricultural land	Policy <b>GD1</b> – Settlement Boundaries		
<b>EP23</b> – Development that would affect coastal waters, rivers, etc,  <b>EP24</b> – Development affecting ground water  <b>EP25</b> – Sewage and Sewage Treatment Works	Policy <b>CL1</b> – Flood Alleviation, Water Quality and Water Efficiency  and Policy <b>INF1</b> - Service Accessibility and Infrastructure		
<b>EP26</b> – Air Pollution		Paragraph <del>124</del> <u>186</u> of the Framework	
<b>EP27</b> – Noise Pollution		Paragraph <del>123</del> <u>185</u> and <u>187</u> of the Framework	
<b>EP28</b> – Light Pollution		Paragraph <del>125</del> <u>185</u> of the Framework	
<b>EP29</b> – Contaminated Land	Policy <b>GD9</b> – Contaminated Land		

<b>Policies in the Fylde Borough Local Plan (As Altered), October 2005</b>	<b>To be replaced by policies in the Fylde Local Plan to 2032 <u>(incorporating Partial Review)</u></b>	<b>To be replaced by the Framework</b>	<b>No longer required</b>
<b>EP30</b> – Flood Risk	Policy <b>CL1</b> – Flood Alleviation, Water Quality and Water Efficiency  and Policy <b>CL2</b> – Surface Water Run-off and Sustainable Drainage	Paragraphs <del>100</del> <u>159-169</u> of the Framework	
<b>EP31</b> – The Fylde Aquifer			√
<b>SH1</b> – Primary Shopping Frontages at Kirkham	Policy <b>EC5</b> - Vibrant Town, District and Local Centres		
<b>SH2</b> – Secondary Shopping Frontages at Kirkham	Policy <b>EC5</b> - Vibrant Town, District and Local Centres		
<b>SH3</b> – Primary Shopping Frontages at St Annes	Policy <b>EC5</b> - Vibrant Town, District and Local Centres		
<b>SH4</b> – Secondary Shopping Frontages at St Annes	Policy <b>EC5</b> - Vibrant Town, District and Local Centres		
<b>SH5</b> – Primary and Secondary Frontages of St Annes Town Centre	Policy <b>EC5</b> - Vibrant Town, District and Local Centres		
<b>SH6</b> – Wood Street Lytham	Policy <b>EC5</b> - Vibrant Town, District and Local Centres		
<b>SH7</b> – Primary Shopping Frontages at Lytham	Policy <b>EC5</b> - Vibrant Town, District and Local Centres		

<b>Policies in the Fylde Borough Local Plan (As Altered), October 2005</b>	<b>To be replaced by policies in the Fylde Local Plan to 2032 (<u>incorporating Partial Review</u>)</b>	<b>To be replaced by the Framework</b>	<b>No longer required</b>
<b>SH8</b> – Secondary Shopping Frontages at Lytham	Policy <b>EC5</b> - Vibrant Town, District and Local Centres		
<b>SH9</b> – Land uses appropriate to a town centre	Policy <b>EC5</b> - Vibrant Town, District and Local Centres		
<b>SH10</b> – Small Scale shopping within local shopping centres and villages	Policy <b>EC5</b> - Vibrant Town, District and Local Centres		
<b>SH11</b> – Sites for foodstores, community facilities or local health centres	Policy <b>EC5</b> - Vibrant Town, District and Local Centres		
<b>SH12</b> – Local shopping centres – changes from retail to non-retail uses	Policy <b>EC5</b> - Vibrant Town, District and Local Centres		
<b>SH13</b> and <b>SH14</b> – Proposals for retail development at edge of centre and out of centre sites	Policy <b>EC5</b> - Vibrant Town, District and Local Centres	Paragraphs <b>24, 25, 26, 27-87-91</b> of the Framework	
<b>SH15</b> – Small scale retail units outside defined centres	Policy <b>EC5</b> - Vibrant Town, District and Local Centres	Paragraph <b>25-89</b> of the Framework	
<b>SH16</b> – Restaurants, cafes and hot food takeaways in defined centres	Policy <b>EC5</b> - Vibrant Town, District and Local Centres		
<b>CF1</b> – Provision of Community Facilities	Policy <b>INF1</b> - Service Accessibility and Infrastructure		

Policies in the Fylde Borough Local Plan (As Altered), October 2005	To be replaced by policies in the Fylde Local Plan to 2032 ( <u>incorporating Partial Review</u> )	To be replaced by the Framework	No longer required
<b>CF2</b> – Site for a new school at Mowbreck Lane, Wesham	Policy <b>HW2</b> – Community Facilities		
<b>CF3</b> – Re-development of redundant school sites			√
<b>CF4</b> – Development of children’s day nurseries and nursery schools	Policy <b>INF1</b> - Service Accessibility and Infrastructure		
<b>CF5</b> – Development of residential care facilities	Policy <b>INF1</b> - Service Accessibility and Infrastructure		
<b>CF6</b> – Community use of school facilities			√
<b>CF7</b> – Overhead power lines within conservation areas			√
<b>CF8</b> – Major telecommunications development		Paragraph 43 <u>115</u> of the Framework	
<b>CF9</b> – Development of wind turbines	Policy <b>CL3</b> – Renewable and Low Carbon Energy Generation – excluding onshore wind turbines		

**This is a schedule of policies from the Fylde Local Plan to 2032, which are to be superseded by the policies in the Partial Review-of the Fylde Local Plan to 2032.**

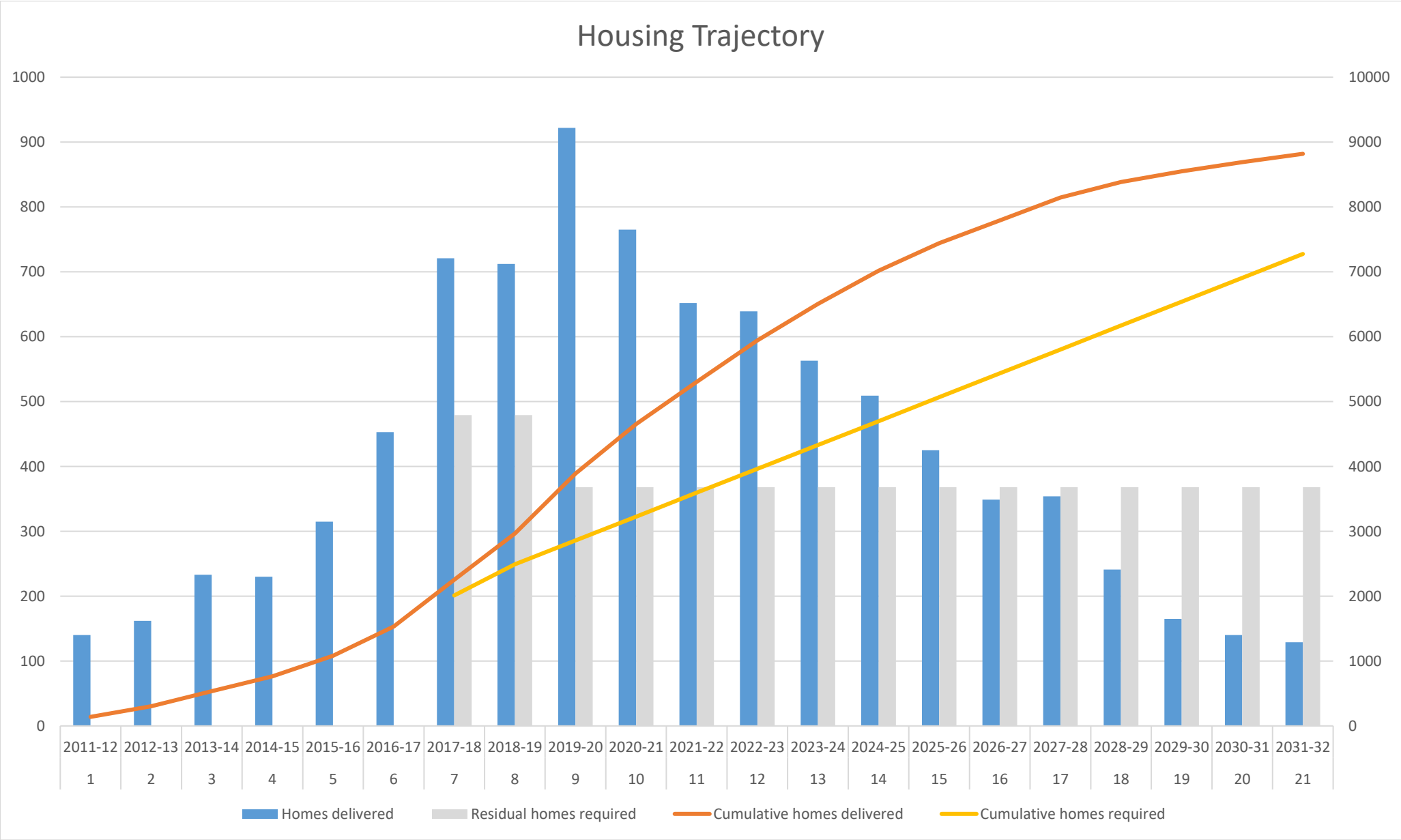
	<u>Policies in the Fylde Local Plan to 2032 to be superseded by the Partial Review.</u>
<u>1.</u>	<u>Policy <b>DLF1</b>: Development Locations for Fylde</u>
<u>2.</u>	<u>Policy <b>GD4</b>: Development in the Countryside</u>

<u>3.</u>	<u>Policy <b>GD7</b>: Achieving Good Design in Development</u>
<u>4.</u>	<u>Policy <b>EC5</b>: Vibrant Town, District and Local Centres</u>
<u>5.</u>	<u>Policy <b>H1</b>: Housing Delivery and the Allocation of Housing Land</u>
<u>6.</u>	<u>Policy <b>H6</b>: Isolated New Homes in the Countryside</u>
<u>7.</u>	<u>Policy <b>ENV1</b>: Landscape</u>
<u>8.</u>	<u>Policy <b>ENV2</b>: Biodiversity</u>
<u>9.</u>	<u>Policy <b>ENV3</b>: Protecting Existing Open Space (Part of the Green Infrastructure network)</u>

## Appendix 2: Housing Trajectory









## Appendix 3: Retail – Town, District and Local Centre Boundaries Review

### Proposed changes

#### **TOWN CENTRES**

##### **Lytham**

1. Extension of boundary along north side of Market Square to include (8) The Lytham Clinic.
2. Exclusion of C3 dwellings east of road on Hastings Place and extend boundary to include council offices to the west of the road.
3. Exclusion of C3 dwellings near Methodist Church on Westby Street
4. Extension of boundary west on southern side of Church Road to include as far as number 19 (number 17 is residential)
5. Exclusion of numbers 8, 9, 10 Queen Street and draw boundary more tightly around the backs of properties on Church Road.
6. Extension of boundary north-west to include Fire Station, Art Society Headquarters, Garage, Stringers, Booths, Scouts and Sea Scouts.
7. 14 Queen Street is a café but difficult to include within the boundary of the town centre.

##### **St Annes**

1. Inclusion of St David's Road South within the boundary, with proposed exclusion of one unit on St Alban's Road.
2. Contraction of boundary to the north west to exclude Ashton View along St George's Road; Ashton Garden Court, 6 dwellings and former Petros House on St Andrews Road North. Further contraction of the boundary to exclude the tracks of the South Fylde Rail Line and an area of landscaping to the north of North Crescent.
3. Contraction of boundary on St Anne's Road West to exclude gardens to the front of apartments.
4. Extension of boundary on Clifton Drive South (numbers 304 to 288) to include bank, A2 offices and Public Offices. Extension of boundary on Clifton Drive South (number 325) to include A2 office.
5. Extension of boundary on Orchard Road (number 25 – Westmorland House Government Offices 'odd' and numbers 28 – 36 'even') to include job centre and range of A2, D1 and B1 units.
6. Extension of boundary on Park Road (Numbers 13 – 19 'odd' and 26 – Adele House 'even') to include A1, A2, Sui Generis (Nail bar).
7. Extension of boundary along Richmond Road between Westmoreland Government Offices and Adele House to include job centre and A2 offices.

8. Contraction of boundary to rear of St Andrew's Road South to follow property boundaries, not the railway line.

**Kirkham**

1. Extension of boundary to include number 27A Station Road.
2. Contraction of boundary to delete Birley Street (East Side).

**DISTRICT CENTRES**

**Ansdell**

1. Exclusion of two units at the north west of Woodlands Road.

**LOCAL CENTRES**

**Freckleton**

1. Extension of boundary to north to include The Plough Public House and Lorenzo's Restaurant.
2. Contraction of boundary to north of Preston Old Road to exclude numbers 5 – 9.
3. Contraction of boundary to south of Preston Old Road to exclude number 32.

**Alexandria Drive, St. Annes** - no change

**Headroomgate Road, St. Annes** - no change

**St. Alban's Road St. Annes** - no change

**St. David's Road North, St. Annes** - proposed amendment (extension) – numbers 191 and 191A St David's Road North

**NEW LOCAL CENTRES**

**Warton** - This is proposed to have a new Local Centre by the end of the Plan period.

**Whitehills (Fylde-Blackpool Periphery Strategic Location for Development)** – This is proposed to have a new Local Centre by the end of the Plan period.

**Whyndyke** - This is proposed to have a new Local Centre by the end of the Plan period.

## Appendix 4: Holiday Area(s) Boundary Review

‘Primary Holiday Area’ designation is not a term which is still considered to be relevant. There is no need to distinguish between Primary Holiday Areas as Secondary Holiday Areas were not taken forward in the Local Plan at the Preferred Option stage, the Revised Preferred Option stage or the Publication stage.

‘Holiday Area’ is considered to be a more appropriate designation.

### **North Promenade, St Annes**

Two hotels lie within the previous Primary Holiday Area on North Promenade. They do not form a contiguous frontage as they are at opposite ends of the previous Primary Holiday Area. It is not considered that they represent an area.

Holiday Area designation does not now apply at North Promenade, St Annes.

### **South Promenade, St Annes**

The previous Primary Holiday Area at South Promenade, St Annes has been split into two smaller areas:

- i. Designate from St Ives Hotel to Mode Hotel as one Holiday Area; and
- ii. Designate from the Grand Hotel to the Carlton Hotel as one Holiday Area.

### **Clifton Drive South, St Annes**

1. Designate the cluster of five hotels from Numbers 305 to 299 on Clifton Drive South in St Annes as a Holiday Area.



## Appendix 5: Sea Front Area(s) Boundary Review

### **The North Promenade and South Promenade Sea Front Area, St Annes**

The North Promenade and South Promenade Sea Front Area is to be reduced in size and is to be renamed 'The Island' Sea Front Area in policy **EC6** on Leisure, Culture and Tourism Development, in Chapter 8, due to the unique concentration of such large scale uses within its defined area. The car parks are not suitable to be included in this policy. The Promenade Gardens are different in character to the Sea Front Area, due to their historic nature and their designation as a Historic Park and Garden.

**Action:** Take the Island Sea Front Area forward.

### **Fairhaven Lake Sea Front Area, Ansdell / Fairhaven**

Fairhaven Lake forms a high quality, historic and distinctive heritage asset, the area is very different in character from the Island Sea Front Area due to its historic character. The Leisure, Culture and Tourism Development policy is therefore not relevant. Rather, Fairhaven Lake should be subject to policy **ENV5**: Historic Environment in Chapter 13.

**Action:** Remove the Fairhaven Lake Sea Front Area.





## Appendix 6: Existing Employment Sites Review

SITE NAME	RECOMMENDATION
<b><u>Lytham</u></b>	
Preston Road, Lytham	Edge of settlement employment area, including boat storage area. This area should remain in employment use. If however its partial redevelopment becomes integral to overcoming access constraints on the remaining undeveloped lands north of Liggard Brook, then any scheme should include employment uses.
Dock Road, Lytham	Edge of settlement employment area. The remaining employment premises should be protected against further residential development.
Boundary Road, Lytham	Low grade, edge of settlement industrial estate comprising a mix of larger companies and smaller engineering / motor trade occupiers. The industrial estate should therefore be retained and protected as an established local employment area. The lack of alternative infill / expansion options suggest that the former Stanways Site should be retained for employment uses.
AXA/AEGON Offices, Ballam Road, Lytham	Area is in active use by three key local employers and should be protected.
AXA Building, North Warton Street, Lytham	Area is in active use and should be protected.
Jubilee House, Lytham	Large, multi-storey office building in a prominent location close to the Lytham Sea Front. In active use should be protected.
<b><u>St Annes</u></b>	
Scafell Road, Snowdon Road, Everest Road Industrial Area, St Annes	Low grade, edge of settlement industrial estate with trade and office uses. The industrial estate should be retained and protected as an established local employment area.

SITE NAME	RECOMMENDATION
Blackpool Airport, Squires Gate, Blackpool Airport Corridor	Good quality mixed-use employment area. Office uses should be protected from further retail / food development.
Town Hall, St Annes	Established offices in St Annes Town Centre
Westmorland House, St Annes	Established offices in St Annes Town Centre; prior approval granted for change of use to 25 residential apartments
Queensway Industrial Estate, Snowdon Road, St Annes	<p>Although the estate is generally of low quality, it is a useful source of budget accommodation to local bad neighbour occupiers. This includes waste disposal services. The estate is almost fully occupied and most land and property is well used.</p> <p>There is a 3.8ha greenfield expansion site to the east which could be connected to the existing industrial estate via Snowdon Road or Scafell Road, expansion options elsewhere are constrained by adjacent uses (housing and Blackpool Airport). The industrial estate should therefore be retained and protected as an established local employment area. The lack of alternative infill/expansion options suggest that the allocated expansion site should be retained for employment uses.</p>
<b><u>Kirkham</u></b>	
St Georges Park, Kirkham	High quality office park, with main road frontage, along with a large factory. Successful office park and the only significant source of high quality offices outside of Whitehills Business Park. The area should be protected for office uses only.
Kirkham Trading Park	Good quality, successful trade park which is almost fully occupied. It should therefore be protected for employment uses.

SITE NAME	RECOMMENDATION
Progress Mill, Orders Lane, Kirkham	Successful, multi-let scheme. In particular it provides some of the only small storage units and 'starter' office suites in the borough. It should therefore be protected.
Marquis Street/Richard Street, Kirkham	Established urban industrial estate providing budget / moderate accommodation to local firms. At present most of these properties are in use.
Wareing's Site, Blackpool Road, Kirkham	Rural facility for a large local employer. New build facility for a key local employer.
<b><u>Freckleton</u></b>	
Naze Lane, Freckleton	Small, rural industrial estate in an isolated location to the south of BAE Systems, Warton. The industrial estate provides accommodation for a key local employer and should be protected. However, access to the estate (via Freckleton and along rural roads) is constrained.
Freckleton Boatyard, Freckleton	Active boatyard. The facility should be adopted as an employment area in the development plan
<b><u>Warton</u></b>	
BAE Systems, Warton	Secure aircraft production facility, including runways and wind tunnel. Boundary of established area may alter if – through Call for sites it is decided to release some of land proposed for BAE for retail / Local Centre
Land Registry, Warton	Active government office, which should be retained in employment use.
Former RAF Camp, Hillock Lane, Warton	Good quality, self-contained research and development facility, including a vehicle test track, in rural location. The area should be protected.
Braithwaites Yard Business Park, Warton	The farm now operates as a small industrial/trade estate.

<b>SITE NAME</b>	<b>RECOMMENDATION</b>
Freckleton Boatyard, Warton	Active boatyard. The facility should be adopted as an employment area in the development plan
<b><u>Wesham</u></b>	
Whitworth Street, Wesham	Operational factory with no known plans for relocation. Area should be protected for employment use.
Mill Farm, Fleetwood Road, Wesham	Small, informal business park in converted farm buildings on a main road location. Farm has diversified to become a small business park.
<b><u>Whitehills</u></b>	
Whitehills Park	Good quality business park, on a main road location close to the Blackpool / Fylde boundary. A premier business park for Fylde.
Blackpool and Fylde Industrial Estate, Whitehills	A key employment area for Fylde, well located on the boundary with Blackpool and close to the terminus of the M55. The estate should therefore be protected
Peel Hall Business Village, Peel Road, Whitehills	Small, good quality established rural business park.
<b><u>Newton</u></b>	
Dingle Farm Rural Business Park, Newton	Farm conversion to provide a workshop scheme in an isolated rural location. The farm now operates as a small business park.
<b><u>Wrea Green</u></b>	
Brook Mill, Station Road, Wrea Green	Large converted mill in an edge of settlement location. Moderately successful multi-let scheme, providing budget / moderate quality premises for local firms. It is the only source of employment space in Wrea Green and should therefore be protected.

SITE NAME	RECOMMENDATION
<b><u>Clifton</u></b>	
Clifton Marsh Depot, Clifton	Moderately successful multi-let scheme providing smaller workshop accommodation to local motor trade firms.
<b><u>Weeton</u></b>	
Mythop Lodge, Mythop Road, Weeton with Preese	The farm now operates as a small business park (albeit currently vacant) and is the only employment area north of the M55.
<b><u>Greenhalgh</u></b>	
Laleham, Bradshaw Lane, Greenhalgh	Facility producing toiletry goods and distributing them. These premises should be protected.
<b><u>Salwick</u></b>	
Westinghouse Springfields, Salwick	Nationally important licensed nuclear facility which the occupier intends to retain in the long term.



## Appendix 7: Biological Heritage Sites in Fylde

### Fylde Summary Listing

Site Name	Grid Reference	Flora / Fauna
Lytham Foreshore Dunes and Saltmarsh	SD330275	Coastal Habitats, Flowering Plants and Ferns, Butterflies and Moths, Mosses and Liverworts, Molluscs
Clifton Hospital Site, Lytham St Annes	SD336279	Coastal Habitats, Flowering Plants and Ferns, Mosses and Liverworts, Molluscs
Royal Lytham St Annes Golf Course	SD337282	Coastal Habitats, Flowering Plants and Ferns
Lytham Hall Woods, Lytham St Annes	SD357281	Birds
St Annes's Old Links Golf Course and Blackpool South Railway Line, Lytham St Annes	SD315305	Coastal Habitats, Flowering Plants and Ferns
Pond West of Chain Lane, Staining	SD349355	Ponds, Flowering Plants and Ferns
Westby Clay Pit, Westby with Plumpton	SD356310	Amphibians, Flowering Plants and Ferns
Great Plumpton Sidings, Westby with Plumpton	SD387336	Artificial Habitats, Flowering Plants and Ferns
Willowmead Park Swamp (Moss Side), Westby with Plumpton	SD387305	Mammals
Lytham Moss	SD351305	
Smithy Farm Pond, Staining	SD352364	Ponds, Flowering Plants and Ferns

Shard Bridge Field Ditch, Skippool	SD368408	Flowering Plants and Ferns
Skippool Marsh and Thornton Bank	SD358414	
Warton Brows, Bryning with Warton	SD415269	Grassland, Flowering Plants and Ferns
Freckleton Naze, Freckleton	SD434278	Flowering Plants and Ferns, Grassland, Coastal Habitats
Pippy Lane Banks, Newton with Clifton	SD468291	Birds, Artificial Habitats
River Ribble, Lower Tidal Section, Lea, Newton with Clifton, Freckleton, Penwortham, Hutton (Preston / South Ribble)	SD478286	Habitat Mosaic, Coastal Habitats, Rivers and Streams, Artificial Habitats, Flowering Plants and Ferns
Savick Bridge, Lea, Preston	SD477298	Swamp and Fen, Flowering Plants and Ferns
Lea Marsh, Lea, Preston	SD481293	Coastal Habitats, Flowering Plants and Ferns
St George's Park Swamp, Kirkham	SD413324	Flowering Plants and Ferns
Wesham Marsh, Medlar with Wesham	SD419337	Habitat Mosaic, Birds, Flowering Plants and Ferns
Freshfield Farm Pond, South, Freckleton	SD435307	Molluscs, Other Invertebrates
Freshfield Farm Pond, North, Freckleton	SD435309	Mosses and Liverworts, Other Invertebrates
Medlar Meadows, Medlar with Wesham	SD420351	Birds
Medlar Ditch, Medlar with Wesham	SD421355	Flowering Plants and Ferns
Bucks Moss Wood, Salwick	SD460323	Woodland and Scrub
Deepdale Wood, Salwick	SD471315	Woodland and Scrub



SFL Springfields Works Ponds, Salwick	SD475315	Amphibians
River Wyre – Upper Tidal Section, Out Rawcliffe / Little Eccleston with Larbreck (Wyre)	SD405413	Coastal Habitats, Flowering Plants and Ferns
Lancaster Canal, whole length in Lancashire	SD527302 to SD521767	Artificial Habitats, Flowering Plants and Ferns
Lytham Moss Copses, Lytham St Annes	SD341298	Birds
Black Poplar at Newton Crossroads, Newton	SD44633125	Flowering Plants and Ferns
King Edward VII and Queen Mary School Playing Fields Margins, Lytham, St Annes	SD337278	Coastal Habitats, Flowering Plants and Ferns
River Wyre – Upper Tidal Section, Out Rawcliffe / Little Eccleston with Larbreck	SD405413	Coastal Habitats, Flowering Plants and Ferns



## Appendix 8: Performance Monitoring Framework

### Monitoring

The purpose of this Performance Monitoring Framework is to identify the key indicators that will be used to monitor the delivery of policies contained in the Local Plan.

Monitoring is an essential part of the planning process. By monitoring the progress toward achieving objectives using targets and indicators, contingency plans can be introduced if policies are failing, or policies can be adapted in light of changing circumstances. Targets and indicators, along with the results of the monitoring process, will be reported through the Authority Monitoring Report (AMR).

The AMR is a key component of the Local Plan and measures the success of policies against a series of national and local indicators. It aims to show whether policies are achieving their objectives and whether sustainable development is being delivered, whether the assumptions and objectives behind policies are still relevant and whether the targets in the Local Plan are being met. The AMR is made up of a series of documents which will be updated annually as and when information becomes available.

The Planning and Compulsory Purchase Act (as amended by the provision of the Localism Act, 2011) requires that authorities publish Monitoring Reports, at least yearly, to report progress on the implementation of the Local Development Scheme (i.e. the timetable for the preparation and adoption of the Local Plan) and the extent to which the policies in the Plan are being delivered. The requirement to produce 'Authorities Monitoring Reports' came into effect on 15 January, 2012. These reports will be a key method of reporting on the progress of the Local Plan. They will include the reporting of indicators which is an important tool in measuring whether delivery of the Local Plan is on course and whether any actions are needed to address issues raised through the monitoring process such as under or over delivery of certain policies. They will also enable a picture of trends to be established over time, which may highlight emerging issues, which will inform the review of the Local Plan.

The Council will also keep under review the wider contextual issues, national, regional and local levels, which impact upon the Borough and the Local Plan, which is essential as the Local Plan timescale runs from 1 April 2011 to 31 March 2032. It is anticipated that the macro-economic climate will change over this timescale and that this could impact on the Plan. The regular review of the evidence base, including key documents such as the SHMA; the monitoring of wider contextual information and the monitoring of the policies are key in assessing whether the Local Plan will need to be reviewed.

The Performance Monitoring Framework of key policies in the Local Plan, set out below, identifies indicators relevant to the objectives of the Local Plan. Monitoring will help to identify how well the policies are working and also identify any deficiencies in the performance of policies. If any Trigger for Action points are reached, this will invoke the Contingency/Action required: these are set out in the table.

The Local Plan seeks to manage development in Fylde, which will require efficient and effective delivery of development proposals and service improvements. Implementation of these will require action by a range of public, private and voluntary organisations.

The Local Plan will be monitored at the end of each financial year in March, so as to ensure that its policies are effective and reflect changing circumstances nationally, sub-regionally and locally. The Framework sets out four tests of soundness which the Local Plan is expected to conform to, one of which is that the Plan needs to be 'effective' (the Framework). One of the ways effectiveness can be demonstrated is that the Plan is able to be monitored.

The Performance Monitoring Framework sets out the key performance indicators and their targets during the Local Plan period, to 2032.

There are **seventeen performance monitoring indicators** in the Local Plan. This relatively small number of targets has been chosen for inclusion in the Performance Monitoring Framework so as to avoid duplicate, unreliable or difficult to collect indicators; to ensure that the indicators chosen align closely with the strategic objectives and the key planning policies and to focus on achievable targets in accordance with the Local Plan's vision for Fylde. Indicators and targets have not been set out for every policy in the Local Plan.

The indicators aim to monitor the performance of the key policies, rather than measure wider outcomes. The **seventeen performance monitoring indicators** have reliable data sources, baseline information, where appropriate, and achievable targets. The AMR will assess the performance of the Local Plan against the indicators and targets in the Performance Monitoring Framework. Where this indicates that targets are not being met, the Council will, where possible, seek to remedy poor performance prior to any review of the targets. Where possible, the same indicators will be used throughout the life of the Local Plan. However, some indicators and targets may change as information becomes more or less readily available, as objectives are achieved, or as new priorities are set. When this occurs, the AMR will explain the changes and track the new indicators and targets. In the longer term, the results of the monitoring will be used to review the Local Plan.

Indicator Number	Local Plan Policies	Performance Monitoring Indicator(s)	Target / Policy Outcome	Trigger for Action	Contingency / Action	Key Delivery Partners
1	<b>S1:</b> The Settlement Hierarchy; <b>DLF1:</b> Development Locations for Fylde; and <b>H1:</b> Housing Delivery and the Allocation of Housing Land	Annual net homes completions against the residual number required for <del>2018</del> <u>2019</u> -2032 of <del>479</del> <u>368</u> homes per annum.	Annual net homes completions to be at least the residual number required for <del>2018</del> <u>2019</u> -2032 of <del>479</del> <u>368 homes</u> per annum.	(1) Failure to deliver 95% of the residual number over a 3-year rolling period, i.e. <del>1,365</del> <u>1,049</u> net homes over 3 years; (2) Failure to deliver 85% of the requirement over a 3-year rolling period, i.e. <del>1,221</del> <u>938</u> net homes over 3 years (3) Failure to deliver <del>65%</del> <u>75%</u> of the requirement over a 3-year rolling period, i.e. <del>934</del> <u>828</u> net homes over 3 years	(1) Prepare and publish an action plan setting out key reasons for the situation and actions the Council and other parties need to take; (2) Plan for a 20% buffer on the Council's five year housing land supply, if necessary by bringing additional sites forward into the supply; (3) the presumption in favour of sustainable development as set out in the Framework would apply. A review of housing allocation policies will be conducted, to consider the need to allocate sites in order to prevent the continuation of the operation of the presumption in favour of sustainable development.	Fylde Council, Developers, Housing Associations and Infrastructure Providers.

Indicator Number	Local Plan Policies	Performance Monitoring Indicator(s)	Target / Policy Outcome	Trigger for Action	Contingency / Action	Key Delivery Partners
<b>2</b>	<b>S1:</b> The Settlement Hierarchy; <b>DLF1:</b> Development Locations for Fylde; and <b>H1:</b> Housing Delivery and the Allocation of Housing Land	Number of years' supply of housing deliverable within 5 years (plus the required buffer) calculated using the Liverpool approach.	To have a minimum of 5 years' supply (plus the required buffer) of housing land calculated using the Liverpool approach.	Having fewer than 5 years' supply (plus the required buffer) calculated using the Liverpool approach	Consider granting planning permission for sites of between 10 and 15 homes on sites not allocated in the plan, adjacent to the settlement boundaries of the Strategic Locations for Development.	Fylde Council, Developers, Housing Associations and Infrastructure Providers.
<b>3</b>	<b>S1:</b> The Settlement Hierarchy; <b>DLF1:</b> Development Locations for Fylde; and <b>H1:</b> Housing Delivery and the Allocation of Housing Land	Total number of homes (net) delivered within the plan period measured against the Housing Trajectory.	To deliver a minimum of <b>8,715 7,275 homes</b> (net) over the plan period from 1 April 2011 to 31 March 2032.	20% shortfall on the cumulative requirement of the Housing Trajectory	Consider reviewing site allocation policies	Fylde Council, Developers, Housing Associations and Infrastructure Providers.

Indicator Number	Local Plan Policies	Performance Monitoring Indicator(s)	Target / Policy Outcome	Trigger for Action	Contingency / Action	Key Delivery Partners
4	<b>DLF1:</b> Development Locations for Fylde; <b>SL1, SL2, SL3</b> and <b>SL4:</b> Strategic Locations for Development; <b>SL5:</b> Development Sites outside the Strategic Locations for Development; and <b>H1:</b> Housing Delivery and the Allocation of Housing Land	Proportion of net homes completed in the Strategic Locations for Development (taken together). Proportion of net homes completed in the Non-strategic Locations.	Cumulative homes completed from the start of the Plan period on 1 April 2011 located within -  Strategic Locations for Development: 90%  Non-strategic Locations: 10%	Cumulative homes completed from the start of the Plan period on 1 April 2011 located within -  Strategic Locations for Development: fewer than 80%  Non-strategic Locations more than 15%	Consider the reasons for the imbalance in delivery compared to the target and whether there are any obstacles to delivery affecting sites in particular locations.	Fylde Council, Housing Associations, Developers and Infrastructure Providers.

Indicator Number	Local Plan Policies	Performance Monitoring Indicator(s)	Target / Policy Outcome	Trigger for Action	Contingency / Action	Key Delivery Partners
5	<b>EC1:</b> Overall Provision of Employment Land and Existing Employment Sites	Employment land take-up : cumulative take-up of allocated employment land for employment development from the start of the plan period on 1 April 2011, compared to the requirement of 60.6 Ha (gross requirement) during the plan period divided pro-rata.	Cumulative take-up of land for employment development from the start of the plan period on 1 April 2011, to be at least 90% of the requirement of <b>60.6</b> Ha (gross requirement) at the end of the plan period.	Cumulative take up of allocated employment land for employment development less than 50% of the expected pro-rata amount, or more than 150% of the expected pro-rata amount.	Where take up of allocated employment land for employment development is higher than expected, consider review of allocation policies. Where take-up is lower, consider whether there are obstacles to take-up on particular sites that could be overcome.	Fylde Council, Businesses, Developers, Investors and Infrastructure Providers.
6	<b>EC3</b> Lancashire Advanced Engineering and Manufacturing (AEM) Enterprise Zone at BAE Systems, Warton	Cumulative additional jobs created in Fylde over the plan period to date as a direct consequence of the incentives provided by the Enterprise Zone	Cumulative additional jobs created in Fylde in line with projection	Cumulative additional jobs created in Fylde varies from projection by more than 50%	Review whether the annual housing requirement for Fylde remains aligned with jobs growth within the borough as a whole.	Fylde Council, Businesses, Developers and Investors.
7	<b>EC4</b> Blackpool Airport Enterprise Zone	Cumulative additional jobs created in Fylde over the plan period to date as a direct consequence of the incentives provided by the Enterprise Zone	Cumulative additional jobs created in Fylde in line with projection	Cumulative additional jobs created in Fylde varies from projection by more than 50%	Review whether the annual housing requirement for Fylde remains aligned with jobs growth within the borough as a whole.	Fylde Council, Businesses, Developers and Investors.



Indicator Number	Local Plan Policies	Performance Monitoring Indicator(s)	Target / Policy Outcome	Trigger for Action	Contingency / Action	Key Delivery Partners
8	H2: Density and Mix of New Residential Development	Density of completed housing development sites. To be calculated using a net developable site area of 60% of the site area for strategic sites..	<b>30 homes per hectare</b> or more achieved on completed new-build sites representing at least 90% of the dwellings within those sites in any given year in Strategic Locations for Development, Key Service Centres, Local Service Centres and in <b>Tier 1:</b> Larger Rural Settlements and <b>Tier 2:</b> Smaller Rural Settlements. To be calculated using a net developable site area of 60% of the site area for strategic sites.	30 homes per hectare or more achieved on completed sites representing 75% or fewer of the dwellings within those sites in any given year in Strategic Locations for Development, Key Service Centres, Local Service Centres and in Tier 1: Larger Rural Settlements and Tier 2: Smaller Rural Settlements. . To be calculated using a net developable site area of 60% of the site area for strategic sites.	Review how the policy is being applied, the age and circumstances of the planning permissions to which the completions relate where the target was not met; if the policy has been applied accurately to the permissions which led to the trigger being applied, consider whether the policy needs to be reviewed.	Fylde Council, Housing Associations, Registered Providers, HCA, private landlords and Developers.

Indicator Number	Local Plan Policies	Performance Monitoring Indicator(s)	Target / Policy Outcome	Trigger for Action	Contingency / Action	Key Delivery Partners
9	H2 Density and Mix of New Residential Development	Proportion of dwellings with full planning permission and on sites which are not yet completed that will have: 1 bedroom; 2 bedrooms; 3 bedrooms; 4 bedrooms; 5 or more bedrooms. Information will be derived from the approved planning applications.	At least 50% of dwellings to have 1, 2 or 3 bedrooms. At least 33% of dwellings at non-strategic locations to have 1 or 2 bedrooms. These targets will be adjusted in response to the findings of future Housing Needs Assessments conducted on behalf of the Council.	Less than 50% of dwellings to have 1, 2 or 3 bedrooms. Less than 33% of dwellings at non-strategic locations to have 1 or 2 bedrooms. These triggers will be adjusted in response to the findings of future Housing Needs Assessments conducted on behalf of the Council.	Review how the policy is being applied, the age and circumstances of the planning permissions where the target was not met; if the policy has been applied accurately, consider whether the policy needs to be reviewed.	Fylde Council, Housing Associations, Registered Providers, HCA, private landlords and Developers.
10	H4: Affordable Housing	Percentage of market housing schemes of 10 or more homes granted planning permission that provide 30% affordable homes.	All market housing schemes of 10 or more homes to provide <b>30%</b> affordable homes.	Fewer than 90% of market housing schemes of 10 or more homes granted planning permission in any given year provide 30% affordable homes.	Consider the circumstances of the permissions granted that have led to the trigger. If a generalised viability problem is indicated, consider a review of the requirement in the policy.	Fylde Council, Housing Associations, Registered Providers, HCA, private landlords and Developers.

Indicator Number	Local Plan Policies	Performance Monitoring Indicator(s)	Target / Policy Outcome	Trigger for Action	Contingency / Action	Key Delivery Partners
11	<b>HW1:</b> Health and Wellbeing	Number of Health Impact Assessments (HIA) submitted alongside major planning applications on Strategic Sites.	Health Impact Assessments (HIA) submitted alongside all major planning applications on Strategic Sites.	Planning Application for a Strategic Site validated without a Health Impact Assessment having been submitted	Review how the requirement for HIAs is being implemented.	Fylde Council, Lancashire Public Health and Health Agencies.
12	<b>INF2:</b> Developer Contributions	Number, Type and Location of Infrastructure Projects delivered.	All projects listed within the IDP delivered, or commenced delivery, during the plan period.	Failure to deliver a project that then results in a delay to the delivery of development sites allocated in the plan.	Work with lead organisations and developers to unblock delivery of infrastructure projects. If necessary review alternative ways of meeting the infrastructure need.	Fylde Council, Developers and Infrastructure Providers.
13	<b>CL1:</b> Flood Alleviation, Water Quality and Water Efficiency; <b>SL1, SL2, SL3</b> and <b>SL4:</b> Strategic Locations for Development; and <b>SL5:</b> Development Sites outside the Strategic Locations for Development	Number of planning applications granted permission for inappropriate development in Flood Risk Zones 2 and 3.	No planning applications granted permission for inappropriate development in Flood Zones 2 and 3.	Planning application for inappropriate development in Flood Risk Zones 2 and/or 3 granted planning permission contrary to Environment Agency advice.	Consider how the policy is being applied	Fylde Council and Environment Agency.

Indicator Number	Local Plan Policies	Performance Monitoring Indicator(s)	Target / Policy Outcome	Trigger for Action	Contingency / Action	Key Delivery Partners
14	ENV2: Biodiversity	Change in areas of land covered by local, national or international policy protections for biodiversity, or areas provided for biodiversity in mitigation through developments.	Net gains in areas of land specifically dedicated to and protected for biodiversity.	Fall in areas of land specifically dedicated to and protected for biodiversity.	Consider whether the fall in the areas of dedicated land has been offset by more effective use of the area of land that remains for biodiversity. If not, consider a review of how the policies have been applied.	Fylde Council, Lancashire County Council, Natural England and Lancashire Wildlife Trust.
15	ENV3: Protecting Existing Open Space (the Green Infrastructure network); and HW3: Protection and Provision of Indoor and Outdoor Sports Facilities	Amount of indoor and outdoor sport, recreation and open space gained, and lost to other uses , measured both by number and type of facilities, and by amount of space of each type (with reference to the typology used in the Open Space Study).	Net gains in indoor and outdoor sports facilities and open space provision.	Unexpected specific losses of facilities (without like for like replacement).	Consider how the policy is being applied, whether any means exist of preventing or mitigating any loss.	Fylde Council, Sport England, Lancashire Sport, parish and town councils, sports clubs, schools and Developers.

Indicator Number	Local Plan Policies	Performance Monitoring Indicator(s)	Target / Policy Outcome	Trigger for Action	Contingency / Action	Key Delivery Partners
16	ENV5: Historic Environment	Number of Heritage Assets on Historic England's 'At Risk' register. Number of heritage assets at risk on Fylde's Local List of Heritage Assets (once established).	Reduction in the number of heritage assets on the Historic England's 'At Risk' register. Reduction in the number of heritage assets considered to be "at risk" on the local list of heritage assets once established.	Identification of a heritage asset newly listed on "at risk" register. Periodic increase in the number of heritage assets on the "at risk" register in the borough. Identification of a locally listed heritage asset that could be at risk through periodic review.	Consider how the Council can contribute to measures to improve the condition of the "at risk" heritage assets. Consider whether the policy is contributing to the neglect of heritage assets, and if so, consider whether the policy should be reviewed.	Fylde Council, Historic England, Developers and architects.
17	EC1: Overall Provision of Employment Land and Existing Employment Sites	Cumulative additional jobs created in Fylde from the start of the plan period	Cumulative additional jobs created in Fylde in line with projection	Cumulative additional jobs created in Fylde varies from projection by more than 50%	Review whether the annual housing requirement for Fylde remains aligned with jobs growth within the borough as a whole.	Fylde Council, Businesses, Developers and Investors.



## Appendix 9: Evidence Base

### Comprehensive List of Evidence

#### Regulations

Below are the regulations that the Local Plan must comply with:

- Town and Country Planning (Local Planning) (England) (Regulation 2012)
- Town and Country Planning Regulations 2004
- Community Infrastructure Levy Regulations (2010, 2011, 2012, 2013, 2014, 2015)

#### General

Below is a list of general evidence that has been used to inform the Local Plan.

- Ambition Lancashire Sustainable Community Strategy (2005-2025), 2008 edition
- Commissioning Plan for Fylde 2015-16, May 2015
- Fylde Borough Area Profile 2012
- Fylde Borough Council Authority Monitoring Reports
- Fylde Borough Council Corporate Plan
- Fylde Borough Local Plan (as Altered: October 2005)
- Fylde Cultural Strategy, December 2013
- Fylde Local Plan Interim Sustainability Appraisal, 2012
- Fylde Local Plan Sustainability Appraisal Scoping Report, 2010
- Fylde Sustainable Community Strategy 2008-2018
- Fylde Sustainable Community Strategy Delivery Plan 2011/12
- Fylde Authority Monitoring Report
- National Planning Policy Framework, 2012
- National Planning Policy Framework, 2018
- National Planning Policy Framework, 2019
- National Planning Policy Framework, 2021
- Planning Practice Guidance (PPG: March 2014 to June 2021)
- North West of England Regional Spatial Strategy to 2021, 2008
- Parish Plans
- Saint Anne's on the Sea Neighbourhood Development Plan, 2017
- Bryning-with-Warton Neighbourhood Development Plan, 2017
- Sites Assessment Background Paper, 2016
- Economic Viability Assessment of the Emerging Fylde Local Plan to 2032
- Area of Separation Background Paper, November 2014
- Strategic Sites Assessment, December 2015
- Fylde Community Safety Partnership - Strategic Assessment 2015
- Settlement Hierarchy Background Paper 2016
- Housing Needs and Requirement Background Paper 2020
- Five Year Housing Land Supply Annual Position Statement 2020
- Implications of NPPF19 for FLP32
- References to NPPF12 within the Fylde Local Plan to 2032

## **Provision of homes in Fylde**

**Below is a list of housing evidence that has been used to inform the Local Plan.**

- Fylde Coast Housing Strategy, 2009
- Fylde Coast Strategic Housing Market Assessment, 2008
- Fylde Coast Strategic Housing Market Assessment, 2014
- Fylde Coast SHMA Addendum 1 (November 2014) (including Rural Housing Needs Study)
- Fylde Coast SHMA Addendum 2 (May 2015)
- Fylde Addendum 3: Analysis of the OAN in light of the 2014-based SNPP and SNHP (2017)
- Fylde Housing Land Availability Schedule (published annually)
- Fylde Housing Needs and Demand Study update, 2007
- Fylde Housing Needs Assessment, 2012
- Fylde Strategic Housing Land Availability Assessment (SHLAA) (2012 and 2015)
- Homes and Communities Agency Design and Quality Standards, 2007
- Investing in our Homes and Community – Fylde Coast Local Investment Plan 2011-2014
- Lancashire Sub-Regional Gypsy and Traveller Accommodation and Related Services Assessment, 2007
- Planning Policy for Traveller Sites, 2015
- Fylde Coast Gypsy and Traveller Accommodation Assessment, 2014
- Gypsy and Traveller Accommodation Assessment Update, 2016
- Specialised Housing Background Paper, 2016

## **Fylde Economy**

**Below is a list of economy-related evidence that has been used to inform the Local Plan**

- Fylde Borough Council Regeneration Framework, 2010
- Fylde Regeneration Framework, 2016
- Fylde Coast Retail Study, 2011
- Fylde Coast Retail Study Update, 2013
- Fylde Coast Sub-regional Visitor Accommodation Study, 2009
- Fylde Economic Development Strategy and Action Plan 2008-2021
- Fylde Employment Land and Premises Study, 2012
- Fylde Business and Industrial Land Schedule, 2015
- Fylde Sub-Region Employment land Review: Summary Statement, 2010
- Lancashire County Economic Assessment, 2011
- Planning for Growth Statement, 2011
- Plan for Growth, 2011
- Lancashire Enterprise Zone (Warton) Local Development Order No.1, 2012 and 2015
- Lancashire Enterprise Zone (Warton) Phase 1 Masterplan, 2014
- Lancashire Strategic Economic Plan, 2014
- Lancashire Growth Deal (2015)
- Locally Set Floorspace Threshold, 2014
- Lytham St Anne's '2020 Vision' for the Visitor Economy and 'Classic Resort' Status, 2009
- St Anne's Seafront Masterplan, 2008
- Independent Assessment of the Economic Prospects of Fylde (2017)
- Blackpool Airport Enterprise Zone - Memorandum of Understanding November 2016
- Blackpool Airport Enterprise Zone Draft Masterplan, 2017



## **Climate Change, Renewable Energy and Flood Risk**

**Below is a list of evidence in relation to climate change, renewable energy and flood risk that has been used to inform the Local Plan**

- Draft Blackpool and Fylde Coast Protection Strategy, 2011
- Regional Flood Risk Appraisal, 2008
- Fylde Strategic Flood Risk Assessment, updated 2011
- Lancashire and Blackpool Local Flood Risk Management Strategy 2014-2017 (2014)
- Lancashire Climate Change Actions for Tomorrow 2009/2010
- Lancashire Climate Change Strategy (2009 – 2020)
- Lancashire Preliminary Flood Risk Assessment, 2011
- Landscapes sensitive to wind development in Lancashire, 2005
- Lancashire Sustainable Energy Study 2011 and update 2012
- North West River Basin Management Plan, 2009
- UK Renewable Energy Strategy, 2009
- Regional Flood Risk Appraisal, 2008
- Ribble Catchment Flood Management Plan, 2009
- Ribble Flood Risk Management Plan, 2014
- North West England and North Wales Shoreline Management Plan, 2010
- Water Cycle Strategy for Blackpool and Central Lancashire, 2011

## **Natural Environment and Heritage**

**Below is a list of evidence in relation to the natural environment and heritage that has been used to inform the Local Plan.**

- Biodiversity Action Plan for Lancashire, 2001
- Fylde Coast Cultural Strategy 2009-2014
- Fylde Council Coastal Strategy (2015-2032), 2015
- Fylde Green Infrastructure Strategy, 2011
- Fylde Open Space, Sport and Recreation Study: Strategy and Action Plan, 2008
- Fylde Open Space Study Update, 2016
- Fylde Playing Pitch Strategy and Action Plan, 2016
- Fylde Playing Pitch Strategy Assessment Report, 2016
- Fylde Sand Dunes Management Action Plan, 2008
- Lancashire Historic Towns Survey, 2006
- Built Heritage Strategy for Fylde, 2015
- Landscape Strategy for Lancashire – Landscape Character Assessment, 2000
- Landscape Strategy for Lancashire – Landscape Strategy, 2000
- Marine Policy Statement, 2011
- North West Green Infrastructure Guide, 2008
- A Local List of Lancashire's Unregistered Historic Designed Landscapes, 2013
- Strategic Site Options: Landscape Assessment, 2016
- Lancashire Ecological Network Approach, 2013
- Improving our Bathing Waters across the Fylde Peninsula Action Plan

## **Infrastructure and Transport**

**Below is a list of infrastructure and transport evidence that has been used to inform the Local Plan.**

- Fleetwood – Thornton Area Action Plan – Appendix B: Sustainable Transport Strategy
- Fylde Car Park Strategy, 2013
- Lancashire Local Transport Plan 3 (2011-2021) and Implementation Plan
- Central Lancashire Highways and Transport Masterplan, 2013
- Fylde Coast Highways and Transport Masterplan, 2015
- The Lancashire Strategic Transport Prospectus, 2016
- Lancashire Minerals and Waste Local Plan Core Strategy (2009-2021)
- Lancashire Minerals and Waste Site Allocations and Development Management Policies DPD Part One and Part Two, September 2013





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