



# Agenda

## Planning Committee

Date:	Wednesday, 28 July 2021 at 10:00 am
Venue:	Town Hall, St Annes, FY8 1LW
Committee members:	<p>Councillor Trevor Fiddler (Chairman)</p> <p>Councillor Richard Redcliffe (Vice-Chairman)</p> <p>Councillors Tim Armit, Chris Dixon, Kiran Mulholland, Jayne Nixon, Linda Nulty, Liz Oades, David O'Rourke, Heather Speak, Ray Thomas, Stan Trudgill.</p>

### Public Speaking at the Planning Committee

Members of the public may register to speak on individual planning applications: see [Public Speaking at Council Meetings](#).

	PROCEDURAL ITEMS:	PAGE
1	<b>Declarations of Interest:</b> Declarations of interest, and the responsibility for declaring the same, are matters for elected members. Members are able to obtain advice, in writing, in advance of meetings. This should only be sought via the Council's Monitoring Officer. However, it should be noted that no advice on interests sought less than one working day prior to any meeting will be provided.	1
2	<b>Confirmation of Minutes:</b> To confirm the minutes, as previously circulated, of the meeting held on <a href="#">23 June 2021</a> as a correct record.	1
3	<b>Substitute Members:</b> Details of any substitute members notified in accordance with council procedure rule 24.	1
	DECISION ITEMS:	
4	Planning Matters	3 - 100
5	Partial Review of the FLP32: Draft Schedule of Proposed Main Modifications for Consultation	101 - 161
6	The Island Regeneration - Fully Funded Capital Budget Increase	To Follow
	INFORMATION ITEMS:	
7	Authority Monitoring Report (AMR)	163 - 260
8	List of Appeals Decided	261 - 271

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<http://fylde.cmis.uk.com/fylde/DocumentsandInformation/PublicDocumentsandInformation.aspx>

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## Planning Committee Index

### 28 July 2021

Item No:	Application No:	Location/Proposal	Recomm.	Page No.
1	20/0357	<p>FORMER BUILDERS YARD, THAMES STREET, NEWTON WITH CLIFTON</p> <p>CHANGE OF USE OF LAND TO USE AS A RESIDENTIAL CARAVAN SITE FOR 3 NO. GYPSY FAMILIES EACH WITH 2 NO. CARAVANS, TOGETHER WITH THE ERECTION OF AN AMENITY BLOCK, ERECTION OF A BOUNDARY FENCE, INSTALLATION OF A PACKAGE SEWAGE TREATMENT PLANT, THE FORMATION OF A LANDSCAPED AREA AND ALTERATIONS TO THE VEHICULAR ACCESS WITH ALTERNATIVE SCHEME OF CONTAMINATION REMEDIATION TO THAT PREVIOUSLY APPROVED UNDER CONDITION 14 OF 12/0118.</p>	Grant	5
2	20/0952	<p>LAND SOUTH OF KINETON LODGE, BACK LANE, WEETON WITH PREESE, PRESTON, PR4 3HS</p> <p>CHANGE OF USE OF THE LAND FROM AGRICULTURAL TO THE KEEPING OF HORSES AND FOR THE ERECTION OF A STABLE BUILDING COMPRISING OF 2NO STABLES AND A TACK / STORE ROOM FOR PRIVATE USE</p>	Grant	31
3	21/0057	<p>BRADKIRK HALL FARM, WEETON ROAD, MEDLAR WITH WESHAM, PRESTON, PR4 3NA</p> <p>RETROSPECTIVE APPLICATION FOR THE CHANGE OF USE AND CONVERSION OF A SERIES OF AGRICULTURAL BUILDINGS TO ENABLE THEIR USE FOR EMPLOYMENT PURPOSES IN CLASS E (g) (VARIATION OF SCHEME APPROVED UNDER PLANNING PERMISSION 16/0738 TO INCLUDE REVISED ELEVATION TREATMENT, USE OF TWO ADDITIONAL AGRICULTURAL BUILDINGS, DEMOLITION OF A BUILDING, ALTERATION TO SITE ACCESS TRACK ROUTING, AND FORMATION OF ADDITIONAL HARD SURFACED PARKING AREAS)</p>	Delegated to Approve	38
4	21/0379	<p>LYTHAM ST ANNES HIGH SCHOOL, WORSLEY ROAD, LYTHAM ST ANNES, FY8 4DG</p> <p>ERECTION OF A TWO STOREY TEACHING/SUPPORT BUILDING AND A NEW SPORTS BUILDING TO REPLACE EXISTING</p>	Grant	54

EQUIVALENT BUILDINGS (TO BE DEMOLISHED ON COMPLETION OF REPLACEMENTS), RELOCATION OF CAR PARKING AREA TO NORTH EAST CORNER ADJACENT WORSLEY ROAD, RELOCATION OF TWO HARD-SURFACED PLAY COURTS TO A NEW CENTRAL COURTYARD WITH ADDITION OF SPORTS LIGHTING, AND ASSOCIATED LANDSCAPING WORKS

5	21/0437	KIRKHAM PRISON, FRECKLETON ROAD, KIRKHAM, PRESTON, PR4 3RB	Grant	79
		DEMOLITION OF EXISTING GYMNASIUM BUILDING AND ERECTION OF REPLACEMENT GYMNASIUM WITH SERIES OF FIVE MULTI-USE GAMES AREAS WITH ASSOCIATED FENCING AND LIGHTING		
6	21/0468	CHERRY TREE FARM, BLACKPOOL ROAD, NEWTON WITH CLIFTON, PRESTON, PR4 3RE	Grant	91
		CHANGE OF USE OF FORMER OUTBUILDING TO FORM 1. NO DWELLING WITH ASSOCIATED ACCESS, PARKING AREA AND DOMESTIC CURTILAGE - RETROSPECTIVE APPLICATION		

## Background Papers

The background papers used in the compilation of reports relating to planning applications are listed below, except for such documents that contain exempt or confidential information defined in Schedule 12A of the Local Government Act 1972:

- Fylde Local Plan to 2032 Adopted Version (October 2018)
- Joint Lancashire Minerals and Waste Local Plan
- Bryning-with-Warton Neighbourhood Plan
- Saint Anne's on The Sea Neighbourhood Development Plan
- National Planning Policy Framework 2019
- National Planning Practice Guidance
- The Community Infrastructure Levy Regulations 2010 (as amended)
- Conservation of Habitats and Species Regulations 2010 (as amended)
- Other Supplementary Planning Documents, Guidance and evidence base documents specifically referred to in the reports.
- The respective application files
- The application forms, plans, supporting documentation, committee reports and decisions as appropriate for the historic applications specifically referred to in the reports.
- Any additional information specifically referred to in each report.

These Background Documents are available online at [www.fylde.gov.uk/resident/planning](http://www.fylde.gov.uk/resident/planning)



# Planning Committee Schedule

## 28 July 2021

Item Number: 1

Committee Date: 28 July 2021

<b>Application Reference:</b>	20/0357	<b>Type of Application:</b>	Variation of Condition
<b>Applicant:</b>	MR McDONAGH	<b>Agent :</b>	MAT DESIGN
<b>Location:</b>	FORMER BUILDERS YARD, THAMES STREET, NEWTON WITH CLIFTON		
<b>Proposal:</b>	CHANGE OF USE OF LAND TO USE AS A RESIDENTIAL CARAVAN SITE FOR 3 NO. GYPSY FAMILIES EACH WITH 2 NO. CARAVANS, TOGETHER WITH THE ERECTION OF AN AMENITY BLOCK, ERECTION OF A BOUNDARY FENCE, INSTALLATION OF A PACKAGE SEWAGE TREATMENT PLANT, THE FORMATION OF A LANDSCAPED AREA AND ALTERATIONS TO THE VEHICULAR ACCESS WITH ALTERNATIVE SCHEME OF CONTAMINATION REMEDIATION TO THAT PREVIOUSLY APPROVED UNDER CONDITION 14 OF 12/0118.		
<b>Ward:</b>	NEWTON WITH TREALES	<b>Parish:</b>	Newton with Clifton
<b>Weeks on Hand:</b>	55	<b>Case Officer:</b>	Andrew Stell
<b>Reason for Delay:</b>	Application Deferred by Committee		
<a href="#">Click Here</a> for application site on Google Maps		<a href="#">Click here</a> for application on FBC website	

**Summary of Recommended Decision:** Grant

### **July 2021 Report Update**

#### **Introduction**

The application was presented to Committee for a decision at the 28 April 2021 meeting of Committee. At that meeting, members resolved to defer determination of the application to allow further work to be undertaken. That has now taken place and so the application is re-presented for consideration.

#### **April Resolution**

To assist members with the background to this report the resolution from the minutes of the April meeting is as follows:

*The site is known to be contaminated by asbestos and other materials that can cause harm to the future health of the occupiers of the site, other local residents and the surrounding environment. Whilst the details submitted with the application provide some information regarding its remediation the Committee were not satisfied that the methodology set out in the application for the remediation of this contamination, the verification of that remediation, and the development of the site for its occupation as residential gypsy pitches was adequate to ensure that the contamination will not cause an unacceptable risk of harm to the future health of the occupiers of the site, neighbouring residents and the surrounding environment.*

*The application was therefore deferred to allow officers to liaise with the applicant to secure:*

- 1. Further clarity over the methods of ensuring that the material that is to be retained on site is securely and permanently protected from future access*
- 2. Additional details regarding the nature of the material that is to be removed from site to be confident that the techniques used in its removal are appropriate*
- 3. The provision of any necessary revisions to the site plan and other details of the development, including the foul drainage arrangements and methods of securing the site boundaries.*

*and to allow local residents and other interested parties an opportunity to comment on the submitted information.*

### **Additional Information from Applicant**

Following the meeting the views of Committee were passed to the applicant's agent and resulted in the receipt of a report by the applicant's environmental consultant titled 'Addendum Information May 2021'. This is a relatively brief document and responds to the 3 elements of the Committee resolution as follows:

- 1. As previously detailed potential asbestos containing material has been buried at depth on site. It has been agreed with both the Environment Agency and the Councils Environmental Health Department that the safest option is to leave this material in situ. The scheme involves the placement of a no-dig barrier across the site with at least 200mm of clean compacted cover stone above. This is considered adequate to prevent the accidental exposure of the material. However, in the interests of providing further reassurance to the members of the planning committee, it has been agreed that a concrete slab will be poured covering the area of the buried material above which the no dig barrier and compacted hardstanding will sit. The total depth of the cover will not alter from that originally proposed.*
- 2. The nature of the material to be removed is unknown; however, it is to be treated as contaminated in line with the findings of the intrusive investigations undertaken ie. Potentially containing Asbestos fibres and some elevated lead levels. Rather than unduly disturbing the bund to sample throughout it is considered safer, although more expensive, to classify the full bund as contaminated and have it removed to a suitably licensed facility than to disturbing the material on site in order to take representative samples for analysis. The material will be removed following a full risk assessment by a licensed contractor (yet to be employed) and the validation report following completion of the ground works will evidence the materials disposal at a suitably licensed waste transfer site.*

*These activities are regulated by the Health and Safety Executive and not the Local Authority.*

*The provision of any necessary revisions to the site plan and other details of the development given the changes to the remediation and other events since the initial decision was made in 2014. These include the foul drainage arrangements (as there were concerns that the general binding rules would prevent the discharge to the nominated ditch), the layout of the site if that has changed to reflect the position of the buried material, and the methods of securing the site boundaries (if the bund to the north that forms that boundary is to be removed).*

- 3. It is understood by Martin Environmental Solutions that there are no changes to the submitted and approved plan layout.*

## **Additional Comments Received**

On receipt of the 'Addendum Information' the document was added to the council's website and a notification process undertaken with the Parish Council, the residents' association and local residents to the site. The comments received are summarised as follows:

### Newton-with-Clifton Parish Council

*"Thank you for the 21st May 2021 consultation letter relating to the above matter which was considered by members at a meeting held on Thursday 3rd June 2021.*

*Members expressed their disappointment that, given the issues to be addressed, the local planning authority (LPA) had not provided more time for a consultation response to be submitted.*

*However, notwithstanding the limited time made available for a consultation response members expressed disquiet relating to the submitted remediation scheme proposals, it was agreed that council completely support Newton Residents Association (NRA) representation to the LPA with the complementary report from GeoSyntec consulting engineers, expert in civil infrastructure, environment and natural resources, please see attached. Accordingly, council adopted a resolution that it be recommended the application is refused planning permission and that the LPA be advised accordingly.*

*In 2016 the Secretary of State agreed with the planning inspector's findings and conclusion that remediation by removal and treatment of contaminated material was necessary for the site to be of acceptable environmental quality for the proposed residential use.*

*Members remain of the opinion that the response of the applicant's adviser does not address the salient points as raised by the LPA planning committee at its meeting held on Wednesday 28th April 2021 i.e. methods of ensuring that the material that is to be retained on site is securely and permanently protected from future access, additional details regarding the nature of the material that is to be removed from site, the techniques to be used in its removal, provision of any necessary revisions to the site plan together with other details of the development, including the foul drainage arrangements and methods of securing the site boundaries.*

*The response is unclear regarding remediation criteria and objectives, does not indicate a timeframe for the works nor the necessary site management procedures related to the work.*

*Given the history of the site; previous disposals of asbestos waste in addition to controlled waste referenced by the Environment Agency (EA), please see attached, the presence of other buried wastes in the vicinity of where the foul, wastewater and other utility infrastructure are to be installed cannot be disregarded. As such the installation of these should be implemented prior to the institution of the no dig layer, as the excavation activity will in itself generate more contaminants and waste for subsequent characterisation and removal. Although the EA agreed the waste could remain buried this was conditional on the land being recorded on a public register of contaminated land which, it is understood, has still to be produced by the LPA. The proposed removal of the bunds and central mounds without prior characterisation of contaminants does not comply with best practice i.e. collection and analysis of samples, waste acceptance criteria tests, asbestos screening and quantification all of which should be clearly documented, validated and agreed prior to any on-site activity.*

*The EA has indicated the current foul and wastewater scheme is unlikely to be valid, notwithstanding this position the applicant continues to affirm that the package treatment plan is acceptable and has not applied for a permit as recommended by the EA. Consequently the applicant should be required to implement a scheme properly licensed by the EA prior to commencement of infrastructure and remediation work. A revised foul and wastewater scheme would lead to a modified site plan with potential disturbance of infrastructure workings. A new plan should be required to take account of the removal of bunds and mounds, the impacted boundary fence line, exact location of the buried waste and the proposed concrete capping layer and an approved foul and waste water scheme.*

*Members will be grateful if you will ensure the council's observations are duly considered and recorded.!*

#### Newton Resident Association (NRA)

Have provided a response to the notification in an email with attachments. One of these is a report that was produced for them by a consultant, and as its findings are summarised in their covering email this is reproduced here in full:

*"Please find attached our expert consultant (Geosyntec) report on the latest contaminated land remediation plans submitted by the applicant under planning application 20/0357. You will be aware that Geosyntec have provided expert advice for all of the planning applications on this site from 12/0118 onwards.*

*Geosyntec is a consulting and engineering firm that works with private and public sector clients to address problems involving our environment, natural resources, and civil infrastructure. Geosyntec with a combined staff exceeding 1,500 engineers, scientists, and related technical and project support personnel serve their clients from more than 80 offices in the United States, Canada, the United Kingdom, Ireland, and Australia.*

*In particular the advice put forward by Geosyntec senior principal Jim Wragg for application 19/0154 was validated and vindicated on 21 May 2019 by FBC's own 3rd party expert consultants (RPS Consulting Services), commissioned by FBC to evaluate the technical documents of the proposed remediation plan.*

#### *Summary of the Geosyntec Report*

*1) The waste was unlawfully buried on site, as you can see from the Environment Agency letter to the applicant attached the EA did agree as a compromise that the waste could remain buried. As long as the land was entered on the Contaminated Land Register.*

*2) To date we are not aware of such a register having been created, let alone this land being entered on to it. The contamination will never reduce in risk as a result of burial, and therefore the contamination register must be produced by FBC. The FBC site has for many years, and still does state - "In due course a public register will be prepared describing contaminated sites for which the local authority has taken action under the 1990 Act." We have queried why FBC have not entered the site on a register, as agreed with EA, a number of times.*

*3) MES, for the applicant, state that the bunds and central mounds will be removed without prior characterisation of contaminants. This is at variance with best practice - "Standard practice would normally comprise the collection and analysis of samples (at a frequency in line with the waste receivers requirements) for an appropriate suite of parameters that would include Waste Acceptance*

*Criteria (WAC) tests and, given the nature of the issues at the site asbestos screening and quantification.” The order of works in dealing with all the issues should be clearly documented and agreed prior to any on site activity.*

*4) “The remediation approach following characterisation should be validated prior to commencement. In addition, documentation demonstrating completion of the works together with evidence of appropriated disposal would normally be submitted in the form of a verification report to the local authority planning team and approved prior to occupation.”*

*5) “...the presence of other buried wastes in the vicinity of where the foul, wastewater and other utility infrastructure are to be installed cannot be discounted.”*

*6) It is essential that the necessary infrastructure and groundworks should be identified/approved prior to the implementation of the no dig layer.*

*Additional Issues.*

*In reference to item 6 above.*

*The foul and wastewater scheme as currently documented is unlikely to be valid, with the EA stating that the current scheme will in all likelihood not meet the binding rules. They encouraged the applicant to apply for a permit some years ago. So far they have not received an application for such a permit. The applicant continues to assume, and assert, that the package treatment plan is valid despite this. The applicant should be instructed to gain an approved scheme properly licensed by the EA prior to commencement of infrastructure along with appropriate remediation work. A different foul and wastewater scheme will inevitably lead to a revised site plan, and potentially lead to intrusive infrastructure workings.*

*However, the applicant continues to insist that a new site plan is not required. This is not the case. A new plan is required to take account of:*

- The removal of bunds and mounds and the impacted boundary fence line*
- The exact location of the buried waste and the proposed concrete capping layer.*
- The approved foul and waste water scheme*

*Overall the document gives little assurance to residents that the applicant and his agent are treating the genuine concerns of residents seriously. Also, given the concerns and questions posed by several councillors at the Planning Meeting, the response from MES (addendum submission 21 May) skirts over the issues raised and offers no reassurance that a professional approach based on the precautionary principle is being undertaken.*

*We would note that we have again been given a short time (2 weeks including a Bank Holiday - 9 working days at most) to analyse and respond to the latest submission. Given that public safety and health issues are involved, we would request more time to be allocated in future.”*

#### Individual Comments

Notification letters were sent to 18 properties in the vicinity of the site, and 4 additional representations were received. These are summarised as follows:

- Any removal or disturbance of contaminated ground could prove hazardous to residents using the numerous gardens that surround the site. The applicant’s reference to use of appropriate*

PPE is an insufficient safeguard

- That the arrangements for the disposal of the waste and the handling of foul water drainage should be known and agreed prior to work commencing on site to ensure that the environment is protected
- That the council should consider the views of local residents and ensure that the development will not impact on the surrounding area
- The additional report does not mention any additional testing of the bunds before work commencing and without this there can be no clear understanding of what measures are to be taken to minimise the risk to on-site workers and local residents
- The development continues to rely on a package treatment solution for foul water that may not be feasible, and will involve additional excavations to implement anyway
- The importation of material to cap the contamination will raise the site and create flood risk concerns to neighbouring properties as it will no longer be a porous surface. It will also increase the visual impact of the development
- The access is not designed to the specifications required by LCC highways
- The site could be used for business purposes which will create disturbances
- The ditch network around the site is often full and so the use of additional porous material on site creates concerns over flooding
- The development of the site will increase vehicle traffic and noise pollution in the area which will be harmful to the amenity of neighbouring residents

## **Further Assessment**

### Procedural point

The reason for the deferment at Committee in April was essentially that Members were not satisfied that the applicant had provided information that was sufficiently clear to address concerns, and that the local community should be provided with an opportunity to comment on that information prior to Committee determining the application.

The applicant's agent has now been provided with the opportunity to provide the information that was requested by Committee, have provided a response to that, and this has been subject to a notification process that allowed the Parish Council and local residents to make input into the decision making process. Officers believe that this procedural aspect of the deferral resolution has therefore been addressed.

Looking at the more substantive aspect of it the resolution asks the applicant to clarify three elements, which are assessed as follows:

### Measures to restrict access to retained material on site

The applicant's information confirms that there is to be a three-layer approach to the protection of the area of contaminated material that is buried on site. As a general protection a no-dig membrane to be laid across the whole site, with a layer of clean stone on top. The area of the buried material is now to be further protected by a layer of concrete below the no-dig layer.

This is a methodology that the council's environmental protection team have confirmed is an acceptable solution to protecting occupiers and others from potential interaction with the contaminated material as is set out in the officer report previously presented. The committee resolution recommends that these protection measures be implemented as part of the continued development of the site to prepare it for occupation.

The comments from the Parish Council criticise this approach but do not say why. The NRA report refers to the need to record the site on the council's Contaminated Land Register but does not argue against this methodology. The council's Environmental Protection team are aware of this and will be adding the site to that register.

It is therefore considered that the suggested approach is an acceptable one as set out in the previous officer recommendation.

#### Measures to ensure the material to be removed from site is done so appropriately

The applicant's information accepts that the nature of this material is unknown but their intention is that it is to be treated as if it is contaminated. They propose employing a licenced contractor to remove the material and dispose of it to a suitably licenced facility. They also refer to providing a verification report to confirm that this has been undertaken.

The Parish Council state that they believe this approach does not comply with best practice which requires that material of this nature is analysed first. The consultant's survey that is presented by the NRA also explains their view that this approach does not accord with best practice, particularly those intended to provide assurance that those receiving the waste are aware of its composition so that they can treat or handle it appropriately. On this matter the applicant's submission refers to undertaking a risk assessment of this activity, and that the HSE would control this.

The council's Environmental Protection Team advise that the removal of contaminated material off-site is an accepted and acceptable technique. This is actually the method of remediation that was first approved at the site so it has to be acceptable in principle. The characterising of the material would seem to be helpful, but any issues that this may bring to the contractor involved in the disposal are not a matter that it is considered necessary to have details of at this stage as part of the planning process.

The key issue for this decision is to ensure that the material is safely removed from the site to protect its occupiers and surrounding residents. The various submissions provided with the application confirm this. With the wording of the conditions suitably revised to ensure that this is undertaken and the verification report produced prior to occupation this aspect is considered to be adequately addressed by the application.

Planning guidance on such matters in para 183 of NPPF states that planning decisions should assume that separate pollution control regimes are operating effectively. On that basis it has to be assumed that the applicant will be disposing of the material in an appropriate location and transporting it to that location in an appropriate manner, otherwise the relevant pollution control authorities would address it.

#### Any revisions needed to the site plan

The applicant's agent has confirmed that there are no intended changes to the site plan.

The site plan that is with the application is from the 2017 condition discharge application and indicates the grass play area to the centre of the rear boundary, the amenity room to the centre of the front boundary, the remainder of the site surfaced in a granular hard standing, and three pitches and parking areas arranged around the site. A grass mound is shown inside the rear boundary, which is to be a replacement fence, and a package treatment plant is to be located adjacent to the access point.

This provides a coherent layout of the scale of development and so it is understandable that the applicant does not wish to revise the site plan in that respect. However, there is now an anomaly between the details on this plan and the remediation proposals that are now indicated as the grass mound to the rear is to be removed. To enable these elements to be accommodated in the recommended conditions a minor wording change to the condition that is proposed to list the approved plans has been made to clarify that the elements of the site plan are superseded by the wording of the various conditions relating to the mound and surfacing.

#### Other matters

A number of residents have raised matters of principle with the development and issues concerning the visual impact, highway safety and drainage. These are matters that were assessed during the consideration of the original application and are not materially affected by the proposed revisions here.

#### **Officer Recommendations**

Officers are satisfied that the additional information, comments and assessment do not require any modification to the recommendation that was presented to Committee in April, other than to make minor amendments to conditions as set out above and in the late observations schedule to that agenda.

#### **April Report**

The following is the report that was presented to the April meeting as featured in the agenda papers to that Committee meeting. The officer recommendation remains unchanged apart from minor amendments to conditions 1, 9, 13 and 14.

#### **Summary of Officer Recommendation**

The application relates to a rectangular area of land to the north of Thames Street in Newton. The site is allocated for gypsy accommodation in the Fylde Local Plan to 2032 and has an extant planning permission in place for that use which was allowed following a 'call-in' appeal. Condition 14 attached to that planning permission required the approval and implementation of a scheme of remediation in relation to the contamination that was known to be present on the site, as well as any contamination that was unknown at the time of the decision to grant planning permission.

The applicant submitted a proposed remediation strategy which was approved by the council, but then undertook works which were at variance with the approved strategy. This application is intended to regularise the position by allowing a condition to be framed around the works that have been carried out (which are considered acceptable), while putting in place appropriate and rigorous safeguards to ensure ongoing compliance.

The existing remediation is considered acceptable for the nature, level and location of the contamination after consideration of expert reports and following a series of site samples taken at the time that the remediation was underway. The submission proposes further



works be undertaken to conclude the remediation in the remaining development stage of the planning permission, and these works are also considered to be acceptable.

Once completed, the remediation will allow for the safe development and occupation of the site in accordance with the submitted details.

A s73 application is in the form of an application for planning permission without complying with an existing condition. The local planning authority may grant the application subject to the imposition of further conditions. In this way, such an application allows for the variation of conditions on an existing planning permission. Officers are satisfied that condition 14 can be varied to relate to the implementation of the remaining works to remediate that contamination as set out in this application, along with the submission of a verification report for assessment on the completion of those works. The recommendation is therefore to grant permission, subject to the imposition of a new condition to cover these matters and of further conditions to reflect those conditions of the original permission that remain undischarged or require implementation.

### **Reason for Reporting to Committee**

The application proposes, in substance, the variation of a condition on an application that was initially determined by the Planning Committee, and the current application is subject to an objection from Newton with Clifton Parish Council whilst recommended for approval. For both reasons the Scheme of Delegation requires that the application is determined by Committee,

### **Site Description and Location**

The site is a rectangular area of land off Thames Street in Newton that was formerly a builder's yard, but has not been in that use for some years. It is allocated for use as a gypsy site in the Fylde Local Plan to 2032 and has an extant planning permission for that use.

The site is located outside the designated village settlement boundary with land around it allocated as countryside and providing a series of urban fringe types uses including stables, apparent horticulture plots and agricultural land. The dwellings in the village are on higher ground to the north with some having extended gardens that extend to Thames Street.

### **Details of Proposal**

The application is submitted under s73 of the Town and Country Planning Act 1990. Section 73 applications are for planning permission for the development of land without complying with conditions subject to which a previous planning permission was granted. The local planning authority can grant such an application subject to conditions. Section 73 is therefore the mechanism under which a condition of an existing permission can be (in effect) varied. The present application proposes, in substance, the variation of condition 14 of the extant planning permission relating to the use of the site for 3 gypsy pitches. This permission was granted in 2016 following a 'call-in' inquiry after the Secretary of State intervened in the council's decision to grant planning permission for that development.

Condition 14 relates to the investigation and remediation of the land to ensure that it is safe for the implementation of the planning permission. The approved condition required that an investigation and mitigation strategy be agreed, and then that the approved works be undertaken and a report to

confirm that the site was safe be submitted. The revised condition proposes that the remediation be dealt with in a different manner as is set out in the comment section of this report, with that material being buried on site and protected from access by the future occupiers of the site.

The application is supported with a Phase 1 Environmental Study that sets out the details of the works that have taken place, and which are to take place to complete the remediation, and a supplementary note that responds to a series of queries raised during the assessment of the application.

### **Relevant Planning History**

<b>Application No.</b>	<b>Development</b>	<b>Decision</b>	<b>Date</b>
19/0154	APPLICATION TO DISCHARGE DETAILS ASSOCIATED WITH CONDITION 14 ON PLANNING PERMISSION 12/0118 ASSOCIATED WITH CONTAMINATED LAND REMEDIATION	Withdrawn by Applicant	06/07/2020
17/0817	APPLICATION TO DISCHARGE DETAILS ASSOCIATED WITH CONDITION 8 MATERIALS ON APPROVED APPLICATION 12/0118	Advice Issued	27/10/2017
17/0062	APPLICATION TO DISCHARGE DETAILS ASSOCIATED WITH CONDITIONS TO PLANNING PERMISSION 12/0118 - CONDITION 10 (LANDSCAPING AND SITE LAYOUT), CONDITION 12 (FOUL DRAINAGE), CONDITION 13 (SURFACE WATER DRAINAGE), 14 (CONTAMINATION INVESTIGATION AND REMEDIATION) AND CONDITION 15 (HIGHWAY WORKS)	Advice Issued	28/07/2017
12/0118	CHANGE OF USE OF LAND TO USE AS A RESIDENTIAL CARAVAN SITE FOR 4 NO. GYPSY FAMILIES EACH WITH 2 NO. CARAVANS, TOGETHER WITH THE ERECTION OF AN AMENITY BLOCK, ERECTION OF A BOUNDARY FENCE, INSTALLATION OF A PACKAGE SEWAGE TREATMENT PLANT, THE FORMATION OF A LANDSCAPED MOUND AND ALTERATIONS TO THE VEHICULAR ACCESS.	Called In: Secretary of State	28/03/2014
08/0234	CERTIFICATE OF LAWFULNESS FOR USE OF LAND FOR STORAGE OF BUILDING CONTRACTOR'S MATERIALS.	Approve Certificate	29/08/2008

### **Relevant Planning Appeals History**

<b>Application No.</b>	<b>Development</b>	<b>Decision</b>	<b>Date</b>
12/0118	CHANGE OF USE OF LAND TO USE AS A RESIDENTIAL CARAVAN SITE FOR 4 NO. GYPSY FAMILIES EACH WITH 2 NO. CARAVANS, TOGETHER WITH THE ERECTION OF AN AMENITY BLOCK, ERECTION OF A BOUNDARY FENCE, INSTALLATION OF A PACKAGE SEWAGE TREATMENT PLANT, THE FORMATION OF A LANDSCAPED MOUND AND ALTERATIONS TO THE VEHICULAR ACCESS.	Allowed	12/01/2016

## **Parish/Town Council Observations**

**Newton with Clifton Parish Council** notified on 10 July 2020 and comment:

*"Thank you for your letter of consultation dated 10th July 2020 which was considered at a meeting held on Thursday 13th August 2020.*

*Following discussion Council noted the information and any planning documents that had been provided relating to the proposed variation of condition 14 of the planning permission granted on appeal. It is understood that whether this permission is extant may be subject to a legal ruling given that the development permitted has still to begin three years from the date of the appeal decision.*

*Notwithstanding this issue council resolved that it is considered the proposal as submitted is considered inadequate and unacceptable as it still fails to address the requirements of the conditions attached to the original planning application 12/0118 and therefore should be refused planning permission, by Fylde Borough Council's planning committee (LPA), or if delegated by its planning case officer.*

*This recommendation is grounded on issues identified by the consulting and engineering firm engaged professionally by the Newton Residents Association, a copy of which has previously been provided to the LPA, that are supported by the council i.e.:*

- i. Proposed hard standing to be installed is not technically described and details should be confirmed.*
- ii. The composition and depth of the 'no dig' layer is not described. Fylde borough council local health and planning authorities and the applicant should agree a specification for the final composition of the capping layer and its component parts.*
- iii. The proposed raised grassed play area is to be created with clean material above the no dig layer and the quality of soils imported to create this platform should be confirmed through samples being subjected to analysis and testing.*
- iv. Backfilling of services trenches with clean fill material is proposed to reduce the potential for contamination of water supplies by leaching from the surrounding soils. Again and as referenced above the imported soils should be confirmed through samples being subjected to analysis and testing Excavations to create the trenches together with excavations arising during installation of the package treatment plant, if permitted by the Environment Agency should both be subjected to analysis, testing and disposed of appropriately.*
- v. Given the development site history it would be sensible to assume materials making up bunds within and at the edge of the site are contaminated until proven otherwise. Accordingly, these materials should either be retained under the no-dig hardstanding cap and/or analysed, tested and removed from site to an appropriate disposal facility."*

## **Statutory Consultees and Observations of Other Interested Parties**

### **Environmental Protection (Pollution)**

Confirm that they have no objections to the proposal in principle but highlight a number of areas where they believe additional conditions would be needed:

- To implement the actions in the submitted report in full
- To ensure that the buried asbestos is not disturbed

- Implement appropriate protection for workers and surrounding land users during the works, particularly with regard to the remediation of any lead
- Ensure that a no-dig barrier is installed between the hard-core surface and existing ground
- To ensure that the garden area is elevated as proposed
- Provide clarification over the source of the imported materials to ensure it is safe to use
- Provide the local authority with an accurate record of where the asbestos material is located within the site, along with details of the concrete encapsulation
- A verification report must be provided at each stage of construction.

#### **Environment Agency**

*We have reviewed the Phase 1 report (ref. 1943-1; dated June 2020), prepared by Martin Environmental Solutions, and we agree with the conclusions that the development would have a very low impact on the controlled waters associated with the site. As such, we consider that Condition 14 has been satisfied insofar as it relates to our remit, and we have no objection to the variation of this condition as proposed.*

#### **Neighbour Observations**

<b>Neighbours notified:</b>	10 July 2020
<b>Number of Responses</b>	4 individual neighbours have commented and a report presented on behalf of the Newton Resident Association
<b>Summary of Comments</b>	The neighbour comments are summarised as follows:

- The report submitted by the applicant does not provide enough detail or clarity to ensure that the health risks associated with the development are addressed.
- Given the previous judicial review it is particularly important that the council only permits a clear and coherent strategy for the rededication of the site
- Thames Street is well used by local residents and so it is imperative that they can continue to do so safely
- There are residential gardens adjoining the site where children play and so it is essential that the site is properly remediated
- There should be no dilution of the contamination remediate measures required on the site, particularly based on the owner's actions in failing to comply with the agreed methodology for clearing contamination
- The application has been poorly managed and its continued consideration is impacting on the mental health of local residents as well as costing money to prevent it going ahead
- The application fails to take account of a property to the southern side of Thames Street
- The land is not suited for development due to its location and previous use

The Report provided by the NRA is from a consultant who refers to having reviewed the report submitted with the application. In summary, they are critical of the report for the following reasons:

- That it refers to works undertaken in the period 2016-19 but has limited information about the current status of the land and contains no analysis of that current status.
- The report is structured as a 'generic risk assessment'. They extract phrases from the report to demonstrate their point.
- They highlight that the report indicates that the remediation is based on a 'capping' approach, which the consultant states: *"if appropriately managed and implemented, should adequately manage the exposure risks to human health of site residents and neighbours from the pre-existing ground contamination that has been identified at the site"*. They explain that whilst this is broadly in line with current guidelines for the types of contaminants present at the site, but they contend that the detail provided is inadequate to provide confidence that it will be rigorously implemented to ensure that the site is safe.

To emphasise their later point, the consultant highlights a series of points that they believe indicate the limited level of information. These are those quoted by the Parish Council above and so are not repeated here. The report concludes that the applicant's report: *"does not provide sufficient detail and clarity from which to discharge planning condition 14 for the development."*

### **Relevant Planning Policy**

#### **Fylde Local Plan to 2032:**

H5	Gypsies, Travellers and Travelling Showpeople's Sites
CL1	Flood Alleviation, Water Quality and Water Efficiency

#### **Other Relevant Policy:**

NPPF:	National Planning Policy Framework
NPPG:	National Planning Practice Guidance

### **Environmental Impact Assessment**

This development does not fall within Schedule 1 or 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017.

### **Comment and Analysis**

#### **Format of Application**

The application is submitted under s73 of the Town and Country Planning Act 1990 which allows for applications to vary conditions that are imposed on an existing planning permission. The effect of this is that where an application is approved it establishes a second planning permission that would sit alongside the existing permission.

The proposal here relates to planning permission 12/0118 which was granted permission on 12 January 2016 following a 'call in' appeal and public inquiry held the previous year. The description of the approved development is:

CHANGE OF USE OF LAND TO USE AS A RESIDENTIAL CARAVAN SITE FOR 4 NO. GYPSY FAMILIES EACH WITH 2 NO. CARAVANS, TOGETHER WITH THE ERECTION OF AN AMENITY BLOCK, ERECTION OF A BOUNDARY FENCE, INSTALLATION OF A PACKAGE SEWAGE TREATMENT PLANT, THE FORMATION OF A LANDSCAPED MOUND AND ALTERATIONS TO THE VEHICULAR ACCESS.

This application does not seek to amend that description of development or any of the approved details other than condition 14 which relates to land contamination and the remediation to be undertaken to protect workers, occupiers, surrounding residents and the local environment. As such no analysis of the other elements of the permission is needed.

Given this position the description of the development has been revised during the consideration of the application to ensure that the scope of the decision is entirely clear, with the decision to be determined on the basis of the description at the head of this report. This takes the description used in 2012, revises the number of pitches to that permitted by the Inspector, and then clarifies that this application alters the nature of the remediation.

For completeness the application was originally received and publicised on the basis of the following description:

VARIATION OF CONDITION 14 OF PLANNING PERMISSION 12/0118 TO PROPOSE ALTERNATIVE STRATEGY FOR INVESTIGATION AND REMEDIATION OF ANY CONTAMINATION ON THE SITE INCLUDING DOCUMENTATION OF WORKS UNDERTAKEN AND PROPOSAL OF FUTURE WORKS

Members will appreciate that there has been no change in the scope of works proposed by the application and so it is not considered that any party has been prejudiced as a result of this amendment to the description of development.

### **Policy Position**

The existing planning permission was assessed against the policies of the Fylde Borough Local Plan from 2005. That Local Plan has now been superseded by the Fylde Local Plan to 2032 which must form the policy basis for the assessment of the current application. In that Plan the site is allocated under Policy H5 which relates to: '*Gypsies, Travellers and Travelling Showpeoples's Sites*'. Policy H5 specifically allocates the application site for up to 3 gypsy and traveller pitches.

The local policy basis for addressing contamination is set out in Policy CL1 of the Fylde Local Plan to 2032. This requires that all new developments minimise flood risk and potential pollution through a series of factors, with the key one here being

*h) Ensuring there is no risk of pollution to controlled waters from land contamination on previously developed sites*

The NPPF also provides guidance on ensuring that any contaminated land is remediated with para 178 explaining that there is a need to ensure that any contamination is identified and remediated, para 179 explaining that it is the responsibility of the developer to undertake this work, and para 180 requiring that the development of a site takes account of the potential impacts of that development on the wider area around it.

### **Principle of Development**

Work has commenced on the implementation of planning permission 12/0118 through the construction of the access and the provision of services. These works were undertaken in 2018 and followed the council's approval of the details required to discharge the pre-commencement

conditions through applications 17/0062 and 17/0817 in July and October 2017.

Given the existence of an extant planning permission for the development and the local plan allocation, the principle of the gypsy pitch use remains acceptable. The 3 pitch reference in the Local Plan policy being an indication of potential capacity were the site to be used in a typical gypsy arrangement, whereas the planning permission is specific to the family requirements of the applicant.

The application does not propose any alterations to the scale or other aspects of the development from that approved under the existing permission beyond the contamination matter and so the remainder of this report will assess that aspect only.

#### **Current Position regarding contamination**

Condition 14 to planning permission 12/0118 states:

*Prior to the commencement of the development an investigation and risk assessment report of any contamination on the site shall be completed in accordance with a scheme that shall have been submitted to, and approved in writing by, the local planning authority. If the report indicates that remediation is necessary, details of a remediation scheme shall be submitted to, and approved in writing by, the local planning authority. The remediation scheme shall include all works to be undertaken, remediation objectives and remediation criteria, a timetable of works and site management procedures and shall be carried out in accordance with the approved details and timetable of works. Written notification of the commencement of the remediation scheme shall be given to the local planning authority at least 2 weeks before the start of the remediation works and a validation report that demonstrates the effectiveness of the remediation carried out shall be submitted to, and approved in writing by, the local planning authority prior to the first occupation of any of the development hereby permitted. If during the course of the development contamination not previously identified is found to be present at the site, no further development shall be carried out until an amendment to the remediation scheme giving details of how to deal with this contamination has been submitted to, and approved in writing by, the local planning authority. The remediation measures shall thereafter be carried out in accordance with the approved amended details.*

This is a detailed and unwieldy condition that in common with all conditions imposed by a Planning Inspector is not supported by a 'reason' element to guide readers. It contains a series of triggers with these setting out the order of activities as an appropriate remediation scheme is to be submitted and agreed, this is to be undertaken, a verification report is to be prepared to confirm that the works have been appropriately undertaken and so any contamination addressed, and this is to be agreed by the local planning authority. Only at this point can the site be lawfully occupied.

The events at Thames Street have not followed this process. Whilst an investigation and remediation scheme was submitted and approved (under application 17/0062) the remediation works that have been undertaken did not follow the approved methodology. Application 19/0154 was then submitted in an attempt to secure the local authority's consent that these were acceptable as an alternative approach. Whilst this was accepted by officers as being an appropriate alternative strategy and so a decision issued to confirm that, this decision was subject to a Judicial Review brought by the Newton Resident Association who argued that the decision was unsound. This Review was accepted and so the council's decision on this was application was quashed and that application was ultimately withdrawn prior to the decision being revisited.

This means that whilst a remediation strategy has been approved, which proposed removing any contamination off-site and disposing of it appropriately, an alternative strategy of burying the

material on site in an inaccessible location was followed. As this does not comply with the approved strategy the applicant was at an impasse over progressing the implementation of the planning permission.

The current application has been presented in an attempt to break that impasse by seeking a revision to the wording of condition 14 so that it is possible to accept the alternative method of remediation that has been undertaken.

### **Current proposal**

As a 's73' application the current proposal seeks, in substance, a revision to the existing planning permission by varying the conditions that were imposed by it, with this being limited to original condition no. 14 in this case.

The application is supported with a letter from the applicant's agent that sets out the planning history of the site and references a further Phase One remediation study of the site. A subsequent note of clarifications has also been presented. The remediation study looks at the previous examinations undertaken at the site for possible contamination and documents a further 'walk over' survey of the site that was undertaken on 28 June 2020. Regarding potential contaminants, the report concludes:

*Following a review of the information gathered on the history of the site and the surrounding area and following the site walk-over survey there are no contaminants identified off site that are likely to present a significant possibility of significant harm to any identified receptor.*

*On site the review of previous investigations has identified some elevated levels of lead within the site and buried potential asbestos containing corrugated sheeting on site. The site is to be covered in hardstanding, with a small raised area of landscaping to the north.*

The report then examines the potential impacts that any contaminants may have on those working on the site as it is prepared for future use, the future residents, the buildings on the site, the surrounding groundwater, and the neighbours to the site. These are modelled for the potential level of risk with this set out as being either low or very low in all cases.

The recommendation of the report are included here, as follows:

*As a result of the investigation into the historical use of the site and surrounding area, no sources of contamination have been identified off site which present a significant possibility of significant harm to the any of the identified receptors. On site buried potentially asbestos containing material has been identified and high lead levels within the southeast corner of the site.*

*To ensure no risk to the identified receptors further mitigation measures are required as detailed below*

- *Asbestos –the buried asbestos sheeting is not to be disturbed. As such, there is no risk from asbestos fibres to the identified receptors.*
- *Lead - Suitable precautions should be taken to protect construction works and prevent windblown contaminated of neighbouring site during the groundworks from any potential contamination. The site is to have a layer of hard standing across it, thus breaking the source-pathway-receptor pollutant linkage. This will prevent direct access to the soil below including the lead pollution in the southeast corner. It will also prevent any windblown soil from leaving the site. A no-dig barrier should be laid under the hardstanding to warn any construction*



*workers in the future. The only landscaping to be included within the development is a small grassed play area to the north of the site. No identified elevated levels of pollutants were identified at this location. However, it has been decided to create a raised area, with steps to a height of 600mm provide sufficient clean material to ensure no pollutant linkage exists. Details on the imported material to create this raised area will be required to identify that it is safe to use, and verification of the depth will be required.*

- *Services are to be provided to the amenity room located along the southern boundary. These should be placed in trenches with clean backfilled material used. Paperwork to demonstrate the source and nature of the clean backfill material should be retained to demonstrate it is safe for use. It is further recommended that a watching brief is maintained throughout the construction of the new building and any signs of potential contamination found are fully investigated, with appropriate remedial action taken as necessary and the local planning authority informed of the findings.*

### **Is it acceptable?**

Whilst the application proposes a different form of remediation of potential contaminants to that originally approved, that is in itself not a reason to refuse the application. Nor is the fact that the applicant failed to implement the previously approved scheme. Rather, there needs to be an assessment of whether the solution that is proposed will achieve an appropriate form of contamination remediation so that the development can be undertaken safely.

The report has been assessed by the council's Environmental Protection Team and by consultants acting for the Newton Residents Association. Both have concluded that the approach taken is appropriate, although the NRA consultants highlighted a number of areas where the application submission relies on further details being provided, or where the information that is provided is limited in its scope.

Following discussions between your planning officers and environmental protection officers it was agreed that the NRA consultants raised relevant concerns in that respect and so additional information was requested from the applicant's agent on a number of aspects. These areas are summarised below along with the clarification provided by the developer's representative:

#### Issue 1 – Type of Hardcore

The scheme involves the formation of a hardstanding surface to cover the site and so prevent the future occupiers from readily accessing any potentially contaminated material that remains buried on the site. The initial submission provided no clarity over the depth and nature of this covering material, and this is required to ensure that it provides an effective barrier between the site residents and any potentially contaminated material.

The developer's representative has responded as follows: *"With the exception of a small raised garden area a hardstanding layer of clean virgin stone will be placed across the site. This stone will be sourced from a suitable building supplies company. The layer will be at least 200mm thick, compacted and a verification report will be produced to confirm this depth consisting of at least ten trial holes."*

#### Issue 2 – Format of 'no-dig' layer

The scheme involves the formation of a 'no-dig' layer below the hardstanding to prevent the future occupiers from readily accessing any potentially contaminated material that remains buried on the site underneath that hardcore. The initial submission provided no clarity over this, and it was felt necessary to have this to ensure that it provides an effective barrier between the site residents and any potentially contaminated material.

The developer's representative has responded as follows: *"The 'no dig' barrier/layer will be a brightly coloured geotextile-membrane. This will prevent the movement of particulates whilst allowing rainwater to migrate. The vivid colour warns of potential danger at the point of any future excavations and it can also prevent the upward movement of contaminated soil particles."*

#### Issue 3 – Garden area materials

The scheme involves the importation of material to form the raised garden area. The initial submission provided no clarity over the quantity, nature and source of this material which is required to ensure that it is itself clean of any possible contaminants.

The developer's representative has responded as follows: *"The imported material will be sourced from a reputable building supply contractor, clarification of the nature of the material will be requested upon purchase and suitable test certificates will be requested ensuring that the material is suitable and safe for use in a domestic garden/allotment setting."*

*The area to be covered by the raised garden is as shown on the submitted plans with steps built around the area to allow easy access. The depth of the imported material will be at least 600mm above the no dig layer and will be made from a layer of subsoil approximately 450mm deep and topsoil at least 150mm deep.*

*Verification of the depth of the imported material above the no-dig layer will be undertaken following completion of the work."*

#### Issue 4 – Works associated with service trenches

The scheme involves the importation of material to backfill the service trenches, and as with issue 1 there was no detail over the nature and source of this material initially as that is required to ensure that it is itself clean of any possible contaminants. The works associated with the installation of the services will generate material for disposal that is potentially contaminated and so details of the intended disposal location of this material is required.

The developer's representative has responded as follows: *"Material to be used for the backfilling of service trenches will be obtained from a suitable building supply contractors and will be either virgin material or certificated recycled material, to ensure that it is suitable for the site. The material will vary in nature with pea-gravel, stone and sub-soil being used. Receipts and where necessary test certificates will be kept and included within the verification report."*

*The excavated material will be deposited of at a suitably licensed deposal/reclamation site. Waste transfer notes will be kept and reported within the verification report following completion of the site."*

#### Issue 5 - Bunds

There are a series of bunds of material within and around the perimeter of the site. The initial submission gives no information over how these are to be dealt with as they are not part of the final scheme and so this was requested.

The developer's representative has responded as follows: *"The bunds currently located around the perimeter of the site area to be removed to a suitably licensed deposal/reclamation site. Waste transfer notes will be kept and reported within the verification report following completion of the site."*

### Additional Issues

Queries were also raised with the developer's representative regarding the measures to be taken to ensure that the operatives undertaking the work are protected during the work activities, and the timescales for providing a verification report.

The developer's representative has responded to confirm that in respect of the safety of operatives: *"All contractors working on the site will be warned of the potential contamination presence. Specific risk assessments will be undertaken for each activity in line with Health and Safety legislation. However, as a minimum this will include the provision of appropriate PPE (PPF3 facemasks, gloves), welfare facilities to allow washing of hands. combined with instructions to contractors on how to minimise the risk of exposure. Further to the above, in order to minimise the potential for spread of any contamination, additional measures will also be incorporated into the works. these will include the provision of water sprays to minimise dust emissions if required and ensuring all loads are adequately sheeted when departing site."*

With regards the timescale they advise that: *"A verification report is to be produced following the completion of the works, confirming that the recommended remediation works have been undertaken. this should be available within 8 weeks of the completion of the site."*

### Assessment of Information

The additional report document has been shared with the council's Environmental Protection Team. They have confirmed that the clarification provided addresses their concerns and allows them to be satisfied that the works are appropriate to allow the condition to be discharged.

Your officers have also noted that the additional information addresses the areas that the Resident Group's consultant and so Parish Council identified as being missing with the original information that was presented with this application.

### Summary Position

Whilst the method of remediation in the proposed submission (i.e. burial in situ) differs from that which was original proposed and approved on the site (i.e. removal from site for burial elsewhere), it is accepted that either methodology is suitable to allow a safe site to be provided for all concerned. This is evidenced by both options being accepted as solutions for remediating contamination in the relevant guidance. The submitted methodology in this application, as enhanced with the additional information subsequently provided, is therefore considered to adequately safeguard those undertaking the development, those living on the site following its development, those living around the site, and the wider environment from undue risk as a consequence of the works

The implementation of the remediation strategy set out in the submitted documents will therefore accord with the requirements of Policy CL1 of the Fylde Local Plan to 2032.

### **Revised Condition**

To ensure their implementation as part of the planning permission the reports submitted with this application and their specific requirements are to be referenced in a revised condition, which it is suggested reads as follows:

*That prior to the first occupation of the site for the use permitted by this planning permission, the following works shall have been undertaken, in accordance with the methodology and details set out in the Contaminated Land Phase One Desk Study by Martin Environmental Services of June 2020 as supported by the additional Martin Environmental Services report reference 2077-1 dated April 2021:*

- a) *The entire surface of the site shall have been protected with a layer of hardstanding of at least 200mm depth with a 'no dig' barrier installed below that level to the depth and with materials of the nature set out in the additional report*
- b) *The services to facilitate the occupation of the site shall be installed as set out in the additional report*
- c) *The raised garden area shown in Figure 2 shall have been constructed to the depth and materials set out in the additional report to provide a safe alternative area for recreation and play on the site*
- d) *The remaining remediation works shall be undertaken using the appropriate risk assessments and best practice for minimising the potential for harm during those works as set out in the additional report.*

*Reason: To ensure that the remaining construction works and future occupation of the site can be undertaken whilst minimising the risk of on-site contaminants caused risk to the health of future residents of the site, neighbours to the site, and the surrounding environment. These works are to accord with the requirements of Policy CL1 of the Fylde Local Plan to 2032 and para 178 and 179 of the NPPF.*

A further condition is then proposed to ensure that a verification of the works that have been undertaken is provided. This is proposed to read as follows:

*That no later than 8 weeks following the first occupation of the site for the use permitted by this planning permission a verification report shall have been prepared and submitted to the local planning authority for approval in writing. This Verification Report shall document the works that have been undertaken to ensure compliance with the remediation works set out in condition 13, and specifically the following works:*

- a) *The source and certification for the stone material used to form the surface material of the site*
- b) *The source and certification for the material (sub soil and top soil) used to form the raised garden area*
- c) *The source and certification for the material used to backfill the service trenches and any other excavations undertaken to facilitate the installation of services to the site*
- d) *The waste transfer notes relating to the disposal of the material that is currently on site in a series of bunds*

*Reason: To provide confirmation that the remaining construction and remediation works have been undertaken and so the development of the site will minimise the risk to the health of future residents of the site, neighbours to the site, and the surrounding environment. This is to ensure compliance with the requirements of Policy CL1 of the Fylde Local Plan to 2032 and para 178 and 179 of the NPPF.*

As a s73 decision creates a new planning permission that sits alongside the original one there is a need to include all the other conditions that remain relevant to the decision. In this case as the original planning permission has been implemented the details required by a number of other conditions have been discharged by earlier submissions. This means that those conditions are re-written to simply relate to the implementation of the approved details and their requirements. These are not discussed further here but are set out in the conditions section of this report as normal and are conditions 7, 9, 10, 11, 12 and 15. All other conditions are repeated exactly as issued by the Inspector although a 'reason' has been added to the conditions which relates them to the Local Plan..

## **Conclusions**

The application relates to a rectangular area of land to the north of Thames Street in Newton. The site is allocated for gypsy accommodation in the Fylde Local Plan to 2032 and has an extant planning permission in place for that use which was allowed following a 'call-in' appeal. Condition 14 attached to that planning permission required the approval and implementation of a scheme of remediation in relation to the contamination that was known to be present on the site, as well as any contamination that was unknown at the time of the decision to grant planning permission.

The applicant submitted a proposed remediation strategy which was approved by the council, but then undertook works which were at variance with the approved strategy. This application is intended to regularise the position by allowing a condition to be framed around the works that have been carried out (which are considered acceptable), while putting in place appropriate and rigorous safeguards to ensure ongoing compliance.

The existing remediation is considered acceptable for the nature, level and location of the contamination after consideration of expert reports and following a series of site samples taken at the time that the remediation was underway. The submission proposes further works be undertaken to conclude the remediation in the remaining development stage of the planning permission, and these works are also considered to be acceptable.

Once completed, the remediation will allow for the safe development and occupation of the site in accordance with the submitted details.

A s73 application is in the form of an application for planning permission without complying with an existing condition. The local planning authority may grant the application subject to the imposition of further conditions. In this way, such an application allows for the variation of conditions on an existing planning permission. Officers are satisfied that condition 14 can be varied to relate to the implementation of the remaining works to remediate that contamination as set out in this application, along with the submission of a verification report for assessment on the completion of those works. The recommendation is therefore to grant permission, subject to the imposition of a new condition to cover these matters and of further conditions to reflect those conditions of the original permission that remain undischarged or require implementation.

## **Recommendation**

That Planning Permission be GRANTED subject to the following conditions:

1. The development hereby permitted shall be carried out in accordance with the following approved plans:
  - Location Plan (Scale 1:1250),
  - Proposed Side Elevations of Amenity Block, Proposed Front and Rear Elevations and Floor Plan of Amenity Block (all Scale 1:100).
  - Proposed External Works / Landscaping Plan - dwg-tjba-mcdonough-thames st-200616.dwg revision p2 (submitted under application reference 17/0062)

Except as provided for by other conditions to this permission, the development shall be carried out in complete accordance with the approved drawings.

Reason: For the avoidance of doubt and to ensure that the development is carried out in accordance with the approved plans in the interests of proper planning in accordance with the

policies contained within the Fylde Local Plan to 2032 and National Planning Policy Framework

2. The site shall only be occupied as permanent accommodation and not as a transit site and only by “gypsies and travellers” as defined in Annex 1 Glossary of the Planning Policy for Traveller Sites 2015 (or any policy guidance amending or adding thereto).

Reason: In order to ensure the site is occupied by Gypsies & Travellers as the grant of planning permission for a residential caravan park or a holiday caravan park may not be appropriate in this locality and as the use of the site as transit accommodation would lead to an unacceptable increase in towed vehicular movements. This is as required by Policies GD7 and H5 of the Fylde Local Plan to 2032.

3. There shall be no more than 3 pitches on the site and on each of the 3 pitches hereby approved no more than 2 caravans, as defined in the Caravan Sites and Control of Development Act 1960 and the Caravan Sites Act 1968 shall be stationed at any time.

Reason: To provide clarity to the permission and to ensure that the layout of the site minimises the potential visual impact as required by Policies GD7 and H5 of the Fylde Local Plan to 2032.

4. Any caravans positioned on the site shall be touring caravans and shall be capable of being lawfully moved on the public highway, without division into separate parts, and shall not exceed 7m in length (excluding tow bar).

Reason: To provide clarity to the permission and to ensure that the layout of the site minimises the potential visual impact as required by Policies GD7 and H5 of the Fylde Local Plan to 2032.

5. No more than one commercial vehicle per pitch shall be kept on the land for use by the occupiers of the caravans hereby permitted, and each vehicle shall not exceed a maximum gross weight of 3.5 tonnes.

Reason: To provide appropriate control over the volume of vehicle movements on the adjacent highway network by large vehicles and to ensure that the occupation of the site minimises the potential visual impact as required by Policies GD7 and H5 of the Fylde Local Plan to 2032.

6. No commercial activities shall take place on the land, including the storage of materials.

Reason: To provide appropriate control over the nature and extent of activity undertaken at the site in the interests of preserving neighbouring residential amenity and the visual amenity of the area as required by Policies GD7 and H5 of the Fylde Local Plan to 2032.

7. Unless alternative details are subsequently approved by the local planning authority in writing the amenity block hereby approved shall be constructed to the finished floor level of 5.90 aOD being 150mm above the existing ground level and in a 'Mercia Orange' red brick sample and a 'Cabello Slate' being the details approved in respect of condition 8 of planning permission 12/0118, with that decision having Fylde Council reference 17/0817.

Reason: To ensure the development of the building minimises the potential for flood risk on and off site, and to secure the use of appropriate materials which are sympathetic to the character of the surrounding area and the visual amenity of the site in accordance with Policies H5 and GD7 of the Fylde Local Plan to 2032.

8. No electrical generator shall be used on the site unless it has been sited and enclosed in accordance with details which shall have been previously submitted to, and approved in writing by, the local planning authority.

Reason: To minimise the potential for noise disturbance to be suffered by neighbouring residents, and to preserve the rural character of the surrounding area as required by para 180 of NPPF19.

9. Unless alternative details are subsequently approved by the local planning authority in writing the site landscaping and other development works shall be undertaken in accordance with drawing 'dwg-tjba-mcdonough-thames st-200616.dwg revision p2' being the details approved in respect of condition 10 of planning permission 12/0118, with that decision having Fylde Council reference 17/0062.

The development shall be carried out in accordance with the approved details and programme, with the exception of the area labelled 'ex. grassed bund' along the northern site boundary which shall be removed from site in accordance with condition 13 of this permission.

No surfacing, fencing, gates or lighting shall be carried out or erected on the site other than that approved pursuant to this condition.

Reason: To minimise the impact of the development on the character of the surrounding area as required by Policies GD7 and H5 of the Fylde Local Plan to 2032.

10. Any trees or plants included within the landscaping scheme required by condition 9 which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species, unless the local planning authority gives written approval to any variation.

Reason: To minimise the impact of the development on the character of the surrounding area as required by Policies GD7 and H5 of the Fylde Local Plan to 2032.

11. Unless alternative details are subsequently approved in writing by the local planning authority, the foul water drainage arrangements shall be undertaken in accordance with the details on drawing 'dwg-tjba-mcdonough-thames st-200616.dwg revision p2' being the details approved in respect of condition 12 of planning permission 12/0118, with that decision having Fylde Council reference 17/0062. These foul water drainage works shall be completed in accordance with these details prior to the first occupation of the site.

Reason: To ensure appropriate arrangements for the site drainage are put in place to minimise the potential for pollution of the water environment as required by Policies GD7 and H5 of the Fylde Local Plan to 2032.

12. Unless alternative details are subsequently approved by the local planning authority in writing the surface water drainage arrangements shall be undertaken in accordance with the details on drawing 'dwg-tjba-mcdonough-thames st-200616.dwg revision p2' being the details approved in respect of condition 13 of planning permission 12/0118, with that decision having Fylde Council reference 17/0062. These surface water drainage works shall be completed in accordance with these details prior to the first occupation of the site.

Reason: To ensure appropriate arrangements for the site drainage are put in place to minimise the potential for pollution of the water environment as required by Policies GD7, CL2 and H5 of the Fylde Local Plan to 2032.

13. That prior to the first occupation of the site for the use permitted by this planning permission the following works shall have been undertaken, in accordance with the methodology and details set out in the Contaminated Land Phase One Desk Study by Martin Environmental Services of June 2020 as supported by the additional Martin Environmental Services report reference 2077-1 dated April 2021, and the Martin Environmental Services Addendum Information report of May 2021:
- a) An area of concrete shall be laid over the area of buried material indicated in appendix 5 to the Phase One Desk Study as described in the MES addendum information
  - b) The entire surface of the site shall have been protected with a layer of hardstanding of at least 200mm depth with a 'no dig' barrier installed below that level to the depth and with materials of the nature set out in the additional report.
  - c) The services to facilitate the occupation of the site shall be installed as set out in the additional report
  - d) The raised garden area shown in Figure 2 shall have been constructed to the depth and materials set out in the additional report to provide a safe alternative area for recreation and play on the site
  - e) Any mounds of material on site and along the northern boundary of the site shall be removed off site using the appropriate risk assessments and techniques as confirmed in the MES addendum information.
  - f) These remaining remediation works shall be undertaken using the appropriate risk assessments and best practice for minimising the potential for harm during those works as set out in the additional report.

Reason: To ensure that the remaining construction works and future occupation of the site can be undertaken whilst minimising the risk of on-site contaminants caused risk to the health of future residents of the site, neighbours to the site, and the surrounding environment. These works are to accord with the requirements of Policy CL1 of the Fylde Local Plan to 2032 and para 178 and 179 of NPPF19.

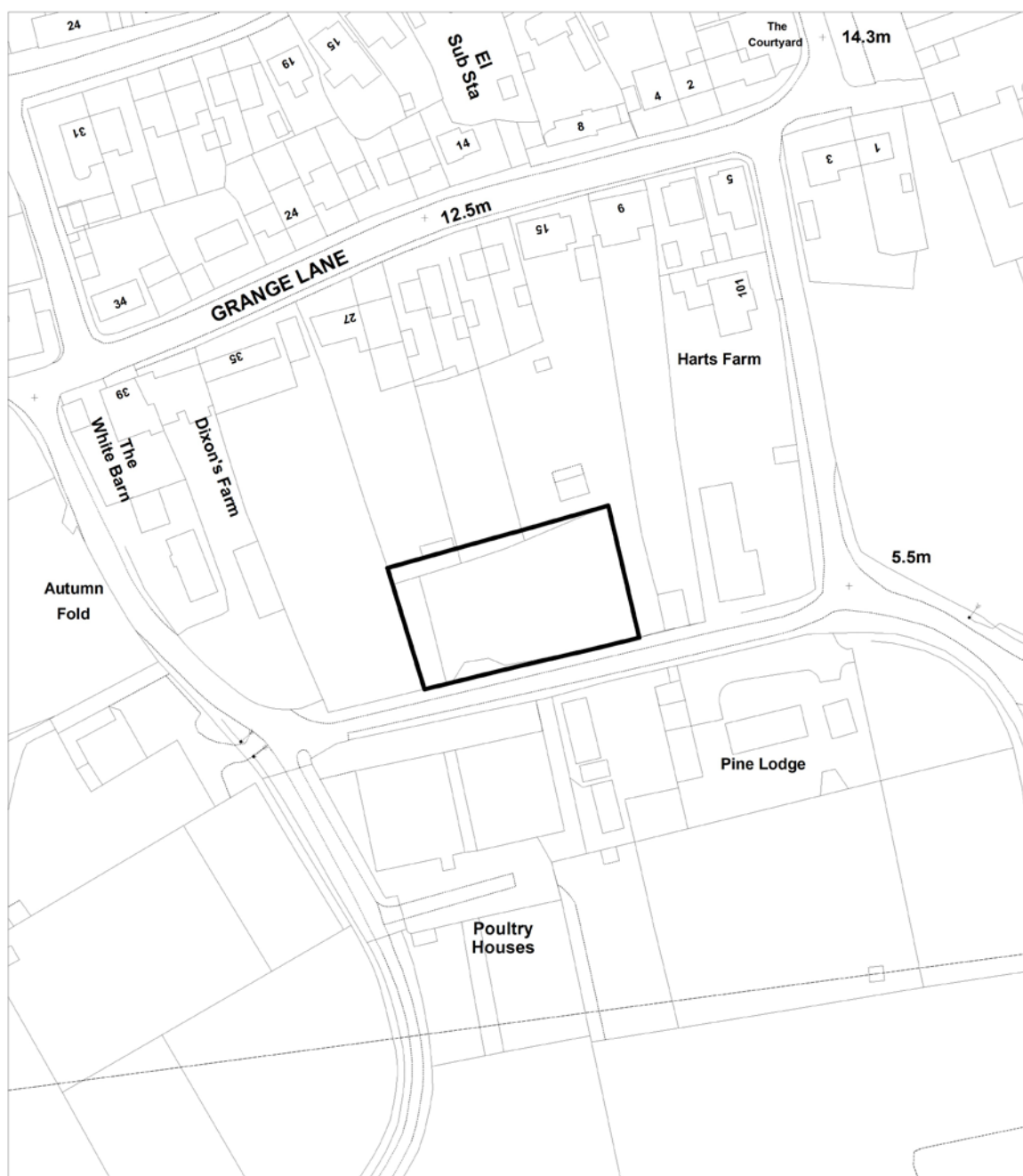
14. That prior to the first occupation of the site for the use permitted by this planning permission a Verification Report shall have been prepared and submitted to the local planning authority for approval in writing. This Verification Report shall document the works that have been undertaken to ensure compliance with the remediation works set out in condition 13, and specifically the following works:
- a) That the buried material has been protected by a layer of concrete
  - b) That the entire surface of the site has been protected by a no-dig layer and specified depth of hard-surface material
  - c) The source and certification for the stone material used to form the surface material of the site
  - d) The source and certification for the material (sub soil and top soil) used to form the raised garden area
  - e) The source and certification for the material used to backfill the service trenches and any other excavations undertaken to facilitate the installation of services to the site
  - f) The waste transfer notes relating to the disposal of the material that is currently on site in a series of bunds, including one along the northern boundary of the site


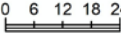
Reason: To provide confirmation that the remaining construction and remediation works have been undertaken and so the development of the site will minimise the risk to the health of future residents of the site, neighbours to the site, and the surrounding environment. This is to ensure compliance with the requirements of Policy CL1 of the Fylde Local Plan to 2032 and para 178 and 179 of NPPF19.



15. Unless alternative details are subsequently approved by the local planning authority in writing the site development shall be undertaken in accordance with the details on Proposed access, road & lighting Plan drawing 'dwg-tjba-mcdonough-thamesst-200616.dwg rev p1' being the details approved in respect of condition 15 of planning permission 12/0118, with that decision having Fylde Council reference 17/0062. These site access and off-site access works shall be completed prior to the first occupation of the site.

Reason: To ensure the provision of a safe and suitable access to the development as required by Policies GD7 and H5 of the Fylde Local Plan to 2032.



		(c) Crown Copyright and database right (2021). Ordnance Survey (100006084).	
Application No. 5/20/0357	Address Former Builders Yard, Thames Street, Newton	Grid Ref. E.3446 : N.4305	Scale 0 6 12 18 24 m 

**Item Number:** 2

**Committee Date:** 28 July 2021

<b>Application Reference:</b> 20/0952		<b>Type of Application:</b> Full Planning Permission	
<b>Applicant:</b>	Pete Marquis Developments	<b>Agent :</b>	Strategic Development and Cost Consultants
<b>Location:</b>	LAND SOUTH OF KINETON LODGE, BACK LANE, WEETON WITH PREESE, PRESTON, PR4 3HS		
<b>Proposal:</b>	CHANGE OF USE OF THE LAND FROM AGRICULTURAL TO THE KEEPING OF HORSES AND FOR THE ERECTION OF A STABLE BUILDING COMPRISING OF 2NO STABLES AND A TACK / STORE ROOM FOR PRIVATE USE		
<b>Ward:</b>	STAINING AND WEETON	<b>Parish:</b>	Weeton with Preese
<b>Weeks on Hand:</b>	25	<b>Case Officer:</b>	Alan Pinder
<b>Reason for Delay:</b>	Need to determine at Committee		
<a href="#">Click Here</a> for application site on Google Maps		<a href="#">Click here</a> for application on FBC website	

**Summary of Recommended Decision:** Grant

**Summary of Officer Recommendation**

This relates to an area of land that is located off Back Lane in Weeton and is immediately adjacent the M55 motorway. It extends to *circa* 0.2 hectares in area and is currently in use as agricultural grassland. The proposal is to utilise it for equestrian purposes with the construction of a stable building for the stabling of two horses together with the storage of associated tack and horse feed to support that.

The site is located within designated countryside where a 'horsicultural' use such as this is considered appropriate and acceptable as a rural use that will preserve the character of the countryside. The scale, design, and appearance of the stable building is considered appropriate for the proposed use, and its siting is such that it would not be visually intrusive or incongruous within the wider rural area. The use would not create any unacceptable impacts on the local highway network.

Accordingly the proposed development accords with policies GD4 and GD7 of the Fylde Local Plan to 2032 and the application is recommended for approval.

**Reason for Reporting to Committee**

The officer recommendation for approval conflicts with the views of the Parish Council and so it is necessary to present the application to the Planning Committee for a decision.

**Site Description and Location**

The application site comprises a small (*circa* 0.2 hectares in area) parcel of rough grassland located within countryside, as designated in the Fylde Local Plan to 2032 Policies Map. The site is adjacent to, and immediately to the north of, the M55 motorway and is accessed from Back Lane via a narrow

private road that connects Back Lane with Bradshaw Lane to the east. This private road is a designated public right of way (PROW). The site boundaries are enclosed by a timber rail fence.

### **Details of Proposal**

Planning permission is sought for the following:

- Change of use of the land from agricultural to use for the keeping of horses
- Erection of a stable building on the land for the stabling of two horses and provision of a tack/store room. The building would measure 12 metres in length and 7.7 metres in depth with a dual pitched roof at 5.5 metre ridge and 2.8 metre eaves. The building is to be constructed of timber throughout, with a felted roof
- The formation of a 2 metre wide apron of concrete hardstanding around the perimeter of the building
- The formation of a 1.2 metre high timber gate access

The stables are intended for private use only and not for any commercial livery use.

### **Relevant Planning History**

There is no planning history associated with this site.

### **Relevant Planning Appeals History**

None

### **Parish/Town Council Observations**

**Weeton with Preese Parish Council** notified on 02 February 2021 and comment:

*Object to the application and recommend refusal for the following reasons:*

1. *Issues with the validity of this being a private and non-commercial enterprise, as the elevation shows 3 x stable doors – the third open area would not need a stable door if used as a tack area.*
2. *Issues with utility connections. Where will these emanate from?*
3. *The adjoining highway is a public footpath and access / egress will be dangerous on to / from Back Lane.*

### **Statutory Consultees and Observations of Other Interested Parties**

#### **Highways England**

Due to the proximity of the site to the M55 there is a statutory requirement to consult with Highways England. They have responded to confirm that they have no objection to the proposed development, subject to conditions being imposed to ensure that the site fence with the motorway is maintained, and that the site does not drain towards the motorway. These are to ensure the safety and integrity of the Strategic Road Network.

#### **Lancashire County Council - Highway Authority**

With the access to the site being from the local highway network LCC Highways have been consulted. They advise:

*LCC Highways does not have any objections regarding the proposed change of use of the land from agricultural to the keeping of horses and for the erection of a stable building comprising of 2no stables and a tack / store room for private use, and are of the opinion that the proposed development will not have a significant impact on highway safety, capacity or amenity in the immediate vicinity of the site.*

They request that a condition be imposed to ensure that the site is only used for private equestrian purposes.

#### **Lancashire County Council Rights of Way Officer**

They have been consulted as the site is accessed from a public right of way, but no comments have been received.

#### **Environmental Protection (Pollution)**

They confirm that there are no objections to the application in principle, but request that conditions are imposed to ensure that details of the manure storage arrangements are agreed, that there be no lighting that could impact on neighbour amenity, and that the stables are only used for private equestrian purposes to limit the level of activity and so potential for disturbance.

#### **Neighbour Observations**

##### **Neighbours notified:**

02 February 2021

##### **Number of Responses**

Two

##### **Summary of Comments**

- The private access track and Back Lane are both prone to flooding. The stables would increase surface water run-off and thus exacerbate the flooding issue
- The access onto Back Lane is blind to the left as thus hazardous to road safety
- Back Lane has only recently undergone extensive repairs. The increase in traffic due to the stables would risk causing further damage to the road surface
- The stables do not appear to be for use by the occupiers of Kineton Lodge as they don't own any horses. Hence the stables will inevitably be rented on a commercial basis
- The private access track is principally used by walkers and horse riders. Vehicle traffic associated with the stables would affect these users
- The increase in vehicle traffic will add to damage caused to the grass verges of Back lane and the private track
- The grassland within the site is insufficient to support 2 horses
- The stables would be visually harmful to the landscape
- Horse boxes accessing the site from Back lane would obstruct traffic and potentially be hazardous to other road users

#### **Relevant Planning Policy**

##### **Fylde Local Plan to 2032:**

GD4

Development in the Countryside

**Other Relevant Policy:**

NPPF:	National Planning Policy Framework
NPPG:	National Planning Practice Guidance

**Environmental Impact Assessment**

This development does not fall within Schedule 1 or 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017.

**Comment and Analysis****The Principle of the Development**

The application site lies within designated countryside and as such policy GD4 of the Local Plan is a relevant policy consideration. GD4 seeks to restrict development within countryside to that which falls within one or more of six criteria listed 'a' through to 'f' in the policy. Of these six criteria only criterion 'a' is relevant to this application, and refers to development *"...needed for purposes of agriculture, horticulture or forestry; or other uses appropriate to a rural area, including uses which would help to diversify the rural economy, including small-scale tourist accommodation, holiday caravan sites and very exceptionally, larger scale tourism development"*.

Equestrianism and the private stabling of horses is recognised as being a use that is appropriate to a rural area and thus the principle of the proposed development is acceptable, and there is no conflict with Policy GD4 in this regard.

**Design, Appearance and Visual Impact**

The building has been revised from first submission to one which is of a modest size and has a timber and felt construction. It has a scale, design and appearance that is typical for the private stabling of horses and so in these respects the proposal now raises no concerns.

The application site is located between Back Lane to the north and the M55 motorway to the south. The topography of the surrounding land is such that the stable building would only be viewed from a limited length of the PROW that runs past the site to the north and from the M55 motorway, which is elevated above the site and runs past the southern side of the site. In these views the building would be viewed against a green backdrop; the grassed embankment to the rear of the building and adjacent to the motorway, and the green landscape that extends to the north of the site.

Having regard for this spatial context and the surrounding topography, it is considered that the siting of the stable building has an acceptable impact on the landscape and creates no harm to the character and appearance of this area of countryside. The proposal therefore accords with the requirements of Policy GD7 and ENV1 in this regard.

**Residential Amenity**

The nearest properties to the site are those at Kinton Lodge which are around 150m to the west on the opposite side of Back Lane. At this separation there will be no conceivable impacts on the residential amenity from the development.

**Highways**

The site would be accessed via a private road that connects Back Lane with Bradshaw Lane to the east. Whilst this is a private road it is also a public right of way (PROW) and so can legitimately be

used to access the stables. Neighbour objections have been received based on the impacts of the proposal on the safe use of the PROW and highway, and other highway impacts.

The LCC Rights of Way Officer has been consulted on the application for any observations but as of the time of writing no response has been received. LCC Highways have replied to raise no objections, and at the limited scale of use that a small private stabling activity could generate it is understandable that they have no objections to the development. A condition will be imposed to ensure that the stabling is private and will satisfy the policy requirements relating to highway safety as a result.

The scheme does not propose any alterations to the fencing or the drainage of the site that could impact on the operation of the motorway and so the points raised by Highways England are also addressed.

#### Other Matters

Nearby residents have also raised concerns that the increase in traffic movements that would result from the use of the stables would cause additional unacceptable wear and tear to the grass verges of Back Lane and the surface of the PROW. However the level of traffic movements associated with the private stable use are unlikely to be of such an extent that notable additional wear to any road surface or grass verges would occur. This notwithstanding, such matters are not a material planning consideration for the purposes of assessing the planning merits of the proposal.

One resident has also expressed concern that the size of the site is too small to support two horses. Whilst it may be the case that there is insufficient pasture to feed two horses this does not preclude the granting of permission as additional supplemental feed can be brought onto the site.

#### Conclusions

This application proposes the change of use of a *circa* 0.2 hectare area of agricultural grassland to equestrian use and the construction of a stable building for the stabling of two horses and the storage of associated tack and horse feed. The site is located within designated countryside where a 'horsicultural' use such as this is considered appropriate and acceptable. The scale, design, and appearance of the stable building is considered appropriate for the proposed use, and its siting is such that it would not be visually intrusive or incongruous within the wider rural area. Accordingly the proposed development accords with policies GD4 and GD7 of the Fylde Local Plan to 2032 and the application is recommended for approval.

#### Recommendation

That Planning Permission be GRANTED subject to the following conditions:

1. The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason: To comply with the requirements of section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. This permission relates to the following plans:
  - Location Plan - Drawing no. S2/27/20LOC Rev A
  - Proposed Plans, Elevations & Site Plan - Drawing no., S127/20P3B1 Rev C

Except as provided for by other conditions to this permission, the development shall be carried out in complete accordance with the approved drawings.

Reason: For the avoidance of doubt and to ensure that the development is carried out in accordance with the approved plans in the interests of proper planning in accordance with the policies contained within the Fylde Local Plan to 2032 and National Planning Policy Framework

3. Unless alternative details have first been submitted to and approved in writing by the Local Planning Authority, the stable building shall be constructed in timber as detailed on the approved plans listed in condition 2 to this planning permission, and roofed in a felt covering as confirmed in an email from the agent to the council of 8/6/21.

Reason: To ensure the use of appropriate materials and a finished appearance which are sympathetic to the character of this rural area in the interests of visual amenity in accordance with Policy GD7 of the Fylde Local Plan to 2032.

4. The equestrian use of the site and the stable building hereby approved shall be for private equestrian purposes only with no livery, breeding, training, showing or other commercial equestrian related activities carried on, in or from the site and building.

Reason: The use of the development in connection with any commercial operation would potentially cause increased activity at the site and vehicle movements to it contrary to the provisions of policy GD7 of the Fylde Local Plan to 2032.

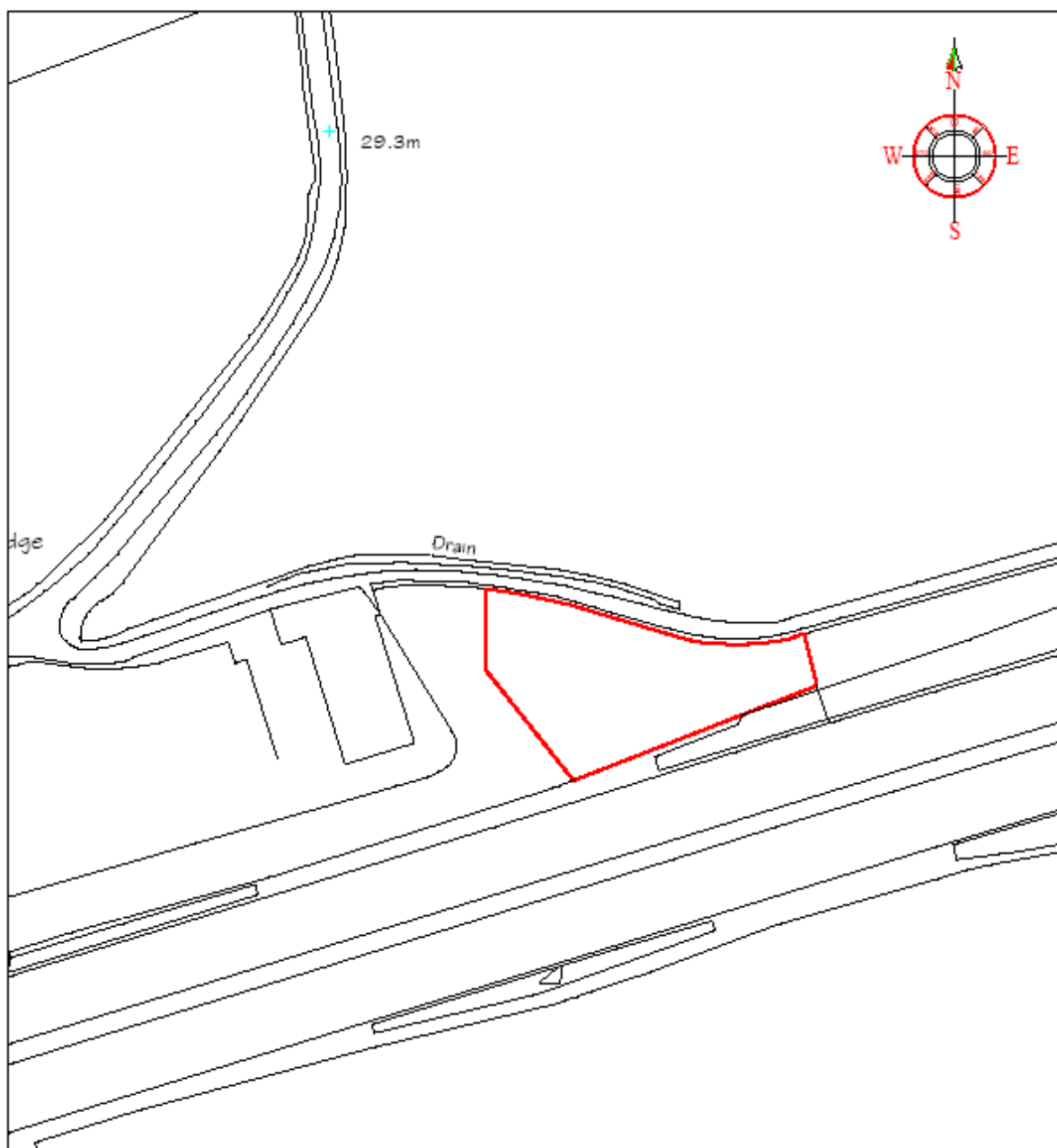
5. Notwithstanding any details contained within the application and the requirements of condition 2 of this permission, if any external lighting is to be installed on the building(s) and/or the external areas of the site a scheme including details of the lighting's: (i) position and height on the building(s) and/or site; (ii) spillage, luminance and angle of installation; and (iii) any shields or hoods to be fixed to the lights shall be submitted to and approved in writing by the Local Planning Authority before any lighting is installed. Any external lighting shall only be installed in accordance with the duly approved scheme.

Reason: To ensure that any external lighting to be installed at the site does not cause a nuisance to the surrounding countryside area or impact on the highway safety of the users of the M55, as a result of light pollution, in accordance with the requirements of Policy GD7 of the Fylde Local Plan to 2032 and the National Planning Policy Framework.

6. The stables hereby approved shall not be brought into use until a scheme for the provision of a manure store has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of the siting, size, materials, design and covering arrangements of the manure store. The manure store shall thereafter be constructed and made available for use in accordance with the duly approved scheme before the stables are first brought into use.

Reason: In order that appropriate facilities are provided for the storage and removal of waste at the site in the interests of the amenity of surrounding occupiers and to ensure a sympathetic appearance for the manure store which is compatible with the character of the site and its surroundings in accordance with the requirements of Fylde Local Plan to 2032 policy GD7 and the National Planning Policy Framework.





**Item Number:** 3

**Committee Date:** 28 July 2021

<b>Application Reference:</b>	21/0057	<b>Type of Application:</b>	Full Planning Permission
<b>Applicant:</b>	Mr Towers	<b>Agent :</b>	Firth Associates Ltd
<b>Location:</b>	BRADKIRK HALL FARM, WEETON ROAD, MEDLAR WITH WESHAM, PRESTON, PR4 3NA		
<b>Proposal:</b>	RETROSPECTIVE APPLICATION FOR THE CHANGE OF USE AND CONVERSION OF A SERIES OF AGRICULTURAL BUILDINGS TO ENABLE THEIR USE FOR EMPLOYMENT PURPOSES IN CLASS E (g) (VARIATION OF SCHEME APPROVED UNDER PLANNING PERMISSION 16/0738 TO INCLUDE REVISED ELEVATION TREATMENT, USE OF TWO ADDITIONAL AGRICULTURAL BUILDINGS, DEMOLITION OF A BUILDING, ALTERATION TO SITE ACCESS TRACK ROUTING, AND FORMATION OF ADDITIONAL HARD SURFACED PARKING AREAS)		
<b>Ward:</b>		<b>Parish:</b>	Medlar with Wesham
<b>Weeks on Hand:</b>	18	<b>Case Officer:</b>	Katie Halpin
<b>Reason for Delay:</b>	Delays in consultation replies		
<a href="#">Click Here</a> for application site on Google Maps		<a href="#">Click here</a> for application on FBC website	

**Summary of Recommended Decision:** Delegated to Approve

**Summary of Officer Recommendation**

The application site is the farmstead and associated land at Bradkirk Farm which is accessed off Weeton Road between Wesham and Weeton. Agricultural activity has reduced in recent years and these proposals relate to the buildings on the site being used for employment purposes. This commenced following a planning permission granted in 2016, but has been developed at variance to the requirements of that planning permission and over a larger extent of buildings and land, with this application seeking to regularise that.

The application will secure the positive re-use of redundant buildings in a manner which will help the commercial viability of the farm through diversification, whilst also creating employment opportunities and delivering growth. In so doing the proposals comply with key objectives of national and local policy and so these considerations support of the grant of planning permission.

The site is located in the Countryside where Policy GD4 and other relevant planning policies permit the conversion of buildings for the creation of new employment premises and the proposals are in general compliance with the relevant criteria of these policies. The site is also still within a reasonably accessible location being sited just outside one of the main urban areas of the Borough. The previous application provided supporting technical evidence which demonstrated that the proposals would have no unacceptable impact in relation to highways, ecology, flood risk, heritage assets or trees. The proposals are therefore in general compliance with the Development Plan and national planning policy, represent sustainable development and ought to be granted planning permission.

However, there are some outstanding revisions required to the landscaping proposals, and given the significance of remedying the current landscape harm from the unauthorised development on site it is considered appropriate to delay a decision until these have been received. The surface water drainage arrangements also require further assessment. The recommendation is therefore to delegate the authority to issue the decision to officers at that time.

### **Reason for Reporting to Committee**

The application is for 'major development' and so it is necessary to present the application to the Planning Committee for a decision.

### **Site Description and Location**

The application site forms part of the farmstead to Bradkirk Hall Farm, which is located primarily to the south of Weeton Road just over 1km west of Wesham, within the designated countryside in accordance with Policy GD4 of the Fylde Local Plan to 2032. The farm has been operated by the applicant's family for 90 years and is an arable and livestock farming enterprises.

The farmstead comprises a two storey farmhouse known as the 'Hall' which is located on the western side of the farmstead and fronts Weeton Road to the north. This is a Grade II listed building dated 1764. Also within the site are a pair of semi-detached residential cottages sited on the southern boundary of the farmstead, which are in the ownership of the applicant. One is currently unoccupied and the other is occupied by a retired agricultural worker.

The site is currently accessed via Weeton Road from two access points - one located adjacent to the farmhouse and an unauthorised track access located over 100m from Weeton Road / A585 roundabout. The site is relatively level and is surrounded by agricultural land, with a mature woodland to the north east.

### **Details of Proposal**

#### **Overall Scheme**

The original proposal in application, 16/0738, was for 'Conversion of a series of agricultural buildings to enable their use class as B1/B2/B8 units. Construction of new access track and access point to Weeton Road and additional hard surfaced parking areas.' Overall this planning permission has largely been implemented however there are a number of variances to the approved plans, extensions to the site, and the works were undertaken in breach of pre-commencement conditions so rendering the entire development unauthorised.

This application seeks to regularise the development whilst also incorporating details that are not in accordance with the previous planning permission. The original application related to the conversion of 10 agricultural buildings labelled A - J on the site plan. This revised proposal now seeks to also incorporate two further agricultural buildings into the change of use application labelled K & L on the site plan and the demolition of the building labelled D.

The materials used on the external elevations of the buildings also differ from the approved plan and they are all now clad in powder coated vertical steel profile sheeting on the walls and powder coated vertical steel profile sheeting on the roofs.

The use class now proposed is Class E (g) due to the changes in the Use Classes Order in 2020 which relates to

- E(g)(i) Offices to carry out any operational or administrative functions,
- E(g)(ii) Research and development of products or processes
- E(g)(iii) Industrial processes

A new access onto Weeton Road has been proposed with an altered layout to the previously approved scheme which also now includes a road curving round to the south of Bradkirk Cottages to enable safer HGV access to all buildings on the site. This has led to a large area being hard landscaped without planning permission and part of this area to the south of the original red edge of the previous application is proposed to be re-instated as grass and screen planting. A landscaping plan has also been included with the proposal to mitigate the hard landscaping parts of the scheme already in situ. Further car parking is proposed to the south of buildings J & I to accommodate the businesses in these buildings. Again the southern part of this land is proposed to be re-instated as grass and screen planting to mitigate the impact this has on the surrounding open countryside to the south.

#### Details of Buildings

With regard to each specific building and their condition at the time of the previous application and current proposal;

- Building A - 640 sqm concrete portal framed with a double span. Its roof is clad in corrugated cement sheeting and its sides are clad in timber and blockwork. The survey states that this building will need strengthening with localised concrete repairs. It is proposed that this building be converted into two units with the bottom section of the building to be a concrete blockwork base and all elevations of the building to be clad in vertical steel profile cladding to match on all elevations. New roller shutter door and pedestrian access door are proposed for each unit.
- Building B – 500 sqm steel portal framed. Its roof is clad in corrugated fibre cement sheeting and has generally open sides with part timber cladding to gables. The survey states steelwork in good condition and can be adapted to industrial use without significant strengthening work. It is proposed that this building be converted into two units with the bottom section of the building to be a concrete blockwork base and all elevations of the building to be clad in vertical steel profile cladding to match on all elevations. New roller shutter door and pedestrian access door are proposed for each unit.
- Building C – 218 sqm traditional brick farm building with steel framed supports to the roof. Brickwork need some localised rebuilding and the steel needs strengthening. It is proposed that this building be converted with new roller shutter door and pedestrian access door with existing brickwork to be retained on all elevations.
- Building D – 180 sqm traditional brick farm building with steel framed supports to the roof. Brickwork needed some localised rebuilding and the steel needed strengthening. This building has been demolished due its poor structural integrity and this application seek retrospective planning permission for this demolition.
- Building E – 570 sqm steel portal framed with adjacent steep portal lean to. Its roof is clad in corrugated fibre cement sheeting and its sides are open sided with concrete panelling to lower sections and timber cladding to gables. The survey states steelwork in good condition

and can be adapted to industrial use without significant strengthening work. It is proposed that this substantial building be split into two units and be served by new roller shutter door and pedestrian access door for each unit with new windows in the western elevation. The lower section of the building will be a concrete blockwork base and all elevations of the building to be clad in vertical steel profile cladding to match on all elevations. Existing roof covering to be replaced with steel sheeting.

- Building F – 217 sqm steel portal framed building that has been extended. Its roof is clad with profiled metal sheeting and its sides are concrete block wall and open sided. The survey states that steelwork will need strengthening and its timber purlins replaced. It is proposed that this building be split into three units and be served by two roller shutter doors, 3 pedestrian access door with a new windows proposed in the western elevation. The lower section of the building will be a concrete blockwork base and all elevations of the building to be clad in vertical steel profile cladding to match on all elevations. Existing roof covering to be replaced with steel sheeting.
- Building G – 232 sqm steel portal framed with extended rafter to east. Rood is clad in troughed cement asbestos sheeting and its side are open sided to the east with the others blockwork to 2.4m and timber clad above. The survey states that steelwork will need strengthening and its timber purlins replaced. It is proposed that this building be split into one unit with a new roller shutter door and a new pedestrian access door. The lower section of the building will be a concrete blockwork base and all elevations of the building to be clad in vertical steel profile cladding to match on all elevations. Existing roof covering to be replaced with steel sheeting.
- Building H – 683 sqm steel mono-pitched portal building. Its roof is troughed cement asbestos sheeting with its sides blockwork to 1.2m and timber cladding above. South side is open. Report states that section sizes are appropriate for adaptation to industrial use and that the steelwork could be improved. It is proposed that this long building will be split into seven units, with 7 roller shutter doors and 7 pedestrian access doors. The lower section of the building will be a concrete blockwork base and all elevations of the building to be clad in vertical steel profile cladding to match on all elevations. Existing roof covering to be replaced with steel sheeting.
- Building I – 408 sqm steel portal framed with troughed fibre cement sheeting roof and concrete block sides to 1.6m with timber cladding above, north side open. Report stated building in good condition and relatively modern which can be adapted to industrial use. It is proposed that this building be split into two units with a roller shutter door in each gable end and a pedestrian access door to the eastern elevation. The lower section of the building will be a concrete blockwork base and all elevations of the building to be clad in vertical steel profile cladding to match on all elevations. Existing roof covering to be replaced with steel sheeting.
- Building J – 408 sqm steel portal framed with troughed fibre cement sheeting roof and concrete block sides to 1.6m with timber cladding above, north side open. Report stated building in good condition and relatively modern which can be adapted to industrial use. It is proposed that this building be split into two units with one roller shutter door proposed as well as new windows. A timber car port with grey vertical steel profile roofing has been erected along the southern elevation. The lower section of the building will be a concrete blockwork base and all elevations of the building to be clad in vertical steel profile cladding to match on all elevations. Existing roof covering to be replaced with steel sheeting.

New buildings which have been converted for which retrospective permission is requested as part of this application.

- Building K - 418 sqm building with a double span, previously open fronted. It is proposed that this building remain as one unit with one new roller shutter door and one new pedestrian access door. The lower section of the building will be a concrete blockwork base and all elevations of the building to be clad in vertical steel profile cladding to match on all elevations. Existing roof covering to be replaced with steel sheeting.
- Building L - 400 sqm building with a double span. It is proposed that this building remain as one unit with the existing roller shutter door and pedestrian access door remaining in place. The lower section of the building will be a concrete blockwork base and all elevations of the building to be clad in vertical steel profile cladding to match on all elevations. Existing roof covering to be replaced with steel sheeting.

### **Relevant Planning History**

<b>Application No.</b>	<b>Development</b>	<b>Decision</b>	<b>Date</b>
20/0703	APPLICATION TO DISCHARGE CONDITIONS 3 (CONVERSION METHOD STATEMENT), 4 (MATERIALS), 5 (LANDSCAPING), 7 (DRAINAGE), 8 (WRITTEN SCHEME OF INVESTIGATION), 9 (BAT MITIGATION), 10 (BARN OWL NESTING) AND 11 (BOUNDARY TREATMENTS) OF PLANNING PERMISSION 19/0597	Advice Issued	29/04/2021
19/0597	CONVERSION OF EXISTING BARN TO DWELLINGHOUSE WITH ASSOCIATED EXTERNAL ALTERATIONS AND EXTENSIONS, USE OF ADJACENT AGRICULTURAL LAND AS DOMESTIC CURTILAGE AND DEMOLITION OF ADJOINING PORTAL-FRAMED AGRICULTURAL BUILDINGS.	Granted	20/03/2020
19/0574	ERECTION OF BOUNDARY WALL AND GATEPOSTS BETWEEN 2M AND 2.6M IN HEIGHT AROUND SITE ENTRANCE AT JUNCTION WITH WEETON ROAD	Granted	09/10/2019
19/0282	ERECTION OF AGRICULTURAL BUILDING TO PROVIDE SHEEP HOUSING AND LAMBING ACCOMMODATION INCLUDING ASSOCIATED HARDSTANDING AND LANDSCAPING	Granted	06/09/2019
18/0512	CONSTRUCTION OF NEW AGRICULTURAL BUILDING FOLLOWING DEMOLITION OF EXISTING AGRICULTURAL BUILDING.	Refused	28/09/2018
17/1060	ADVERTISEMENT CONSENT FOR DISPLAY OF 2NO NON ILLUMINATED FASCIA MARKETING BOARDS.	Granted	15/02/2018
17/0568	OUTLINE APPLICATION FOR THE DEVELOPMENT OF UP TO 190 DWELLINGS WITH ACCESS FROM WEETON ROAD AND ALL OTHER MATTERS RESERVED	Refused	09/02/2018
16/0738	CONVERSION OF A SERIES OF AGRICULTURAL BUILDINGS TO ENABLE THEIR USE AS CLASS B1/B2/B8 UNITS. CONSTRUCTION OF NEW ACCESS TRACK AND ACCESS POINT TO WEETON	Granted	30/06/2017

ROAD AND ADDITIONAL HARD SURFACED  
PARKING AREAS

There is an earlier planning history that has no relevance to this application so has been omitted.

**Relevant Planning Appeals History**

None relating to relevant planning history.

**Parish/Town Council Observations**

**Medlar with Wesham Town Council** notified on 26 March 2021 and comment:

*The Council have no specific observation to make upon the proposal.*

**Statutory Consultees and Observations of Other Interested Parties**

**Lancashire County Council - Highway Authority**

They have highlighted a series of highway safety and sustainable issues regarding the retrospective application as the required site access and off-site works have not been provided as required by condition 3 of planning application 16/0738.

The off-site requirements were to provide a TOUCAN crossing on the A585 Kirkham Wesham Bypass to provide a safe and desirable sustainable link between the site and Wesham. These details have not been provided as part of this application.

The original application also showed a 3m wide share surface cycle link from the new site access to the required TOUCAN and the existing shared surface off-road cycle links at the Weeton Road, A585 roundabout. These details have not been provided as part of this application and as such a safe and desirable sustainable link between the site and Wesham is not being proposed as part of this application.

Works are progressing toward the final section 278 technical approval, but scheme has not been fully agreed and the phasing has not been agreed as required by condition 3.

It was also noted on site that vehicles from the site could still use the access to serve the remaining Bradkirk Hall Farm. This access was to be closed off from the business park for highway safety issues. This a requirement of condition 4.

Condition 6 required the two access points at blocks A and B are to be physically and permanently closed, this has been done but the existing verge/footway and kerbing of the vehicular crossing has not been reinstated with raised kerbs. Highways are recommending these works are done at the same time as the section 38 works.

It was noted that parked cars around blocks B and E were not parked in the shown parking bays and were restricting the movement for large vehicles, within the site to pass these two units. Potential amenity and safety issue within the site for refuse, deliveries and fire appliances

## **Lancashire CC Flood Risk Management Team**

The Lead Local Flood Authority has no objection to the proposed development subject to the inclusion of conditions relating to the agreement of a final surface water drainage scheme, and to ensure that it is implemented and maintained.

## **Regeneration Team (Trees)**

Has expressed concerns over the scheme in a couple of areas:

### Protected Woodland

The car park area to the east of the site is close to an area of protected woodland that is protected by Woodland TPO 2017 No.5 Wesham. The proposal refers to careful removal of rubble from the edge of the woodland with a separation between the parking area and the trees. In reality this area is not present and so the proximity of the car park will lead to a likelihood of trees being removed at some point. This is due to either the trees pose a potential threat of failure or from falling branches as trees naturally shed them and could hit high valued targets.

The scheme needs to ensure that there is protection and separation from these trees to ensure this woodland area is maintained as it is a visual important copse of trees in a key location. .

### Landscaping Proposals

The landscaping scheme that has been provided has a poor diversity of species. As this is a rural setting the species should match or enhance the rural area rather than present a regimented monoculture. The submitted landscaping scheme is overly generic and whilst it would be acceptable in an urban location it does not reflect the rural environment of this site. He then highlights a series of species changes that he would expect to see in a revised plan.

### Insufficient screening of Works

The site area is extensive and so it is necessary for the landscaping of the site to feature more intensive planting and a series of larger tree species included. The hedge line and new screening areas should also have more trees planted within it helping to provide and encourage a biodiversity green corridor network, to help enhance the rural setting.

There is also an opportunity to extend the protected woodland (TPO 2017 No.13) South from the main drive. Also, the front corner of the site next to Weeton Road features mature trees coming to the end of their life stage, and so it would be helpful to include new planting in area to succeed these when they fail.

The scheme would also be enhanced through the inclusion of borders for planting within the site as there is very little green infrastructure and no trees to provide shade and reduce the heat island effect. This would be to the benefit of the staff and visitors on the site.

### Landscaping Plan missing British Standard

Concerns are expressed over the lack of reference to the appropriate British Standard which is designed to ensure that tree and landscaping works are effective. To help achieve successful tree planting in the landscape 'BS8545:2014 Trees: from nursery to independence in the landscape- Recommendations' should be adopted within the



landscape plan and followed correctly and used as a reference.

### **Neighbour Observations**

<b>Neighbours notified:</b>	26 March 2021
<b>Site Notice Date:</b>	19 May 2021
<b>Press Notice Date:</b>	01 April 2021
<b>Number of Responses</b>	None

### **Relevant Planning Policy**

#### **Fylde Local Plan to 2032:**

GD4	Development in the Countryside
GD7	Achieving Good Design in Development
EC2	Employment Opportunities
CL1	Flood Alleviation, Water Quality and Water Efficiency
ENV1	Landscape

#### **Other Relevant Policy:**

NPPF:	National Planning Policy Framework
NPPG:	National Planning Practice Guidance

#### **Site Constraints**

None

### **Environmental Impact Assessment**

This development does not fall within Schedule 1 or 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017.

### **Comment and Analysis**

The main issues to be considered when determining this application are;

Principle of Development

Design/Visual impact on character of the area

Highways issues

Residential amenity

Flooding and drainage

Other issues

#### **Principle of Development**

The site falls within a rural area and in particular a countryside area allocated through policy GD4 of the Fylde Local Plan to 2032. This policy allows for rural diversification, and as a key aspect of the existing farming business has been deemed by the applicants to be 'commercially uneconomical' this ceased to operate and so left the buildings vacant. The re-use of the buildings will assist in the viability of the ongoing farm operations and so was considered to be a suitable form of rural diversification in line with the definitions set out in the Fylde Local Plan to 2032.

As such the development can also be considered to comply with Section 3 of the NPPF - Supporting a

prosperous rural economy. The proposed development would help meet the employment land requirement identified in Chapter 8 of the Fylde Local Plan to 2032. Chapter 8 also makes clear that 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. It further clarifies that sustainable agricultural diversification will be promoted as an important aspect of maintaining the rural economy. It is therefore considered that the proposed development, as currently set out, would meet these requirements and as such is in line with Policies EC1 and EC2 and the NPPF. Policy EC2 of the plan to 2032 states that when considering employment uses the Council will take into account the accommodations flexibility and as this development will provide 4,694m<sup>2</sup> of employment floor space and have individual unit sizes between 60 and 638m<sup>2</sup> it is considered to meet this EC2 requirement. EC2 also states that the council will seek to ensure employment opportunities are easily accessible for local people, the site whilst located in the open countryside is well connected to the settlement of Wesham, and has good access to the strategic highway network. It is within 800m of two bus stops providing connections to the wider area and is within walking distance of the settlement of Wesham. It is therefore considered that the proposed development supports economic growth and expansion in a rural area, is supported by both national and local planning policies and is acceptable in principle.

#### Design/Visual Impact on the Character of the Area

Fylde Local Plan to 2032 Policy GD7 requires development to be of a high quality of design and makes reference to a number of general design principles which will be applied to new development.

With regard to the amendments to the existing buildings, some of them have had their existing character diluted with the filling of previously open sides and a number of windows and door insertions are included which are not agricultural in nature. However none of the buildings that have been converted were of an exceptional design, and were simply standard agricultural buildings so these works are not of a concern. This re-submitted application has reduced the number of windows and doors punctuated within the elevations of the buildings which helps to retain the more agricultural setting to the buildings.

The proposed alterations are appropriate in terms of the materials used as the powder coated vertical steel cladding is not an unusual material in more modern agricultural buildings and will ensure the longevity of the employment uses moving forward. This also provides a separation between the remaining farm buildings and the new employment uses whilst remaining part of one cohesive unit within the rural setting. The integration of the new doors in situ on the elevations of the buildings is acceptable and the layout is dictated by the siting of the existing buildings. The demolition of Building D has little, if any, visual impact given that it was located within a courtyard surrounded by Buildings A, B, C, E, F & K. Its removal also provides more accessible parking for these buildings in a logical location at the centre of the site.

Local Plan policy ENV1 'Landscape' refers to development having regard to its visual impact within its landscape context and refers to development within the countryside including a landscape buffer to limit the visual impact of development; ensuring the retention of existing landscape features and the provision of replacement landscaping where loss is unavoidable.

The farm is very prominent in views from many points along Weeton Road, the A585 along the western edge of Wesham and the A583 to the south. The proposed development will not result in the loss of any trees and whilst parts of two hedgerows have been removed to facilitate the new access these have been categorised as having low retention value. The proposals allow for appropriate landscape buffers which would complement the existing woodland in screening the

development. Furthermore as the proposals do not involve the erection of any new buildings or the extension of any existing buildings and other than the proposed new access road the proposals fall entirely within the existing developed extent of the farmstead it is considered that the development would not have a unacceptable detrimental impact on the landscape to the extent which overrides the economic benefits of the scheme.

That being said a new landscaping scheme has been submitted to help screen the unauthorised development to the south of the site consisting of the expanded parking area and the new access road. Comments above from the Council's Arboriculture Officer pick up where improvements could be made in several areas. These are all accepted as being valid point, and whilst they could be addressed through the imposition of a condition to require a revised scheme to be received, it is considered in this case that it is prudent to delay issuing a decision until acceptable details have been received. This is reflective of the pre-commencement conditions on the previous planning permission not being discharged, and the development taking place at significant variance from that approval. However, subject to the receipt of a satisfactory revised scheme and its implementation and maintenance, the current visual harm caused by the development will be acceptably controlled to accord with Policy ENV1 and GD7.

#### Highway Issues

It would be usual for a development of this scale to be supported by a Transport Statement, but that is not the case with this application. However the retrospective nature of the application and the similarity of the scale of development and the access arrangements to those previously considered during the assessment of planning permission 16/0738 it was accepted that this was not essential.

Given the planning history there is an on-going dialogue between the developer and the local highway authority regarding the necessary highways agreement to implement the proper construction of the site access and the necessary pedestrian improvements to connect the site to the town. As a consequence of this the local highway authority have not objected to the proposed development but have re-iterated their concerns about these unresolved issues surrounding the fact that the access and off site works have not been provided do impact upon highway safety. These concerns relate to the construction of the access and the provision of the connecting works, rather than the principle of the use or the implications for network capacity, and they raise no objections with regard to highway safety, traffic generation or any other technical issues. They consider that for this site given its location in relation to the A585 and the settlement of Kirkham and Wesham that sustainable transport improvements are key to the development being acceptable. Since their consultation response above, further negotiations have been ongoing, and we await the results of these to be provided in the late observations.

This is a further aspect that could justify holding back any decision to ensure it is resolved in a timely manner, but with the works requiring agreement with LCC it is not entirely within the applicant's control and so it is considered that this would be unreasonably restrictive to the developer. A series of conditions to require these off-site works to be delivered in a timely manner will be utilised as an alternative approach.

The comments from the local highway authority also raised an issue relating to internal works, including the closure of access points to the north of Buildings A & B and the blocking of any connection from the employment to agricultural sites so that the employment traffic cannot use the agricultural access points. This latter issue is complicated by the inclusion of Building L within the site as this building shares access with some of the remaining farm buildings and so it is not possible to physically close off to two separate uses. A restrictive condition will be imposed to control these operations.

A further internal change is that there is a re-routeing of the internal access so that it now runs to the south of Bradkirk Cottages within the site, whereas the previously approved layout ran to the north of these dwellings. This re-routeing has led to the encroachment of the site into the countryside to the south, but having viewed the alternatives on site it is considered to be justified as that alternative is realistically too narrow to be safely used by the larger vehicles that will operate within the site to serve the various employment uses, and that the position of the buildings restricts driver visibility. Information provided with the application confirms that the built access resolves those issues and so allows a safer operation of the site. This has to be a key consideration, but the improvement to the landscaping scheme discussed above is necessary to support that acceptance of this variation.

As a summary to the highway issues it is accepted that the site has no adverse impact on highway capacity or safety, but that there are a series of outstanding matters, including the construction of the site access, the extension of pedestrian facilities to the site, and the provision of a Toucan crossing, that need to be resolved promptly to allow the proper operation of the site in highway terms. Conditions are appropriate to secure these and so achieve compliance with Policy GD7 and Policy T4 of the Fylde Local Plan to 2032.

#### Residential Amenity

The application site is not located near to any residential dwellings other than the farmhouse and agricultural workers dwellings which are in the applicant's ownership within the site. Farming operations produce noise and odour which the occupants of these dwellings will be familiar with, and as such the change of use to E(g) classes will have minimal impact on their residential amenity. There have been no complaints received regarding this issue since the development began, even with the construction of the unauthorised road. Conditions can be placed on any approval in relation to operating hours of the units and will most likely carry forward from the previous planning permission.

#### Flooding and Drainage

The application site is located within Flood Risk Zone 1 which is an acceptable area for any development and as such complies with the NPPF and Local Plan Policy CL1 in that it steers development away from areas at high risk of flooding. The existing site is a brownfield site and is already covered in hard surfacing. A drainage plan has been submitted with the application which details that foul water will be dealt with using an on site sewage treatment system before discharging into an existing watercourse. With regard to surface water the LLFA have indicated that they have no objection to the development as long as conditions are imposed regarding the submission of a final surface water sustainable drainage strategy and a Verification Report and Operation and Maintenance Plan prior to development commencing. Given that the development is already in use this is not directly practicable.

The application explains that the site will operate in the same as it was when the site was operating as a farm in that the surface water runs down a series of drains and into the water courses as it has done for many hundreds of years. However, this development does involve an increase in the areas of hard standing and so it is appropriate for the impacts of this to be assessed with regards the need for attenuation. As this could involve revisions to the site layout to accommodate additional attenuation (if required) then this is also a matter that is to be the subject of additional assessment prior to a decision being issued.

The developer explains that the scheme removes the pollution risk that previously existed from the production of large volumes of animal slurry that is no longer the case. Whilst this is accepted this

is a different factor to flood risk and so does not justify the scheme being supported without that aspect being dealt with in the decision.

### **Conclusions**

The application proposals will secure the positive re-use of redundant buildings in a manner which will help the commercial viability of the farm through diversification, whilst also creating employment opportunities and delivering growth. In so doing the proposals comply with key objectives of the national and local policy. These are significant material considerations in support of the grant of planning permission. Whilst sited within the countryside relevant planning policies permit the conversion of buildings within the countryside for the creation of new employment premises and the proposals are in general compliance with the relevant criteria of these policies. The site is also still within a reasonably accessible location being sited just outside one of the main urban areas of the Borough. The supporting technical evidence also demonstrates that the proposals would have no unacceptable impact in relation to highways, flood risk or trees that cannot be mitigated by planning conditions. The proposals are therefore in general compliance with the Development Plan and national planning policy, represent sustainable development and ought to be granted planning permission. However, outstanding revisions to the landscaping scheme and assessment and possible attenuation of surface water drainage require that the decision is delegated to officers to allow them to be concluded prior to the planning permission being issued.

### **Recommendation**

That the decision to grant Planning Permission be delegated to the Head of Planning and Housing, with that decision made when he is satisfied that:

- a) The proposed landscaping arrangements are acceptable to improve the visual appearance of the site in the countryside and protect the woodland
- b) The assessment of surface water drainage arrangements for the site, and that any necessary attenuation is in place so that flood risk issues are addressed

The Planning Permission is to be subject to a series of conditions which the Head of Planning and Housing considers to be appropriate, with the following suggestions used as a basis for the decision.

1. This permission relates to the following plans:
  - Location Plan - Drawing no. BRAD-1-000
  - Proposed Site Plan - Drawing no. BRAD-1-010  
BRAD-1-011
  - Proposed Layout Plans -
    - Building A/B Drawing no. BRAD-1-111
    - Building C Drawing no. BRAD-1-112
    - Building E Drawing no. BRAD-1-113
    - Building F Drawing no. BRAD-1-114
    - Building G Drawing no. BRAD-1-115
    - Building H Drawing no. BRAD-1-116
    - Building I Drawing no. BRAD-1-117
    - Building J Drawing no. BRAD-1-118
    - Building K Drawing no. BRAD-1-119
    - Building L Drawing no. BRAD-1-120
  - Proposed Elevations -
    - Building A/B Drawing no. BRAD-3-311
    - Building C Drawing no. BRAD-3-312

Building E Drawing no. BRAD-3-313  
Building F Drawing no. BRAD-3-314  
Building G Drawing no. BRAD-3-315  
Building H Drawing no. BRAD-3-316  
Building I Drawing no. BRAD-3-317  
Building J Drawing no. BRAD-3-318  
Building K Drawing no. BRAD-3-319  
Building L Drawing no. BRAD3-320

Except as provided for by other conditions to this permission, the development shall be carried out in complete accordance with the approved drawings.

Reason: For the avoidance of doubt and to ensure that the development is carried out in accordance with the approved plans in the interests of proper planning in accordance with the policies contained within the Fylde Local Plan to 2032 and National Planning Policy Framework

2. No later than 3 months from the date of this permission a detailed scheme for the siting, layout, design, phasing and construction of the following highway improvement works has been submitted to and approved in writing by the Local Planning Authority:
  - a) The closure and reinstatement of the kerbs associated with the access points to Weeton Road located immediately to the north of Buildings A and B on the approved site plan
  - b) The construction of the site access serving the employment units to Weeton Road to the east of the site.
  - c) The connection of that access to the wider highway network for pedestrians and cyclists.
  - d) The provision of a Toucan style crossing of the A583 to the south of the roundabout junction to the east.

The highway improvement works shall be implemented in full accordance with the duly approved scheme and made available for use in accordance with the agreed phasing arrangements that are to form part of this scheme

Reason: To secure appropriate and proportionate improvements to surrounding highway infrastructure in order to provide a safe access to the site and increased use of sustainable methods of travel in accordance with the requirements of Fylde Local Plan to 2032 policies GD7 and T4, and the National Planning Policy Framework.

3. The retained agricultural access points located within the land edged blue on the site plan approved to condition 1 of this planning permission shall not to be used at any time by any vehicles relating to the employment uses hereby approved.

Reason: In order to satisfy the Local Planning Authority that the development will provide safe access to the site in accordance with Policy GD7 of the Fylde Local Plan to 2032.

4. No later than 3 months from the date of this planning permission the car parking and manoeuvring areas within the site shall be reduced in their extent and revised to accord with the extent, layout and surfacing shown on the approved site layout plan listed in condition 1 of this planning permission as supported with the requirements of the drainage strategy.

Reason: To reduce the encroachment of the site into the countryside whilst allowing for the provision of an appropriate level of parking in an effective arrangement to meet the needs of the occupiers of the site in accordance with Policy T4 and GD7 of the Fylde Local Plan to 2032.

5. no later than 3 months following the grant of this planning permission the remaining pinch point between Bradkirk Cottages and Building F is to be permanently stopped up and is not to be used by any vehicles relating to the employment uses within the converted buildings that are the subject of this planning permission.

Reason: In order to satisfy the Local Planning Authority that the development will provide safe access to all users to the site in accordance with Policy GD7 of the Fylde Local Plan to 2032.

6. No later than 3 months following the grant of this planning permission a scheme for the provision of bicycle parking for the development shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include the following details:
- a) the number of bicycle parking spaces to be provided;
  - b) the siting, size, design and materials to be used in the construction of any bicycle store(s); and
  - c) a timetable for the provision of the bicycle parking spaces and store(s).

The bicycle parking spaces and store(s) shall be constructed and made available for use in accordance with the duly approved scheme and the timetable contained therein, and shall be retained as such thereafter.

Reason: To promote modal shift and to encourage travel to the site by more sustainable modes of transport in accordance with the objectives of Fylde Local Plan to 2032 policies GD7 and T4, and the National Planning Policy Framework.

7. Notwithstanding the provisions of Schedule 2, Part 3 of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any equivalent Order revoking and re-enacting that Order, with or without modification) the premises shall only be used for purposes within Use Class E(g) and for no other purpose (including any other use falling within Class E the Town and Country Planning (Use Classes) Order 1987 or in any provision equivalent to that class in any statutory instrument amending or replacing that Order).

Reason: To ensure that the future use of the premises is limited to one which is appropriate for this site without detriment to the visual amenity of that area; to ensure that the level of parking provided by the development remains sufficient to serve the use in the interests of highway safety; and to preserve the vitality and viability of neighbouring centres by preventing the building being changed to a main town centre use without the application of the sequential test in accordance with the requirements of policies GD7, EC5 and T5 of the Fylde Local Plan to 2032, and the National Planning Policy Framework.

8. There shall be no external storage at the employment site hereby approved.

Reason: In order to protect the visual amenities of the area in accordance with Policy GD7 of the Fylde Local Plan to 2032.

9. The extent of building repair and re-construction shall be limited to that shown on the approved plans listed in condition 2 of this permission only with no further areas demolished without the appropriate consent from the local planning authority.

Reason: To ensure that the development is undertaken as a conversion of the existing buildings in accordance with policy and the rural character of the area in accordance with Policy GD4 of the Fylde Local Plan to 2032.

10. The employment buildings hereby approved shall be converted in accordance with the approved plans and shall not be subdivided or amalgamated.

Reason: To maintain the mix of size and types of employment units available in the Borough in accordance with its employment needs in accordance with Policy EC1 of the Fylde Local Plan to 2032.

11. The whole of the landscape works indicated on Richard Eaves plan 4175-01 Rev B, including the reinstatement of the hardstanding areas to planting and the establishment of new planting areas shown on that plan, shall be implemented in accordance with those details and the requirements of BS8454:2014 during the first available planting season following the grant of this planning permission.

These areas shall then be maintained for a period of 10 years following their planting. Maintenance shall comprise and include for the replacement of any trees, shrubs or hedges that are removed, dying, being seriously damaged or becoming seriously diseased within the above specified period, which shall be replaced by trees of a similar size and species. The whole of the planted areas shall be kept free of weeds, trees shall be pruned or thinned, at the appropriate times in accordance with current arboricultural practice. All tree stakes, ties, guys, guards and protective fencing shall be maintained in good repair and renewed as necessary. Mulching is required to a minimum layer of 75mm of spent mushroom compost or farm yard manure which should be applied around all tree and shrub planting after the initial watering. Weed growth over the whole of the planted area should be minimised. Any grassed area shall be kept mown to the appropriate height and managed in accordance with the approved scheme and programme.

Reason: To ensure a satisfactory standard of development and in the interest of visual amenity in the locality in accordance with Policy GD7 and ENV1 of the Fylde Local Plan to 2032.

12. Unless alternative details have first been submitted to and approved in writing by the Local Planning Authority, the development shall be constructed in accordance with the materials detailed on the application form and / or approved plans listed in condition 1 to this planning permission.

Reason: To ensure use of appropriate materials which are sympathetic to the character of surrounding buildings and the street scene in the interests of visual amenity in accordance with Policy GD7 of the Fylde Local Plan to 2032.

13. No later than 3 months following the grant of this planning permission a scheme for the disposal of foul and surface water from the development shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall be based on the hierarchy of drainage options contained in the Planning Practice Guidance and, where relevant, shall demonstrate compliance with the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards. The scheme shall include:

- a) Separate systems for the disposal of foul and surface water.
- b) Evidence of an assessment of the site conditions to include site investigation and test results to confirm infiltration rates.
- c) Information about the lifetime of the development design storm period and intensity (1 in 30 and 1 in 100 year, plus allowance for climate change), discharge rates and volumes (both pre and post development), temporary storage facilities, the methods employed to delay and control surface water discharged from the site, and the measures taken to prevent flooding and pollution of the receiving groundwater and/or surface waters, including watercourses.
- d) Any works required off-site to ensure adequate discharge of surface water without

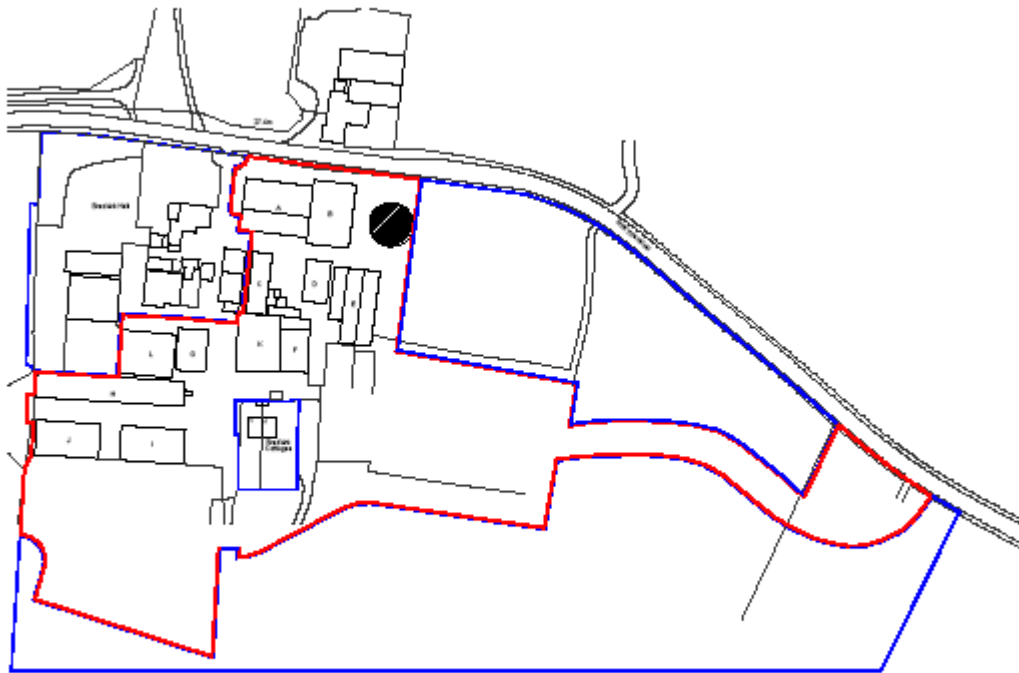


causing flooding or pollution (which should include refurbishment of existing culverts and headwalls or removal of unused culverts where relevant).

- e) Flood water exceedance routes, both on and off site.
- f) Details of water quality controls, where applicable.
- g) A timetable for implementation, including phasing as applicable.
- h) Details of a management and maintenance plan for the drainage system after completion, including any arrangements for adoption by an appropriate public body or statutory undertaker

The duly approved scheme shall be implemented before any of the dwellings are first occupied, or within any other timescale first agreed in writing with the Local Planning Authority.

Reason: To ensure that the development is not at risk of flooding and does not increase flood risk elsewhere, and that adequate measures are put in place for the disposal of foul and surface water in accordance with the requirements of Fylde Local Plan to 2032 policies CL1 and CL2 and the National Planning Policy Framework.



**Item Number:** 4

**Committee Date:** 28 July 2021

<b>Application Reference:</b> 21/0379		<b>Type of Application:</b> Full Planning Permission	
<b>Applicant:</b>	Wates Construction Ltd.	<b>Agent :</b>	Avison Young
<b>Location:</b>	LYTHAM ST ANNES HIGH SCHOOL, WORSLEY ROAD, LYTHAM ST ANNES, FY8 4DG		
<b>Proposal:</b>	ERECTION OF A TWO STOREY TEACHING/SUPPORT BUILDING AND A NEW SPORTS BUILDING TO REPLACE EXISTING EQUIVALENT BUILDINGS (TO BE DEMOLISHED ON COMPLETION OF REPLACEMENTS), RELOCATION OF CAR PARKING AREA TO NORTH EAST CORNER ADJACENT WORSLEY ROAD, RELOCATION OF TWO HARD-SURFACED PLAY COURTS TO A NEW CENTRAL COURTYARD WITH ADDITION OF SPORTS LIGHTING, AND ASSOCIATED LANDSCAPING WORKS		
<b>Ward:</b>	ANSDELL	<b>Parish:</b>	
<b>Weeks on Hand:</b>	13	<b>Case Officer:</b>	Andrew Stell
<b>Reason for Delay:</b>	Need to determine at Committee		
<a href="#">Click Here</a> for application site on Google Maps		<a href="#">Click here</a> for application on FBC website	

**Summary of Recommended Decision:** Grant

**Summary of Officer Recommendation**

The application relates to Lytham St Annes High School which is located in Ansdell and is accessed from Albany Road and Worsley Road. The school provides high school education to the town and has around 1,650 pupils, as well as providing a hub for a range of sporting and other community activities. This is recognised in the Fylde Local Plan to 2032 allocation which confirms it is within the settlement boundary and also designates the playing fields as areas of public open space that are protected for that purpose.

This application relates to the erection of a replacement accommodation block for the school, a replacement sports hall, and other associated works including revisions to car parking arrangements and a relocated MUGA sports facility. The application is almost entirely funded by a central government scheme to refurbish schools around the country and is expected to be one of the first of these projects to be delivered nationally.

The new accommodation block will provide teaching and educational support accommodation in a rectangular shaped two storey building that is to be located to the west (rear) of the existing buildings on site in an area currently providing car parking. The sports hall is similarly to be provided to the rear of the existing facility. Following the construction of these elements the existing facilities will be demolished and the resultant areas used for courtyard, open space, and parking areas as part of a wider improvement to the operation of the school facilities.

The proposal will bring a welcome enhancement of the accommodation available to the school and the wider community through the provision of a modern purpose-built facility.

The design of this is intended to provide a modern learning environment in a mature style that reflects the image that the school intends to portray. The construction of the facility will cause inevitable disruption, but by constructing the buildings to the rear of the existing accommodation, this can remain operational during the build phase and so avoid the need for temporary classrooms and accommodation which is likely to offer a poorer environment for all concerned.

The scheme includes alterations to the appearance and operation of the school, through the provision of a new car parking area at the junction of Worsley Road and Albany Road on land that is currently largely landscaped. It is proposed that this will be accessed from Worsley Road and so would bring a greater level of vehicle movements to that road than is currently the case. This would lead to a reduction in the amenity levels available to the resident on that road, but is not an aspect that the local highway authority or officers feel is sufficiently harmful to either residential amenity or in highway safety terms to impact on the decision. A series of alternative locations have been considered for the revised car park, but have been discounted largely for the need to ensure that that open space and sporting facilities that are critical to the successful operation of the school are not compromised.

The scheme does not create any other harmful impacts on residential amenity or impact on the site drainage, ecology, highways, tree cover, etc position at the site.

Accordingly, the enhancement of education and community facilities that are proposed in this application are welcomed and it is recommended that the application be supported by Committee. At the time of writing this report the suggested conditions had not been drafted as, in accordance with government guidance, they are still under discussion with the applicant and so are not included in this report, but it is expected that these will be in place by the time of the Committee meeting and so will be included for members in the late observations schedule to allow a recommendation for approval to be put forward.

Unlike the majority of proposals relating to development at schools, this application falls to be determined by Fylde Council rather than Lancashire County Council due to the manner in which the project is funded.

### **Reason for Reporting to Committee**

The application is for 'major development' and so it is necessary to present the application to the Planning Committee for a decision. It is also a scheme for development of borough-wide significance with widespread public interest and so the Head of Planning and Housing considers that it is appropriate for Committee to determine the application.

### **Site Description and Location**

The site is Lytham St Annes High School. This is a 11-form entry school catering for the educational needs of 1,650 pupils aged 11-16 and employs 160 staff. It occupies a site of circa 10 hectares within the settlement area of Lytham St Annes, with that including the teaching and support accommodation, parking areas, landscaping areas and areas of hard surfaced play provision, and grass playing fields.

The site is bounded by Albany Road to the north and Worsley Road to the east with vehicle and pedestrian access points off both. The built area of the school site is focussed at the junction of

these roads and along their frontages. Other boundaries to the west are with properties on Lomond Avenue and Beauclark Road, and to the south with Royal Lytham St Annes Golf Course across a public right of way linking Beauclerk Road with Central Drive, albeit the school playing fields are the only elements in close proximity to these boundaries.

The majority of the school accommodation is at single and two storey scale and dates from a range of periods as the school has been expanded and buildings replaced over time. This application largely relates to a two-storey block that was constructed in the 1960s and sits closest to the Albany Road/Worsley Road junction and a sports hall that sits further inside the site.

The site is within the settlement as designated by Policy GD1 of the Fylde Local Plan to 2032. There is no specific allocation for the school, but the playing field areas are identified as providing various sports pitches under Policy ENV3 which protects against their loss.

The site is not in a conservation area and there are no listed buildings or tree preservation orders within the site or its immediate vicinity.

### **Details of Proposal**

The Planning Statement submitted alongside the application explains that the works are part of the School Rebuilding Programme which is a national initiative to undertake a rebuilding and enhancement of education facilities across the country, with this project being one of 50 in the first phase of those works. The project proposes the replacement of buildings and facilities within the school site that are becoming dated and so in need of replacement to provide a modern teaching environment for the School.

The details of this application involve:

1. The erection of a new two storey teaching/accommodation block. This measures 77m x 40m with a two-storey scale that is around 9m to the flat roof parapet. The proposed building is organised as a 'super block' with double height spaces including the dining area, main hall, and drama studio at the centre. Teaching and support spaces form the perimeter of the block ensuring classrooms and office spaces can benefit from natural light and allowing for centralised circulation. It is proposed to be constructed in a fibre cement cladding to provide a durable finish to the lower levels, with an aluminium standing seam material to the upper elements. There are a series of windows around with elements of full height glazing to highlight the entrance and to maximise the light into the dining hall element.
2. The erection of a new single storey but double height sports hall. This has dimensions of 45m x 36m but is slightly taller at around 12m. This includes a sports hall, fitness studio, activity studio and changing rooms. The general design and materials are as for the accommodation block, albeit there are less windows in this building due to its proposed use.
3. The existing school site car parking is to be relocated to a single parking area that is to be access from the existing access points to Worsley Road with a circulatory arrangement.
4. Two MUGA (Multi Use Games Area) hard courts that are located to the rear of the site are to be relocated to be more central and to the front of the new teaching block when viewed from Worsley Road where they stand within a wider area of hard surfacing that provides a front courtyard area to the School

5. New paths, substations, landscaping, fencing and other ancillary infrastructure will be provided around the site.

Given the requirement to continue the School's education provision through the build period there is a need to locate the new development on a part of the site that is not currently offering school related accommodation. This means that the proposal is to build the new teaching/accommodation block to the rear of the existing building it is to replace, and then demolish that building when the new facility is operational. The site of the existing building would then be cleared and utilised to form a new courtyard, replacement surface play facility and car parking. The application is supported with a construction phasing plan that sets out in detail how these logistics are to be handled, including position of areas of temporary staff car parking, contractor compound, contractor parking, fencing arrangements, temporary construction access, etc.

### **Relevant Planning History**

<b>Application No.</b>	<b>Development</b>	<b>Decision</b>	<b>Date</b>
19/0063	CONSULTATION ON LANCASHIRE COUNTY COUNCIL APPLICATION LCC/2019/0004 FOR SINGLE STOREY REPLACEMENT BUILDING COMPRISING OF 5 CLASSROOMS, ASSOCIATED TARMAC AND GRASSED AREAS, RELOCATION OF BIKE SHEDS TO PROMOTE INCREASED USE.	Raise No Objection	05/02/2019
11/0587	LCC APPLICATION:- RETROSPECTIVE APPLICATION FOR THE RETENTION OF AN OVERALL INCREASE IN THE HEIGHT OF THE EAVES AND CONSEQUENTLY THE RIDGE OF THE ROOF BY 19CM, RETENTION OF AN INCREASE IN HEIGHT OF THE SHAM MONODRAUGHT ROOF VENT BY 5CM IN RELATION TO THE RIDGE LEVEL AND RETENTION OF ONE MONODRAUGHT ROOF VENT IN AN AMENDED LOCATION ON THE SOUTH ELEVATION (TO THAT PREVIOUSLY APPROVED)	Raise No Objection	27/10/2011
11/0553	PROPOSED HARD STANDING AREA WITHIN SCHOOL GROUNDS AND SLIDING GATE TO EXISTING OPENING.	Granted	03/10/2011
10/0106	LANCASHIRE COUNTY COUNCIL APPLICATION FOR ERECTION OF NEW SCIENCE BLOCK	Raise No Objection	19/03/2010

There is an extensive list of earlier applications that are not relevant to this proposal and so they are omitted for clarity.

### **Relevant Planning Appeals History**

There is no relevant appeals history.

### **Parish/Town Council Observations**

The site is not within a parished area.

### **Statutory Consultees and Observations of Other Interested Parties**

**Lancashire County Council - Highway Authority**

They have visited the site and provided comments on the application which do not raise any objection, stating:

*“Highways do not have any objections to the proposed alterations and relocated car park, with access off Worsley Road and are of the opinion that the proposed development will not have a detrimental impact on highway safety, capacity or amenity in the immediate vicinity of the site.*

*From the information provided the use of the school and sports facilities will remain unchanged and the overall development is like for like and as such the traffic movements and car parking will remain unchanged after the construction works have been completed.”*

They then request that the council imposes a series of conditions which relate to ensuring that turning facilities are provided on site throughout the development and beyond, that the developer undertakes a survey of the condition of the roads in the vicinity of the site prior to construction and makes good any damage afterwards, that the submitted construction management plan be implemented, that cycle facilities be provided and that lighting be screened so that it does not distract drivers.

#### **Environmental Protection (Pollution)**

The council’s Environmental Protection team have been consulted and do not object to the application.

They have expressed some reservations about the potential for any lighting that is to be installed as part of the sports pitch / MUGA facility is of an illuminance and direction that it will not cause nuisance to neighbouring properties around the site.

#### **Greater Manchester Ecology Unit**

Confirm that they have considered the various ecological submissions and comment as follows:

##### *Habitats Regulations Screening Opinion*

*The Report does not include an assessment against Natural England’s Impact Risk Zones, which are an important mechanism to determine if a Habitats Regulations Assessment is required.*

*The application site lies within Natural England’s SSSI Impact Risk Zones (IRZ) for Morecambe Bay & Duddon Estuary SPA/Ramsar. Whilst such sites were until January 2021 protected under European legislation, the UK government has retained the protection and the extent of assessment of what has now become our National Site Network (NSN) under the Conservation of Habitats and Species (Amendment) (EU Exit) Regulations 2019.*

*The site falls within several IRZ including the Goose and Swan Functionally Linked Land Bespoke layer.*

*Fortunately this oversight does not afford any difficulties. It can be determined from the submission that despite the school backing onto Lytham Golf Course which may be used by overwintering geese, swans or other SPA wildfowl, the works are constrained to the eastern end of the application site. Consequently the works will be shielded from open*

*aspect by the surrounding urban development.*

*It is my professional opinion that all associated likely impacts can be considered so small as to be unmeasurable (negligible) that they cannot be separated from background variation. Additionally, the remaining likely impacts do not have any pathways to the features of value or identified species of importance within the National Sites Network.*

*The Local Planning Authority – as the competent authority in this matter - can note that the need for any further consideration under the Habitats Regulations (2019) is not necessary. It can be concluded beyond reasonable scientific doubt that there will be no likely effect on nearby National Sites Network (SPA/Ramsars/SAC) designated sites based on the objective information and analysis provided (Waddenzee [C127-02 ∞ 45]). As has been established in case law ‘it is not that significant effects are probable, a risk is sufficient, but there must be credible evidence (objective information) that there is ‘a real, rather than a hypothetical, risk’ (Boggis v Natural England & Waveney District Council [2009] EWCA Civ 1061.). In the case of the current proposal there is no likely effect that is not negligible and therefore any risk is only hypothetical. It is concluded that the proposal can be screened out of any further assessment under the Conservation of Habitats and Species Regulations (Amendment) (EU Exit) 2019.*

*It is recommended that the LPA record the conclusions of the Stage 1 HRA Screening Assessment within their delegated/Committee Report and ensure that Natural England is aware of their decision.*

#### *Other Biodiversity matters*

*It is recommended that in order to comply with planning policy a number of conditions/informatives should be attached to any permission if granted, as follows:*

- *Tree protection of retained hedgerows, trees and scrub conditioned*
- *Design of the external lighting scheme, particularly along the western and southern boundary. To be conditioned as submitted in the lighting scheme and specification. If there are any changes to the lighting scheme GMEU would wish to be consulted.*
- *Potential Roost Features in buildings The Report concluded that the site supports a number of buildings with negligible potential to support bats at the time of the survey. It is noted that building works will commence prior to demolition. Therefore, it will be sometime before the buildings will be removed. It is recommended – in line with best practice (Bat Conservation Trust) – that an updated survey will be necessary if the buildings have not been removed by April 2023/ This should be implemented via condition. An updated report should be submitted in writing and consider any changes in condition of the site, its suitability to support bats and undertake sufficient survey effort to substantiate this. Although an activity survey was not required at this point, it may be concluded that such surveys will be required. The report should also include identification of changes in presence/absence and in mitigation required should bats or roosts be identified. It is important to note that bats are protected at all times even where they may be impacted via an otherwise lawful activity*
- *Breeding birds (section 5.5.1) – Condition vegetation clearance including trees, shrubs and undergrowth (eg bramble) should avoid of the breeding season (March – August inclusive) unless it can be demonstrated that there is no nesting activity present. All wild birds are protected whilst nesting (Wildlife & Countryside Act 1981).*
- *Ecological Permeability (section 5.6.1) – I note the boundary treatment plan and the*

*associated notes. In line with the recommendations of the Report this detail should be amended to show the provision and specification of small mammal/amphibian gaps at the foot of the 1.8m feathered board fencing. This should be implemented via a condition.*

#### Landscape Specification

*The landscape specification is largely ornamental and includes shrub beds. Given the location and the need for a robust scheme to passively direct students and staff I am content with what is presented in this case.*

#### Biodiversity Enhancement

*The Report makes recommendations in respect of biodiversity enhancement as guided by the NPPF (February 2019, paragraph 175 d)) and it is recommended but these locations are not shown on plan. It is recommended that this further detail is provided but can be conditioned on any permission if granted.*

### **Lancashire CC Flood Risk Management Team**

Provide comments on the application which confirm that they have no objection to the development subject to the imposition of conditions relating to:

- the implementation of the submitted FRA and Drainage Strategy
- that a full specification of the drainage arrangements be provided and agreed prior to development commencing
- that details of how surface water is to be managed during the construction phase be provided and agreed
- that a report be provided to confirm that the agreed drainage arrangements have been correctly implemented and to set out how they are to be maintained.

### **LCC Education**

*I can confirm that Lancashire County Councils Asset Management and Children and Young Peoples services whole heartedly support the proposed scheme at Lytham St Anne's High School.*

### **United Utilities**

They have provided comments on the following subjects:

- Drainage – they highlight that the development of the site should follow the surface water hierarchy with foul and surface water drained separately and in the most sustainable way. They suggest a condition to require further details on this and provide contact details for the developer to discuss this further with,
- Drainage Management - They highlight the importance of the drainage arrangements being appropriately maintained, and so suggest that the council imposes a condition to ensure that the developer undertakes this to a suitable standard moving forward
- Water supply – with the scale of the project they highlight that it may involve additional water supply requirements that the developer should discuss with UU at the earliest opportunity
- Water infrastructure – They highlight that there is a large diameter water main supplying large parts of Lytham crossing the site. They explain that they will not permit any developer over this or near it, and set out how this can be identified and safeguarded in the development of the site



## Sport England

They have reviewed the submission and sought guidance from various sport governing bodies regarding the implications for their particular sports.

As an overall comment they confirm that Sport England does not wish to raise any objection to the proposal subject to a condition which requires that the construction compound is removed in a timely manner and so the grass playing field it is situated on is brought back into use in a timely manner.

Their more detailed comments are:

*The proposal is for the part redevelopment of Lytham St Annes High School including: part demolition, the erection of a new 2 storey teaching building and a new sports building, the relocation of car parking, the relocation of 2 hard courts and addition of sports lighting, and associated landscaping. The development, once constructed, does not affect the current function of the natural turf and artificial grass playing field.*

*The proposed development therefore includes the following:*

- *Temporary loss of the area of grass playing field to the north of the existing all weather pitch to provide the construction compound and temporary parking to support the build process.*
- *Temporary loss of the two hard courts that are being relocated within the site to facilitate the construction, and they will be replaced once the old buildings have been demolished. The courts to be lost measure 1,254sqm, and the replacement courts are 1,307sqm – a net increase of 116sqm. Each new court will be 37m x 18.5m.*
- *Temporary impact on a small area of grass pitch to the south of the all-weather pitch (peripheral to pitch markings) to facilitate the installation of an underground attenuation tank and drainage infrastructure.*
- *Permanent loss of 157sqm of the grass playing field to the north of the all-weather pitch to accommodate the service yard and turning head. The location does not impact on the existing junior pitch (including safety runoff) which is currently covered by trees/ scrub planting.*
- *Provision of a replacement sports hall and changing facilities. The existing hall that will be demolished is 523sqm and does not accommodate 4 courts. The replacement hall will be 594sqm and will accommodate 4 courts, delivering a net improvement in provision. The existing sports hall will remain in use until the proposed sports hall is operational.*

*During construction the northern extent of the playing field and two of the four hard courts will be unavailable, but this level of loss is considered manageable in terms of both school operation and community use, and the grass area will be restored to its existing condition albeit the detail of the restoration scheme is not available at this time. The period of temporary loss is likely to run from September 2021 to mid-2023.*

*The applicant has engaged with the YMCA who coordinate community use across the school site and they are comfortable and satisfied with the proposals and continuity of use during construction. The use of the tennis courts has been clarified and there appears to be no club use with the main use being for private individuals.*

*As part of the assessment of this application under the terms of a memorandum of understanding that Sport England has with the National Governing Bodies for Sport, Sport England has sought the views of the Football Foundation (FF), England and Wales Cricket Board (ECB), England Hockey (EH) and the Lawn Tennis Association (LTA). The comments from each NGB have been summarised below for information:*

- *Football Foundation - Based on the information provided the Football Foundation raise no objections regarding the proposal.*
- *ECB - There appears to be no adverse impact on the playing field for cricket the existing NTP is sited outside any potential temp / permanent playing field changes. The apparent specifications for the sports hall would be conducive to Cricket Nets and activity internally and ECB would welcome opportunity to explore potential community usage of the new sports hall. 33x18 x min 7.7m*
- *England Hockey - The AGP on site is used by the local Hockey Club. EH would want to ensure access to all facilities is still provided throughout the construction period.*
- *LTA - The LTA do not have any concerns with the application. To ensure community access to the tennis courts the School/YMCA may wish to consider the gate access technology to enable customers to book online and access the courts using the pin code technology.*

#### **Cadent for National Grid**

They have highlighted the presence of gas transmission infrastructure within the site and sent information to the council that highlights the implications of development being undertaken over this.

#### **Lancashire Fire Service**

They have written to note the submission of the application and to refer to the need for the development to comply with the building regulations regarding the provision of access for fire service vehicles, and the provision of a water supply with an appropriate capacity and pressure.

#### **Neighbour Observations**

<b>Neighbours notified:</b>	29 April 2021
<b>Site Notice Date:</b>	30 April 2021
<b>Press Notice Date:</b>	13 May 2021
<b>Number of Responses</b>	6
<b>Summary of Comments</b>	The comments received are all from neighbouring residents (4 from Worsley Road, 1 Albany Road, 1 Central Drive ) to the school, and all express reservations about the proposals. They are summarised as follows:

##### General

- Support the principle of improving the accommodation at the school

##### Highways

- Express concerns that the cars leaving the site will shine headlights at properties on Worsley Road, particularly as they will almost all turn left to the main highway network and so face a range of properties

- Object to the increased volume of traffic utilising Worsley Road as a replacement for the Albany Road use
- Query whether school delivery vehicles could use an alternative route to the Worsley Road access point
- Query the need for traffic calming facilities on the surrounding roads to help improve safety, and suggest that parking restrictions be introduced on Worsley Road to attempt to deter its use by those not actually accessing the site.
- Highlight that the additional vehicle movements on Worsley Road will bring an increase in air pollution to its residents, and the implications of this for health
- Query if the existing lay-by on Albany road is to be affected as this leads to congestion at present
- Request confirmation that the level of on-site access and parking will be maintained during construction to avoid exacerbating the congestion issues in the area caused by the school
- Refer to the frequent dangerous and illegal parking that occurs in the area associated with the operation of the school

#### Amenity

- The level of screen planting to the Worsley Road boundary should be enhanced to provide year-round cover to neighbours, as current scheme is very limited
- Express general concerns over the level of new planting to the site frontage and the ambiguity of the plans in that respect. Several residents request confirmation that the planting will be increased over the existing and that year round protection be delivered through the species used.
- The use of the MUGA courts will lead to noise and light nuisance being suffered by nearby residents if these are not appropriately controlled
- Concerns expressed that users of the new building will be able to view into properties on Albany Road and so reduce privacy
- Express concerns over existing incidences of trespass onto the school site and anti-social behaviour that results from that, and would not wish to see any reduction in the security of the site from this development.
- Request confirmation that working hours will not extend into the evenings or involve early starts, and that the dust and mud from the development will be regularly cleared

#### Drainage

- The scheme involves the formation of additional areas of hard surfacing and so will compound existing flooding concerns.

#### Suggestions

- A resident suggests alterations to the scheme to address concerns including a permeable surface to car park, introduction of a cotoneaster hedge, the reversing of the traffic flow to the car park, and the provision of parking restrictions to Worsley

Road to ease flow

### **Relevant Planning Policy**

#### **Fylde Local Plan to 2032:**

GD1	Settlement Boundaries
GD7	Achieving Good Design in Development
ENV1	Landscape
ENV2	Biodiversity
ENV3	Protecting Existing Open Space
ENV4	Provision of New Open Space
CL1	Flood Alleviation, Water Quality and Water Efficiency
CL2	Surface Water Run-Off and Sustainable Drainage
INF1	Service Accessibility and Infrastructure
HW2	Community Facilities
HW3	Protection & Provision of Indoor & Outdoor Sports Facilities

#### **Other Relevant Policy:**

NPPF:	National Planning Policy Framework
NPPG:	National Planning Practice Guidance
STANP	St Annes on Sea Neighbourhood Plan

### **Environmental Impact Assessment**

Section 10 of Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017, deals with infrastructure works, with section 10b specifically addressing urban development projects. The guidance regarding scale indicates that a development site of 1 hectare is likely to be a trigger for a scheme to require examination through the preparation of an EIA.

Whilst the school is over 10 hectares, this scheme involves development on a part of the site that is around half that size for the buildings, and even when the replacement sports areas and the car park areas are included the overall development is less than the 1 hectare size. Having regard to the scale of the development together with the previously developed nature of the site, it is not considered necessary to undertake a formal EIA screening exercise.

### **Comment and Analysis**

#### **Responsibility for Determination**

Members will be aware that it is generally the case that applications for planning permission that are submitted at school sites are dealt with by Lancashire County Council as they are 'county matters'. In such cases Fylde Council's role is limited to that of a consultee, as is the case with a number of the applications that are listed in the planning history section of this report. This is based on the premise that those developments are to be funded by LCC in its role as local education authority.

This application is being funded almost entirely by central government, with only the lighting to the MUGA and an element of enhanced sports provision being funded locally. As such it is not a County Matter and is for Fylde Council to determine. The local education authority have been key partners in the team responsible for the preparation of the application as they will be responsible for the management and operation of the facility following its construction. A consultation has been undertaken with them on the application and they have confirmed that they are fully supportive of

the development.

### **Policy Background**

The site is located within the settlement area of Lytham St Annes as defined by Policy GD1. The development strategy of the Fylde Local Plan to 2032 directs the majority of development to these areas as they are the most sustainable and accessible locations for that development. As this development relates to a school site then the requirements of Policy INF1 are relevant as it deals with community infrastructure and looks to locate new development where the infrastructure to support that new development is most readily available. The scheme has implications for existing and proposed open space provision and so ENV3 and ENV4 are relevant, along with the community use provisions of policy HW2 which is focussed on a new facility but promotes the accessibility benefits of community facilities being located on mixed developments.

As with all applications for new development the requirements of Policy GD7 relating to the general design principles need to be assessed along with the usual landscaping (ENV1), ecology (ENV2), drainage (CL1) and other such matters are to be assessed.

### **Principle of Development**

The scheme relates to the replacement of existing school accommodation buildings and the sports hall which have become dated. The replacement buildings proposed are purpose designed to provide a modern learning, administrative and sporting environment and are to accommodate the same number of pupils and staff as the existing facility. The application proposes that the existing community uses currently facilitated are to continue in the same manner as at present following completion of the works. Considering these factors, it is the case that the principle of the development is acceptable.

There remains a need to review the access, design and other normal planning criteria and so these are to be assessed in the remainder of this report.

### **Layout of Site**

The application is supported with a demolition plan that confirms the accommodation to be demolished as a part of the application is the two storey brick/glass building that is most prominently located on site at the junction of Worsley Road and Albany Road. This extends parallel with Worsley Road across the site frontage at two storeys dropping to a single storey, with the sports hall building also to be removed from a more central location on the site. The buildings to be removed are said to be operationally dated and appear to be visually dated also, with the result that their loss is not of concern. To ensure that school activities can continue, these buildings will remain on site and operational during the construction phase.

The proposed buildings are to be provided to the rear of the existing school buildings when viewed from Worsley Road and so to the side of them and to the front of the western entrance to the layby on Albany Road. The school accommodation building is rectangular and positioned so that its orientation reflects the other existing buildings on site with its gable facing Albany Road and running parallel to Worsley Road. The sports hall building is to be sited to the south of that and extends to a point that is generally alongside the southern end of the existing 3G sports pitch on the site, with this requiring the removal of half of the off-set tennis courts in that location.

Hard surfaced circulation areas are to be provided around the new buildings, with the MUGA replaced to the front of the new school accommodation building following the demolition of the existing building. This is to be part of an entrance courtyard to the school with the car park then relocated to the front of the site alongside the Worsley Road boundary in an area that is currently

grassed and contains a number of trees.

It is accepted that these arrangements are a logical approach to the development of the site, both during construction and following completion of the works. They retain the majority of the school accommodation in a central hub and allow a more coherent use of the existing area of the school buildings so provide the accommodation in a way that does not involve any encroachment into the playing fields or landscaping around the site. The exception to this is the provision of the car park to the site frontage.

In some respects the visual impact of the site to Worsley Road and Albany Road is to be enhanced as the built accommodation on site is to be positioned where it has a greater separation from the site boundaries, and whilst there will be some development on this open area there are elements of landscaping provided to help break this up. Having said that, the positioning of the car park to the frontage is a negative factor arising from the proposed layout as it places this element at the most prominent location on site on the key approach to the school from the east along Albany Road leading from Blackpool Road. The implications of this are discussed further in a later section of this report.

Putting that aside it is accepted that the proposed layout of the site is appropriate for the school operations and in the surrounding context and so there is no conflict with the requirements of Policy GD7 in that respect.

### **Design of Buildings**

From officer discussions with the applicant's agent and others involved in the design of the project it is clear that there are three elements that have fed into the design of the buildings: the education and other needs of the school to ensure that the buildings provide a modern and efficient learning environment, the intention to use a modern method of construction (i.e. modular) build to meet the budgetary and logistical constraints on the project, and the desire to deliver a building that reflects and enhances its local context.

Looking first at the layout of the buildings, the teaching / accommodation block is designed in a rectangular form as this offers the most effective way for it to deliver the accommodation that is sought in the project. There are elements that need to be double storey height in the main hall and drama facility that do not need natural light and so are located in the centre. The teaching, staff and other accommodation that do need natural light are located around the perimeter of the building, and then there is dining hall element that needs to provide a spacious environment that is located in an area that is double height and benefits from full height through glazing to achieve this. The sports hall building is simpler as the majority of the accommodation does not need natural lighting but does need height. This is provided in a building that takes the form of a slightly offset pair of rectangles with one providing a sports hall and the other the changing rooms, activity studios and associated facilities. These layouts are considered logical and appropriate.

With regard to their appearance, the designers have proposed a twin material approach to both buildings. The lower elements of each building are to be constructed in a solid fibre cement rain-screen cladding, and the upper elements in a polyester coated aluminium standing seam material. The intention of this being that the lower levels will be particularly robust to withstand the inevitable contact from users of the school site, with the upper floors, which are more visible given the separation of the building from external receptors, being given a contrasting colour to add interest to the building. Further interest and identification is provided by the arrangement of the windows to break up elevations, the use of full height glazing to highlight entrance points, and the use of the standing seam itself which being vertical helps break up the horizontal length of the

building.

The colour scheme that has been chosen for the building is a dark grey colour to the lower level and a navy blue to the upper levels with doors and other openings highlighted by ruby coloured feature panels. This will provide a reasonably muted appearance to the buildings, and is a deliberate choice of the school in that respect as they were keen that the development provided a 'mature' impression to students and other visitors. It is not uncommon for new school buildings that are being developed to utilise an innovative approach to their design with a range of colours, projecting elements, external louvres, 'disjointed' window arrangements, variations in height, etc. This option has deliberately not been taken at this site as a conscious approach by the school to demonstrate the image it wishes to portray.

In some ways this might be considered to be disappointing as the development of this scale provides an opportunity to provide a more progressive form of architecture, but the scheme that is provided is well-considered in its own way and with the additional factors of the ease/reduced cost of building the development to this design, and the preference of the school to sit sensitively in its local context it is not a form of design that is unacceptable.

Overall the scheme provides a layout and appearance that is perfectly acceptable for the school facilities that are involved and so there is no conflict with the requirements of Policy GD7 in that respect.

### **Visual Impact and Landscaping**

The generally increased separation of the buildings from the site boundary and their coalescence in the centre of the site helps reduce the slightly sprawling nature of the existing accommodation which is to the benefit of the visual impact of the development in the wider area. The buildings are clearly designed as educational facilities and so are appropriate in that context despite their differing design approach to that established by the existing buildings on site.

With regard to landscaping, the site has reasonably good landscaping around the perimeters, particularly to the Albany Road frontage and around the junction of that road with Worsley Road. The landscaping to the Albany Road frontage will be affected by the need to provide a constriction access and compound area, but will be reinstated following development and so will have a neutral impact overall. The landscaping to the Albany Road frontage will be affected as there is currently an area of grass with a series of semi-mature trees on the corner that will be lost as this area is to provide the car park. The hedge to the site boundary is to be retained and so helps with the appearance of this area with additional planting included around this area and in a much reduced area to the corner alongside Albany Road, although it is certainly the case that the removal of the grass and trees will change the outlook in this area. This is an area that was discussed at pre-application stage and some minor changes were made to improve the replacement planting in this area with the car park shifted slightly and some planting provided within the parking itself, but this remains a disappointing feature of the scheme.

The circulation areas between the car park and the building provide some landscaping with grassed and planted areas and these are welcomed, but will only really be appreciated by those within the school site, with the siting of the MUGA in this area likely to be the feature that is most noticeable to those off-site, albeit it is not an untypical feature to be found in a school context.

As an overall conclusion on this point, the visual impact of the development is acceptable with the undoubtedly harmful impact from the siting of the car park on the key approach to the school the main negative factor. This impact could be improved but that would likely involve a reduction in

parking levels which may be considered to be undesirable given the parking pressures that are typically found around schools, or a change in the design/location of the building which is unlikely to be feasible given the logistical constraints on a site of this size and nature.

Taking all matters into account, it is considered that the visual impact of the development is acceptable with conditions required to ensure that the landscaping is appropriately implemented and maintained.

### **Operational Access and Parking**

The existing access arrangements feature vehicle and pedestrian access point to both Albany Road and Worsley Road. The accesses to Albany Road are the main vehicle access to the site and lead to an area of parking which is located to the rear of the school buildings. This access is from a layby facility that also has a pedestrian/cycle access point that leads more directly to the school buildings themselves. These access arrangements would be physically unchanged under the development proposals once works are completed, albeit the vehicle access point will be used largely by service vehicles.

Worsley Road provides the main pedestrian / cycle access to the school and also features vehicle access points which lead to a small-scale visitor parking and service area. Under the proposals these access points will not be altered, but they will become the access routes to the main parking area to be used by all staff and visitors to the school. They lead to a parking area that provides a total of 133 spaces with 7 of these being to mobility standard, 2 of the remainder having electric vehicle charging facilities, and 25 of the remainder having ducting to permit future installation of electric vehicle charging facilities if needed. The parking area operates on a one way arrangement to assist with its operation given the 'tidal flow' of the typical operation of a school.

The main pedestrian access will continue to be from Albany Road in the existing location off the layby facility with a secondary access off Worsley Road retained. The internal circulation networks around the school site will be revised as a consequence of the works with the pedestrian access points leading to a new courtyard area to the front of the new accommodation block that will allow a much more open aspect to that part of the site than is currently available. This will be visible from both approaches to the school and will appear as a more identifiable main entrance to the school than exists at present.

The most significant impact of the development on the highway network is the access to the car parking area. Whilst this will utilise existing access points the current access to Worsley Road currently serves a limited parking area which will become the main staff/visitor parking access following the completion of the development, although it will not be used by parents. This will bring an increase in the volume of traffic using Worsley Road and creates potential impacts to the highway network and the properties opposite the access points.

The increase in use of Worsley Road is not an aspect that the local highway authority has raised any issue over, and with the road being so closely associated with the school it is clearly the case that it already has significant levels of traffic around school times. Officer observations have noted this at site visits, and whilst it is inevitable that there will be increased use of this road following the development, and this will create impacts for congestion at its junction with Albany Road these are not expected to meet the 'severe' level that could justify a refusal of the application when set against the standards in the NPPF.

The access, and particularly the exit, to the car park are opposite dwellings on Worsley Road who have raised objection to the application due to concerns that the increased activity through the



access points and the shining of headlights at these properties. The proposed arrangement is that the exit to the car park will use the access point that is located generally opposite the driveway to 21 Worsley, with those leaving the car park effectively facing that driveway and some windows of the property itself. The majority will turn left and so headlights will shine across the front of the property. Whilst this has the potential to create amenity harms to that occupier, there is a fence and hedge in this location which will provide a degree of protection from such impacts. The alternative is to reverse the direction of use and so utilise the currently proposed access point for exit. This also faces the front of a property, and whilst there is a hedge that provides it with protection the properties are closely located with a generally more open aspect which will potentially lead to a greater level of amenity harm to their occupiers. Neither solution is ideal, but officers have reviewed the arrangements on site and conclude that the current proposal is the preferable option, and that the level of amenity harm it will create is not unacceptable to the amenity of the occupiers of the Worsley Road properties.

With regard to the level of parking on site this is currently located in a number of areas around the site, with the largest being to the rear of the accommodation block that is to be demolished. The scheme under consideration places the new building on that area and so the parking is replaced with a new area to the site frontage. The harm that this creates in terms of visual impact has been rehearsed previously in this report. With regards the level of parking this area provides for 133 spaces which is based on the existing level of parking provided on site, with that being part of the design brief that the agents were given to work with. With the level of use of the school in terms of pupil numbers and staff expected to be unchanged under this development then this approach is a logical one.

Whilst parking levels are generally critical around school sites given the large number of trips that are made to them each day as a consequence of their operation, it is unfortunate that a more progressive approach to parking levels has not been taken through the examination of any opportunities to reduce the parking levels on site. This would allow visual benefits to be delivered through the opportunity for a less urban frontage to the site, but would also bring environmental benefits through reducing car journeys. The supporting information refers to the environmental credentials of the project (rainwater harvesting, solar panels, etc) with the reduction in car journeys being a further element of this which could be driven by a reduction in the available parking. In response to these challenges the agent highlights that the school has an existing travel plan and it is expected that this includes measures that will secure the reduced reliance on private car usage through other measures.

The scheme did not initially propose any electric vehicle charging points, but these have since been added to the scheme following a request from your officers. Unfortunately the provision is limited to 2 of the 133 spaces with this being said to be a consequence of the budgetary constraints on the project, but trunking is to be provided to enable a further 25 spaces to be capable of adapting to accommodate electric charging facilities at a future date. A condition will be included to ensure that these are provided, and so secure compliance with the requirements of Policy T4i) of the Fylde Local Plan to 2032 which encourages that such technology is incorporated into new developments.

The scheme includes the relocation of the existing 80 space cycle parking shelter to a location on the Worsley Road frontage where it will be adjacent to the cycle / pedestrian access on that road. This is a convenient location, although the facility itself is of a functional design for what is a relatively prominent location. However, it sits behind an area of mature hedging and so this will provide a suitable level of screening to this facility. The lack of change to pupil and staff numbers ensures that this remains an appropriately scaled facility to meet the cycle parking needs of the school.

As an overall summary on this aspect, the access and parking arrangements are considered to be acceptable for the operational phase of the development. There are no objections raised in the consultation response from the highway authority, which is brief but any issues that they could have raised were likely resolved during the pre-application discussions that took place. Given this assessment it is considered that the scheme accords with the requirements of Policy GD7 in respect of the access arrangements.

### **Construction Phase Activity**

Given the need to maintain the operation of the school during the construction phase of the development, and the high volume of trip movements that are made to the site as part of normal school operations it is particularly important that the construction phase of the development is well managed.

This application sets the proposals out in some detail in a Logistics Management Plan. This involves the establishment of a construction compound and separate construction access on a part of the site that is currently not in active use, with this being to the Albany Road frontage and separated from that aspect by a belt of trees. The main site compound will be in this area between the trees and the all-weather pitch with a new access formed from the existing layby access on Albany Road. They will then demolish the buildings to clear the construction site, build the new development, demolish the existing accommodation, complete the MUGA and courtyard element on the site of the existing building, and then reinstate the site compound and undertake the final site landscaping and surfacing works. This is expected to take around 2 years from the commencement of construction in September 2021 with the establishment of the site compound and temporary parking area to the construction of the final car parking, implementation of landscaping and removal of the compound in July 2023.

The plan sets out the routeing of vehicles to the site, which will be from M55 at Whitehills, along Queensway, Heyhouses Lane, Blackpool Road and Albany Road to the site. It also confirms the hours of delivery and construction operations will be 8am-6pm Mon-Fri and 8am-1pm Saturdays, which are the standard times followed for construction work in urban areas such as this. Details are also provided of the wheel wash and other methods to be employed to minimise the transfer of mud from the site to road network, to control deliveries so that they do not coincide with school start/end periods, and deal with potential dust, noise, vibration, etc nuisance.

As with any development of this scale the construction phase will create a significant level of extra vehicle movements and disturbance during that period. It is a positive point that the site benefits from a location direct to one of the main routes through the borough. This means that there will be a very minimal use of the more minor roads through the borough, but as a negative factor the additional vehicles to this road will inevitably cause additional congestion at peak hours due to the scale of the project. The local highway authority have not raised any objection to this routeing.

The disturbance caused during construction is typically not an issue that can be used to resist a planning application with mechanisms introduced to mitigate the harm. This detail is typically provided with a condition, and whilst the initial proposal was lacking some details this has been revised to clarify these to the satisfaction of officers and so a condition is necessary to ensure that these works are complied with during the build period.

### **Tree Impacts**

The application is supported with an arboricultural survey and a plan to identify the trees that are to be removed as a consequence of the development. These are in two areas: a series of maturing trees located in the area to the junction of Albany Road and Worsley Road that are to be removed to

facilitate the position of the new car park, and a series of trees that form the eastern end of a C-shaped belt of trees on the Albany Road frontage between the school and the medical centre that are to be removed to enable construction access to the compound that is to be formed to the rear of the perimeter tree belt.

None of these trees have any protection as they are not covered by a TPO and are not located within a conservation area. However, they do offer a positive contribution to the character of the area and so their loss is a negative factor in the consideration of the application.

With regards the trees to the car park location, whilst some are to be removed a number are to be retained on the northern end of the area alongside Albany Road and those that are in the hedge itself which is to be retained to both frontages. There is also to be some replanting to thicken the tree cover in the retained area of landscaping, although as this area is relatively limited in size the extent of this is also limited. The scheme also includes confirmation that the removed tree planting for the construction access is to be replaced. Finally, the landscaping details provided confirm that there is to be an ornamental planting scheme implemented around the new buildings and their public areas to enhance the setting of the development.

Whilst a scheme has been presented, the agent is reviewing the scope of this to ensure that it provides the most beneficial appearance and ecological benefit to the site. Their proposal will then be reviewed by the council's tree officer and landscape officer to provide thoughts on the suitability of the species mix and density to ensure that it is an effective planting scheme, both visually and to reflects the content of the ecology report which promotes the habitat creation values of this planting. The level of planting proposed and the commitment to deliver the scheme is sufficient for officers to be satisfied that this will be appropriate, with the final details to be secured through conditions to be imposed on the decision. These will also relate to the implementation of the tree and other planting, and its future maintenance.

### **Sports Pitch / Community Use Provision**

In addition to its primary education function, the school site supports a significant level of community activity, primarily related to the sporting facilities. These are obviously part of the application with the existing sports hall being demolished and replaced, a MUGA being relocated, and changes to the access arrangements for the remainder of the site. Irrespective of the community use the alterations to the sporting facilities required consultation with Sport England who have a key role in ensuring that such facilities are not lost.

The community facilities at the site are currently operated by the YMCA and this is proposed to continue following the development of the site. A planning condition is appropriate to ensure that this community use is continued when the new facility is completed. This is intended to ensure that the community benefits of the provision of such facilities as set out in Policy HW2 of the Fylde Local Plan to 2032 continue to be realised, especially given the public funding that will be utilised in this development. There will be some loss of these facilities during the construction phase, but this is a logistical inevitability and so is acceptable.

With regards the provision of the sports facilities NPPF para 97 and FLP32 policies HW3 and ENV3 are all directed at ensuring playing fields are not lost to new development, and where their loss is inevitable there is an equivalent or better replacement. This scheme does involve some temporary loss of facilities, with the main impacts being:

- Part of the playing field to the north of the site is lost as it provides the construction compound

- Two hard surfaced MUGA courts are to be lost as the sports hall encroaches on their area, with eh other 2 retained and the two that are lost relocated at the end of the build
- A temporary and permanent loss of small areas of the playing field that is outside of the marked out areas is lost for drainage and operational reasons
- The existing sports hall will be removed at the end of construction and a new one provided. The existing measures 523m2 with the new one being 594m2 and so large enough to accommodate 4 courts

The application believes that the temporary loss of facilities during construction (Sept 21-June 23) can be managed and is an acceptable arrangement during this phase, with the replacement facilities bringing a long-term improvement in the extent and quality of playing field provision.

Sports England have been consulted on the application and have in turn consulted with the national bodies involved in promoting the retention and improvement of facilities for football, cricket, hockey and tennis. All have reviewed the proposal and concluded that there is no harm expected to the facilities for their respective sports. As a consequence of this, Sport England have confirmed that they have no objection to the application subject to a condition to ensure that the facilities that are temporarily lost during construction are reintroduced at an early a stage as possible.

Your officers have also considered this aspect and note the provision of a larger sports hall with modern facilities, the replacement of the MUGA and its potential lighting, and the very limited impact on grass pitches. These are all improvements over the existing arrangements, with no compromises to those facilities elsewhere beyond that during construction. Subject to the imposition of conditions to require that these facilities are provided, and that they are available for community use, it is accepted that the scheme will not involve any conflict with NPPF para 97 or Policies HW3 and ENV3 of the Fylde Local Plan to 2032.

### **Neighbour Relationships**

The existing arrangement on site places the two-storey flat roofed school building directly opposite 70-74 Albany Road at a separation distance of around 32m and running parallel to the dwellings on the northern end of Worsley Road at a separation of around 50m. At these distances and with the scale of the building there are no existing issues from overbearing or loss of privacy impacts on these nearest neighbours to the site.

The proposal removes that building and erects a replacement that is considerably further back from the Worsley Road frontage with a separation distance of around 130m from those neighbours. The distance to the Albany Road neighbours is also increased to around 58m, and whilst this is to properties that currently have a relatively open aspect over the parking area to the school the separation distance and two storey scale of the building are such that there are no potential impacts on their amenity from the physical location of the building.

The sports hall building is located centrally within the site and so will not have any potential impact on neighbours as a consequence of its physical relationship with them being significantly more than the distances quoted for the accommodation building above.

The other works associated with the scheme will also have acceptable relationships with the offsite neighbours as they are all well separated from the site boundary. The only exception to this is the car parking area and the relocated MUGA facility. The car park is directly opposite the properties that are around the Worsley Road / Albany Road junction and those at the northern end of Worsley Road, but is separated from them by the road and the boundary hedge to the school site which is to be retained. This ensures that there is an acceptable relationship to these neighbours. The

implications on individual neighbour amenity of the increased use of these access points is assessed in the parking section of this report, but with the retention of the hedgerow around the site and the limited duration of these uses it is not considered that this is so harmful to the amenity of the neighbours around this area.

The MUGA facility that is relocated to the front of the site from the rear but retains a 70m separation to the nearest neighbours on both Worsley Road and Albany Road neighbours. At that distance there would be no physical impacts on these neighbours from the MUGA. The supporting information includes a noise assessment that explains that this facility will not cause any impacts, but with the lower levels of background noise in the evenings and the potential for late-night disturbance it is appropriate to include a planning condition to require that its use ceases at 10pm.

The council's Environmental Protection team also express reservations over the potential for the lighting of this facility to lead to light nuisance concerns. The application explains that lighting will only be undertaken should the budget permit it, but there is an option for it to be lit and so this does need to be considered. At the distances involved it is unlikely that light nuisance will be a concern, with the intervening streetlights assisting in this by raising background light levels, but as an additional safeguard to neighbouring amenity condition are appropriate to ensure that lighting is appropriately shielded and directed, and that it is not operated beyond 10pm.

Having assessed the potential physical and operational neighbour impacts of the development it is considered that the proposal will not lead to any undue harm to the amenity of neighbours to the site either by its physical construction, or its operation. Accordingly, there is no conflict with the requirements of Policy GD7 in that regard.

### **Ecology**

The site is not one with any obvious ecological importance being developed with a range of buildings to the eastern part of the site, being maintained as gang-mown sports pitch to the east, and seeing high levels of human activity. However, there are some elements of ecological importance such as the trees and hedgerows around the site.

The application is supported with an ecological appraisal. This looked at the desk-based and survey information available about ecological matters on the site to identify any important species, habitats or any invasive species, and then sets out a series of recommendations. The key elements of this are reported here:

- There are no designated sites within any close proximity to the site that could be impacted by the development
- None of the trees around the site provided roosting opportunities for bats
- None of the buildings on site (retained or to be demolished) provided facilities that are likely to be of value to bats for nesting or roosting.
- There are trees on site and a further survey of these should be undertaken to investigate their health and the potential for broadening of the species mix through the development
- No invasive plants or species were identified
- The development should be undertaken using a methodology that minimises the potential disturbance to bats through the use of sensitively designed and directed lighting arrangements
- There were no bird nests on site at the time of survey but this could change and so a precautionary survey would be appropriate prior to works commencing
- There were no habitat suitable for reptiles, amphibians, badgers, water voles, or hedgehogs. However a series of Reasonable Avoidance Measures should be taken to ensure that any that find their way on to the site during construction are not harmed. This can be dealt with by

conditions.

The report is considered to be a comprehensive assessment of the ecological implications of the development, and its findings are to be accepted. This requires the introduction of a series of conditions that are mainly aimed at ensuring the construction phase minimises the potential for disturbance or harm being caused to important species.

Unusually the ecological appraisal does not make any general recommendations for improving wildlife habitat potential on site through the provision of bat boxes, bird boxes, etc. This is an important emerging element of government guidance and is reflected in Policy ENV2 of the Fylde Local Plan to 2032 and the council's SPD on Biodiversity. The absence of this has been raised with the applicant's agent and it is expected that a schedule of these will be available to be secured by condition. Subject to this, and the various conditions necessary to control the construction works, the development has acceptable ecological impacts and so accords with Policy ENV2, the Biodiversity SPD and the NPPF on this matter.

### **Drainage**

With the major scale of the development it is necessary for the application to be supported with a site specific flood risk assessment. This is provided in the application and also contains a drainage strategy for the development. These have been reviewed by the relevant consultees who have not raised any objections to the development proposals subject to conditions, with the key elements of the consideration of this subject set out in this section of the report.

The site is located in Flood Zone 1 which means it is at the lowest risk of flooding from rivers or the sea. This means that a 'more vulnerable' use such as an educational facility can be developed in this area without any need to consider sequentially preferable sites. The Flood Risk Assessment includes a detailed assessment of existing flood risks and notes that whilst there are some localised areas within and around the site that are at a low risk if surface water flooding these are likely to be drainage channels or valets designed to store water.

The scheme is designed to minimise the risk of surface water flooding on site and to surrounding areas, with this to the best practice standards that provide adequate capacity for a 1 in 30 year storm event and to accommodate a 1 in 100 year plus climate change storm event without causing damage to buildings, services or adjoining buildings.

The FRA examines the drainage hierarchy options for achieving this and then discounts infiltration and connection to a watercourse as being physically unachievable. This leaves a proposal to connect to the combined sewers that serves the site within this split between a connection to the sewer in Albany Road to handle drainage from that part of the site, and a connection to a sewer close to the southern boundary for the buildings. Both of these run in a western direction before heading south to the outfall off Inner Promenade. The FRA includes correspondence with UU that confirms that they are satisfied that this approach is feasible. This relies on a successful attenuation scheme being introduced, which could often include some open water features such as ponds or swales, but these are not feasible on a school site on safety grounds.

The drainage strategy provided includes some techniques to minimise run-off, such as the use of permeable surface to the car park, some techniques to attenuate it within the site, such as the green roof to the accommodation block and rain gardens within the site, and then a cellular storage facility to ensure it is captured and only released to the wider drainage network at a controlled rate. This storage facility is located to the south of the existing all-weather pitch with its outfall leading to the existing sewer via a hydrobrake with that sewer then heading off site in a southerly direction

towards the sea. Whilst this design is well advanced, a condition is considered necessary to allow for possible further refinement to be made and then it implemented. The drainage authorities would be consulted on the revisions to this to reflect their position in consultation responses on this application.

The foul drainage arrangements are more straightforward as the levels generated on site are inevitably going to be similar to the existing. The proposal is to connect the accommodation block to the combined sewer in Albany Road and to connect the sports hall to an existing private drainage facility on site. This is an appropriate solution and can also be the subject of a planning condition to ensure it is implemented.

The comments from UU highlight the presence of a significant water main crossing the site, and so explain that the presence of this needs to be respected in the development and measures put in place to ensure it is not impacted in any way. Further investigations have revealed that this runs across the playing fields to the other side of the health centre to the west and so is well separated and so unaffected by these works.

Having assessed this issue it is accepted that the scheme will be capable of being appropriately drained, particularly given the lack of objection from any of the drainage consultees on this subject and the replacement nature of the development. A series of conditions are required to ensure that the final details are submitted and agreed to achieve compliance with the relevant development plan policies and NPPF guidance.

#### **Other Matters**

The scheme is to be undertaken directly above gas infrastructure which serves the accommodation that is to be demolished. Cadent Gas have advised that the infrastructure needs to be relocated at the applicant's expense to enable the development to proceed, and that these works will need to be undertaken through the procedures that Cadent have in place for managing the gas supply network. The agent is aware of this and will be making those arrangements in advance of the construction of the development.

#### **Conclusions**

The application relates to Lytham St Annes High School which is located in Ansdell and is accessed from Albany Road and Worsley Road. The school provides high school education to the town and has around 1,650 pupils, as well as providing a hub for a range of sporting and other community activities. This is recognised in the Fylde Local Plan to 2032 allocation which confirms it is within the settlement boundary and also designates the playing fields as areas of public open space that are protected for that purpose.

This application relates to the erection of a replacement accommodation block for the school, a replacement sports hall, and other associated works including revisions to car parking arrangements and a relocated MUGA sports facility. The application is almost entirely funded by a central government scheme to refurbish schools around the country and is expected to be one of the first of these projects to be delivered nationally.

The new accommodation block will provide teaching and educational support accommodation in a rectangular shaped two storey building that is to be located to the west (rear) of the existing buildings on site in an area currently providing car parking. The sports hall is similarly to be provided to the rear of the existing facility. Following the construction of these elements the existing facilities will be demolished and the resultant areas used for courtyard, open space, and

parking areas as part of a wider improvement to the operation of the school facilities.

The proposal will bring a welcome enhancement of the accommodation available to the school and the wider community through the provision of a modern purpose-built facility. The design of this is intended to provide a modern learning environment in a mature style that reflects the image that the school intends to portray. The construction of the facility will cause inevitable disruption, but by constructing the buildings to the rear of the existing accommodation, this can remain operational during the build phase and so avoids the need for temporary classrooms and accommodation which is likely to offer a poorer environment for all concerned.

The scheme involves alterations to the appearance and operation of the school, through the provision of a new car parking area at the junction of Worsley Road and Albany Road on land that is currently largely landscaped. It is proposed that this will be accessed from Worsley Road and so would bring a greater level of vehicle movements to that road than is currently the case. This would lead to a reduction in the amenity levels available to the resident on that road, but is not an aspect that the local highway authority or officers feel is sufficiently harmful to either residential amenity or in highway safety terms to impact on the decision. A series of alternative locations have been considered for the revised car park, but have been discounted largely for the need to ensure that that open space and sporting facilities that are critical to the successful operation of the school are not compromised.

The scheme does not create any other harmful impact on residential amenity or impact on the site drainage, ecology, highways, tree cover, etc position at the site.

Accordingly, the enhancement of education and community facilities that are proposed in this application are welcomed and it is recommended that the application be supported by Committee.

### **Recommendation**

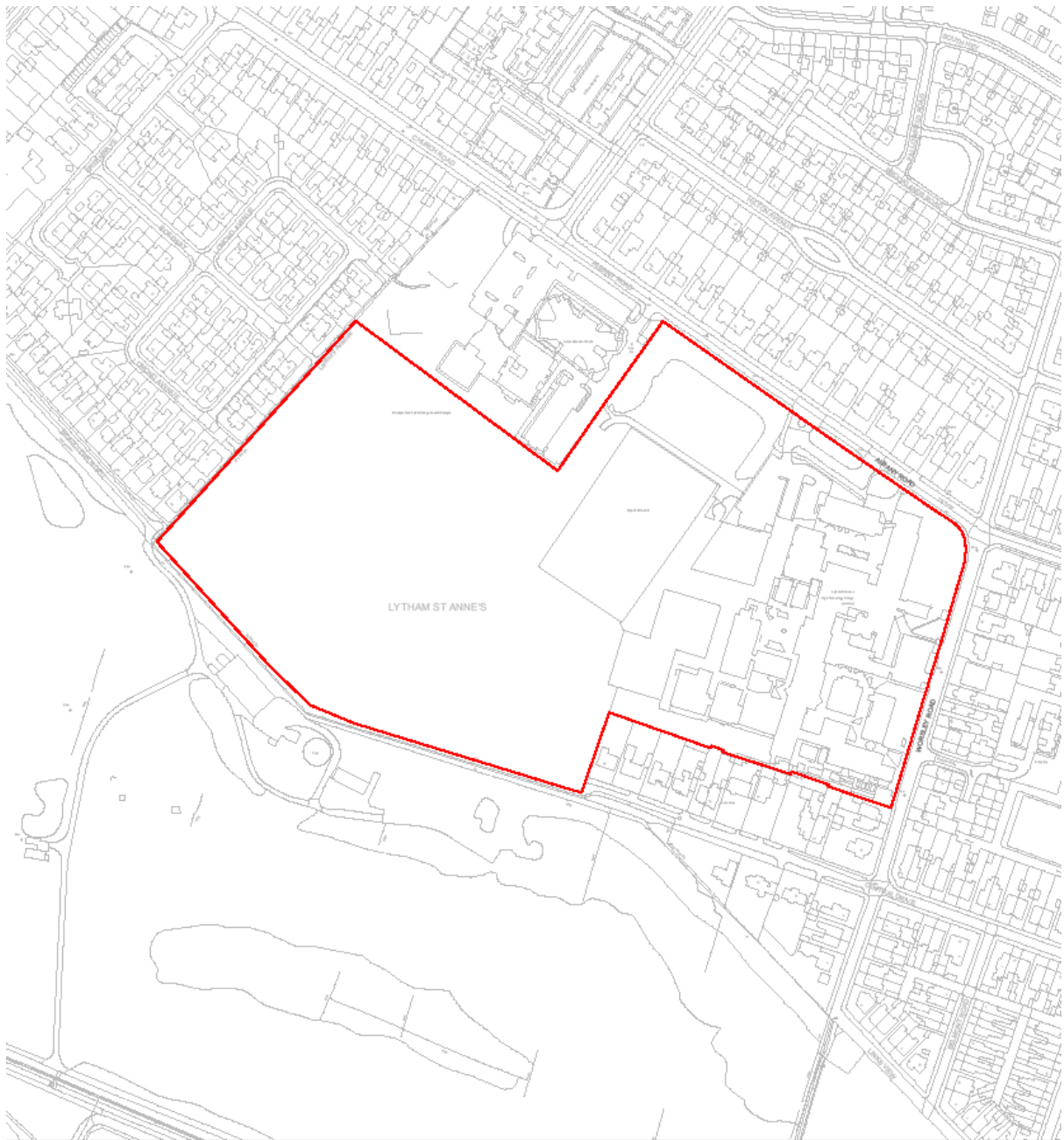
That Planning Permission be GRANTED subject to the following conditions:

At the time of writing this report a schedule of planning conditions has not been finalised, but it is expected that this will be available to circulate to Members as part of the Late Observations Schedule prior to the Committee meeting. At present it is expected that they will cover the areas in the following list.

1. The time limit for the commencement of the development
2. A list of the approved plans
3. Implement phasing of development as shown in logistics plan with scheme ensuring that all key elements are implemented and site reinstated in that order
4. Approve materials for the accommodation building (cladding, standing seam, doors, windows, roof details, etc)
5. Approve materials for the sports hall building (cladding, standing seam, doors, windows, roof details, etc)
6. Approve materials for the external works to the site (car park, paths, fencing design, MUGA surface and colour, etc)
7. Agree a scheme of any off-site highway works and implement in accordance with phasing in scheme (alterations to access points, alterations to pedestrian / cycle access, road lining changes, any relocation of streetlight/bus shelter, etc)
8. Implement a scheme of on-site parking works in accordance with approved plan with suitable phasing (provision of temporary staff parking area, provision and lining / signing of replacement



- car park area, provision of EV points, relocation of cycle shelter, etc)
9. Implement construction management plan, including but not limited to, setting out temporary arrangements, vehicle routeing, construction hours, delivery hours, road cleansing, dust/noise/odour suppression,
  10. Reinstate construction compound in accordance with phasing plan including removal of temporary access, parking arrangements, landscaping and reinstatement of sports pitches within 2 months of first use of accommodation block for education purposes
  11. Survey condition of Albany Road and Worsley Road prior to works and following completion of development, with agreed schedule and timescale for repairs to be undertaken.
  12. Undertake precautionary bird nest survey
  13. Implement construction lighting schedule in accordance with good practice to avoid bat disturbance
  14. Implement RAMS for badgers and other species as set out in ecological appraisal
  15. Submit, agree and implement the development in accordance with an agreed series of site levels
  16. Submit, agree and implement the development in accordance with an agreed surface water drainage scheme (includes rain garden location and design, green roof areas, onsite storage, attenuation levels, outfall connection point, etc)
  17. Submit, agree and implement the development in accordance with an agreed foul water drainage scheme including outfall connection point
  18. Submit, agree and implement a management arrangement for surface water drainage during various phases of construction, including onsite storage, attenuation levels, outfall connection point, etc)
  19. Submit, agree and implement a future maintenance strategy for drainage arrangements
  20. Implement and then maintain landscaping scheme
  21. Submit, agree and implement a schedule of ecological / biodiversity enhancements to the site as part of the development (provide bat roosts, provide bird nesting opportunities, wildlife friendly planting, etc) as set out in ecological report.
  22. Submit, agree and implement a schedule of community use for the sports hall, MUGA and other community focussed parts of the site
  23. Confirm that MUGA shall only be used between 8.00 and 22.00 with no illumination outside of these hours



**Item Number:** 5

**Committee Date:** 28 July 2021

<b>Application Reference:</b>	21/0437	<b>Type of Application:</b>	Full Planning Permission
<b>Applicant:</b>	Ministry of Justice	<b>Agent :</b>	tp bennett
<b>Location:</b>	KIRKHAM PRISON, FRECKLETON ROAD, KIRKHAM, PRESTON, PR4 3RB		
<b>Proposal:</b>	DEMOLITION OF EXISTING GYMNASIUM BUILDING AND ERECTION OF REPLACEMENT GYMNASIUM WITH SERIES OF FIVE MULTI-USE GAMES AREAS WITH ASSOCIATED FENCING AND LIGHTING		
<b>Ward:</b>	KIRKHAM SOUTH	<b>Parish:</b>	Kirkham
<b>Weeks on Hand:</b>	9	<b>Case Officer:</b>	Beth Winstanley
<b>Reason for Delay:</b>	Not applicable		
<a href="#">Click Here</a> for application site on Google Maps		<a href="#">Click here</a> for application on FBC website	

**Summary of Recommended Decision:** Grant

#### **Summary of Officer Recommendation**

The application relates to development located at Kirkham Prison between Freckleton and Kirkham. The works are associated with improving the facilities available for prisoners rather than increasing the capacity at the site and relate to the construction of a new gymnasium and 5 MUGA's (Multi-Use Games Areas) with an existing building known as 'Hanger 5' demolished to accommodate them.

The principle of the development is to be assessed against Policy GD2, due to the site being located within an area of green belt. The site is specifically identified as one of the 'Large Developed Sites' under Policy GD5. Both policies simply direct the assessment of applications to their compliance with national green belt policy. The starting point of this is that the majority of new development is inappropriate. However, there are a series of exceptions to this inappropriateness and so if it is concluded that the development proposals comply with these then the works are not inappropriate and so acceptable.

One of the exceptions is outdoor sport and recreation facilities that do not harm the openness of the greenbelt. The MUGAs comply with this as they are clearly for outdoor sport and recreation and given their context and that they replace previous facilities they do not compromise openness.

Other exceptions are replacement buildings that are not materially larger than the one they replace, and limited infilling of previously development land. The new gymnasium is not outdoor sport and recreation so cannot comply with that exception, but it is a smaller (in footprint and height) replacement for an existing facility, and is to be built on previously developed land where it will not have a greater impact on the openness of the greenbelt. Accordingly, it is also acceptable as an exception to the general policy of restraint in the green belt.

It is therefore the case that the development proposals comply with national policy in para 145 of the NPPF, and so must also comply with Policy GD2 and Policy GD5 of the Fylde Local Plan to 2032.

The works are to be located within close proximity to the rest of the prison buildings, allowing the backdrop of development to sit within the existing built environment well. Both proposals will retain an appropriate level of amenity to surrounding occupants due to the distance and existing infrastructure seen on the site. The design is considered to be an acceptable addition to such a site use with the gymnasium being design much like a new hanger rather than it being a gym.

There are no ecology, highways, or other considerations that could impact on the decision and so the proposal also complies with policies GD7 and ENV2 of the Fylde Local Plan to 2032, and is recommended for approval.

### **Reason for Reporting to Committee**

The application is for 'major development' and so it is necessary to present the application to the Planning Committee for a decision.

### **Site Description and Location**

The application site is located within Kirkham Prison, which is a Category D 'open' prison located between Freckleton and Kirkham. The site was originally used by the RAF as an armament training centre, and retained its position within the RAF until 1957 when it closed. The prison still uses a number of the infrastructure put in place at the time of the RAF, with a number of the hangers used for learning and development for the inmates with a number of classes put on in them.

The site is located within an area of Greenbelt, as defined under Policy GD2 of the Fylde Local Plan to 2032.

The actual site area is to the west of the site access off Kirkham Road and to the rear (west) of the dwelling at The Mede. It is located in an area where there are other elements of prison development on all sides.

### **Details of Proposal**

The application proposes three elements of development:

1. The construction of a new building which will be used as a gym for the inmates. The gymnasium will have a floor area of 1,930m sq. and overall roof height of approx. 12m. The gym will have an overall length of 35m and width of 40m and be completed in powder coated cladding and roof panels.
2. The construction of 5 Multi-Use Games Areas (MUGAs) which will be located in tow areas. Three will be immediately alongside the mew gym with the other two to the west of it. All are to be surrounded by 3m high fencing and 8m high lighting columns
3. The demolition and removal of the existing gymnasium building, which is also known as hangar 5, which is currently falling in to disrepair due to its age.

### **Relevant Planning History**

<b>Application No.</b>	<b>Development</b>	<b>Decision</b>	<b>Date</b>
20/0782	VARIATION OF CONDITION 4 ON PLANNING PERMISSION 20/0300 FOR AMENDMENT OF THE SURFACE WATER DRAINAGE STRATEGY FOLLOWING CONFIRMATION OF GROUND CONDITIONS	Granted	25/03/2021
20/0300	CONSTRUCTION OF A SINGLE STOREY 46 BED ACCOMMODATION BLOCK AND ASSOCIATED HARD AND SOFT LANDSCAPING	Granted	03/07/2020
18/0554	CONSTRUCTION OF EXTENSION TO EXISTING MATERIALS STORE BUILDING TO CREATE A NEW WORKSHOP. THE DEMOLITION OF A FORMER HANGAR 6. NEW FENCING, HARD-STANDINGS (TO PROVIDE NEW DELIVERY YARDS) AND LANDSCAPING.	Approve Prior Determination	29/10/2018
18/0543	PRIOR NOTIFICATION FOR DEMOLITION OF FORMER HANGAR 4	Approve Prior Determination	30/07/2018

### **Relevant Planning Appeals History**

No relevant appeals history

### **Parish/Town Council Observations**

The application site is immediately inside the boundary of Kirkham with Freckleton Parish adjacent and other parishes in close proximity to the site. As a result views have been sought from all and are reported below

**Kirkham Town Council** notified on 03 June 2021 and comment: *Kirkham Town Council has no objections to this planning application.*

**Freckleton Parish Council** notified on 03 June 2021 and comment: *The Parish Council support this application.*

**Ribby with Wrea Parish Council** notified on 03 June 2021 and comment: *It was resolved to offer NO OBSERVATIONS*

**Bryning with Warton Parish Council** notified on 03 June 2021 and have not replied.

### **Statutory Consultees and Observations of Other Interested Parties**

#### **Sport England**

*The proposal is considered to meet Sport England's "Provide" objective as detailed above: To provide new opportunities to meet the needs of current and future generations. In light of the above, Sport England does not wish to object to the proposal.*

#### **Lancashire CC Flood Risk Management Team**

The Lead Local Flood Authority has no objection to the proposed development subject to

the inclusion of the following conditions, in consultation with the Lead Local Flood Authority:

- Condition 1 – Final Sustainable Drainage Strategy to be submitted
- Condition 2 - Construction Phase Surface Water Management Plan
- Condition 3 - Operation and Maintenance Plan & Verification Report of - Constructed Sustainable Drainage System

#### **Planning Policy Team**

The demolition of an existing gymnasium building and erection of replacement gymnasium with a series of five multi-use games areas with associated fencing and lighting could be considered appropriate use in accordance with the Framework and Policies GD2 and GD5 of the Fylde Local Plan to 2032. The decision maker may also need to consider compliance with Policies GD7, HW1, HW3, CL1, CL2, ENV1.

#### **Lancashire County Council - Highway Authority**

*Highways do not have any objections to the proposed amended sports facilities and are of the opinion the proposed development will not have a detrimental impact on highway safety, capacity or amenity in the immediate vicinity of the site.*

#### **Environment Agency**

No Comments Received.

#### **LCC Archaeology:**

*As parts of the infrastructure of defence of the UK, and as part of a dwindling number of such structures, due to the structural problems faced by these buildings we do not consider it appropriate to attempt to retain them but it would be advisable to create a record of them in their current condition prior to their demolition and disappearance. Such a record can be largely photographic, and it would be worth the recorder examining the accessible areas of the interior to check for the traces of their use such as stencilled or applied signs, graffiti left by airmen, and so on.*

They then request a condition be attached to any permission which is granted for the demolition of the hanger building to require their recording.

#### **Neighbour Observations**

<b>Neighbours notified:</b>	03 June 2021
<b>Site Notice Date:</b>	22 June 2021
<b>Number of Responses</b>	0
<b>Summary of Comments</b>	N/A

#### **Relevant Planning Policy**

##### **Fylde Local Plan to 2032:**

GD2	Green Belt
GD4	Development in the Countryside
GD5	Large Developed Sites in the Countryside
GD7	Achieving Good Design in Development

**Other Relevant Policy:**

NPPF:	National Planning Policy Framework
NPPG:	National Planning Practice Guidance

**Site Constraints**

Within Green Belt

**Environmental Impact Assessment**

This development does not fall within Schedule 1 or 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017.

**Comment and Analysis****Policy Background**

The application is located within the grounds of Kirkham Prison, which is situated within an area of green belt. As explained in Policy GD5 any development at the prison will need to be assessed against Policy GD2, which directs an assessment for compliance with the NPPF for development in the green belt.

The NPPF paragraph 145 suggests in order for the proposal to be considered an acceptable development within the Greenbelt, the proposal would need to fall in to one of the below exemptions, these are:

- (a) buildings for agriculture and forestry;*
- (b) the provision of appropriate facilities (in connection with the existing use of land or a change of use) for outdoor sport, outdoor recreation, cemeteries and burial grounds and allotments; as long as the facilities preserve the openness of the Green Belt and do not conflict with the purposes of including land within it;*
- (c) the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;*
- (d) the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces;*
- (e) limited infilling in villages;*
- (f) limited affordable housing for local community needs under policies set out in the development plan (including policies for rural exception sites); and*
- (g) limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), which would: not have a greater impact on the openness of the Green Belt than the existing development; or not cause substantial harm to the openness of the Green Belt, where the development would re-use previously developed land and contribute to meeting an identified affordable housing need within the area of the local planning authority.*

**Principle of Development**

In terms of the assessment of the merits the principle of the application involves two very different forms of development, and so they will be broken up for this part of the assessment in order to understand the position of both aspects before deciding whether the whole development would be considered acceptable.

The proposed new build gym will be located on land formally used by 2 further hangers that were removed as part of an application in 2008, with the hard standing concrete base still in situ. The submitted design and access statement suggests that the proposal falls under both exception d) and g) as quoted above.

Their argument in respect of exception d) is not accepted in respect of the former hangers on this site as they were removed 13 years ago and so have long since stopped having any impact on the open character of the green belt. However, there is merit in considering this as a replacement of the existing gym building which is located in the Hanger 5 building that forms part of this application and is physically larger than the new structure, albeit on a different part of the site. Their argument in respect of g) has also has some validity as the land is certainly previously developed and the clearance of the Hanger 5 building will improve the openness of the green belt as a consequence of this application.

The area in which the new gymnasium is to be built can be quite clearly seen as previously developed land, due to the concrete ground and remaining building materials on site. The proposal is to build a new gymnasium which will have an overall height of 13m and will have a square footage of approx. 1,900m sq. With regards to the impact of this on the openness of the green belt the location of the development is positioned near to the boundary where there is residential development on The Meade and so it will have some visibility. However, the works are situated well within the built environment of the prison surrounded by exiting hangers of similar size to the proposed building. This allows the addition of the gymnasium to sit within a backdrop of existing development and would not reduce the openness of the surrounding green belt.

As a consequence it is accepted that a pragmatic interpretation of the guidance in para 145 can be taken and it is accepted that the new gymnasium development is not inappropriate in the green belt.

The application also involves the erection of 5 MUGAs which would have an individual sq footage of approx. 700m each, with an overall development of approx. 3500m sq of MUGAs. The location of these pitches would be spread across two sites, with one area located on the site of Hanger 1 and 2, which were removed in 2008, and the other area located adjacent the proposed gymnasium.

The applicant argues that the addition of these MUGAs should be assessed against exception b) of paragraph 145 of the NPPF quote above. It is accepted that as the MUGAs are to be used for outdoor sport and recreation it is considered that this part of the assessment has been proven. The proposal will be ancillary to the existing use of the site due to the pitches being used by prisoners as part of their daily programme and rehabilitation, and therefore will not conflict with the purposes of the existing site.

The final criteria needing to be met is whether the MUGAs preserve the openness of the Greenbelt. Along with the pitches themselves, there is a number of additional infrastructure which will be positioned around the surrounding development in order for them to be used appropriately. The pitches will be surrounded by 3m high fencing, with additional 8m high lighting columns. The pitches will be located within the existing built development of the prison, with two of the pitches located along the edge of Hanger 3, and 3 of the pitches surrounding the proposed 2 storey gymnasium - both building have an overall pitch height of approx. 13m. The 3m high fence and 8m high lighting columns will sit well under the overall average height of buildings within the area and are considered an appropriate addition to the site due to its existing use. The position of the MUGAs within the surrounding built environment also allows the proposal to preserve the openness of the



Greenbelt as no additional development will be taking place outside of the existing buildings, and therefore will retain the views currently seen of the Greenbelt Lane.

As such, the proposal both regarding the development of the two storey gymnasium, as well as the associated MUGA's surrounding the site, are both considered to not be inappropriate development within the green belt , and as such comply with Policy GD5 and so GD2 of the Fylde Local Plan to 2032.

### Design and Appearance

Due to the southern location of the proposed gymnasium on the site, some views of the building may be possible from Freckleton Road and will be visible from the residential dwellings located within 'The Mede'. The site will be located over 50m away from the closest dwelling and is considered to be of a scale and height which would not create any overbearing or other physical amenity impacts to the occupants. The building will be completed in powder coated cladding with no windows located within the elevations - allowing the design and appearance of the building to look much more like an existing hanger, rather than of a used building.

The roof will have a number of visible air filter systems located along it due to the lack of windows, and there will also be a number of photo voltaic panels located on both sides of the roof pitch. The colours will remain similar to one another, allowing the overall appearance of the building to tie into the surrounding area and will not look out of place or over dominant within the context of Kirkham Prison as a whole.

The MUGA's will be less visible. The pitches themselves will be completed as green surfaced courts with lines on representing a number of different games which would be available to play. The fencing infrastructure around the pitches would not be prominently invisible from the streetscene due to the height and transparency of it, with fencing a feature that is widely found around the prison and as such would be an appropriate addition to the proposal. The lighting columns themselves would be black in colour and sat up against the surrounding built infrastructure would be hard to see.

Therefore it is considered the design of the proposal sits well within its built environment context, and as such is of an appropriate appearance which complies with Policy GD7 of the Fylde Local Plan to 2032.

### Lighting

The site proposes a number of lighting columns which will sit at approx. 8m in height in order to allow the pitches to be used both during summer and winter hours, allowing the shorter days to not be a barrier in retaining inmate health and wellbeing. The development site is located within a built up Prison area where there are a number of additional flood lights of some sort in order to retain sight on prisoners at all times when outside.

The use of the site will solely be used for the prisoners, and as such the lights on the courts would only be used when the rest of the prison site is also lite up - therefore it is considered that the lights would not be of an inappropriate addition to the site.

The lights are also of a streetlight design, with the light pointing down, rather than it being a larger floodlight design which provides light to a much greater area and also increases the chances of light pollution to surrounding residents and wildlife.

Highways have asked for a condition to be placed on the proposed scheme which relate the effective screening of the lights from the view of drivers and pedestrians of the public highway. However as the site is located approx. 95m away from Freckleton Road and 50m away from 'The Mede' it is considered that the distance will create sufficient block for the lights to not create any additional harm to the users of the highway other than the existing light pollution that is seen from the prison currently.

The illumination does permit the MUGAs to be used later into the evening and at their proximity to neighbouring properties it is possible that such use could create noise nuisance to residents. It is therefore proposed to impose condition requiring that their use terminates at 10pm to safeguard that amenity.

### Ecology

The site of the proposed gymnasium and MUGAs is predominantly hard standing., There are some areas of amenity grassland and so isolated trees but nothing of any particularly ecological value. The application is supported with a an ecological report that confirms that, that confirms that appropriate mitigation and avoidance measures will be taken in construction, and that there is to be some ecological biodiversity enhancement through the post development landscaping of the site. This is all helpful information that ensures compliance with Policy ENV2.

### Drainage

A consultation response was received from LLFA and United Utilities which request additional information through pre-commencement conditions.

As the application only submitted a drainage layout plan with limited additional information such as a surface water drainage system it is considered these conditions will be placed on the application. The agent is hopeful that these will be able to be sorted prior to committee under an addendum.

### The Removal of Hanger 5

The application also looks to gain consent for the demolition of Hanger 5 due to the building falling in to disrepair and being unable to be used any further for its intended use as the prisons gym. LCC Archaeology Team have suggested that a condition should be placed on the application which creates a pre-commencement condition that comprises of the creation of a record of the building which should be largely photographic to record the details of the builds and its relationship to other surviving buildings of its period. From an external view of the building - it is considered that the building is of poor state, which has been changed and used for differing uses throughout its life and therefore will not have historic signage or graffiti from its period of use as a aircraft hanger. This is an appropriate step and will allow the development to accord with that aspect of Policy ENV5.

The ecology report submitted with the scheme also conforms that the removal and demolition of hanger 5 will not cause unnecessary impacts in regards to ecology or the historic environment and as such is in compliance with Policy ENV2 of the Fylde Local Plan to 2032.

### Conclusions

The application relates to the construction of a gymnasium and additional 5 MUGA's (Multi-Use Games Areas) as well as the demolition of Hanger 5 at the site of Kirkham Prison, Freckleton. The

proposal is considered to be acceptable in principle under Policy GD2 of the Fylde Local Plan and accords with Policy's GD7, ENV2, ENV5 of the Fylde Local Plan to 2032. As such, the proposal will be recommended for approval subject to a series of conditions.

### **Recommendation**

That Planning Permission be GRANTED subject to the following conditions:

1. The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason: To comply with the requirements of section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. This permission relates to the following plans:

- Location Plan - Drawing no. 314363 - 3694 - TPB - GY - XX - DR - A - 1048 - S0 - 02 - D0100
- Proposed Site Plan - Drawing no. 314363 - 3694 - TPB - GY - XX - DR - A - 1030 - S0 - 01 - D0100
- Proposed South Elevations of Gymnasium - Drawing no. 314363 - 3694 - TPB - GY - ZZ - DR - A - 3043 - S0 - 01 - D0100 Rev 01
- Proposed West Elevation Of Gymnasium - Drawing no. 314363 - 3694 - TPB - GY - ZZ - DR - A - 3042 - S0 - 01 - D0100 Rev 01
- Proposed East Elevation of Gymnasium - Drawing no. 314363 - 3694 - TPB - GY - ZZ - DR - A - 3041 - S0 - 01 - D0100 Rev 01
- Proposed North Elevation of Gymnasium - Drawing no. 314363 - 3694 - TPB - GY - ZZ - DR - A - 3040 - S0 - 01 - D0100 Rev 01
- Roof Plan of MUGA Pitches 4 and 5 - Drawing no. 314363 - 3694 - TPB - GY - RP - DR - A - 1045 - S0 - 01 - D0100 Rev 01
- Roof Plan of MUGA Pitches 1,2 and 3 - Drawing no. 314363 - 3694 - TPB - GY - RP - DR - A - 1044 - S0 - 01 - D0100 Rev 01
- Ground Floor Gymnasium Plan with MUGA Pitches 1,2, 3 - Drawing no. 314363 - 3694 - TPB - GY - 01 - DR - A - 1041 - S0 - 01 - D0100 Rev 01
- First Floor Gymnasium Plan with MUGA Pitches 1,2, 3 - Drawing no. 314363 - 3694 - TPB - GY - 02 - DR - A - 1042 - S0 - 01 - D0100 Rev 01
- MUGA Pitch Lighting - Drawing no. 314363-3694-HMS-GY-ZZ-DR-E-E400-S0-01-D0100 Rev 01
- Gymnasium and MUGA Drainage Strategy - Drawing no.314363-3694-B&S-GY-XX-DR-S-0099-S4-01-D0100 Rev 01
- Gymnasium - Context Plan with MUGA Pitches 1,2 and 3 - Drawing no. 314363-3694- HMS - GY - ZZ - DR - E - E401 - S0 - 01 - D0100 Rev P01
- Proposed Landscaping - Drawing no. 314363 - 3694 - TPB - GY - XX - DR - A - 1170 - S0 - 03 - D0100 Rev 03

Except as provided for by other conditions to this permission, the development shall be carried out in complete accordance with the approved drawings.

Reason: For the avoidance of doubt and to ensure that the development is carried out in accordance with the approved plans in the interests of proper planning in accordance with the policies contained within the Fylde Local Plan to 2032 and National Planning Policy Framework

3. Unless alternative details have first been submitted to and approved in writing by the Local Planning Authority, the development shall be constructed in accordance with the materials

detailed on the application form and / or approved plans listed in condition 2 to this planning permission.

Reason: To ensure use of appropriate materials which are sympathetic to the character of surrounding buildings and the street scene in the interests of visual amenity in accordance with Policy GD7 of the Fylde Local Plan to 2032.

4. No development shall commence in the construction of the gymnasium hereby approved until a detailed, final surface water sustainable drainage strategy for the site edged red has been submitted to, and approved in writing by, the local planning authority. The detailed sustainable drainage strategy shall be based upon the site-specific drainage layout plan submitted and sustainable drainage principles and requirements set out in the National Planning Policy Framework, Planning Practice Guidance and Defra Technical Standards for Sustainable Drainage Systems. It shall confirm that no surface water shall be allowed to discharge to the public foul sewer(s), directly or indirectly, and shall include the following details:
- a) Sustainable drainage calculations for peak flow control and volume control (1 in 1, 1 in 30 and 1 in 100 + 40% climate change).
  - b) Final sustainable drainage plans appropriately labelled to include, as a minimum:
    - i. Plan identifying areas contributing to the drainage network, including surface water flows from outside the curtilage as necessary;
    - ii. Sustainable drainage system layout showing all pipe and structure references, dimensions, design levels;
    - iii. Flood water exceedance routes in accordance with Defra Technical Standards for Sustainable Drainage Systems;
    - iv. Finished Floor Levels (FFL) in AOD with adjacent ground levels for all sides of each plot to confirm minimum 150mm+ difference for FFL;
    - v. Details of proposals to collect and mitigate surface water runoff from the development boundary;
    - vi. Measures taken to manage the quality of the surface water runoff to prevent pollution, protects groundwater and surface waters, and delivers suitably clean water to sustainable drainage components;

The sustainable drainage strategy shall be implemented in accordance with the approved details.

Reason: To ensure satisfactory sustainable drainage facilities are provided to serve the site in accordance with the Paragraphs 163 and 165 of the National Planning Policy Framework, Planning Practice Guidance and Defra Technical Standards for Sustainable Drainage Systems and the requirements of Policy CL1 and CL2 of the Fylde Local Plan to 2032.

5. No development shall commence until details of how surface water and pollution prevention will be managed during each construction phase have been submitted to and approved in writing by the local planning authority. Those details shall include for each phase, as a minimum:
- a) Measures taken to ensure surface water flows are retained on-site during construction phase(s) and, if surface water flows are to be discharged they are done so at a restricted rate to be agreed with the Lancashire County Council LLFA.
  - b) Measures taken to prevent siltation and pollutants from the site into any receiving groundwater and/or surface waters, including watercourses, with reference to published guidance.

The development shall be constructed in accordance with the approved details.

Reason: To ensure the development is served by satisfactory arrangements for the disposal of surface water during each construction phase(s) so it does not pose an undue flood risk on site or elsewhere, and to ensure that any pollution arising from the development as a result of the construction works does not adversely impact on existing or proposed ecological or geomorphic condition of water bodies

6. No part of the development hereby permitted shall be first occupied/used until a Verification Report, pertaining to the surface water drainage system and prepared by a suitably competent person, has been submitted to and approved by the Local Planning Authority.

The Verification Report must demonstrate that the sustainable drainage system has been constructed as per the agreed scheme (or detail any minor variations), and contain information and evidence (including photographs) of details and locations (including national grid reference) of inlets, outlets and control structures; landscape plans; full as built drawings; information pertinent to the installation of those items identified on the critical drainage assets drawing.

Reason: To ensure that flood risks from development to the future users of the land and neighbouring land are minimised, together with those risks to controlled waters, property and ecological systems, and to ensure that the development as constructed is compliant with and subsequently maintained pursuant to the requirements of Paragraph 165 of the National Planning Policy Framework.

7. No development (including demolition) shall take place until a Written Scheme of Investigation (WSI) setting out a programme and timetable of historic building recording and analysis has been submitted to and approved in writing by the local planning authority. The programme within the WSI shall provide for the creation of a record of the existing building to Level 2-3 as identified in the document 'Understanding Historic Buildings' (Historic England 2016) and shall include:
- a) a rapid desk-based assessment which puts the building and its features into context;
  - b) a full description of the building, inside and out, a drawn plan, elevations and at least one section (which may be derived from checked and corrected architect's drawings); and
  - c) full photographic coverage, inside and out.

The programme of historic building recording and analysis within the WSI shall be carried out by an appropriately qualified and experienced professional contractor to the standards and guidance of the Chartered Institute for Archaeologists and a digital copy of the report and photographs shall be placed in the Lancashire Historic Environment Record before the development hereby approved is first brought into use.

Reason: To record and advance the understanding of the archaeological and historical significance of the existing building for archival and research purposes prior to its loss and to make information concerning the building's significance publicly accessible in accordance with the requirements of Fylde Local Plan to 2032 policy ENV5 and the National Planning Policy Framework.

8. That the MUGA facilities hereby approved shall only be used for outdoor play and any other activity between the hours of 8.00 and 22.00 on any day, with no use or illumination of them outside of those hours.

Reason: To minimise the potential for late night and overnight disturbance to neighbouring residential properties in accordance with Policy GD7 of the Fylde Local Plan to 2032.



**Item Number:** 6

**Committee Date:** 28 July 2021

<b>Application Reference:</b>	21/0468	<b>Type of Application:</b>	Full Planning Permission
<b>Applicant:</b>	Little Oaks Ltd	<b>Agent :</b>	CW Planning Solutions Ltd
<b>Location:</b>	CHERRY TREE FARM, BLACKPOOL ROAD, NEWTON WITH CLIFTON, PRESTON, PR4 3RE		
<b>Proposal:</b>	CHANGE OF USE OF FORMER OUTBUILDING TO FORM 1. NO DWELLING WITH ASSOCIATED ACCESS, PARKING AREA AND DOMESTIC CURTILAGE - RETROSPECTIVE APPLICATION		
<b>Ward:</b>	NEWTON WITH TREALES	<b>Parish:</b>	Newton with Clifton
<b>Weeks on Hand:</b>	10	<b>Case Officer:</b>	Ruth Thow
<b>Reason for Delay:</b>	Need to determine at Committee		
<a href="#">Click Here</a> for application site on Google Maps		<a href="#">Click here</a> for application on FBC website	

**Summary of Recommended Decision:** Grant

**Summary of Officer Recommendation**

This application relates to an existing building at a site known as Cherry Tree Farm which is located north of Blackpool Road between Newton and Kirkham. The site is now in a range of employment related use. The application building is a detached single storey structure that has been converted to habitable accommodation and has previously been so used in association with the dwelling at Cherry Tree Farm.

The proposal is for a change of use of the building to a separate, independent dwelling. No extensions or other external alterations are proposed. The building is to be provided with a curtilage that is part of the former Cherry Tree Farm site with the access shared with that operation.

The site is in the Area of Separation where there are restrictions on the form of development that is acceptable to maintain the openness of the physical separation between settlements. However, as this relates to the conversion of an existing building it does not have any adverse impact on that openness and complies with the requirements of that policy for the development to be acceptable in principle. There are no objections to the development on other planning grounds and so the application is recommended for approval by Members.

**Reason for Reporting to Committee**

The officer recommendation for approval conflicts with the views of the Parish Council and so it is necessary to present the application to the Planning Committee for a decision.

### **Site Description and Location**

The application site is Cherry Tree Farm, Blackpool Road, Newton. In particular the application relates to a detached single storey building situated between the dwelling at Cherry Tree Farm, which fronts onto Blackpool Road, and the former agricultural buildings situated to the north of the site which have an authorised use for storage with external caravan storage.

The application building is finished in render and fitted with upvc window frames and with a fibre cement sheet roof covering. To the front of the building is an area of hard surfacing, to the side elevation is an area which is hard surfaced with block paving. To the rear of the building is an area of hardcore containing three storage containers.

The building is accessed from an internal road leading off Blackpool Road and serving the application building, the dwelling at 'Cherry Tree Farm' the industrial buildings to the rear of site.

The wider area is characterised by sporadic dwellings interspersed with some commercial uses and it is designated within an area of separation on the Fylde Local Plan to 2032.

### **Details of Proposal**

This application seeks permission for a change of use of an existing building to a separate, independent dwelling.

Internally the building has already been converted to habitable accommodation and so the new dwelling would provide several rooms accessed from a central entrance doorway leading from the front elevation through to areas identified on plan as a combined kitchen/dining/living area, snug, hallway, two bedrooms, a bathroom and a store room.

No external alterations are proposed in this application.

### **Relevant Planning History**

<b>Application No.</b>	<b>Development</b>	<b>Decision</b>	<b>Date</b>
21/0018	CERTIFICATE OF LAWFUL DEVELOPMENT TO CONFIRM THAT THE EXISTING USE OF A BARN ("CHERRY TREE BARN") AS A SEPARATE DWELLINGHOUSE IS LAWFUL	Refuse Certificate	22/03/2021
19/0868	FORMATION OF VEHICLE ACCESS TO SERVE DWELLING FROM BLACKPOOL ROAD ALONG WITH FORMATION OF DRIVEWAY AND TURNING AREA WITHIN FRONT GARDEN, AND ERECTION OF ASSOCIATED FENCING AND GATES - RETROSPECTIVE APPLICATION	Granted	17/01/2020
19/0848	SINGLE STOREY REAR EXTENSION TO LINK DWELLING TO GARAGE - RETROSPECTIVE APPLICATION	Granted	04/12/2019
11/0652	CHANGE OF USE OF REDUNDANT AGRICULTURAL BUILDINGS TO B8 STORAGE USE, OPEN STORAGE AREA FOR UP TO 75 CARAVANS AND AMENDMENT TO EXISTING	Granted	26/04/2012



10/0038	ACCESS. RESUBMISSION OF APPLICATION 08/0954 FOR CHANGE OF USE OF AGRICULTURAL LAND INTO DOMESTIC USE, RESITING OF EXISTING ACCESS AND NEW GARDEN WALL TO FRONT BOUNDARY - RETROSPECTIVE APPLICATION	Granted	31/03/2010
08/0954	CHANGE OF USE OF LAND TO GARDEN CURTILAGE, RESITING OF ACCESS AND NEW FRONT BOUNDARY WALL TO OVERALL HEIGHT OF 2.4 METRES - RETROSPECTIVE APPLICATION	Refused	13/02/2009
05/0832	SINGLE STOREY EXTENSION TO REAR AND SIDE, PORCH TO FRONT ELEVATION AND PITCHED ROOF OVER EXISTING FLAT ROOF TO SIDE ELEVATION	Granted	25/10/2005
96/0086	RESUBMISSION OF OUTLINE APPLICATION FOR DETACHED BUNGALOW AND GARAGE FOR AGRICULTURAL WORKER	Refused	22/05/1996
95/0624	OUTLINE APPLICATION FOR ONE DETACHED BUNGALOW AND GARAGE	Refused	06/12/1995
89/0891	PIG REARING BUILDING WITH BELOW GROUND SLURRY CHANNELS	Granted	28/02/1990

### **Relevant Planning Appeals History**

<b>Application No.</b>	<b>Development</b>	<b>Decision</b>	<b>Date</b>
96/0086	RESUBMISSION OF OUTLINE APPLICATION FOR DETACHED BUNGALOW AND GARAGE FOR AGRICULTURAL WORKER	Dismiss	30/07/1997

### **Parish/Town Council Observations**

**Newton with Clifton Parish Council** notified on 19 May 2021 and comment:

*Thank you for your consultation letter dated 19th May 2021 which was considered at a meeting held on Thursday 3rd June 2021 together with the planning documents.*

*Council adopted a resolution that it be recommended the application is refused planning permission and that the local planning authority (LPA) be advised accordingly.*

*The site is located within an Area of Separation (AOS) as designated on the Fylde Local Plan to 2032 Policies Map. The development fails to meet any of the limitations where development can be permitted in the AOS under policy GD3 of the local plan and, accordingly, does not fall properly within any of the categories of development that are appropriate within this designation. The development should be precluded from representing infill development for the purposes of the allowance in policy GD3 f) due to development's curtilage, siting and lack of containment by existing buildings where it borders adjoining land. The LPA is able to demonstrate a supply of deliverable housing sites in excess of five years, the restrictive approach to new residential development in the AOS contained in current policy GD3 of the Fylde Local Plan to 2032 and there are no other material considerations to indicate that the application should be determined other than in accordance with*

*the development plan. The development does not satisfy any of the exceptions where residential development can be permitted in the AOS, it is in conflict with the development strategy in the local plan when taken as a whole and contrary to the requirements of policies S1, DLF1 and GD3 of the Fylde Local Plan to 2032, and paragraphs 2, 12 and 15 of the National Planning Policy Framework which require developments to come forward in accordance with a genuinely plan-led system. The development involved the replacement of former outbuilding to form a dwelling, together with access, parking &c which may extend beyond its previous commercial curtilage.*

*The development, by virtue of its scale, suburban design and siting is unsympathetic to the rural character of the site and its surroundings, to the detriment of the rural scene and is a cause of injurious urbanisation of and encroachment upon the AOS. Accordingly, this compromises the AOS function in protecting the identity and distinctiveness of settlements. The development design is of a quality that would not assimilate with its rural surroundings and fails to improve the character and quality of the area in conflict with the requirements of Fylde Local Plan to 2032 policies GD3, GD7 and ENV1, and paragraphs 127, 130 and 170 b) of the National Planning Policy Framework.*

*The dwelling development is located in close proximity to adjacent operational commercial storage buildings. The development's proximity and relationship with the adjacent commercial storage use results in conflicts between the previous use and the application's use, having particular regard to noise disturbance arising from ongoing commercial operational activities which would result in a poor standard of amenity for occupiers of the dwelling and could introduce additional restrictions on the operation of the existing commercial storage use as a result of the development. The applicant has failed to demonstrate that the development can be integrated effectively with the existing commercial storage use (including through mitigation measures required to allow the two uses to co-exist) to ensure that a high standard of amenity is achieved for occupiers without compromising the operation of the commercial use. The development is therefore in conflict with the requirements of policy GD7 of the Fylde Local Plan to 2032 and paragraphs 127 f), 180 a) and 182 of the National Planning Policy Framework.*

*Members consider that the development is not dissimilar to previous applications, frequently retrospective, on this site. Some of these applications have been refused planning permission or withdrawn, however should the LPA be minded to grant planning permission the council strongly recommends that it is conditional on the recommendations of the Lancashire county council highways authority, relating to withdrawn planning applications 19/0243 and 19/0245, being fully implemented and request the LPA to attach these conditions in the interest of highway safety.*

### **Statutory Consultees and Observations of Other Interested Parties**

#### **Cadent Gas**

*Cadent Gas has a major accident hazard pipeline in the vicinity, Lostock Hall/ Kirkham.*

*It is essential that access to the pipeline is not restricted, particularly in the event of an emergency. Therefore, there must be no obstructions within the pipeline's maintenance easement strip, which would limit or inhibit essential maintenance works on the pipeline.*

*Under Land Use Planning the HSE may wish to apply more stringent criteria for Building Proximity. I recommend that you ensure that they are formally consulted.*

#### **Health & Safety Executive**

*Do not advise against.*

## **Lancashire County Council - Highway Authority**

*Highways do not have any objections to the retrospective dwelling and are of the opinion the proposed development will not have a detrimental impact on highway safety, capacity or amenity in the immediate vicinity of the site.*

*Based on the car parking recommendations in the Joint Lancashire Structure Plan, Highways is of the opinion that the applicant has provided adequate off-road parking provision for the dwelling.*

*In addition the existing access is considered to be suitable for two vehicles to pass at the junction and the applicant has sufficient space within the site for vehicle to enter and exit the site in a forward gear.*

*Highways recommends the following condition as part of the formal planning decision: -*

*1. The private car parking and manoeuvring areas to be marked out in accordance with the approved plan and permanently maintained thereafter. Reasons: To allow for the effective use of the parking and turning areas.*

## **Neighbour Observations**

<b>Neighbours notified:</b>	19 May 2021
<b>Site Notice Date:</b>	01 June 2021
<b>Number of Responses</b>	None received

## **Relevant Planning Policy**

### **Fylde Local Plan to 2032:**

GD3	Areas of Separation
GD7	Achieving Good Design in Development
H3	Conversions and Change of Use to Residential
ENV1	Landscape
ENV2	Biodiversity

### **Other Relevant Policy:**

NPPF:	National Planning Policy Framework
NPPG:	National Planning Practice Guidance

### **Site Constraints**

Pipelines

## **Environmental Impact Assessment**

This development does not fall within Schedule 1 or 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017.

## **Comment and Analysis**

This application seeks permission for the change of use of an existing building to a use as a dwelling.

### Principle of development

Policy S1 of the Fylde Local Plan to 2032 identifies a four-tier Settlement Hierarchy where new development is promoted. The application site falls within an Area of Separation and therefore outside any of the settlements defined in Policy S1. Although the site does not form part of any nearby identified settlement, it is not the case that development cannot be permitted within areas beyond the settlement boundaries, as particular forms of development are still permitted in those areas.

With respect to Areas of Separation Policy GD3 is relevant. This states: *“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.”* The policy then lists a series of forms of development which are acceptable in Areas of Separation, with the list including *“b) the re-use or rehabilitation of existing permanent and substantial buildings”* Compliance with this is the key test with this application.

The planning history section of this report indicates that the most recent application was for a Certificate of Lawfulness (under Section 191 of the Town and Country Planning Act 1990) which sought to argue that the application building had been used as an independent dwelling for the requisite period so that its use as such was lawful. A site visit was carried out at the time of the application which established that the building had been converted internally and some alterations had been carried out to the elevations of the building to facilitate habitable accommodation, as shown in the layout plans submitted with this current application. Whilst the application building had the facilities to be occupied independently, the supporting information submitted with the application failed to demonstrate that it had been occupied independent of the main dwelling at Cherry Tree Farm for the requisite period, and as such the certificate was subsequently refused.

The test with this planning application is a different one as it relates to compliance with the requirements of Policy GD3 as stated above. Officer site visits for the Certificate application confirmed that the building is evidently of a permanent construction, and is of a scale and form that allows it to be used as an independent dwelling. There is no need to add any extensions to achieve that and so the physical impact on the area of separation is very limited. The building has previously been converted into habitable accommodation that has been used by the occupiers of Cherry Tree Farm for a use ancillary to the main dwelling. This proposal is therefore not for any new built development in the Area of Separation. It is an existing building which is in good, habitable condition and the applicant now seeks planning permission to use the existing building, in its current state to be used as an independent dwelling. The officer view is that this clearly complies with the requirements of GD3 b) in that it is a *‘re-use or rehabilitation of existing permanent and substantial building’* and is acceptable in principle.

It is noted that the Parish Council have objected to the application partly on the basis that it is forming a new dwelling in the Area of Separation. Whilst that is the case, the policy clearly permits that, and so the concerns of the Parish Council, which are expressed as though the building were to be newly constructed, are misguided in this respect. \_

### Impact on character and appearance

Policy GD7 refers to 'Achieving Good design in development' and sets out general principles of good

design with various criteria for which developments need to comply with, but a number are in this case relating to the character of the area, access, amenity and neighbour relationships.

The proposed dwelling is set to the north of the existing Cherry Tree Farm dwelling and its associated curtilage, and is separated from it by a timber fence along the boundary between the two properties. It is also separated from the storage buildings situated on the north side of the application building by a render finish wall. Areas to the north and west (rear) of the new property are proposed as curtilage to serve the dwelling. These areas are contained by timber fencing and are currently filled with rubble, the area to the rear contains three steel containers.

The result of this is that the proposed dwelling is entirely surrounded by existing building development. It is not readily identifiable in this context from the public vantage points available off-site on Blackpool Road, and will not result in a detrimental impact on the visual amenity. Notwithstanding this, the clearing of the rubble and other detritus in these areas and the creation of a garden area will improve its immediate setting, resulting in environmental improvements and a dwelling that is more in keeping with neighbouring residential properties.

Accordingly, the development complies with the above criteria of Policy GD7 relating to visual amenity.

#### Neighbouring Residential Amenity

The nearest residential neighbours likely to be affected by this application are the occupiers of the Cherry Tree Farm dwelling. Whilst the previous application for a Lawful Development Certificate was proposed by a family member of the occupiers of Cherry Tree Farm property this application is submitted by a different applicant seemingly unrelated to that property.

There is a path of 3.5 metres in width which separates the existing dwelling and the proposed dwelling, with the nearest part of Cherry Tree Farm to the application property being a double garage. This is not an untypical residential relationship and is considered appropriate to protect the occupiers from disturbance by the other dwelling. As the two properties are separated by fencing along the rear boundary of Cherry Tree Farm and the new dwelling there will be no loss of privacy into the rear of the existing dwelling or garden areas of either property. Notwithstanding the above, there is the potential for loss of privacy into the side elevation and garden area of Cherry Tree Farm as this area is open to views from the shared access when approaching both properties, but this could readily be overcome with the erection of fencing to separate the two properties.

The only other nearby neighbours are the occupiers of 'Grange View' however as this property is more than 25 metres from the application building its proposed use is unlikely to result in a detriment to their amenity.

Subject to a condition for fencing to protect the privacy of the occupiers of Cherry Tree Farm it is considered that there would be no detrimental impact for any residential neighbours as a result of this proposal and thereby the scheme complies with the criteria of Policy GD7 in this regard.

#### Occupier Amenity

Alongside their policy objection the Parish Council also objected to the application with regards the proximity of the proposed dwelling to the industrial site to the rear. This is a valid planning concern with this development, and is an element covered by Policy GD7c) stating "*Ensuring that amenity will not be adversely affected by neighbouring uses, both existing and proposed.*" and GD7t)

which advises that *'The development should not prejudice or prevent the operation of existing land uses.'*

Whilst this application site is adjacent to former agricultural buildings which have been converted to an industrial use, that use is for a Class B8 Use which permits storage or distribution uses only and so the level of noise generated will be reduced over that from an industrial process. In this case the application building is an existing building that is set back from the shared access road. The property provides for two bedrooms and any increase in traffic to this property is not likely to be at a level to prejudice the operation of the storage use.

The type of commercial activity authorised on the adjacent site is not one which raises significant levels of noise, smells or other pollutants and so there should be no issues for the occupiers that may raise complaints by the occupiers of the new dwelling in the future to prejudice the operation of the storage use. The adjacent site is not designated for employment purposes in the Fylde Local Plan to 2032 and so an intensification of those uses would not benefit from the policy support which that allocation would bring.

There may be some level of disturbance for the future occupiers of the new dwelling from activity of vehicles accessing the storage buildings and people collecting and delivering caravans. However, the new dwelling is set back from the access road and any noise arising is not likely to detrimentally affect the amenity of the neighbours any more than that experienced by occupiers of other dwellings situated abutting the A583.

Accordingly it is considered that the development complies with criterion t) of Policy GD7 that refers to existing uses and criterion c) that refers to amenity of neighbouring uses, both existing and proposed.

#### Highway impact

This is a key issue with any application and is also one that the Parish Council have commented on in this case. Those comments include a request that if the application is to be approved then the conditions requested by the local highway authority in regards to earlier applications on the site be implemented. Those related to a change of use of several of the industrial buildings to dwellings, and so would have led to a more significant increase in the level of use of the access point. This application is for a single dwelling, and in their response to this application the local highway authority have not requested any improvements to the access, which your officers have obviously assessed as part of the consideration of this application and believe it to be appropriate for the level of use involved.

The local highway authority have requested a single condition to ensure that vehicles are able to park on site and turn so that they can enter and leave the highway safely. The space for this is shown on the submitted site plan and so a condition to require that this is provided and retained is appropriate to satisfy the comments of the local highway authority in respect of this application. With this it is considered that the site provides a suitable and safe access as required by Policy GD7 and NPPF.

#### Conclusions

The application relates to the change of use of an existing building to a new dwelling. Having viewed the proposal and assessed the issues raised, it is considered that the proposal accords with Policies GD3, GD7, H3, ENV1 and ENV2 of the Fylde Local Plan to 2032 and other relevant

development plan policies, and the guidance in the National Planning Policy Framework for the reasons outlined above.

Accordingly the application is recommended for approval.

### **Recommendation**

That Planning Permission be GRANTED subject to the following conditions:

1. The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason: To comply with the requirements of section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. This permission relates to the following plans:

- Location Plan - Drawing no. A3113/PL06
- Proposed Site Plan - Drawing no. A3113/PL07
- Proposed Floor plans and Elevations - Drawing no. A3113/PL08

Except as provided for by other conditions to this permission, the development shall be carried out in complete accordance with the approved drawings.

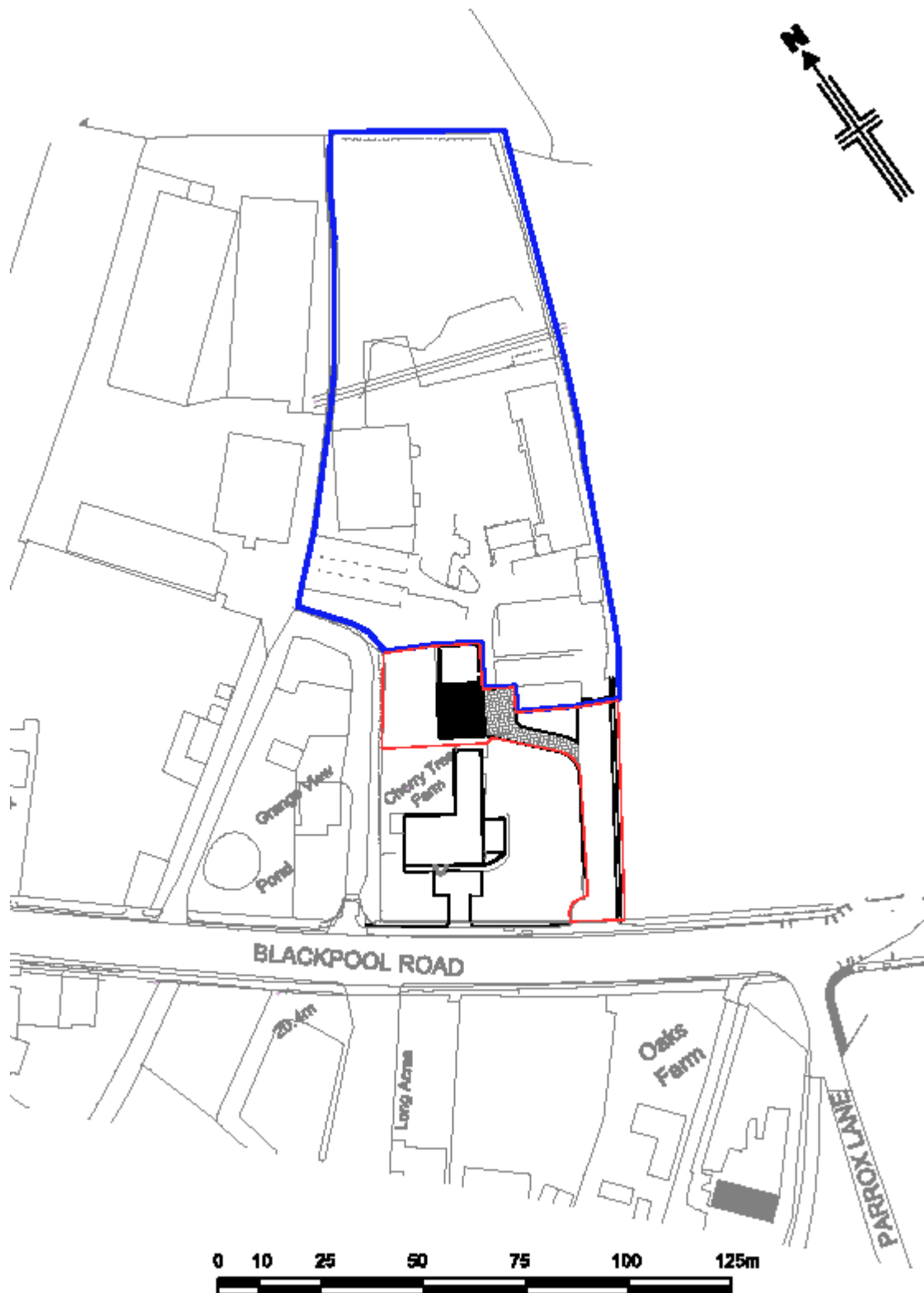
Reason: For the avoidance of doubt and to ensure that the development is carried out in accordance with the approved plans in the interests of proper planning in accordance with the policies contained within the Fylde Local Plan to 2032 and National Planning Policy Framework

3. Prior to the first occupation of the building as a dwelling the private car parking and manoeuvring area indicated on the approved site plan listed in condition 2 of this permission shall be surfaced and made available for parking and vehicle turning purposes. This area shall be retained free of obstructions so that it is available for those purposes at all times that the building is occupied thereafter.

Reason: To ensure the provision and retention of an appropriate level and arrangement for parking to ensure the development will not compromise highway safety in accordance with Policy GD7 of the Fylde Local Plan to 2032 and the aims of the National Planning Policy Framework.

4. Prior to the first occupation of the new dwelling hereby approved a scheme for the erection of fencing and sub-division of the property from Cherry Tree Farm shall be submitted to and approved in writing by the Local Planning Authority. The approved fencing shall be erected in its approved form prior to the first occupation of the dwelling, and maintained in that form thereafter.

Reason: To provide an appropriate separation between the proposed dwelling and the existing property at Cherry Tree Farm to prevent loss of privacy between their occupiers in the interests of residential amenity and in accordance with the requirements of Policy GD7 of the Fylde Local Plan to 2032 and the aims of the National Planning Policy Framework.





## DECISION ITEM

REPORT OF	MEETING	DATE	ITEM NO
DEVELOPMENT SERVICES DIRECTORATE	PLANNING COMMITTEE	28 JULY 2021	5
<b>PARTIAL REVIEW OF THE FLP32: DRAFT SCHEDULE OF PROPOSED MAIN MODIFICATIONS FOR CONSULTATION</b>			

### PUBLIC ITEM

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

#### SUMMARY

The Partial Review of the Fylde Local Plan to 2032 was submitted for Examination on the 21<sup>st</sup> October 2020. Examination Hearing sessions took place via Zoom on 17<sup>th</sup> and 18<sup>th</sup> March 2021. The Inspector wrote to the Council on 30<sup>th</sup> April 2021 providing interim findings in respect of the matter of the housing need, the housing requirement, and the matter of unmet need in the housing market area, as reported to members on 19<sup>th</sup> May.

Following Planning Committee's decision to proceed in accordance with the Inspector's conclusions, officers have drafted main modifications to accord with the Inspector's findings. These are provided in the Draft Schedule in Appendix 1 for members' consideration. The modifications cover the matters raised in the Inspector's letter of 30<sup>th</sup> April 2021, in addition to those modifications to the Partial Review identified and pointed out to the Council by the Inspector during the hearing sessions required by her to find the plan sound.

A sustainability appraisal has been undertaken of the draft main modifications and this is provided in Appendix 2. A viability screening report is also provided in Appendix 3. Neither of these raises any concerns regarding the proposed modifications.

If approved, the Draft Schedule will be issued for public consultation for a period of six weeks. Representations will be summarised and submitted to the Inspector, who will consider them in making her final report on the Partial Review.

#### RECOMMENDATIONS

1. That the Draft Schedule of Main Modifications to the Partial Review of the Fylde Local Plan to 2032 as attached in Appendix 1 be approved by Planning Committee.
2. That the contents of the Sustainability Appraisal Addendum – Main Modifications (Appendix 2) and the Economic Viability Assessment Review Addendum Report (Appendix 3) be noted.
3. That the Draft Schedule, the Sustainability Appraisal Addendum – Main Modifications and the Economic Viability Assessment Review Addendum Report referred to in recommendations 1 and 2 be issued for public consultation and the responses submitted to the Inspector.

#### SUMMARY OF PREVIOUS DECISIONS

On 19<sup>th</sup> May 2021 the Planning Committee resolved to accept the directions of the Inspector as set out in her letter of 30<sup>th</sup> April 2021 to the Council, and to request that main modifications are drafted for further consideration by the Planning Committee.

On 14<sup>th</sup> October 2020 the Planning Committee approved the Partial Review, supporting documents, technical assessments and responses to the Regulation 19/20 consultation for submission to the Secretary of State.

On 11<sup>th</sup> March 2020 the Planning Committee agreed to approve the Partial Review, supporting documents and technical assessments for Publication in accordance with Regulation 19/20 of the Town and Country Planning (Local Planning) (England) Regulations 2012; to approve those documents together with the responses to the Regulation 19/20 consultation for submission to the Secretary of State; and that officers be asked to continue to liaise with Wyre Council in order to seek to address the issue of unmet housing need in Wyre.

On 22<sup>nd</sup> January 2020 the Planning Committee agreed the Council's responses to the Regulation 18 consultation, the scope of the Partial Review and that technical assessments be carried out.

## CORPORATE PRIORITIES

Economy – To create a vibrant and healthy economy	✓
Environment – To deliver services customers expect	✓
Efficiency – By spending money in the most efficient way	✓
Tourism – To create a great place to live and visit	✓

## REPORT

### Draft Schedule of Proposed Main Modifications for Consultation

1. The Partial Review of the Fylde Local Plan to 2032 was submitted for Examination on the 21<sup>st</sup> October 2020. The Partial Review addresses two issues: revisions to ensure that the Local Plan accords with the updated National Planning Policy Framework (NPPF) of 2019, notably in its change to the method of calculating housing need; and to address the issue of the shortfall in housing provision in Wyre, in accordance with the commitment in the adopted Local Plan. Examination Hearing sessions took place via Zoom on 17<sup>th</sup> and 18<sup>th</sup> March 2021.
2. The Inspector wrote to the Council on 30<sup>th</sup> April 2021 providing interim findings in respect of the matter of the housing need, the housing requirement, and the matter of unmet need in the housing market area, as reported to members on 19<sup>th</sup> May. Following Planning Committee's decision of 19<sup>th</sup> May to proceed in accordance with the Inspector's conclusions, the Council wrote to the Inspector to confirm this decision on 24<sup>th</sup> May.
3. The Draft Schedule provided in Appendix 1 sets out all proposed modifications to the Partial Review. The Draft Schedule only shows proposed changes from the final text of the submitted Partial Review Schedule of Revisions document (i.e. the original strikethrough and underlining of the Schedule of Revisions is not shown, only what was originally to be the final text).
4. There are 10 main modifications in the Draft Schedule. MM1 relates to the provision for Wyre's housing shortfall. MM2 replaces the overall plan period housing requirement in the development strategy (Policy DLF1) with 7,275. MM3 makes small changes to Policy GD4 (Development in the Countryside) to improve the wording of the proposed revisions to the policy. MM4 adds a sentence to the supporting text to Policy GD4 to clarify the meaning of the proposed revision to the policy. MM5 revises the justification text in the housing chapter to explain the new housing needs and requirement figures. MM6 revises Policy H1 to make the housing requirement 305 net dwellings per annum for the period 2019-2032, and to require provision of a minimum of 7,275 homes over the whole plan period 2011-2032. MM7 and MM8 make amendments in consequence of those in MM6, where the requirement appears again within the supporting text. MM9 adds a list of policies amended from the FLP32 to the existing Appendix 1 of the FLP32, which is needed for legal compliance. MM10 amends the housing requirement within the performance monitoring indicators in the Performance Monitoring Framework, so these accord with the amended policies.

5. The modifications are considered by your officers to be essential to ensure the soundness and legal compliance of the Partial Review of the Fylde Local Plan to 2032, and therefore to allow for the continued prospect of its adoption.
6. The proposed main modifications have been subject to sustainability appraisal, which is essential for the legal compliance of the Partial Review as modified. The result is the Sustainability Appraisal Addendum – Main Modifications (Appendix 2), produced by the consultants Arcadis on behalf of the Council. It concludes that *“no changes to the SA effects have been identified. When considered the cumulative effects in relation to housing, by meeting Wyre Borough’s unmet need, the Partial Review will result in greater benefits”* [in comparison with the previous assessment made for the published Partial Review].
7. A viability screening report has been produced by specialist consultants Keppie Massie on behalf of the Council. The Economic Viability Assessment Review Addendum Report is provided as Appendix 3 to this report. It states: *“We have considered the main modifications and are content that these modifications do not have any viability implications that would impact on the viability position previously reported”*. The conclusions therefore remain as in the previous review undertaken for the Partial Review prior to publication: *“the total cumulative cost of all relevant policies including those subject to main modification would not undermine the deliverability of the Local Plan”*.

### Next steps

8. If members approve the contents of the Draft Schedule, it will be published, along with the Sustainability Appraisal Addendum – Main Modifications and the Economic Viability Assessment Review Addendum Report, for public consultation for a period of six weeks. Representations received will be provided to the Inspector, who will then consider these and make her report.
9. Subject to the time taken for the Inspector to prepare her report, and to its final outcome, officers anticipate that the Partial Review would be offered to Council members for adoption in the Autumn.

IMPLICATIONS	
Finance	The submission and examination in public have incurred costs which at present are unquantified but it is anticipated that these will be met from existing approved budgets. The Partial Review will be carried out by the existing policy team at the Council at no additional cost.
Legal	The Partial Review will follow the process set out in the Town and Country Planning (Local Planning) (England) Regulations 2012. Sustainability Appraisal will be carried out in accordance with the Environmental Assessment of Plans and Programmes 2004.
Community Safety	There are no implications for Community Safety.
Human Rights and Equalities	There are no implications for Human Rights and Equality. A Health Impact Screening has been subject to consultation alongside the Partial Review of the FLP32
Sustainability and Environmental Impact	A Sustainability Appraisal has been subject to consultation alongside the Partial Review of the FLP32. Draft modifications have been subject to Sustainability Appraisal Screening.
Health & Safety and Risk Management	There are no health and safety implications.

LEAD AUTHOR	CONTACT DETAILS	DATE
Eddie Graves	Eddie.graves@fylde.gov.uk	9 <sup>th</sup> July 2021

BACKGROUND PAPERS		
Name of document	Date	Where available for inspection
Partial Review of the Fylde Local Plan to 2032		<a href="#">Partial Review of the Fylde Local Plan to 2032 (FLP32)</a>
Inspector's Post Hearing letter to Fylde Council April 2021	30 <sup>th</sup> April 2021	<a href="https://new.fylde.gov.uk/wp-content/uploads/2021/05/EL3.004a-Post-hearing-letter-to-Fylde-Council-April-2021.pdf">https://new.fylde.gov.uk/wp-content/uploads/2021/05/EL3.004a-Post-hearing-letter-to-Fylde-Council-April-2021.pdf</a>

Attached documents:

Appendix 1: Partial Review of the FLP32 Draft Schedule of Proposed Main Modifications for Consultation

Appendix 2: Sustainability Appraisal Addendum – Main Modifications

Appendix 3: Economic Viability Assessment Review Addendum Report



## Partial Review of the Fylde Local Plan to 2032

# DRAFT SCHEDULE OF PROPOSED MAIN MODIFICATIONS FOR CONSULTATION

**June 2021**

## Draft Schedule of Proposed Main Modifications for Consultation

The Inspector examines the Partial Review of the Fylde Local Plan to 2032 as submitted by the Council. However, there are further opportunities to make changes during the Examination process, before the Partial Review of the Local Plan is adopted. Under Section 20(7) of the Planning and Compulsory Purchase Act (2004), as revised by Section 112 of the Localism Act (2011) modifications are either classified as "main" or "additional" modifications.

“Main modifications” are required to resolve issues in order to make the Local Plan sound (paragraph 182 of the Framework) or to ensure its legal compliance. They involve changes or insertions to policies and text that are essential to enable the Plan to be adopted. Main Modifications are therefore significant changes that have an impact on the implementation of a policy.

“Additional modifications” are of a more minor nature and do not materially affect the policies set out in the Fylde Local Plan. Additional modifications mainly relate to points where a need has been identified to clarify the text, include updated facts, or make typographical or grammatical revisions which improve the readability of the Local Plan. These are not examined by the Inspector and are set out in a separate document.

This draft schedule sets out proposed main modifications, following the Examination in Public that took place on the 17<sup>th</sup> and 18<sup>th</sup> of March 2021. Comments are invited on the main modifications to the Local Plan as part of the Partial Review Process, contained within this schedule. The Inspector will take into account the responses to the consultation on this schedule before finally concluding whether or not a change along the lines of the modifications is required to make the plan sound. These proposed main modifications are put forward without prejudice to the Inspector’s final conclusions on the Partial Review of the Fylde Local Plan to 2032.

A separate document has been produced for the Proposed Additional Modifications.

New text is shown as underlined. Deleted text is shown as ~~striketrough~~.

MAIN MODIFICATIONS			
Ref	Policy/ paragraph	Proposed Modification	Reasons for Change
MM1	Paragraphs 1.26-1.27	<p><b>Delete paragraphs 1.26 and 1.27 of the Partial Review and replace as follows:</b></p> <p><u>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 Partial Review of the Fylde Local Plan to 2032.</u></p> <p><u>1.27 The Partial Review of the Fylde Local Plan 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.</u></p>	To ensure the plan is positively prepared, effective and compliant with national policy in addressing the issue of unmet need in Wyre.
MM2	Policy DLF1: Development Locations for Fylde	The Local Plan will provide sites for a minimum of <del>6,895-8,715</del> <b>7,275</b> new homes and a minimum of 60.6 Ha (gross requirement) of additional employment land over the plan period to 31 March 2032.	To ensure the development strategy is justified and effective: consequential change in relation to the revised housing requirement.
MM3	Policy GD4 Development in the Countryside	<p>Development in the Countryside, shown on the <b>Policies Map including Inset Plans</b>, will be <del>limited to</del> <u>permitted in the following circumstances:</u></p> <p>a) <del>that</del> <u>where it is</u> needed for <u>the</u> 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 <del>exploit any opportunity</del> <u>should offer</u></p>	For clarity and to ensure the revised policy is justified and effective in relation to national policy.

		<p><u>opportunities</u> to make the location more sustainable (for example by improving the scope for access on foot, by cycling or by public transport).</p> <p>b) the re-use or rehabilitation of existing permanent and substantial buildings;</p> <p>c) extensions to existing dwellings and other buildings in accordance with Policy <b>H7</b>;</p> <p>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;</p> <p>e) isolated new homes in the countryside which meet the criteria set out in Policy <b>H6</b>;</p> <p>f) minor infill development;</p> <p>g) <del>development needed to support</del> 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 <u>the Framework and</u> Policy GD7.</p>	
<b>MM4</b>	<b>Paragraph 7.14</b>	<p><b>7.14</b> 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. <u>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.</u> Some forms of tourism development are appropriate within the rural areas, all of which are covered in Chapter 8.</p>	To reflect the proposed changes to Policy GD4 and provide some clarity to those changes.
<b>MM5</b>	<b>Paragraphs 9.13-9.14, 9.16-9.17 and 9.19</b>	<p><b>9.13</b> A revised Framework was published in July 2018 and was subsequently updated in February 2019. 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.</p>	To clarify the Council's position in relation to unmet housing need and housing requirement, consequential change to MM6.



		<p>The Partial Review of the Fylde Local Plan to 2032 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. <del>However, as explained in Chapter 1 and set out in the draft statement of common ground and the Housing Needs and Requirement Background Paper, the unmet need in Wyre identified in the Wyre Local Plan (2011-2031) will be addressed through the review process of the Wyre Local Plan. 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.</del></p> <p><b>9.14</b> 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 <del>the existence of this adopted figure and 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,</del> the Council has determined the housing requirement figure for the plan period to be <del>6,895-8,715</del> <u>7,275</u> net dwellings. This is derived from an annual requirement of 415 net dwellings for the period 2011-2019 and <del>275-415</del> <u>305</u> net dwellings per annum from 2019-20 onwards. This revised housing requirement <u>takes</u> <del>allows account to be taken of any need from neighbouring authorities that cannot be met, up to the amount of unmet need from the adopted Wyre Local Plan (2011-2031), should any need that cannot be met exist following Wyre's Partial Review. The total figure of 6,895-8,715 net dwellings 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.</del></p>	
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		<p><b>9.16</b> 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 <del>275-415-305</del> net dwellings per annum for the remainder of the plan period. The overall <u>minimum</u> housing requirement figure <del>is identified in the Housing Needs and Requirement Background Paper 2020</del> established through the Partial Review of the Fylde Local Plan to 2032 is to be <del>6,895-8,715-7,275</del> net dwellings for the Plan period. The Council has identified sufficient sites, including an allowance for small sites and windfalls, to provide a supply figure of <b>8,819</b> homes over the Plan period.</p> <p><b>9.17</b> 1,538 dwellings <del>have been</del> <u>were</u> completed in Fylde from 2011-2017, an average of 256 dwellings per annum. <del>In the adopted Fylde Local Plan to 2032, when this figure is was</del> subtracted from the <del>overall original</del> plan period requirement of <del>6,895-8,715</del>, it <del>gives to give</del> a residual requirement of <del>5,357-7,177-479</del> dwellings <del>per annum to be completed from 2017 to 2032 onwards.</del> <u>953 homes were completed in the years 2017-2019. The Partial Review of the Fylde Local Plan to 2032 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.</u> This figure (<del>5,357-7,177-4,784</del>) includes the shortfall which has accrued during the early years of the plan when large sites were in the planning process. This equates to <del>357-479</del> <u>368 net</u> dwellings per annum for the remaining years of the plan period <u>2019-2032</u>. 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.</p> <p><b>9.19</b> The trajectory at <b>Appendix 2</b> 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 <del>has had</del> accrued as at 31st March 2017. Planning application commitments amount to <del>6,111-6,405</del> homes as at <del>30th September 2017</del> <u>1st April 2019</u>. This means that 88% of the requirement for the plan period already has planning permission. Completions are anticipated to increase as larger sites</p>	
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		commence delivery. The shortfall of <del>952</del> homes will be delivered over the remainder of the plan period to 2032.	
MM6	Policy H1 Housing Delivery and Allocation of Housing Land	<p>The Council will provide for and manage the delivery of new housing by:</p> <ul style="list-style-type: none"> <li>a) Setting and applying a <u>minimum</u> housing requirement of <b>415 net homes per annum for the period 2011-2019</b> and a <u>minimum</u> housing requirement of <del>275-415</del> <b>305 net homes per annum for the period 2019-2032</b>.</li> <li>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.</li> <li>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 <b>DLF1</b> (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.</li> <li>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 <del>6,895-8,715</del> <b>7,275</b> homes.</li> </ul>	To amend the Council’s revised housing requirement so that it is justified and effective.

MM7	Paragraphs 9.22 and 9.24	<p><b>9.22</b> To make sufficient land available to deliver a minimum of <del>6,895-8,715</del> <u>7,275</u> new homes up to the end of the Plan period in 2032 the Council will: .....</p> <p><b>9.24 Performance Monitoring Indicator 1</b>, in <b>Appendix 8</b>, sets out a target / policy outcome to record the net additional homes completed against the residual requirement of <del>357-479</del> <u>368</u> per annum. <b>Performance Monitoring Indicator 2</b> sets out a target / policy outcome to achieve a 5 year supply of housing land. <b>Performance Monitoring Indicator 3</b> sets out a target / policy outcome to have a housing trajectory that delivers a minimum of <del>6,895-8,715</del> <u>7,275</u> homes over the plan period.</p>	Changes in consequence of the revised housing requirement in MM6 so that the plan is justified and effective.														
MM8	Paragraph 9.67	<p><b>9.67</b> The figure of 249 per annum would represent a large proportion of the <del>275-415</del> <u>305</u> per annum requirement of all housing for Fylde, and this would therefore be undeliverable. ....</p>	Amended to reflect revised housing position, consequential change from MM6.														
MM9	Appendix 1	<p><b><u>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></b></p> <table><tr><td></td><td><b><u>Policies in the Fylde Local Plan to 2032 to be superseded by the Partial Review.</u></b></td></tr><tr><td><u>1.</u></td><td><u>Policy <b>DLF1</b>: Development Locations for Fylde</u></td></tr><tr><td><u>2.</u></td><td><u>Policy <b>GD4</b>: Development in the Countryside</u></td></tr><tr><td><u>3.</u></td><td><u>Policy <b>GD7</b>: Achieving Good Design in Development</u></td></tr><tr><td><u>4.</u></td><td><u>Policy <b>EC5</b>: Vibrant Town, District and Local Centres</u></td></tr><tr><td><u>5.</u></td><td><u>Policy <b>H1</b>: Housing Delivery and the Allocation of Housing Land</u></td></tr><tr><td><u>6.</u></td><td><u>Policy <b>H6</b>: Isolated New Homes in the Countryside</u></td></tr></table>		<b><u>Policies in the Fylde Local Plan to 2032 to be superseded by the Partial Review.</u></b>	<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>	To comply with Regulation 8 (5) of the Town and Country Planning (Local Planning) (England) Regulations 2012
	<b><u>Policies in the Fylde Local Plan to 2032 to be superseded by the Partial Review.</u></b>																
<u>1.</u>	<u>Policy <b>DLF1</b>: Development Locations for Fylde</u>																
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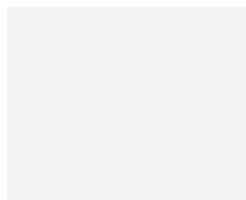
		<table><tr><td>7.</td><td>Policy <b>ENV1</b>: Landscape</td></tr><tr><td>8.</td><td>Policy <b>ENV2</b>: Biodiversity</td></tr><tr><td>9.</td><td>Policy <b>ENV3</b>: Protecting Existing Open Space (Part of the Green Infrastructure network)</td></tr></table> <p>(It should be noted that the remainder of Appendix 1 is as presented in the submission documents).</p>	7.	Policy <b>ENV1</b> : Landscape	8.	Policy <b>ENV2</b> : Biodiversity	9.	Policy <b>ENV3</b> : Protecting Existing Open Space (Part of the Green Infrastructure network)	
7.	Policy <b>ENV1</b> : Landscape								
8.	Policy <b>ENV2</b> : Biodiversity								
9.	Policy <b>ENV3</b> : Protecting Existing Open Space (Part of the Green Infrastructure network)								
MM10	<p><b>Appendix 8</b></p> <p><b>Performance Monitoring Framework</b></p> <p><b>Performance Monitoring Indicators 1 and 3</b></p>	<p><b>Indicator 1</b></p> <p>Performance Monitoring Indicator(s) Annual net homes completions against the residual number required for <del>2018-2019-</del>2032 of <del>479-368</del> homes per annum.</p> <p>Target / Policy Outcome Annual net homes completions to be at least the residual number required for <del>2018</del> <u>2019-2032</u> of <del>479-368</del> <b>homes</b> per annum.</p> <p>Trigger for Action (1) Failure to deliver 95% of the residual number over a 3-year rolling period, i.e. <del>1,365-1,049</del> net homes over 3 years; (2) Failure to deliver 85% of the requirement over a 3-year rolling period, i.e. <del>1,221-938</del> net homes over 3 years (3) Failure to deliver 75% of the requirement over a 3-year rolling period, i.e. <del>1,078-828</del> net homes over 3 years</p> <p><b>Indicator 3</b></p> <p>Target / Policy Outcome To deliver a minimum of <del>8,715-7,275</del> <b>homes</b> (net) over the plan period from 1 April 2011 to 31 March 2032.</p>	Amended to reflect revised housing position, consequential from MM6.						

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

## **Sustainability Appraisal Addendum – Main Modifications**

JULY 2021

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## Partial Review of the Fylde Local Plan to 2032

### Sustainability Appraisal Addendum – Main Modifications

Author Catherine Wright

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Date JULY 2021

## Version Control

Version	Date	Author	Checker	Reviewer	Approver	Changes
1	July 2021	CW	ST	ST	FH	First Draft
2	July 2021	CW	ST	ST	FH	Final following client review

This report dated 08 July 2021 has been prepared for **Fylde Borough Council** (the “Client”) in accordance with the terms and conditions of appointment dated 22 June 2021 (the “Appointment”) between the Client and **Arcadis (UK) Limited** (“Arcadis”) for the purposes specified in the Appointment. For avoidance of doubt, no other person(s) may use or rely upon this report or its contents, and Arcadis accepts no responsibility for any such use or reliance thereon by any other third party.



## Contents

<b>1</b>	<b>Introduction .....</b>	<b>1</b>
<b>2</b>	<b>Post Submission Main Modifications .....</b>	<b>4</b>
<b>3</b>	<b>Appraisal of the Main Modifications .....</b>	<b>8</b>
<b>4</b>	<b>Cumulative Effects Assessment .....</b>	<b>13</b>
<b>5</b>	<b>Monitoring Framework .....</b>	<b>17</b>
<b>6</b>	<b>Conclusion &amp; Next Steps .....</b>	<b>25</b>

## Tables

Table 1-1: Key stages of the FLP32 making process and its accompanying SA work .....	2
Table 2-1: Appraisal scale .....	6
Table 2-2: Notation used to identify types of effects .....	7
Table 4-1: Summary of predicted cumulative effects caused by the Partial Review incorporating Main Modifications .....	13
Table 4-2: Summary of predicted cumulative effects caused by the Partial Review in-combination with other plans and programmes .....	15
Table 5-1: Proposed Monitoring Framework for the Partial Review .....	19

## Appendices

### Appendix A

#### Schedule of the Main Modifications

# 1 Introduction

## 1.1 Purpose of the Report

- 1.1.1 This Sustainability Appraisal (SA) Addendum has been prepared by Arcadis Consulting (UK) Ltd (Arcadis) to assess the Main Modifications of the Partial Review of the Fylde Local Plan to 2032 (from hereafter referred to as the 'Partial Review'). All Main Modifications have been screened through the SA process, and further assessment undertaken where necessary.

## 1.2 The Fylde Local Plan

- 1.2.1 The Fylde Local Plan to 2032 (FLP32) was adopted in October 2018 in accordance with the National Planning Policy Framework 2012 (NPPF12). Since then, there have been multiple iterations of the NPPF, including the most recently revised NPPF that was published in February 2019 (NPPF19).
- 1.2.2 Fylde Council is carrying out a Partial Review of the FLP32 in order to ensure compliance with the NPPF19 and to ensure that the Council complies with Paragraph 1.27 of the FLP32.
- 1.2.3 As a result of the Partial Review, the Council has prepared a range of revisions for the FLP32. This includes revisions to the wording of policies in the FLP32 and the supporting text for these policies, as well as revisions to background text and terminology. The Council has not proposed any revisions to site allocations.

## 1.3 What is Sustainability Appraisal and Strategic Environmental Assessment?

- 1.3.1 Sustainability Appraisal (SA) is the process of identifying the social, economic and environmental effects of a plan to ensure that sustainable development is at the heart of the plan-making process. It applies a holistic assessment of the likely effects of the plan on social, economic and environmental objectives. Section 19 of the Planning and Compulsory Purchase Act 2004<sup>1</sup> requires a local planning authority (LPA) to carry out SA of a plan. The Town and Country Planning (Local Planning) (England) Regulations 2012<sup>2</sup> dictate that, after adopting a plan, the LPA must make the SA Report available.
- 1.3.2 Strategic Environmental Assessment (SEA) is a legal requirement set out in The Environmental Assessment of Plans and Programmes Regulations 2004<sup>3</sup> (the SEA Regulations).
- 1.3.3 National Planning Policy Guidance (NPPG)<sup>4</sup> states that SA should incorporate the requirements of SEA into one coherent process. This SA Report satisfies the requirements of an SEA Environmental

<sup>1</sup> Available at: <https://www.legislation.gov.uk/ukpga/2004/5/contents> [Accessed: 28/06/21]

<sup>2</sup> Available at: <http://www.legislation.gov.uk/uksi/2012/767/contents/made> [Accessed: 28/06/21]

<sup>3</sup> Available at: <http://www.legislation.gov.uk/uksi/2004/1633/contents/made> [Accessed: 28/06/21]

<sup>4</sup> Available at: <https://www.gov.uk/guidance/strategic-environmental-assessment-and-sustainability-appraisal> [Accessed: 28/06/21]

Report. The SA has been applied as an iterative process during the preparation of the Local Plan to help contribute towards the objective of achieving sustainable development.

- 1.3.4 The FLP32 was subject to an integrated SA/SEA, the results of which are publicly available on the Council's Local Plan website as part of the Plan Submission Documents<sup>5</sup>.

## 1.4 SA of the FLP32

- 1.4.1 The FLP32 was subject to a comprehensive and influential SA process, as summarised and explained in the October 2018 SA Post Adoption Statement<sup>6</sup>. Table 1-1 provides a summary of the iterative and integrated stages of the Plan-making process and the accompanying SA work.

*Table 1-1: Key stages of the FLP32 making process and its accompanying SA work*

Local Plan Stage	Summary of the Accompanying SA Work
Collecting Evidence	Over the course of this stage of the plan development, three SA Scoping Reports were issued which served as a means of collecting evidence on the environmental and sustainability baseline and informing the scope of the SA in line with the FLP32.
Issues & Options 2012	The SA Interim Report appraised the Vision, five alternative Spatial Strategy options and a series of Strategic Policy options.
Preferred Option 2013	The SA Report at this stage built on the previous report through the appraisal of the five Strategic Objectives and the Spatial Development Framework and Strategic Locations for Development. Additionally, the report appraised the General Development Policies and the Topic Specific Policies.
Revised Preferred Option 2015	The SA Report revisited many of the components of the FLP32 that were appraised previously with the addition of appraising Non-Strategic Sites.
Submission 2016	The SA Report that supported the submission of the FLP32 to the Secretary of State provided a comprehensive review of all the SA work undertaken previously taking account of any updates made to the FLP32 in response to previous recommendations.
Main Modifications 2018	The SA Addendum provided an update to the SA of the Submission FLP32 taking into account the Main Modifications made in response to the Examination hearings.
Adoption 2018	The SA Post Adoption Statement brought the process to a close by reflecting how sustainability has been integrated into the FLP32 development through the SA process.

## 1.5 SA of the Partial Review

- 1.5.1 The SA of the Partial Review follows on from the recent SA of the adopted FLP32 and is consistent in terms of scope and methodology. The scope of the SA of the Partial Review is, therefore, tightly focussed around those elements of the FLP32 that are proposed for revision only and does not seek to alter the overall approach. The scope of the SA was established in the SA Scoping Update that was prepared in January 2020 and consulted on with the relevant stakeholders between 17<sup>th</sup> January 2020 and 21<sup>st</sup> February 2020.

<sup>5</sup> Available at: <https://new.fylde.gov.uk/resident/planning/planning-policy-local-plan/adopted-local-plan-to-2032/local-plan-to-2032-submission/#1568973478664-ec605e86-07ff> [Accessed: 28/06/21]

<sup>6</sup> Available at: <https://new.fylde.gov.uk/wp-content/uploads/2019/09/8-Post-Adoption-SEA-Statement.pdf> [Accessed: 28/06/21]

1.5.2 The SA Report of the Partial Review provides the following:

- A review of the Council's proposed revisions to policies in the FLP32 to determine if the environmental, social and economic impacts of each policy (as predicted and evaluated in the SA of the adopted FLP32) would change;
- New SA appraisals for revised policies where it was considered to be necessary;
- Recommendations for measures that could help to enhance, avoid or mitigate effects;
- A checklist of requirements for the SA Report as stipulated by the SEA Directive and where these have been met;
- A non-technical summary (NTS) of the SA Report; and
- A proposed framework for monitoring the effects of the Partial Review of the FLP32.

## **1.6 SA of the Main Modifications of the Partial Review**

1.6.1 This SA Addendum sets out the assessment of the Main Modifications of the Partial Review.

1.6.2 This SA Addendum should be read alongside the previous SA Report that has been prepared to accompany the Partial Review.

## 2 Post Submission Main Modifications

### 2.1 Introduction to the Main Modifications

- 2.1.1 The Partial Review of the Fylde Local Plan to 2032 was submitted to the Secretary of State for Housing, Communities and Local Government for independent Examination on 21<sup>st</sup> October 2020. The Inspector held an Examination Hearing between 17<sup>th</sup> and 18<sup>th</sup> March 2021, to explore the main issues and questions relating to the legal compliance and 'soundness' of the Partial Review.
- 2.1.2 In April 2021, the Inspector wrote to the Council setting out concerns on key matters in relation to housing need and housing requirement. The letter suggested identifying a single minimum figure for housing numbers, to include unmet need in Wyre, within the Partial Review and updating the Plan to reflect this. Other concerns raised within the hearing requiring modifications related to Policy GD4 Development in the Countryside, and omissions from the list of superseded policies.
- 2.1.3 There are 10 Main Modifications. The Main Modifications include: provision for Wyre's unmet housing need through a revised housing requirement; clarification to Policy GD4 Development in the Countryside and supporting text; alterations to housing policy H1, and supporting text to make the housing requirement a single figure instead of a range, and to incorporate the Wyre shortfall; consequential changes to the development strategy Policy DLF1 and to the Monitoring Framework; and correction to the list of superseded policies.
- 2.1.4 The post submission Main Modifications made to the Partial Review are presented in full in Appendix A. The table in Appendix A sets out the detail of, and the reason for, each Main Modification (set out by Fylde Council); and whether each modification would require further assessment as part of the SA process (as determined by Arcadis). If further SA work has been identified as being required, the tables reference where this assessment can be found. If no further SA work was deemed necessary, an explanation for this has been provided. Through the screening exercise, it was identified that Policies DLF1 and H1 should be considered further in the SA process. Amended Policy GD4 and other text amendments do not require further consideration and the reasons for this are set out in Appendix A.
- 2.1.5 Chapter 3 of this SA Addendum sets out the assessment of the Main Modifications, as identified in the appendices. The assessments have been carried out using the same methodology as the previous SA work, which is set out in the March 2020 SA Report.

### 2.2 Reasonable Alternatives

- 2.2.1 The Council are undertaking a Partial Review of the FLP32 in order to be legally compliant with Paragraph 212 of the NPPF19:  
  
*“Plans may also need to be revised to reflect policy changes which this replacement Framework has made. This should be progressed as quickly as possible, either through a partial revision or by preparing a new plan.”*
- 2.2.2 Paragraph 1.27 of the adopted FLP32 also states:

*“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.”*

- 2.2.3 Each of the proposed revisions to policies are necessary for the Plan to be legally sound in light of the latest version of the NPPF, whilst also being necessary to ensure that the Council works effectively with neighbouring authorities. The Council (the relevant authority in this case), therefore, considers that any alternative approach to this, such as to not review the Plan and revise policies, or to revise the policies in a different way such that they may not be legally sound or contribute towards effective co-operation with neighbouring authorities, would not be a reasonable approach. As such, there are no reasonable alternatives to the proposed revisions to policies and so no reasonable alternatives have been appraised in this SA Addendum.
- 2.2.4 As per R (on the application of Friends of the Earth England, Wales and Northern Ireland Ltd) v Welsh Ministers [2015] Env LR 1, Hickinbottom J, this approach is legally compliant and satisfies the requirements of the SEA Directive:
- “iv) ‘Reasonable alternatives’ does not include all possible alternatives: the use of the word ‘reasonable’ clearly and necessarily imports an evaluative judgment as to which alternatives should be included. That evaluation is a matter primarily for the decision-making authority, subject to challenge only on conventional public law grounds.*
- v) Article 5(1) refers to “reasonable alternatives taking into account the objectives... of the plan or programme...”. ‘Reasonableness’ in this context is informed by the objectives sought to be achieved. An option which does not achieve the objectives, even if it can properly be called an ‘alternative’ to the preferred plan, is not a ‘reasonable alternative’. An option which will, or sensibly may, achieve the objectives is a ‘reasonable alternative’. The SEA Directive admits to the possibility of there being no such alternatives in a particular case: if only one option is assessed as meeting the objectives, there will be no ‘reasonable alternatives’ to it.*
- vi) The question of whether an option will achieve the objectives is also essentially a matter for the evaluative judgment of the authority, subject of course to challenge on conventional public law grounds. If the authority rationally determines that a particular option will not meet the objectives, that option is not a reasonable alternative and it does not have to be included in the SEA Report or process”.*
- 2.2.5 The Main Modifications proposed by Fylde Council at this stage represent the Council’s preferred approach, in the particular matter of housing requirement. The housing requirement set out in the submission Partial Review and considered in the main SA report to the Partial Review, represents an alternative approach. However, the Inspector, in her letter to the Council of 30<sup>th</sup> April 2021, raised concerns over the submission approach that were fundamental to the soundness of the Partial Review. Therefore, the only reasonable approach is that proposed in the Main Modifications, and although the previous approach is an alternative, it is not reasonable, as it could not be found sound.

## 2.3 Appraisal Approach

- 2.3.1 The appraisal has been presented in an appraisal matrix for each group of policies and allocations. The matrix is an established method for clearly analysing the performance of the policies or sites and helps meet the requirements of the SEA Regulations by ensuring that the following elements are considered:

- Effect – whether the effect will be positive, negative or neutral when assessed against the SA Objectives;
- Temporal scale – whether the effect will be short-term (within 5 years), occur in the medium term (5 – 10 years) or occur in the long-term (10 years +);
- Spatial scale – where the effect will occur within the area. Any transboundary effects outside of the study area would also be considered;
- Permanency – whether effects will be permanent or temporary;
- Level of certainty – the level of certainty in the prediction will be classified as low, medium or high; and
- Cumulative and synergistic effects.

2.3.2 Where negative effects have been identified, measures have been proposed to offset, avoid or otherwise mitigate for the impact. In addition, measures which may further enhance benefits have also been identified as appropriate. Tables 2-1 and 2-2 provide an explanation of the notation used in the appraisal matrices.

Table 2-1: Appraisal scale

Effect	Definition	Notation symbol
Major positive	The policy/option/site strongly supports the achievement of the SA Objective.	++
Minor positive	This policy/option/site contributes partially to the achievement of the SA Objective but not completely.	+
Neutral	There is no clear relationship between the policy/option/site and/or the achievement of the SA Objective or the relationship is negligible.	0
Positive & negative	The policy/option/site has a combination of both positive and negative contributions to the achievement of the SA Objective.	+/-
Uncertain	Too many external factors would influence the appraisal, more information is required, to assess the effect.	?
Minor negative	The policy/option/site is partially detrimental to the achievement of the SA Objective.	-
Major negative	The policy/option/site strongly detracts from the achievement of the SA Objective.	--

Table 2-2: Notation used to identify types of effects

Effect characteristics	Notation symbol
Effects likely to arise in 10-25 years of FLP32 implementation	L-T
Effects likely to arise in 5-10 years of FLP32 implementation	M-T
Effects likely to arise in 0-5 years of FLP32 implementation	S-T
Direct effects / Indirect effects	D / I
Effects are reversible / Effects are irreversible	R / IR
Permanent effects / Temporary effects	P / T
High, medium or low certainty of prediction	H/M/L



## 3 Appraisal of the Main Modifications

### 3.1 Policy DLF1: Development Locations for Fylde

The Local Plan will provide sites for a minimum of ~~6,895-8,745~~ 7,275 new homes and a minimum of 60.6 Ha (gross requirement) of additional employment land over the plan period to 31 March 2032.

SA Objective	Score	Type of Effect	Commentary
1. Reduce crime, disorder and fear of crime	-	S, M, L-T I, R, M	<p>Crime rates are relatively low across the borough except for some town centre districts in St. Annes. Significant effects on actual crime rates are unlikely as a result of the Plan although it should be noted that the employment sites are likely to attract more minor crime than residential sites.</p> <p><a href="#">No changes from the previous SA (March 2020) following the incorporation of Main Modifications.</a></p>
2. Improve levels of educational attainment and encourage lifelong learning	+/-	S, M, L-T I, R, M	<p>Primary schools exist in all the identified settlements and there are secondary schools in Lytham, St. Annes and Kirkham enabling access in all target locations. Capacity is low however, and it is likely that there would be a shortfall of places in the short term. It may take time for new schools and services to be provided, e.g. at the edge of Blackpool. However, in the longer term, and with the development of some of the larger sites, it is anticipated that new school capacity can be generated.</p> <p><a href="#">No changes from the previous SA (March 2020) following the incorporation of Main Modifications.</a></p>
3. Improve physical and mental health for all and reduce health inequalities	O	N/A	<p>The majority of development is proposed within reach of the main town centres, public transport links, jobs and amenities. Access to sustainable travel can also encourage walking and cycling which can benefit healthy lifestyles. This is actively encouraged in the plan.</p> <p>Whilst public transport is currently poor at the edge of Blackpool, it is assumed that new services here would be a prerequisite of development. The land at the edge of Blackpool provides an opportunity to develop a sustainable, cohesive community. Indeed, if the development at Whyndyke Garden Village and neighbouring sites were developed as a comprehensive masterplan, opportunities could be sought to further encourage walking, cycling and access to greenspace.</p> <p><a href="#">No changes from the previous SA (March 2020) following the incorporation of Main Modifications.</a></p>
4. Ensure that housing provision meets all needs	++	S, M, L-T I, R, M	<p>DLF1 provides a minimum of 7,275 new, good-quality, well designed dwellings including affordable units which will make a significant contribution to meeting housing needs and modern design standards starting immediately and being phased through the plan period. The policy provides sufficient supply of flexible housing land to meet needs in the main urban areas.</p> <p>The towns of Lytham (including Ansdell), St. Annes and Kirkham perform the role of Key Service Centres and serve the wider catchment area. In these towns the existing services and facilities will be enhanced; a range of housing and employment opportunities will be promoted and delivered, as well as retail and other services.</p> <p><a href="#">Change in housing requirement would not alter SA effects from the previous SA, because the identified housing needs in accordance with NPPF19 are fully met (March 2020).</a></p>
5. Protect and enhance community spirit and cohesion	O	N/A	<p>New development has the potential to cause tension with existing communities where large developments are located adjacent to established communities. For example, a large increase in population in Lytham and St. Annes and Wesham/ Kirkham may have potential to water down community spirit and levels of cohesion. However, there is considerable uncertainty regarding this, and it has great potential to be mitigated through good design. Equally, new development can provide regeneration of degraded sites and provide a new impetus to an area through the injection of a new community.</p> <p><a href="#">No changes from the previous SA (March 2020) following the incorporation of Main Modifications.</a></p>
6. Improve sustainable access to basic goods, services and amenities for all groups	O	N/A	<p>Provision of goods, services and public transport is strongest in Lytham and St. Annes and Kirkham together with the other identified locations enabling sustainable access to be maximised. Services in Warton would be benefited in particular. Transport links are strong in Kirkham. Further development in Kirkham and the strengthening of roles of Warton and Wesham may increase access to services in the east of the borough.</p> <p><a href="#">No changes from the previous SA (March 2020) following the incorporation of Main Modifications.</a></p>

SA Objective	Score	Type of Effect	Commentary
7. Encourage sustainable economic growth and business development	+	S, M, L-T I, R, M	DLF1 confirms that the FLP32 will deliver a minimum of 7,275 new homes and land will be developed for 60.6 Ha of employment use over the plan period to 2032. <a href="#">Change in housing requirement would not alter SA effects from the previous SA, because the housing allocations and allowances in the plan are unchanged (March 2020).</a>
8. Promote economic inclusion	+	S, M, L-T I, R, M	By promoting the majority of housing close to the key centres, access to jobs is improved, thereby helping to reduce employment exclusion and deprivation in the borough's most deprived wards (located in St. Annes). This could encourage investment in these areas and promote urban renaissance. The employment land at the edge of Blackpool may also have more benefit in reducing economic exclusion for Blackpool's more deprived communities. Again, this is primarily focussed on urban areas and less so for rural settlements. <a href="#">No changes from the previous SA (March 2020) following the incorporation of Main Modifications.</a>
9. Deliver urban renaissance	+	S, M, L-T I, R, M	By promoting the majority of housing close to the key centres, access to jobs is improved, thereby helping to reduce employment exclusion and deprivation in the borough's most deprived wards (located in St. Annes). This could encourage investment in these areas and promote urban renaissance. However, whilst developments are generally focussed towards the key towns, they are often on greenfield sites at their edges. The loss of greenfield sites may result in losses of landscape and visual amenity and biodiversity. Strong public transport connections to the town centre transport hubs would be required to ensure the renaissance benefits are felt in town centres as well. <a href="#">No changes from the previous SA (March 2020) following the incorporation of Main Modifications.</a>
10. Protect and enhance biodiversity and geodiversity	0	N/A	Brownfield sites would be used where possible as a result of the urban area focus (e.g. at Warton in particular) although sites are limited in Lytham and St. Annes. 20% of housing would also occur on small or windfall sites which may include rural land. As such, the use of a number of greenfield agricultural sites is unavoidable and cumulatively is likely to result in the loss of biodiversity, notably through the loss of farmland bird habitat or other features such as trees, ponds or hedgerows. Some BHSs may also be affected by development occurring nearby. The Borough's most sensitive habitats lie off the coast from Lytham and St. Annes / Warton and increased pressure here (recreational or foul water discharge) may result in indirect effects upon the European designations although not to the extent of some of the rejected options. Measures to avoid indirect impacts on the adjoining nature conservation sites should be incorporated into the design such as, for example a buffer and blocking possible routes to the sites directly from the development. Designated wildlife sites should be avoided, and serious consideration should be given to the potential effects on the European designated sites through the HRA process. See provisions of Policies ENV1- 5. <a href="#">No changes from the previous SA (March 2020) following the incorporation of Main Modifications.</a>
11. Protect and enhance landscape and townscape character and quality, and protect tranquillity	+	S, M, L-T I, R, M	The use of a number of greenfield agricultural sites is unavoidable with many of these being located at the edges of existing settlements. Whilst this is preferable to new rural locations (as proposed more in other rejected options) being chosen they are likely to change the character of some sub-urban fringes. Similarly, up to 10% of development may still occur on small or sites which may potentially be in rural areas such as Newton, Staining, Wrea Green, Elswick, Clifton, Singleton and Weeton. Development in these areas has potential to infringe on some areas of open countryside around Kirkham, Wesham and Warton. The settings of Wesham and Kirkham (including the Conservation Areas) in particular may be adversely affected and there is a risk of overdeveloping the suburbs of Kirkham, Wesham, Freckleton and Warton through infill. Areas required for expansion at St. Annes would be on greenfield land and would affect landscape and visual amenity although not to the extent of some of the rejected options. In contrast the development of some degraded, derelict and/or previously developed sites with well planned, high quality structures can result in landscape/townscape and visual benefits. <a href="#">No changes from the previous SA (March 2020) following the incorporation of Main Modifications.</a>
12. Protect and enhance the cultural heritage resource	?	S, M, L-T I, R, M	At this scale, it is difficult to say whether cultural heritage assets will be damaged by the Plan. Some areas contain a number of listed buildings and conservation areas exist in some of the key settlement. Whilst the settings of these may be affected, proposed development is largely located in areas removed from these designated assets and will need to be subject to site-based assessments. A number of archaeological finds have been discovered throughout the borough dating from prehistoric through to more modern times. Some sites have higher potential to coincide with these than others although again it would not be possible to say with any certainty until site-based studies have been undertaken.

SA Objective	Score	Type of Effect	Commentary
			No changes from the previous SA (March 2020) following the incorporation of Main Modifications.
13. Protect and enhance the quality of water features and resources, and reduce the risk of flooding	+/-	S, M, L-T I, R, M	Some sites are proposed in or near EA Flood Zones, notably near Lytham and St. Annes although these would be fewer than other rejected options. All greenfield land development has potential to adversely affect surface and ground water quality as well as increasing the demand for water through increased population. This may result in the loss of ponds or pollution to surface watercourses. Drainage issues also exist in the vicinity of the M55 junction 4. However, it should be possible to mitigate many of these impacts through careful design and considerate construction practices including e.g. SuDS features. No changes from the previous SA (March 2020) following the incorporation of Main Modifications.
14. Limit and adapt to the impacts of climate change	-	S, M, L-T I, R, M	New development will always create a greater demand for energy and car travel so adverse effects are unavoidable. However, developing near to existing urban centres, jobs, services and transport links should help minimise the growth of private car journeys and promote sustainable transport more (Kirkham has good rail links) than the rejected dispersed options. The development of some of the larger sites such as the land at the edge of Blackpool gives rise to the opportunity to promote sustainable construction techniques on a large scale by a single developer. There is potential for increased traffic congestion around Kirkham, Wesham, Warton and at the edge of Blackpool. Cumulatively, this may have indirect effects upon air quality and carbon emissions although air quality is generally not a significant issue in the borough. If combined with public transport and sustainable travel connections, the increase in traffic may be mitigated. Measures to promote cycling, walking and public transport access are encouraged in the plan. No changes from the previous SA (March 2020) following the incorporation of Main Modifications.
15. Protect and improve air quality	O	n/a	Policy would be unlikely to have a discernible impact on air quality. No changes from the previous SA (March 2020) following the incorporation of Main Modifications.
16. Ensure the sustainable use of natural resources	-	S, M, L-T I, R, M	DLF1 states that the development of a minimum of 7,275 over 6,895 houses and 60.6ha of employment land would also use a considerable amount of raw materials and create building waste and a source of waste on an on-going basis. Again, this is unavoidable. Development will contribute towards sustainable growth, the continuation and creation of sustainable communities by their locations and accessibility and through the use of resources and construction materials. However, there are potential benefits of developing some larger sites in that they may be produced with comprehensive masterplan which could include high standards of sustainable construction and design in order to minimise the use of raw materials. Change in housing requirement would not alter SA effects from the previous SA (because all housing allocations and allowances in the plan are unchanged) (March 2020).

## 3.2 Policy H1: Housing Delivery and Allocation of Housing Land

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

- Setting and applying a minimum housing requirement of **415 net homes per annum for the period 2011-2019** and a minimum housing requirement of **~~275-415~~ 305 net homes per annum for the period 2019-2032**.
- 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.
- 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 ~~6,895-8,745~~ 7,275 homes.

SA Objective	Score	Type of Effect	Commentary
1. Reduce crime, disorder and fear of crime	O	N/A	H1 relates to housing delivery and the allocation of housing land. This policy does not refer to reducing crime. <a href="#">No changes from the previous SA (March 2020) following the incorporation of Main Modifications.</a>
2. Improve levels of educational attainment and encourage lifelong learning	O	N/A	H1 relates to housing delivery and allocation of housing land and does not make any reference to education. <a href="#">No changes from the previous SA (March 2020) following the incorporation of Main Modifications.</a>
3. Improve physical and mental health for all and reduce health inequalities	O	N/A	H1 relates to housing delivery and allocation of housing land and does not make any specific reference to physical or mental health. <a href="#">No changes from the previous SA (March 2020) following the incorporation of Main Modifications.</a>
4. Ensure that housing provision meets all needs	++	S, M, L-T D/I, R, M	H1 relates to housing delivery and allocation of housing land. The management and delivery of new housing will ensure that there is sufficient housing to meet the requirements of the area, with the Partial Review seeking to deliver a minimum of 7,275 new homes. The housing numbers have been revised in light of the revised housing requirement for Fylde, which is based on changes to the housing needs methodology presented in the NPPF19. This figure also includes the shortfall in Wyre identified in the Wyre Local Plan (2011-2031) of 380 dwellings in total. The total number of homes delivered over the Plan period would be unchanged from that which was previously expected and was previously appraised in the 2016 Submission SA Report, as all housing allocations and allowances would remain unchanged. Therefore, the Plan would still be expected to ensure that as a minimum the housing needs of Fylde's growing and varied population, and the shortfall in Wyre, will be met. The new housing requirement is derived from the calculated need of 415 net dwellings per annum for the period of 2011 – 2019, and 305 new dwellings per annum for the period 2019-2032. <a href="#">Change in housing requirement would not alter SA effects from the previous SA, because the identified housing needs in accordance with NPPF19 are fully met (March 2020).</a>
5. Protect and enhance community spirit and cohesion	+	S, M, L-T I, R, M	H1 relates to housing delivery and allocation of housing land. New housing developments should develop opportunities for community interaction and create social groups. <a href="#">No changes from the previous SA (March 2020) following the incorporation of Main Modifications.</a>
6. Improve sustainable access to basic goods, services and amenities for all groups	O	S, M, L-T D, R, M	H1 relates to housing delivery and allocation of housing land. The selection of housing land is important in terms of its proximity to existing transport infrastructure and creating new services for new housing developments. <a href="#">No changes from the previous SA (March 2020) following the incorporation of Main Modifications.</a>
7. Encourage sustainable economic growth	O	M, L-T D, R, M	H1 relates to housing delivery and allocation of housing land. New housing development and use of greenfield land will not necessarily improve economic growth or business development but may have a detrimental effect on sustainable farm diversification.

SA Objective	Score	Type of Effect	Commentary
and business development			No changes from the previous SA (March 2020) following the incorporation of Main Modifications.
8. Promote economic inclusion	O	N/A	H1 relates to housing provision although there will be employment opportunities in the construction of new developments. No changes from the previous SA (March 2020) following the incorporation of Main Modifications.
9. Deliver urban renaissance	+	S, M, L-T D, R, M	H1 relates to housing delivery and allocation of housing land. New housing development in urban areas may improve the vitality and vibrancy of a place. The specification of new homes should meet the required design standards and create a high-quality built environment with associated sustainable transport infrastructure. No changes from the previous SA (March 2020) following the incorporation of Main Modifications.
10. Protect and enhance biodiversity and geodiversity	?	S, M, L-T D, IR, M	H1 relates to housing numbers generally. Other policies in the plan will determine the effect of development on biodiversity specifically, so the effect of this policy is uncertain at the time of assessment. No changes from the previous SA (March 2020) following the incorporation of Main Modifications.
11. Protect and enhance landscape and townscape character and quality, and protect tranquillity	+	S, M, L-T D, IR, M	H1 relates to housing delivery and allocation of housing land. The policy will ensure that development will provide a range and mix of house types necessary to meet the requirements of the FLP32 whilst preserving the landscape and landscape character of the area. No changes from the previous SA (March 2020) following the incorporation of Main Modifications.
12. Protect and enhance the cultural heritage resource	+	S, M, L-T ID, R, M	H1 makes specific provision for sensitive consideration of heritage conversions. No changes from the previous SA (March 2020) following the incorporation of Main Modifications.
13. Protect and enhance the quality of water features and resources, and reduce the risk of flooding	+	S, M, L-T D, R, M	H1 relates to housing delivery and allocation of housing land. Land proposed for new development will undergo a flood risk assessment and a water quality assessment to enable efficient management of the water environment. No changes from the previous SA (March 2020) following the incorporation of Main Modifications.
14. Limit and adapt to the impacts of climate change	+	S, M, L-T D, R, M	H1 relates to housing delivery and allocation of housing land. The policy seeks to allocate land in settlements within close proximity of public transport infrastructure to reduce car use and CO2 emissions. No changes from the previous SA (March 2020) following the incorporation of Main Modifications.
15. Protect and improve air quality	O	S, M, L-T ID, IR, M	H1 relates to housing delivery and allocation of housing land, therefore the location of new housing land may have a slight effect on the air quality of that area due to additional need for transport infrastructure and car use. No changes from the previous SA (March 2020) following the incorporation of Main Modifications.
16. Ensure the sustainable use of natural resources	+/-	S, M, L-T ID, IR, M	H1 can reduce the amount of derelict and vacant land and encourage use of brownfield land where appropriate through careful allocation of housing land. However, the development of new housing will increase materials use and waste production. No changes from the previous SA (March 2020) following the incorporation of Main Modifications.

## 4 Cumulative Effects Assessment

- 4.1.1 A fundamental requirement of the SEA Regulations is to identify the likely cumulative and synergistic effects (where the combined effects are greater than the sum of their component parts) caused by the Plan.
- 4.1.2 Cumulative effects were predicted, evaluated and described in the 2016 SA Report. These cumulative effects were revisited within the 2020 Environmental Report and have been further re-considered following the incorporation of the Main Modifications. Table 4-1 provides a summary of the predicted cumulative effects of the Plan.
- 4.1.3 Table 4-2 provides a summary of the predicted cumulative effects of the Plan with other plans and programmes. This assessment accounts for plans, programmes and policies in place at:
- Wyre Borough Council – planning documents;
  - Blackpool Council– planning documents;
  - Lancaster City Council– planning documents;
  - Preston City Council;
  - Chorley Borough Council– planning documents;
  - West Lancashire District Council– planning documents;
  - South Ribble Council– planning documents;
  - Sefton Council – planning documents;
  - Centrica – wind energy development; and
  - Dong Energy – wind energy development.

Table 4-1: Summary of predicted cumulative effects caused by the Partial Review incorporating Main Modifications

Cumulative / synergistic effect	Causes	Potential trend
Levels of educational and skills attainment have the potential to improve in the long term due to raised aspirations although school capacity will be put under pressure.	Although school capacity will need to be increased to meet demand through the requirements of the Partial Review in relation to strategic sites, the cumulative effect of the non-strategic sites in addition to this could put pressure on the need to supply for school places. Other policies in the plan should help address this. New and diverse employment provision could help to provide skills training opportunities for local people. <a href="#">NB the Main Modifications have not given rise to any new cumulative effects over and above those identified in the SA of the Partial Review.</a>	Positive and Negative
Levels of health and well-being have the potential to improve in the long term.	Cumulative measures to promote walking and cycling together with co-location of jobs, homes and accessible greenspace can benefit healthy lifestyles and wellbeing. Green infrastructure proposals would contribute to this. In addition, the avoidance of flood risk areas in the Partial Review, in addition to SUDS measures and multifunctional infrastructure, could have benefits for health and wellbeing through a reduction in flood risk, pollution sequestration, improved biodiversity levels and potential benefits to the micro-climate. <a href="#">NB the Main Modifications have not given rise to any new cumulative effects over and above those identified in the SA of the Partial Review.</a>	Positive



Cumulative / synergistic effect	Causes	Potential trend
Improvements to community spirit and cohesion, improve the vitality and vibrancy of settlements and reduce economic exclusion.	Improvements to accessibility as well as locating the majority of developments in sustainable locations in both rural and urban areas could help to improve the community in which they are located. In particular, allocations which seek to provide a mix of uses could help to reduce the need to travel, which could improve a sense of community wellbeing. The allocation of some sites within areas of deprivation could increase quality of life in these areas, which could have further benefits for community cohesion. <a href="#">NB the Main Modifications have not given rise to any new cumulative effects over and above those identified in the SA of the Partial Review.</a>	Positive
The Partial Review seeks to ensure protection of biodiversity resources. However, potential negative impacts could occur as a result of development within some brownfield / greenfield sites.	Whilst the plan seeks to minimise the effects on biodiversity, development on both brown and greenfield sites could have a cumulative effect on the loss of biodiversity resources. Mitigation may reduce this effect and enhance biodiversity in some areas. <a href="#">NB the Main Modifications have not given rise to any new cumulative effects over and above those identified in the SA of the Partial Review.</a>	Positive and Negative
Protection and enhancement of landscape and townscape through regeneration of town centres, brownfield sites and minimisation of greenfield land-take. However, some greenfield loss at edges of settlements may cause negative effects.	Whilst the plan seeks to minimise the effects on countryside and improve urban areas through investment and regeneration, they also include elements of greenfield land-take which would cumulatively affect settlement edges. <a href="#">NB the Main Modifications have not given rise to any new cumulative effects over and above those identified in the SA of the Partial Review.</a>	Positive and Negative
Whilst no heritage assets would be directly affected by the Partial Review, there is potential for unknown archaeology to be affected.	Historic artefacts and evidence of former settlements have been found across the Fylde peninsula. The Partial Review has potential to affect as yet undiscovered archaeology although this is uncertain at this level. <a href="#">NB the Main Modifications have not given rise to any new cumulative effects over and above those identified in the SA of the Partial Review.</a>	Uncertain
Potential negative effects of traffic growth. Potential negative and positive contributions towards climate change. Potential positive effects as a result of promotion of sustainable travel.	The Partial Review requires housing and employment growth which will all lead to an increase in resource use, emissions and traffic generation. However, the plan also seeks to promote development near to existing centres and transport hubs and to promote sustainable travel modes, which could lead to positive effects. <a href="#">NB the Main Modifications have not given rise to any new cumulative effects over and above those identified in the SA of the Partial Review.</a>	Positive and Negative

Table 4-2: Summary of predicted cumulative effects caused by the Partial Review in-combination with other plans and programmes

Receptor	Cumulative / synergistic effect	Causes	Potential trend
Crime Rates and Fear of Crime	Crime and fear of crime may reduce along the Blackpool periphery in response to wider regeneration initiatives in addition to the Partial Review provisions.	Regeneration provisions within the emerging Blackpool Local Plan would also contribute to improved aspirations and environments in conjunction with the proposals in the Fylde Local Plan. This may reduce crime and fear of crime levels in the long-term.  NB the Main Modifications have not given rise to any new cumulative effects over and above those identified in the SA of the Partial Review.	Positive
Educational Attainment Skills and Training	Provision Levels of educational and skills attainment have the potential to improve in the long term due to raised aspirations although school capacity will be put under pressure.	Although school capacity will need to be increased to meet demand, the efforts of both the Fylde and Blackpool Local Plans to provide regeneration and attract new inward investment may help to raise aspirations in the sub-region. New and diverse employment provision would help to provide skills training opportunities for local people.  NB the Main Modifications have not given rise to any new cumulative effects over and above those identified in the SA of the Partial Review.	Positive
Health of the Borough's Population	Levels of health and well-being have the potential to improve in the long term.	Cumulative measures to promote walking and cycling together with co-location of jobs, homes and accessible greenspace can benefit healthy lifestyles and wellbeing. Such measures are promoted in the Fylde Local Plan, emerging Blackpool Local Plan, adopted Wyre Local Plan and the Blackpool and Lancashire Local Transport Plans. The avoidance of flood risk areas in the Partial Review together with the Wyre and Ribble Catchment Flood Management Plans would help to reduce the risk of flooding and risk to people's health.  NB the Main Modifications have not given rise to any new cumulative effects over and above those identified in the SA of the Partial Review.	Positive
Housing Provision	Housing will be provided to meet local needs and would contribute to sub regional targets.	Each of the adjoining Local Plans would contribute to meeting sub-regional housing needs as the Fylde Coast is considered to be a single housing market. Preston City Council Local Plan (the Site Allocations DPD allocates around 4,000 homes to the north west of Preston). The Main Modifications seek to meet Wyre Borough's unmet need, which would have benefits in relation to meeting housing shortfall in surrounding districts.	Positive
Access to Goods and Services	Access to services and facilities for local people and visitors would be improved.	Sustainable access to services is a key feature of the Fylde, Blackpool and Wyre Local Plans and the Blackpool and Lancashire Local Transport Plans.  NB the Main Modifications have not given rise to any new cumulative effects over and above those identified in the SA of the Partial Review.	Positive
Sustainable Economic Growth	The Partial Review would help facilitate employment creation, business development and economic growth.	Each of the Fylde and adjoining Local Plans allocate employment land and seek to improve access to these sites. The Blackpool and Lancashire Local Transport Plans also seek to improve access. The efforts of all the plans would help to raise the image of the sub-region and attract inward investment. The development of employment sites at the periphery of Blackpool would help to meet the aims of both authorities.  NB the Main Modifications have not given rise to any new cumulative effects over and above those in the SA of the Partial Review.	Positive



Receptor	Cumulative / synergistic effect	Causes	Potential trend
Biodiversity	The Partial Review seeks to ensure protection of biodiversity resources. However, potential negative impacts could occur as a result of development within some brownfield / greenfield sites.	<p>Whilst each of the surrounding Local Plans seek to encourage biodiversity enhancements, there are numerous sites which would result in the loss of potentially biodiverse greenfield sites and associated features. Projects such as the M55 to Heyhouses Link Road, the A585 Skippool- Windy Harbour Improvements and the National Grid energy transmission projects and upgrades may also contribute to this. However, it should be noted that mitigation can be provided, and the designated sites of greatest importance can be protected from such effects.</p> <p><b>NB the Main Modifications have not given rise to any new cumulative effects over and above those identified in the SA of the Partial Review.</b></p>	Positive & Negative
Townscape and Landscape Quality	Protection and enhancement of landscape and townscape through regeneration of town centres, brownfield sites and minimisation of greenfield land take. However, some greenfield loss at edges of settlements may cause negative effects.	<p>Whilst each of the surrounding plans seek to minimise the effects on countryside and improve urban areas through investment and regeneration, they also include elements of greenfield land-take which would cumulatively affect settlement edges. Projects such as the M55 to Heyhouses Link Road and the A585 Skippool-Windy Harbour Improvements, plus the three identified energy transmission projects and upgrades, may also contribute to this.</p> <p><b>NB the Main Modifications have not given rise to any new cumulative effects over and above those identified in the SA of the Partial Review.</b></p>	Positive & Negative
Heritage Assets	Whilst no heritage assets would be directly affected by the Partial Review, there is potential for unknown archaeology to be affected.	<p>Historic artefacts and evidence of former settlements have been found across the Fylde peninsula. Each of the Fylde and surrounding Local Plans has potential to affect as yet undiscovered archaeology although this is uncertain at this level.</p> <p><b>NB the Main Modifications have not given rise to any new cumulative effects over and above those identified in the SA of the Partial Review.</b></p>	Uncertain
Climate Change Air Quality Energy Efficiency Natural Resources Sustainable Transport	Potential negative effects of traffic growth. Potential negative and positive contributions towards climate change. Potential positive effects as a result of promotion of sustainable travel. The prudent use of natural resources.	<p>Each of the Fylde and surrounding Local Plans require housing and employment growth which will all lead to an increase in resource use, emissions and traffic generation. However, each of the plans seek to promote development near to existing centres and transport hubs and to promote sustainable travel modes. This is backed up by the Blackpool and Lancashire Local Transport Plans. The energy and transmission projects all relate to low carbon sources of energy. Also, the plans each include measures to promote more sustainable and resource/carbon efficient construction techniques which would help to mitigate the impact. The Fylde Coast highways and transport masterplan outlines plans to transform the road, rail, tram and cycle network on the Fylde Coast. Although the Local Plans contains provisions to mitigate flood risk, there is potential for development to increase runoff rates and exacerbate flood risks. The Catchment Flood Management Plans and Shoreline Management Plans would also seek to manage this.</p> <p><b>NB the Main Modifications have not given rise to any new cumulative effects over and above those identified in the SA of the Partial Review.</b></p>	Positive & Negative

- 4.1.4 The overall cumulative effects, both with and without the consideration of other plans and programmes have not altered following the proposed incorporation of the Main Modifications. This is, except for housing, where meeting Wyre Borough's unmet need, the Partial Review will result in greater benefits.

## 5 Monitoring Framework

### 5.1 Introduction

5.1.1 Monitoring is an ongoing process integral to the plan's implementation and can be used to:

- Determine the performance of the plan and its contribution to objectives and targets;
- Identify the performance of mitigation measures;
- Fill data gaps identified earlier in the SA process;
- Identify undesirable sustainability effects; and
- Confirm whether sustainability predictions were accurate.

5.1.2 The SEA Regulations require that the plan is monitored to test the actual significant effects of implementing the plan against those predicted through the assessment. This process helps to ensure that any unforeseen, undesirable environmental effects are identified, and remedial action is implemented accordingly. Likewise, it is beneficial to check that the effects (including beneficial ones) occur as predicted by the SA.

### 5.2 Approach

5.2.1 The monitoring framework was developed to measure the performance of the FLP32 (and Partial Review) against changes in defined indicators that are linked to its implementation. These indicators have been developed based on the following:

- The objectives, targets and indicators that were developed for the SA Framework;
- Features of the baseline that will indicate the effects of the plan;
- The likely significant effects that were identified during the assessment; and
- The mitigation measures that were proposed to offset or reduce significant adverse effects.

5.2.2 The monitoring framework has been designed to focus mainly on significant sustainability effects including those:

- That indicate a likely breach of international, national or local legislation, recognised guidelines or standards.
- That may give rise to irreversible damage, with a view to identifying trends before such damage is caused.
- Where there was uncertainty in the SA, and where monitoring would enable preventative or mitigation measures to be taken.

5.2.3 As well as measuring specific indicators linked to the implementation of the plan, contextual monitoring of social, environmental and economic change has been included i.e. a regular review of baseline conditions in the borough. This enables the measurement of the overall effects of the plan. There are numerous SA indicators available, and it is not always possible to identify how a specific plan has impacted a receptor, for example housing provision is likely to be influenced by a number of actions and different plans. A thorough analysis of the data collated, and the emerging trends will, therefore be important. A fundamental aspect of developing the monitoring strategy is to link with existing monitoring, such as the Authority Monitoring Report.

## 5.3 Proposed Monitoring Framework

- 5.3.1 Table 5-1 provides a framework for monitoring the effects of the plan and determining whether the predicted sustainability effects are realised. The Monitoring Framework is structured using the SA Objectives. It was first presented in the 2016 SA Report and has since been reviewed in light of the Council's Partial Review and the Main Modifications. No changes have been made to the Monitoring Framework, except for targets for the 'Ensure that housing provision meets all need' SA Objective which has been updated to reflect the latest housing requirements.

Table 5-1: Proposed Monitoring Framework for the Partial Review

SA Objective	Effect to be monitored	Indicators	Targets	Potential data sources
<b>Reduce crime, disorder and fear of crime</b>	Effect of plan on contributing to a reduction in crime levels. Number of new developments incorporating Secure by Design Principles	<p>Number and distribution of wards with LSOAs in the bottom 30% most deprived for crime deprivation.</p> <p>Crime rates per 1,000 of the population for key offences.</p> <p>Percentage of males/females feeling 'fairly' or 'very' unsafe after dark</p> <p>Number of new developments actively incorporating.</p> <p>Secured by Design principles.</p> <p>Number of new initiatives implemented to tackle anti-social behaviour.</p>	<p>Reduce the number of crimes per 1000 population.</p> <p>Reduce the number of wards with LSOAs in the bottom 30% most deprived.</p> <p>Reduce incidences of violent crime.</p> <p>No specific target for reducing fear of crime although overall target should be to reduce fear of crime.</p>	<p>Index of Multiple Deprivation</p> <p>Community Safety Plan</p> <p>The Corporate Plan</p>
<b>Improve levels of educational attainment and encourage lifelong learning</b>	Effect of plan on ensuring access to educational opportunities Ensuring that sufficient primary and secondary school capacity is available to accommodate new residents	<p>Number and distribution of wards with LSOAs in the bottom 30% nationally for education, skills and training deprivation.</p> <p>Location and number of school places available.</p>	<p>Ensure sufficient school places are available to meet the needs of new development.</p>	<p>Index of Multiple Deprivation</p> <p>Lancashire County Council</p>
<b>Improve physical and mental health for all and reduce health inequalities</b>	Monitor levels of health and wellbeing across the borough. The implementation of the plan policies has the potential to improve the green infrastructure network, improve accessibility and provide opportunities for residents to pursue healthy lifestyles. Conversely there	<p>Percentage of resident population who consider themselves to be in good health.</p> <p>Number of wards with LSOAs in the bottom 30% most deprived for health deprivation.</p> <p>Amount of new residential development within 1km of 5 basic services (GP, Food Store, Primary School, Bus Stop</p>	<p>Reduce the number of wards with LSOAs in the bottom 30% most deprived for health deprivation.</p> <p>Ensure that there is at least one 20-hectare natural green space site within 2km of people's homes.</p>	<p>Index of Multiple Deprivation</p> <p>Office of National Statistics</p> <p>Planning Team Performance</p>

SA Objective	Effect to be monitored	Indicators	Targets	Potential data sources
	may also be risk of loss of areas of open space as a result of new development and increased pressure on health services.	<p>and Post Office) GPs per 1,000 population.</p> <p>Public open space per 1,000 population.</p> <p>New public space delivered annually.</p> <p>Children's play space delivered annually.</p> <p>Distribution of sports facilities.</p> <p>Cycle route length and integration/connectivity across settlements.</p> <p>Number of Health Impact Assessments for major planning applications on strategic sites and locations, with outcomes implemented.</p>		Monitoring Framework
<b>Ensure that housing provision meets all needs</b>	Monitor the type, tenure, density and affordability of the housing that is delivered across the borough as a result of the application of the policies. Environmental and sustainable construction standards achieved in new housing development should also be monitored.	<p>Net additional dwellings completed.</p> <p>Dwelling stock by type and tenure.</p> <p>Number of affordable homes built.</p> <p>Number and location of wards with LSOAs in the bottom 30% nationally for Living Environment deprivation.</p> <p>Percentage of unfit and vacant dwellings.</p> <p>Provision for all ages.</p>	<p>Annual dwelling completions against need of 415 dwellings per annum 2012-2019, and 305 dwellings per annum from 2019-2032.</p> <p>Number of market housing schemes of 10 or more homes that provide 30% affordable homes.</p> <p>Decrease number of unfit and vacant dwellings.</p> <p>Reduce number of wards with LSOAs in bottom 30% for living environment deprivation.</p> <p>Number of homes within developments of 20 or more designed to specifically accommodate the elderly.</p>	Planning Team Performance Monitoring Framework
<b>Protect and enhance</b>	New development, particularly larger sites may	Percentage of residents who think that for their local area, over the past three	Satisfaction of local people to influence decision-making.	N/A

SA Objective	Effect to be monitored	Indicators	Targets	Potential data sources
<b>community spirit and cohesion</b>	have impacts on community spirit and cohesion	years, that community activities have got better or stayed the same.		
<b>Improve sustainable access to basic goods, services and amenities for all groups</b>	Effects of the plan on service provision and accessibility of key services for the population across the borough.	<p>Number of LSOAs in the bottom 30% most deprived for barriers to housing and services provision.</p> <p>Percentage of new dwellings built within 400m of a bus stop or 800m of a railway station.</p> <p>Amount of new residential development within 1km of 5 basic services.</p> <p>Length of Public Rights of Way.</p>	<p>Reduce number of wards with LSOAs in bottom 30% for barriers to housing and services provision.</p> <p>Increase the percentage of areas in Fylde that are within 15 to 30 minutes by public transport of at least four key services.</p>	<p>Planning Team Performance Monitoring Framework Index of Multiple Deprivation</p>
<b>Encourage sustainable economic growth and business development Promote economic inclusion</b>	<p>Amount of new employment development that occurs across the borough, the type of jobs created and the accessibility of the jobs to key population centres.</p> <p>Amount of development of the rural economy of the district.</p>	<p>Location of key industries and major employers.</p> <p>Economic activity rate Employment by sector and occupation.</p> <p>Availability of employment land.</p> <p>Number of wards with LSOAs in bottom 30% most deprived for employment deprivation and income deprivation.</p> <p>Percentage of working age population claiming jobseekers allowance.</p> <p>Employment land take-up.</p>	<p>Cumulative take-up of land for employment development to plan period requirement of 56.3ha.</p> <p>To reduce number of wards with LSOAs in the bottom 30% for employment and income deprivation.</p>	<p>Planning Team Performance Monitoring Framework Index of Multiple Deprivation</p>
<b>Deliver urban renaissance</b>	Impact that the plan has upon creating sustainable communities across the borough where people want to live and work.	Indicators proposed for other objectives should be monitored as they all make a contribution to the achievement of this SA Objective.	N/A	N/A
<b>Protect and enhance</b>	Monitor effects of new development on	Number and distribution of designated sites including Special Areas of	Maintain and improve condition of designated sites.	Lancashire BAP

SA Objective	Effect to be monitored	Indicators	Targets	Potential data sources
<b>biodiversity and geodiversity</b>	biodiversity assets across the borough. Opportunity for new features to be provide as part of new development e.g. wetlands, landscaping etc.	<p>Conservation, Special Protection Areas, Ramsar sites, Sites of Special Scientific Information, National Nature Reserves, Local Nature Reserves) and Biological Heritage Sites.</p> <p>Monitor change in area of the sites Condition of SSSIs (percentage in favourable condition).</p> <p>Number of Biological Heritage Sites under Active Management.</p> <p>Area of habitat created Areas of woodland, including ancient woodland Woodland/farmland bird populations.</p> <p>Access to greenspace.</p>	<p>Increase area of habitat provided across the district.</p> <p>Net gain of biodiversity.</p> <p>No loss of ancient woodland as a result of new development Box and Harrison Nature Conservation Area standard (1ha per 1,000 population).</p> <p>Ensure that there is at least one 20 hectare natural green space site within 2km of people's homes.</p>	<p>Planning Team Performance Monitoring Framework</p> <p>Natural England</p> <p>Lancashire County Council</p>
<b>Protect and enhance landscape and townscape character and quality and protect tranquillity</b>	Effect of new development on the borough's landscapes and townscapes. Integration of new development into the townscape/landscape Positive contribution of new development to the green infrastructure network across the borough.	<p>Contextual information based upon landscape and townscape character assessments.</p> <p>Amount of sport, recreation and informal open space lost to other uses (without appropriate mitigation).</p> <p>Landscape/townscape characterisation.</p> <p>Development on greenfield land.</p> <p>Some biodiversity indicators are also relevant in relation to greenspace access.</p>	<p>No net loss of sport, recreation and informal open space to other uses (without appropriate mitigation).</p>	<p>Planning Team Performance Monitoring Framework</p>
<b>Protect and enhance the cultural heritage resource</b>	Protection afforded to the borough's heritage assets through application of the plan's policies.	<p>Number and distribution of Listed Buildings, Scheduled Ancient Monuments (SAMs), Conservation Areas and Registered Parks and Gardens.</p> <p>Number of heritage assets at risk.</p>	<p>Reduce number of heritage assets at risk.</p> <p>Produce all documentation outlined in the plan by 2020.</p>	<p>Planning Team Performance Monitoring Framework</p>

SA Objective	Effect to be monitored	Indicators	Targets	Potential data sources
		<p>Development of a Built Heritage Strategy and Action Plan for Fylde.</p> <p>Conservation Area Character Appraisals and a Local List of Heritage Assets.</p> <p>Consider developing an indicator to monitor the extent to which new development has an adverse effect on the setting of heritage assets.</p>		<p>Historic England</p> <p>Fylde Council Conservation Team</p>
<b>Protect and enhance the quality of water features and resources and reduce the risk of flooding</b>	Monitor the effect of new development on flood risk, the number of new developments that include SuDS and the effects of new development on water quality across the borough.	<p>Percentage of rivers with good/fair chemical and biological water quality.</p> <p>Number of planning applications granted permission contrary to Environment Agency advice regarding flooding.</p> <p>Bathing water quality.</p> <p>Number of water meters and water recycling measures installed within new developments.</p>	<p>Prevent deterioration of the status of all surface water and groundwater bodies.</p> <p>Protect, enhance and restore all bodies of surface water and groundwater with the aim of achieving.</p> <p>Good Status for surface water and groundwater by 2015.</p> <p>To meet EU bathing water standards.</p> <p>No planning permissions to be granted contrary to EA advice on flooding.</p>	<p>Water Framework Directive</p> <p>Bathing Waters Directive</p> <p>Environment Agency</p> <p>Planning Team Performance Monitoring Framework</p>
<b>Limit and adapt to the impacts of climate change</b>	<p>Effects of the development plan on ensuring energy efficiency in new developments and achievement of sustainable construction standards in new developments.</p> <p>Effects on reducing travel and promoting use of public transport</p>	<p>Local rail and bus patronage.</p> <p>Cycle route length.</p> <p>Population within 400m of a bus stop on a quality bus route.</p> <p>New dwellings within 0.5km of the district cycle path network.</p> <p>Indicators used to monitor the implementation of the Local Transport Plan may also be relevant.</p>	TBC	<p>Planning Team Performance Monitoring Framework</p> <p>Lancashire County Effects Council</p>



SA Objective	Effect to be monitored	Indicators	Targets	Potential data sources
		<p>Number of Sustainability Statements accompanying major planning applications, with objectives implemented.</p> <p>Improvements to South Fylde Line and provision of Park and Ride at Kirkham and Wesham station.</p>		
<b>Protect and improve air quality</b>	Effect of the plan and new development on air quality across the borough.	<p>Number and distribution of Air Quality Management Areas (AQMAs)</p> <p>Local air quality monitoring results for nitrogen and particulates.</p>	<p>No new AQMAs to be designated in the District.</p> <p>Achievement of UK Air Quality Strategy objectives for specific pollutants.</p>	UK Air Quality Strategy Fylde Council Environmental Protection team.
<b>Ensure the sustainable use of natural resources</b>	Effects of the plan on waste management are likely to be limited but number of recycling schemes implemented as part of new development and use of recycled and secondary materials in construction projects could be monitored. Potential loss of mineral resources as a result of development.	<p>Implementation of kerbside recycling schemes.</p> <p>Percentage use of secondary and recycled materials in construction of new developments.</p> <p>Impact of new development on Mineral Safeguarding Areas and number of appropriate surveys taken prior to development.</p>	Increase use of secondary and recycled materials in construction for new developments.	Lancashire County Council

## 6 Conclusion & Next Steps

- 6.1.1 The Main Modifications of the Partial Review focus on the need to incorporate Wyre's housing shortfall into the housing requirement, the alteration of the housing requirement to a single figure rather than a range, and the clarification of policy applying to the countryside. As a result, only three policies were amended and the changes gave a precise minimum requirement for dwellings to be delivered over the Plan period, rather than range which was previously specified. As this more precise number for housing requirement meets identified housing needs, including meeting Wyre's unmet needs, and does not affect housing delivery set out in the plan, no changes to the SA effects have been identified. When considered the cumulative effects in relation to housing, by meeting Wyre Borough's unmet need, the Partial Review will result in greater benefits, although the overall score is still identified as positive.
- 6.1.2 Once the Partial Review of the Fylde Local Plan to 2032 has been adopted, an SA Post Adoption Statement will be published. This statement will provide information on how the SA consultation representations have been taken into account and an outline of the reasons for choosing the preferred approach.

## Appendix A

### Schedule of the Main Modifications

Table A-1: Schedule of Main Modifications to the Partial Review of the Fylde Local Plan to 2032

Ref	Policy/ paragraph	Proposed Modification	Reasons for Change	SA Comments
MM1	Paragraphs 1.26-1.27	<p><b>Delete paragraphs 1.26 and 1.27 of the Partial Review and replace as follows:</b></p> <p><u>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 Partial Review of the Fylde Local Plan to 2032.</u></p> <p><u>1.27 The Partial Review of the Fylde Local Plan 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.</u></p>	To ensure the plan is positively prepared, effective and compliant with national policy in addressing the issue of unmet need in Wyre.	No further SA work required – change will be considered under policies set out below.
MM2	Policy DLF1: Development Locations for Fylde	The Local Plan will provide sites for a minimum of <del>6,895-8,745</del> <u>7,275</u> new homes and a minimum of 60.6 Ha (gross requirement) of additional employment land over the plan period to 31 March 2032.	To ensure the development strategy is justified and effective: consequential change in relation to the revised housing requirement.	Further SA work required – see section 3.1
MM3	Policy GD4 Development in the Countryside	<p>Development in the Countryside, shown on the <b>Policies Map including Inset Plans</b>, will be <del>limited to</del> <u>permitted in the following circumstances:</u></p> <p>a) <del>that where it is needed for the purposes of meeting local business and community needs;</del> 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 <del>exploit any opportunity should offer opportunities to</del></p>	For clarity and to ensure the revised policy is justified and effective in relation to national policy.	No further SA work required – minor changes would not be reflected in SA effects.

Ref	Policy/ paragraph	Proposed Modification	Reasons for Change	SA Comments
		<p>make the location more sustainable (for example by improving the scope for access on foot, by cycling or by public transport).</p> <p>b) the re-use or rehabilitation of existing permanent and substantial buildings;</p> <p>c) extensions to existing dwellings and other buildings in accordance with Policy <b>H7</b>;</p> <p>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;</p> <p>e) isolated new homes in the countryside which meet the criteria set out in Policy <b>H6</b>;</p> <p>f) minor infill development;</p> <p>g) <del>development needed to support</del> 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 <u>the Framework and</u> Policy GD7.</p>		
<b>MM4</b>	<b>Paragraph 7.14</b>	<p><b>7.14</b> 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. <u>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.</u> Some forms of tourism development are appropriate within the rural areas, all of which are covered in Chapter 8.</p>	To reflect the proposed changes to Policy GD4 and provide some clarity to those changes.	No further SA work required – addition would not alter previously identified SA effects.
<b>MM5</b>	<b>Paragraphs 9.13-9.14, 9.16-9.17 and 9.19</b>	<p><b>9.13</b> A revised Framework was published in July 2018 and was subsequently updated in February 2019. 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 Partial Review of the Fylde Local Plan to 2032 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. <del>However, as explained in Chapter 1 and set out in the draft statement of common ground and the Housing Needs and Requirement Background Paper, the unmet need in Wyre identified in the Wyre Local Plan (2011-2031) will be addressed through the review process of the Wyre Local Plan. Therefore, the shortfall in Wyre identified in the Wyre Local</del></p>	To clarify the Council's position in relation to unmet housing need and housing requirement, consequential change to MM6.	No further SA work required – amendments are considered under other policies.

Ref	Policy/ paragraph	Proposed Modification	Reasons for Change	SA Comments
		<p><u>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.</u></p> <p><b>9.14</b> 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 <del>the existence of this adopted figure and</del> the evidence provided by the Housing Needs and Requirement Background Paper 2020 using the government's standard method for housing need <u>and the obligation to include the shortfall in Wyre</u>, the Council has determined the housing requirement figure for the plan period to be <del>6,895-8,715</del> <u>7,275</u> net dwellings. This is derived from an annual requirement of 415 net dwellings for the period 2011-2019 and <del>275-445</del> <u>305</u> net dwellings per annum from 2019-20 onwards. This revised housing requirement <u>takes account to be taken of any need from neighbouring authorities that cannot be met, up to the amount of unmet need from the adopted Wyre Local Plan (2011-2031), should any need that cannot be met exist following Wyre's Partial Review.</u> <del>The total figure of 6,895-8,715 net dwellings 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.</del></p> <p><b>9.16</b> 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 <del>275-445-305</del> net dwellings per annum for the remainder of the plan period. The overall <u>minimum</u> housing requirement figure <del>is identified in the Housing Needs and Requirement Background Paper 2020 established through the Partial Review of the Fylde Local Plan to 2032 is to be</del> <u>6,895-8,715-7,275</u> net dwellings for the Plan period. The Council has identified sufficient sites, including an allowance for small sites and windfalls, to provide a supply figure of <b>8,819</b> homes over the Plan period.</p> <p><b>9.17</b> <del>1,538 dwellings have been</del> <u>were</u> completed in Fylde from 2011-2017, an average of 256 dwellings per annum. <del>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 5,357-7,177</del> <u>479 dwellings per annum to be completed from 2017 to 2032 onwards. 953 homes were completed in the years 2017-2019. The Partial Review of the Fylde Local Plan to 2032 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.</u> This figure <del>(5,357-7,177-4,784)</del> includes the shortfall which has accrued during the early years of the plan when large sites were in the planning</p>		

Ref	Policy/ paragraph	Proposed Modification	Reasons for Change	SA Comments
		<p>process. This equates to <del>357-479</del> <u>368 net</u> dwellings per annum for the remaining years of the plan period <u>2019-2032</u>. 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.</p> <p><b>9.19</b> The trajectory at <b>Appendix 2</b> 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 <del>has had</del> accrued as at 31st March 2017. Planning application commitments amount to <del>6,444</del> <u>6,405</u> homes as at <del>30th September 2017</del> <u>1st April 2019</u>. This means that 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 <del>952 homes</del> will be delivered over the remainder of the plan period to 2032.</p>		
MM6	<b>Policy H1: Housing Delivery and Allocation of Housing Land</b>	<p>The Council will provide for and manage the delivery of new housing by:</p> <ul style="list-style-type: none"> <li>a) Setting and applying a <u>minimum</u> housing requirement of <b>415 net homes per annum for the period 2011-2019</b> and a <u>minimum</u> housing requirement of <del>275-415</del> <u>305 net homes per annum for the period 2019-2032</u>.</li> <li>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.</li> <li>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 <b>DLF1</b> (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.</li> <li>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 <del>6,895-8,745</del> <u>7,275</u> homes.</li> </ul>	To amend the Council's revised housing requirement so that it is justified and effective.	Further SA work required – see section 3.2
MM7	<b>Paragraphs 9.22 and 9.24</b>	<p><b>9.22</b> To make sufficient land available to deliver a minimum of <del>6,895-8,745</del> <u>7,275</u> new homes up to the end of the Plan period in 2032 the Council will: .....</p> <p><b>9.24 Performance Monitoring Indicator 1</b>, in <b>Appendix 8</b>, sets out a target / policy outcome to record the net additional homes completed against the residual requirement of <del>357-479</del> <u>368</u> per annum. <b>Performance Monitoring Indicator 2</b> sets out a target / policy outcome to achieve a 5 year</p>	Changes in consequence of the revised housing requirement in MM6 so	No further SA work required – amendments are considered under other policies.

Ref	Policy/ paragraph	Proposed Modification	Reasons for Change	SA Comments																				
		supply of housing land. <b>Performance Monitoring Indicator 3</b> sets out a target / policy outcome to have a housing trajectory that delivers a minimum of <del>6,895-8,745</del> <u>7,275</u> homes over the plan period.	that the plan is justified and effective.																					
MM8	Paragraph 9.67	<b>9.67</b> The figure of 249 per annum would represent a large proportion of the <del>275-415-305</del> per annum requirement of all housing for Fylde, and this would therefore be undeliverable. ....	Amended to reflect revised housing position, consequential change from MM6.	No further SA work required – amendments are considered under Policy H1.																				
MM9	Appendix 1	<p><b><u>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></b></p> <table><tr><td></td><td><b><u>Policies in the Fylde Local Plan to 2032 to be superseded by the Partial Review.</u></b></td></tr><tr><td><u>1.</u></td><td><u>Policy <b>DLF1</b>: Development Locations for Fylde</u></td></tr><tr><td><u>2.</u></td><td><u>Policy <b>GD4</b>: Development in the Countryside</u></td></tr><tr><td><u>3.</u></td><td><u>Policy <b>GD7</b>: Achieving Good Design in Development</u></td></tr><tr><td><u>4.</u></td><td><u>Policy <b>EC5</b>: Vibrant Town, District and Local Centres</u></td></tr><tr><td><u>5.</u></td><td><u>Policy <b>H1</b>: Housing Delivery and the Allocation of Housing Land</u></td></tr><tr><td><u>6.</u></td><td><u>Policy <b>H6</b>: Isolated New Homes in the Countryside</u></td></tr><tr><td><u>7.</u></td><td><u>Policy <b>ENV1</b>: Landscape</u></td></tr><tr><td><u>8.</u></td><td><u>Policy <b>ENV2</b>: Biodiversity</u></td></tr><tr><td><u>9.</u></td><td><u>Policy <b>ENV3</b>: Protecting Existing Open Space (Part of the Green Infrastructure network)</u></td></tr></table> <p><i>(It should be noted that the remainder of Appendix 1 is as presented in the submission documents).</i></p>		<b><u>Policies in the Fylde Local Plan to 2032 to be superseded by the Partial Review.</u></b>	<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>	To comply with Regulation 8 (5) of the Town and Country Planning (Local Planning) (England) Regulations 2012	No further SA work required – change would not alter previously identified SA effects.
	<b><u>Policies in the Fylde Local Plan to 2032 to be superseded by the Partial Review.</u></b>																							
<u>1.</u>	<u>Policy <b>DLF1</b>: Development Locations for Fylde</u>																							
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MM10	Appendix 8 Performance Monitoring Framework	<p><b>Indicator 1</b></p> <p>Performance Monitoring Indicator(s)</p> <p>Annual net homes completions against the residual number required for <del>2018-2019-2032</del> of <del>479-368</del> homes per annum.</p>	Amended to reflect revised housing position, consequential from MM6.	No further SA work required – amendments are considered under other policies.																				

Ref	Policy/ paragraph	Proposed Modification	Reasons for Change	SA Comments
	<b>Performance Monitoring Indicators 1 and 3</b>	<p>Target / Policy Outcome</p> <p>Annual net homes completions to be at least the residual number required for <del>2018-2019</del>-2032 of <b>479 368 homes</b> per annum.</p> <p>Trigger for Action</p> <p>(1) Failure to deliver 95% of the residual number over a 3-year rolling period, i.e. <del>4,365</del>-1,049 net homes over 3 years; (2) Failure to deliver 85% of the requirement over a 3-year rolling period, i.e. <del>4,224</del>-938 net homes over 3 years (3) Failure to deliver 75% of the requirement over a 3-year rolling period, i.e. <del>4,078</del> 828 net homes over 3 years</p> <p><b>Indicator 3</b></p> <p>Target / Policy Outcome</p> <p>To deliver a minimum of <del>8,745</del>-<b>7,275 homes</b> (net) over the plan period from 1 April 2011 to 31 March 2032.</p>		



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**ADDENDUM REPORT****PARTIAL REVIEW OF THE  
FYLDE LOCAL PLAN TO 2032****ECONOMIC VIABILITY ASSESSMENT REVIEW**

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**Prepared on Behalf of**

**Fylde Council  
The Town Hall  
Lytham St Annes  
FY8 1LW**

**JULY | 2021**

<b>LIVERPOOL</b>	<b>MANCHESTER</b>	<b>GLASGOW</b>	<b>LONDON</b>
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## 1.0 INTRODUCTION

- 1.1 The Fylde Local Plan to 2032 (the FLP32) was adopted on 22nd October 2018. Keppie Massie prepared the Fylde Local Plan Economic Viability Assessment (2016) ("EVA1") and the Fylde Local Plan – Publication Version Economic Viability Assessment Addendum Report (2016) ("EVA2"). These documents were used to inform the policies contained in FLP32, and to ensure that the emerging Local Plan policies were realistic and could deliver sustainable development without putting the delivery of the Plan at risk. The aim of the EVA1 and 2 was to satisfy the tests of viability and deliverability laid down in the National Planning Policy Framework 2012 (NPPF12).
- 1.2 A revised National Planning Policy Framework was published in July 2018 (NPPF18) and a further version with minor additional revisions was published in February 2019 (NPPF19). Paragraph 212 of NPPF19 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."* In light of this, Fylde Council is carrying out a Partial Review of the FLP32.
- 1.3 In early 2020 Keppie Massie assessed the proposals contained within the Partial Review document in the context of the policy changes proposed to identify any impact that these changes may have on viability. In addition having regard to the requirements of NPPF 18/19, and up to date guidance in relation to viability contained in the National Planning Practice Guidance (PPG) we also undertook a review of EVA 1 and EVA 2. This was to determine whether these documents were they are in line with this current best practice guidance.
- 1.4 In February 2020 we published a report (Economic Viability Assessment Review) which dealt with the outcome of this assessment. The conclusions of this report were that:
  1. In relation to the policy changes proposed in the Local Plan Review, these changes did not result in any alterations to the policies previously viability tested and furthermore did not give rise to additional costs for development not previously taken into consideration in EVA1 and EVA 2.
  2. EVA1 and EVA2 accord to the requirements of the new best practice guidance and hence there was no need to undertake any amendments or make adjustments to the viability testing.

3. Taking into considered market signals there had been no significant changes that would give rise to a different viability outcome than that reported in EVA1 and EVA2.
4. Overall we concluded that the policies contained in the FLP32 and the proposed revisions arising from the Partial Review were realistic and that the total cumulative cost of all relevant policies including those subject to revision by the Partial Review would not undermine the deliverability of the Partial Review of the FLP32.

## **2.0 PROPOSED MODIFICATIONS**

- 2.1 The Examination in relation to the Partial Review took place in March. Following the Examination Hearings the Council has agreed a schedule of main modifications with the Inspector. Details of the main modifications are contained in **Appendix 1**. We have considered the main modifications and are content that these modifications do not have any viability implications that would impact on the viability position previously reported.
- 2.2 Our conclusions therefore remain as detailed in the Economic Viability Assessment Review. Overall the policies contained in the FLP32 and the revisions arising from the Partial Review are realistic and the total cumulative cost of all relevant policies including those subject to main modification would not undermine the deliverability of the Local Plan.

**APPENDIX 1**

**AGREED SCHEDULE OF MAIN MODIFICATIONS**



## Partial Review of the Fylde Local Plan to 2032

# DRAFT SCHEDULE OF PROPOSED MAIN MODIFICATIONS FOR CONSULTATION

**June 2021**

## Draft Schedule of Proposed Main Modifications for Consultation

The Inspector examines the Partial Review of the Fylde Local Plan to 2032 as submitted by the Council. However, there are further opportunities to make changes during the Examination process, before the Partial Review of the Local Plan is adopted. Under Section 20(7) of the Planning and Compulsory Purchase Act (2004), as revised by Section 112 of the Localism Act (2011) modifications are either classified as "main" or "additional" modifications.

“Main modifications” are required to resolve issues in order to make the Local Plan sound (paragraph 182 of the Framework) or to ensure its legal compliance. They involve changes or insertions to policies and text that are essential to enable the Plan to be adopted. Main Modifications are therefore significant changes that have an impact on the implementation of a policy.

“Additional modifications” are of a more minor nature and do not materially affect the policies set out in the Fylde Local Plan. Additional modifications mainly relate to points where a need has been identified to clarify the text, include updated facts, or make typographical or grammatical revisions which improve the readability of the Local Plan. These are not examined by the Inspector and are set out in a separate document.

This draft schedule sets out proposed main modifications, following the Examination in Public that took place on the 17<sup>th</sup> and 18<sup>th</sup> of March 2021. Comments are invited on the main modifications to the Local Plan as part of the Partial Review Process, contained within this schedule. The Inspector will take into account the responses to the consultation on this schedule before finally concluding whether or not a change along the lines of the modifications is required to make the plan sound. These proposed main modifications are put forward without prejudice to the Inspector’s final conclusions on the Partial Review of the Fylde Local Plan to 2032.

A separate document has been produced for the Proposed Additional Modifications.

New text is shown as underlined. Deleted text is shown as ~~strikethrough~~.

MAIN MODIFICATIONS			
Ref	Policy/ paragraph	Proposed Modification	Reasons for Change
MM1	Paragraphs 1.26-1.27	<p><b>Delete paragraphs 1.26 and 1.27 of the Partial Review and replace as follows:</b></p> <p><u>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 Partial Review of the Fylde Local Plan to 2032.</u></p> <p><u>1.27 The Partial Review of the Fylde Local Plan 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.</u></p>	To ensure the plan is positively prepared, effective and compliant with national policy in addressing the issue of unmet need in Wyre.
MM2	Policy DLF1: Development Locations for Fylde	The Local Plan will provide sites for a minimum of <del>6,895-8,715</del> <b>7,275</b> new homes and a minimum of 60.6 Ha (gross requirement) of additional employment land over the plan period to 31 March 2032.	To ensure the development strategy is justified and effective: consequential change in relation to the revised housing requirement.
MM3	Policy GD4 Development in the Countryside	<p>Development in the Countryside, shown on the <b>Policies Map including Inset Plans</b>, will be <del>limited to</del> <u>permitted in the following circumstances:</u></p> <p>a) <del>that</del> <u>where it is</u> needed for <u>the</u> 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 <del>exploit any opportunity</del> <u>should offer</u></p>	For clarity and to ensure the revised policy is justified and effective in relation to national policy.

		<p><u>opportunities</u> to make the location more sustainable (for example by improving the scope for access on foot, by cycling or by public transport).</p> <p>b) the re-use or rehabilitation of existing permanent and substantial buildings;</p> <p>c) extensions to existing dwellings and other buildings in accordance with Policy <b>H7</b>;</p> <p>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;</p> <p>e) isolated new homes in the countryside which meet the criteria set out in Policy <b>H6</b>;</p> <p>f) minor infill development;</p> <p>g) <del>development needed to support</del> 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 <u>the Framework and</u> Policy GD7.</p>	
<b>MM4</b>	<b>Paragraph 7.14</b>	<p><b>7.14</b> 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. <u>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.</u> Some forms of tourism development are appropriate within the rural areas, all of which are covered in Chapter 8.</p>	To reflect the proposed changes to Policy GD4 and provide some clarity to those changes.
<b>MM5</b>	<b>Paragraphs 9.13-9.14, 9.16-9.17 and 9.19</b>	<p><b>9.13</b> A revised Framework was published in July 2018 and was subsequently updated in February 2019. 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.</p>	To clarify the Council's position in relation to unmet housing need and housing requirement, consequential change to MM6.



		<p>The Partial Review of the Fylde Local Plan to 2032 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. <del>However, as explained in Chapter 1 and set out in the draft statement of common ground and the Housing Needs and Requirement Background Paper, the unmet need in Wyre identified in the Wyre Local Plan (2011-2031) will be addressed through the review process of the Wyre Local Plan. 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.</del></p> <p><b>9.14</b> 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 <del>the existence of this adopted figure and 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,</del> the Council has determined the housing requirement figure for the plan period to be <del>6,895-8,715</del> <u>7,275</u> net dwellings. This is derived from an annual requirement of 415 net dwellings for the period 2011-2019 and <del>275-415</del> <u>305</u> net dwellings per annum from 2019-20 onwards. This revised housing requirement <u>takes</u> <del>allows account to be taken of any need from neighbouring authorities that cannot be met, up to the amount of unmet need from the adopted Wyre Local Plan (2011-2031), should any need that cannot be met exist following Wyre's Partial Review. The total figure of 6,895-8,715 net dwellings 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.</del></p>	
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		<p><b>9.16</b> 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 <del>275-415-305</del> net dwellings per annum for the remainder of the plan period. The overall minimum housing requirement figure is identified in the <u>Housing Needs and Requirement Background Paper 2020</u> established through the Partial Review of the Fylde Local Plan to 2032 is to be <del>6,895-8,715-7,275</del> net dwellings for the Plan period. The Council has identified sufficient sites, including an allowance for small sites and windfalls, to provide a supply figure of <b>8,819</b> homes over the Plan period.</p> <p><b>9.17</b> 1,538 dwellings <del>have been</del> <u>were</u> completed in Fylde from 2011-2017, an average of 256 dwellings per annum. <del>In the adopted Fylde Local Plan to 2032, when this figure is was</del> subtracted from the <del>overall original</del> plan period requirement of <del>6,895-8,715</del>, it <del>gives to give</del> a residual requirement of <del>5,357-7,177-479</del> dwellings <del>per annum to be completed from 2017 to 2032 onwards.</del> <u>953 homes were completed in the years 2017-2019. The Partial Review of the Fylde Local Plan to 2032 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.</u> This figure (<del>5,357-7,177-4,784</del>) includes the shortfall which has accrued during the early years of the plan when large sites were in the planning process. This equates to <del>357-479</del> <u>368 net</u> dwellings per annum for the remaining years of the plan period <u>2019-2032</u>. 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.</p> <p><b>9.19</b> The trajectory at <b>Appendix 2</b> 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 <del>has had</del> accrued as at 31st March 2017. Planning application commitments amount to <del>6,111-6,405</del> homes as at <del>30th September 2017</del> <u>1st April 2019</u>. This means that 88% of the requirement for the plan period already has planning permission. Completions are anticipated to increase as larger sites</p>	
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		commence delivery. The shortfall of <del>952</del> homes will be delivered over the remainder of the plan period to 2032.	
MM6	Policy H1 Housing Delivery and Allocation of Housing Land	<p>The Council will provide for and manage the delivery of new housing by:</p> <ul style="list-style-type: none"> <li>a) Setting and applying a <u>minimum</u> housing requirement of <b>415 net homes per annum for the period 2011-2019</b> and a <u>minimum</u> housing requirement of <del>275-415</del> <b>305 net homes per annum for the period 2019-2032</b>.</li> <li>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.</li> <li>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 <b>DLF1</b> (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.</li> <li>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 <del>6,895-8,715</del> <b>7,275</b> homes.</li> </ul>	To amend the Council’s revised housing requirement so that it is justified and effective.

MM7	Paragraphs 9.22 and 9.24	<p><b>9.22</b> To make sufficient land available to deliver a minimum of <del>6,895-8,715</del> <u>7,275</u> new homes up to the end of the Plan period in 2032 the Council will: .....</p> <p><b>9.24 Performance Monitoring Indicator 1</b>, in <b>Appendix 8</b>, sets out a target / policy outcome to record the net additional homes completed against the residual requirement of <del>357-479-368</del> per annum. <b>Performance Monitoring Indicator 2</b> sets out a target / policy outcome to achieve a 5 year supply of housing land. <b>Performance Monitoring Indicator 3</b> sets out a target / policy outcome to have a housing trajectory that delivers a minimum of <del>6,895-8,715</del> <u>7,275</u> homes over the plan period.</p>	Changes in consequence of the revised housing requirement in MM6 so that the plan is justified and effective.														
MM8	Paragraph 9.67	<p><b>9.67</b> The figure of 249 per annum would represent a large proportion of the <del>275-415</del> <u>305</u> per annum requirement of all housing for Fylde, and this would therefore be undeliverable. ....</p>	Amended to reflect revised housing position, consequential change from MM6.														
MM9	Appendix 1	<p><b><u>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></b></p> <table><tr><td></td><td><b><u>Policies in the Fylde Local Plan to 2032 to be superseded by the Partial Review.</u></b></td></tr><tr><td><u>1.</u></td><td><u>Policy <b>DLF1</b>: Development Locations for Fylde</u></td></tr><tr><td><u>2.</u></td><td><u>Policy <b>GD4</b>: Development in the Countryside</u></td></tr><tr><td><u>3.</u></td><td><u>Policy <b>GD7</b>: Achieving Good Design in Development</u></td></tr><tr><td><u>4.</u></td><td><u>Policy <b>EC5</b>: Vibrant Town, District and Local Centres</u></td></tr><tr><td><u>5.</u></td><td><u>Policy <b>H1</b>: Housing Delivery and the Allocation of Housing Land</u></td></tr><tr><td><u>6.</u></td><td><u>Policy <b>H6</b>: Isolated New Homes in the Countryside</u></td></tr></table>		<b><u>Policies in the Fylde Local Plan to 2032 to be superseded by the Partial Review.</u></b>	<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>	To comply with Regulation 8 (5) of the Town and Country Planning (Local Planning) (England) Regulations 2012
	<b><u>Policies in the Fylde Local Plan to 2032 to be superseded by the Partial Review.</u></b>																
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		<table><tr><td>7.</td><td>Policy <b>ENV1</b>: Landscape</td></tr><tr><td>8.</td><td>Policy <b>ENV2</b>: Biodiversity</td></tr><tr><td>9.</td><td>Policy <b>ENV3</b>: Protecting Existing Open Space (Part of the Green Infrastructure network)</td></tr></table> <p>(It should be noted that the remainder of Appendix 1 is as presented in the submission documents).</p>	7.	Policy <b>ENV1</b> : Landscape	8.	Policy <b>ENV2</b> : Biodiversity	9.	Policy <b>ENV3</b> : Protecting Existing Open Space (Part of the Green Infrastructure network)	
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8.	Policy <b>ENV2</b> : Biodiversity								
9.	Policy <b>ENV3</b> : Protecting Existing Open Space (Part of the Green Infrastructure network)								
MM10	<p><b>Appendix 8</b></p> <p><b>Performance Monitoring Framework</b></p> <p><b>Performance Monitoring Indicators 1 and 3</b></p>	<p><b>Indicator 1</b></p> <p>Performance Monitoring Indicator(s) Annual net homes completions against the residual number required for <del>2018-2019-</del>2032 of <del>479-368</del> homes per annum.</p> <p>Target / Policy Outcome Annual net homes completions to be at least the residual number required for <del>2018</del> <u>2019-2032</u> of <del>479-368</del> <b>homes</b> per annum.</p> <p>Trigger for Action (1) Failure to deliver 95% of the residual number over a 3-year rolling period, i.e. <del>1,365-1,049</del> net homes over 3 years; (2) Failure to deliver 85% of the requirement over a 3-year rolling period, i.e. <del>1,221-938</del> net homes over 3 years (3) Failure to deliver 75% of the requirement over a 3-year rolling period, i.e. <del>1,078-828</del> net homes over 3 years</p> <p><b>Indicator 3</b></p> <p>Target / Policy Outcome To deliver a minimum of <del>8,715-7,275</del> <b>homes</b> (net) over the plan period from 1 April 2011 to 31 March 2032.</p>	Amended to reflect revised housing position, consequential from MM6.						

## DECISION ITEM

REPORT OF	MEETING	DATE	ITEM NO
DEVELOPMENT SERVICES DIRECTORATE	PLANNING COMMITTEE	28 JULY 2021	6

### THE ISLAND REGENERATION - FULLY FUNDED CAPITAL BUDGET INCREASE

#### PUBLIC ITEM

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

Please note that THE ISLAND REGENERATION - FULLY FUNDED CAPITAL BUDGET INCREASE report is TO FOLLOW

## INFORMATION ITEM

REPORT OF	MEETING	DATE	ITEM NO
DEVELOPMENT SERVICES DIRECTORATE	PLANNING COMMITTEE	28 JULY 2021	7
<b>AUTHORITY MONITORING REPORT (AMR)</b>			

### PUBLIC ITEM

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

### SUMMARY OF INFORMATION

The requirement for a local authority to produce an Authority Monitoring Report AMR (previously known as an Annual Monitoring Report) is set out in Section 113 of the Localism Act 2011.

The AMR includes information on the Fylde Local Plan to 2032 (The Local Plan), Supplementary Planning Documents that have been prepared or adopted during the plan period, Duty to Cooperate activity and Neighbourhood Plan progress. The AMR also incorporates the monitoring of housing, employment and retail land/sites.

The indicators used are presented in the AMR and in Appendix 8: Performance Monitoring Framework of the Local Plan. They monitor the progress and effectiveness of the Local Plan. Aims and objectives of policy are measured against specific targets, to ensure that the particular goals of policies are being achieved.

The monitoring in this AMR is in relation to the adopted Local Plan. An updated AMR will be produced after the adoption of the Partial Review of the Local Plan.

### SOURCE OF INFORMATION

The Planning Policy Team have updated the Authority Monitoring Report (AMR). External sources of data were used and these were referenced in the document.

### LINK TO INFORMATION

Appendix 1: Authority Monitoring Report 2019-20

### WHY IS THIS INFORMATION BEING GIVEN TO THE COMMITTEE?

An integral part of plan making is to set up a framework for monitoring performance of the Local Plan. An AMR is produced every year, covering the period 1 April to 31 March. This Authority Monitoring Report will cover the period from the 1 April 2019 to 31 March 2020. It has two main purposes:

- To review the progress of the Fylde Local Plan to 2032;
- To assess the extent to which policies and guidance in the Fylde Local Plan to 2032 are being implemented and the effects that they are having.

### FURTHER INFORMATION

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# **Fylde Council Authority Monitoring Report 2019-2020**



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## Disclaimer

The factual information contained in this Authority Monitoring Report is believed to be correct at the time of survey or publication and care has been taken to ensure accuracy. However, neither Fylde Borough Council nor any of its officers give any guarantee, warranty or representation in respect of any information contained within.

# CONTENTS

<b>1. Introduction</b>	<b>4-7</b>
<b>2. Spatial Portrait of Fylde</b>	<b>8-10</b>
<b>3. Local Plan Progress and other Relevant Documents</b>	<b>11-14</b>
<b>4. Adherence to Statement of Community Involvement</b>	<b>15-16</b>
<b>5. Indicators and Targets</b>	<b>17-69</b>
Contextual Indicators	20
Performance Monitoring Framework Indicators	44
<b>6. Neighbourhood Planning</b>	<b>70-71</b>
<b>7. Infrastructure Delivery Plan Progress</b>	<b>72</b>
<b>8. Duty to Cooperate</b>	<b>73-82</b>
<b>Appendices:</b>	
<b>Appendix A: Supplementary Planning Document (SPD) Timetable</b>	<b>83-84</b>
<b>Appendix B: Infrastructure Delivery Schedule 2019</b>	<b>85-96</b>

# 1. INTRODUCTION

## Why do we produce an Authority Monitoring Report (AMR)?

An integral part of plan making is to set up a framework for monitoring performance of the plan. An AMR should be produced each year however the COVID19 pandemic and the Partial Review of the Local Plan Examination has delayed this AMR update.

The AMR has two main purposes:

1. To review the progress of the Fylde Local Plan to 2032;
2. To assess the extent to which policies in the Local Plan Documents are being implemented and the effects that they are having.

## Amended Scope of Authority Monitoring Report

The role of the Authority Monitoring Report (AMR) was amended with the Localism Act of 2011. This removed the requirement for an Annual Monitoring Report to be submitted to the Secretary of State by the relevant Local Authority.

This was replaced with a requirement to produce an AMR. The Council was previously required to monitor a range of Core Output indicators, Output indicators and Local indicators, however as a result of the Localism Act the Council has more freedom to decide what indicators it monitors. In addition, the role of the AMR has been expanded to report infrastructure and planning obligations including the Community Infrastructure Levy (CIL).

The role of this AMR includes:

- To appraise the progress of the Council in producing the Local Plan and Supplementary Planning Documents.
- The Council's implementation of the policies set out in the Local Plan.
- The effectiveness of these policies measured against specific outcomes.
- Details of Neighbourhood Development Orders and Neighbourhood Development Plans.
- Information relating to Community Infrastructure Levy (CIL) receipts and expenditure.
- Actions taken relating to the Duty to Co-operate with neighbouring local authorities.

This Authority Monitoring Report will cover the period from the 1 April 2019 to 31 March 2020. However, not all data is available for 2020 at this stage and so 2020 data

will not be presented for all indicators. The Local Plan was adopted on 22<sup>nd</sup> October 2018 along with the Performance Monitoring Framework Appendix 8. The AMR includes a section on the Performance Monitoring Framework which monitors the performance of the Local Plan policies over the plan period that is 30 April 2011 – 31 March 2032. The AMR also

provides an up to date summary of progress on Supplementary Planning Documents and the Partial Review of the Local Plan.

## Strategic Objectives of Fylde Local Plan to 2032

### Strategic Objectives

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

## Indicators and Targets

In order to successfully deliver the Plan, monitoring is necessary to check that the objectives of the Plan are being implemented correctly and successfully.

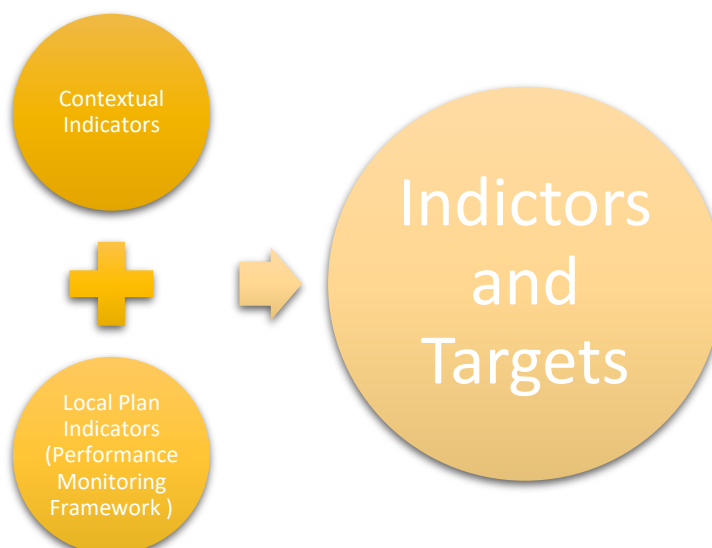
Guidance on the indicators and targets to use in AMR's are provided by central Government in the form of the Planning Practice Guidance which is being continually updated. In addition, best practise and advice is available from other sources.

The indicators applied in this AMR are contained in Appendix 8: Performance Monitoring Framework of the Fylde Local Plan to 2032 and have been monitored in conjunction with the Contextual Indicators that give background information on some of the key characteristics of the Borough.

## Contextual Indicators

The Contextual Indicators give background information on some of the key characteristics of the Borough and are used to understand the key opportunities and challenges of the area.

The Contextual Indicators consist of the following:



### **Contextual Indicators**

1. Resident population change
2. Population age structure
3. Projected population/Age structure
4. Health and Wellbeing
5. Deprivation
6. Housing waiting lists applications
7. House prices
8. House price/earnings ratio
9. Employed/Unemployed
10. Income levels
11. Education/Skill level
12. Mode of transport
13. Tourism
14. Areas of flood risk
15. Loss of business use to residential

### **Performance Monitoring Framework**

The Performance Monitoring Framework is as set out in the Adopted Local Plan.

It 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.

## Performance Monitoring Framework Indicators

- 1 Net additional dwellings completed
- 2 5 Year supply
- 3 Housing trajectory
- 4 Proportion of net homes completed in Strategic and Non-Strategic Locations for Development
- 5 Employment land take-up
- 6 Cumulative additional jobs created as a direct consequence of incentives provided by the Warton Enterprise Zone
- 7 Cumulative additional jobs created as a direct consequence of incentives provided by the Blackpool Enterprise Zone
- 8 Density of New Residential Development
- 9 Mix of New Residential Development
- 10 Percentage of market housing schemes that provide 30% affordable homes
- 11 Number of Health Impact Assessments submitted
- 12 Number, type and location of infrastructure projects delivered
- 13 Planning applications granted for inappropriate development in Flood Risk Zones
- 14 Change in areas of biodiversity importance
- 15 Amount of indoor, outdoor recreation and open space gained or lost
- 16 Number of Heritage Assets on Historic England's and Fylde's 'At Risk' register
- 17 Cumulative additional jobs from the start of the plan period

## 2. SPATIAL PORTRAIT OF FYLDE

### The Borough of Fylde

The Borough of Fylde is situated on the west coast of Lancashire, covering 166km<sup>2</sup>, with a population of 78,883 in 2017 (Office for National Statistics: Mid-Year Population Estimates).

Fylde is a two tier authority with Lancashire County Council (LCC) carrying out functions such as highways, minerals and waste planning and education whilst Fylde Council has responsibility for areas such as planning and environmental health.

Fylde is a predominantly rural Borough. It is bounded to the north by Wyre Borough and the estuary of the River Wyre, to the west by the densely populated urban area of Blackpool, by Preston to the east and by the Ribble Estuary to the south.

### Map 1: Fylde in Context



Fylde Borough Council. (c) Crown Copyright and database right (2014). Ordnance Survey (100006084).

## Map 2 - Fylde



The proposed Settlement Hierarchy for Fylde by the end of the plan period (2032) is set out in Policy S1 of the Local Plan. The Local Plan is also accompanied by a Policies Map. Both can be located via the link: <https://new.fylde.gov.uk/resident/planning/planning-policy-local-plan/adopted-local-plan-to-2032/>



## Main Areas

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 resources along the seafront and an internationally famous championship golf course. Other significant settlements within Fylde are Freckleton and Warton and Kirkham and Wesham, which together form the only sizeable inland settlements.

The Fylde Borough can be readily divided into smaller local areas reflecting their distinctive individual characteristics. In considering the local areas, the Council recognises five broad areas, each containing individual distinctive settlements:

- 1) Lytham and St Annes
- 2) Kirkham and Wesham
- 3) Freckleton and Warton
- 4) The Fylde-Blackpool Periphery
- 5) Rural Areas

Fylde plays an important part in the Lancashire economy – containing regionally significant business sectors including BAE Systems at Warton (part of the internationally and nationally important Lancashire Advanced Engineering and Manufacturing Enterprise Zone), Blackpool Airport (now part of the Blackpool Airport Enterprise Zone) and the Westinghouse Springfields (Salwick) nuclear reprocessing plant. It is vital that the Council manages, guides and encourages development within Fylde to meet the identified needs and aspirations of local communities and businesses.



Source: *Eurofighter Typhoon Future Development* | BAE Systems | United Kingdom (2021)

### 3. LOCAL PLAN PROGRESS AND OTHER RELEVANT DOCUMENTS

#### The Fylde Local Plan to 2032

On the 22 October 2018 the Council adopted the Fylde Local Plan to 2032 (the Local Plan).

The Local Plan covers the whole Borough for the period 2011-2032. The Local Plan together with the Joint Lancashire Minerals and Waste Core Strategy DPD 2009 and the Joint Lancashire Minerals and Waste Local Plan Site Allocations and Development Management Policies DPD form the statutory Development Plan for Fylde.

It replaces the Fylde Borough Local Plan as Altered 2005.

#### The adopted Fylde Local Plan to 2032

The adopted Fylde Local Plan to 2032 contains 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 of 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.

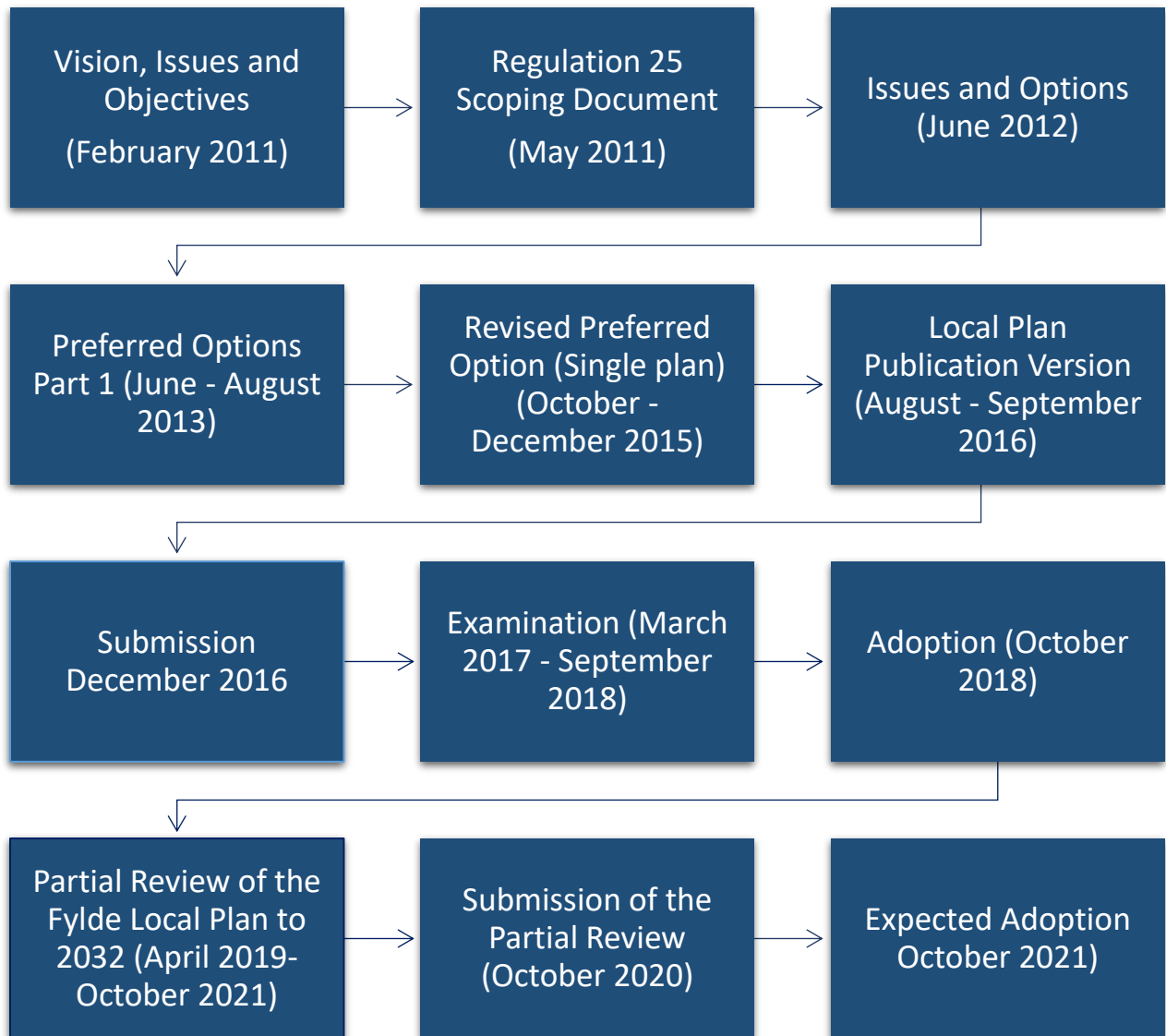
The Plan is built upon the key principle of **sustainable development** and its three dimensions: social, economic and environmental. These dimensions give rise to the need for the planning system to perform a number of roles (the Framework, paragraph 7):

- **An economic objective** – 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, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
- **A social objective** – to support 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 a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and;
- **An environmental objective** – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimizing waste and

pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

### Fylde Local Plan to 2032 Timetable

A timetable for the production of the Local Plan is set out in the following diagram.



In accordance with paragraph 212 of the Framework, the Council is undertaking a Partial Review to ensure that Local Plan policies remain in accordance with national policy going forward. The Council consulted on the publication version of the Partial Review between the 25th July 2019 and 3<sup>rd</sup> September 2020 and it was submitted to the Planning Inspectorate in October 2020. The Examination in Public was held in spring 2021 with adoption expected in autumn 2021.

## Supplementary Planning Documents (SPDs)

In addition to the Plan, the following documents provide further details and guidance relating to development and are material considerations when assessing planning applications and development proposals within Fylde. However, they are not part of the Development Plan.

The Council commenced work on four SPDs. A timetable for their production can be found in Appendix A. During this AMR monitoring period, further work was carried out on the Biodiversity and Healthy Living SPDs and they both underwent a Sustainability Appraisal and Habitat Regulations Assessment. The draft SPDs went out for consultation for a 4-week period between 11<sup>th</sup> July and 8<sup>th</sup> August 2019. The Biodiversity and Healthy Living SPDs were adopted by Planning Committee on the 11<sup>th</sup> September 2019. The Screening Opinion on the Sustainability Appraisal for the Affordable Housing SPD was received in October 2019 followed by a 4-week consultation on the draft SPD between 7<sup>th</sup> November and 5<sup>th</sup> December 2019. Final SPD preparation is ongoing. The Good Design SPD has been put on hold and has not progressed during the monitoring period for this AMR.

Name of Document	Summary of Content	Timeline
Affordable Housing	The Affordable Housing SPD will provide an introduction and identify issues and objectives. Following a review of policy and guidance, the SPD will contain sections on tenures, the amount required, proposed requirements for pre-application engagement and the contents of the Affordable Housing Statement. Further sections will be provided on size, type, design and distribution, off-site provision, allocation policy, viability appraisal and requirements for legal agreements/undertakings.	The consultation on the draft Fylde Biodiversity and Healthy Living SPDs ran for 4 weeks from July- August 2019, with the consultation on the draft Affordable Housing SPD following for a 4 week period from November to December 2019. The responses fed into a draft version of the full documents. Sustainability Appraisals of the SPDs were carried out and after the consultation on the draft documents, were presented to members. The Biodiversity and Healthy Living SPDs were adopted at Planning Committee on the 11 September 2019. The Council consulted on the Draft Affordable Housing Supplementary Planning Document in November-December 2019. The Council has been considering the responses and relevant changes to national policy and guidance. It is anticipated the final SPD will be adopted in Autumn 2021. The Good
Good Design	The Good Design SPD will provide an introduction and issues to be addressed. Following a policy review, it will provide sections on design principles, the design process, assessment of site context, aspects of design and design in specific contexts which will be an introduction to a portfolio of guidance for specific areas, or types of area, within the Borough. The Canopies and Glazed Extensions: A Design Note will be incorporated into the Good Design SPD.	

		Design SPD has not progressed since the last AMR. At this current time the timescale for progression is uncertain and has been taken out of the chart in Appendix A for the purposes of this monitoring period. It will be reported on again in the next AMR.
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The Supplementary Planning Documents are available to view at the following link: <https://new.fylde.gov.uk/supplementary-planning-guidance/>

Other SPDs are considered to be needed however work on the proposed Partial Review will take priority as it is needed to bring the Local Plan in line with paragraph 212 of the NPPF19. These SPDs include:

- Tree Strategy
- Open Space
- Viability
- Advertisements
- Valued landscapes
- Car Parking Standards
- Renewable Energy
- SUDs and Critical Drainage Areas



## Statement of Community Involvement

In addition, the Council's Statement of Community Involvement (SCI) sets out the arrangements for community engagement in the planning process by the Council. The SCI is covered in more detail in Chapter 4 - Adherence to the Statement of Community Involvement.

## Evidence Base Updates

As part of the Local Plan process a robust evidence base has been produced. The evidence base is available to view on the following link:

Comprehensive list of evidence: <https://new.fylde.gov.uk/resident/planning/planning-policy-local-plan/adopted-local-plan-to-2032/comprehensive-list-of-evidence/>

Partial Review of the Fylde Local Plan to 2032 submission documents: [Partial Review of the Fylde Local Plan to 2032 \(FLP32\)](#)

## Statement of Community Involvement (SCI)

Under Section 18 (Part 2) of the Planning and Compulsory Purchase Act 2004 Local Planning Authorities are required to prepare a 'Statement of Community Involvement' (SCI). The Council's SCI sets out the arrangements for community engagement in the planning process within the Fylde Borough.

The SCI sets out what consultation will take place with the community with regard to planning policy documents and planning applications. An SCI states who the Council will consult with, when and how.

The SCI provides clarity on the extent of community involvement in the planning system and sets out clear consultation procedures and standards that the Council will follow when undertaking consultations.

# 4. ADHERENCE TO STATEMENT OF COMMUNITY INVOLVEMENT

## Updated Statement of Community Involvement

The Updated SCI was adopted by the Council on the 11<sup>th</sup> March 2020.

The current updated SCI is available to view via the following link. <https://new.fylde.gov.uk/resident/planning/planning-policy-local-plan/statement-of-community-involvement/>

## Summary of SCI in relation to Local Plan consultation

The Local Plan to 2032 is a document which will guide the future development of land and buildings in Fylde and will be used in determining planning applications. The level of community consultation and engagement in its production will be dependent upon the production stage of the document. The minimum requirements are set out in the Town and Country Planning (Local Planning) (England) Regulations 2012.

The Council will normally advertise any consultation by:

- Notifying individuals and organisations registered on the planning policy consultation database (which is managed in line with the General Data Protection Regulations).
- Through press advert, press release and on the Council's website.

The Council will further provide opportunities to view the consultation material on the Council's website, at the Council Offices, public libraries and other appropriate deposit points.

To engage individuals and organisations, the Council will undertake events, such as exhibitions, public meetings, and workshops or drop in events.

Approximate timescales for consultations are set out in the SCI.

The Council will acknowledge receipt of all written comments received. A consultation statement will be produced which summarises all written comments received with a Council response. These documents will then be available to view on the Council's website.





## 5. INDICATORS AND TARGETS

This section includes the following indicators:

- Contextual Indicators – which give background information on the Borough of Fylde.
- The Performance Monitoring Framework Indicators - from the Fylde Local Plan to 2032 - Appendix 8. (Local Plan Indicators).

The first part of this section highlights some of the key characteristics of Fylde in order to provide background information, including some key Contextual Indicators even though these are not directly related to specific Local Plan policies.

These indicators will be used to monitor trends within the Borough. If issues are highlighted then it could trigger a review of the Local Plan.

The following Indicators are used as **Contextual Indicators**:

### Contextual Indicators

1. Resident Population Change
2. Population Age Structure
3. Projected Population/Age Structure
4. Health and Wellbeing
5. Deprivation
6. Housing Waiting Lists Applications
7. House Prices
8. House Price/Earnings Ratio
9. Employed/Unemployed
10. Income Levels
11. Education/Skill Level
12. Mode of Transport
13. Tourism
14. Flood Risk Zones
15. Loss of Business Use to Residential



The second part of this section assesses indicators from the **Performance Monitoring Framework** taken from the Plan - Appendix 8.

These indicators will be analysed to assess the effectiveness of the policies contained in the Plan. If a target is not met, an action or contingency will be triggered. The Local Plan consists of the following:

#### **Performance Monitoring Framework Indicators**

<b>Indicator Number</b>	<b>Relevant Local Plan policy</b>	<b>Performance Monitoring Framework Indicator</b>
<b>1.</b>	S1:The Settlement Hierarchy DLF1: Development Locations for Fylde H1: Housing Delivery and the Allocation of Housing Land	Net additional homes completed
<b>2.</b>	S1:The Settlement Hierarchy DLF1: Development Locations for Fylde H1: Housing Delivery and the Allocation of Housing Land	5 Year Housing Supply
<b>3.</b>	S1:The Settlement Hierarchy DLF1: Development Locations for Fylde H1: Housing Delivery and the Allocation of Housing Land	Housing Trajectory
<b>4.</b>	DLF1: Development Locations for Fylde SL1, SL2, SL3, SL4, SL5: Strategic Location for Development H1: Housing Delivery and the Allocation of Housing Land	Proportion of net homes completed in the Strategic Locations for Development and proportion of net homes completed in the Non-strategic locations
<b>5.</b>	EC1: Overall provision of employment land and existing employment sites	Employment Land take up
<b>6.</b>	EC3: Lancashire Advanced Engineering and Manufacturing (AEM) Enterprise Zone at BAE Systems, Warton	Cumulative additional jobs created as a direct result of the Enterprise Zone

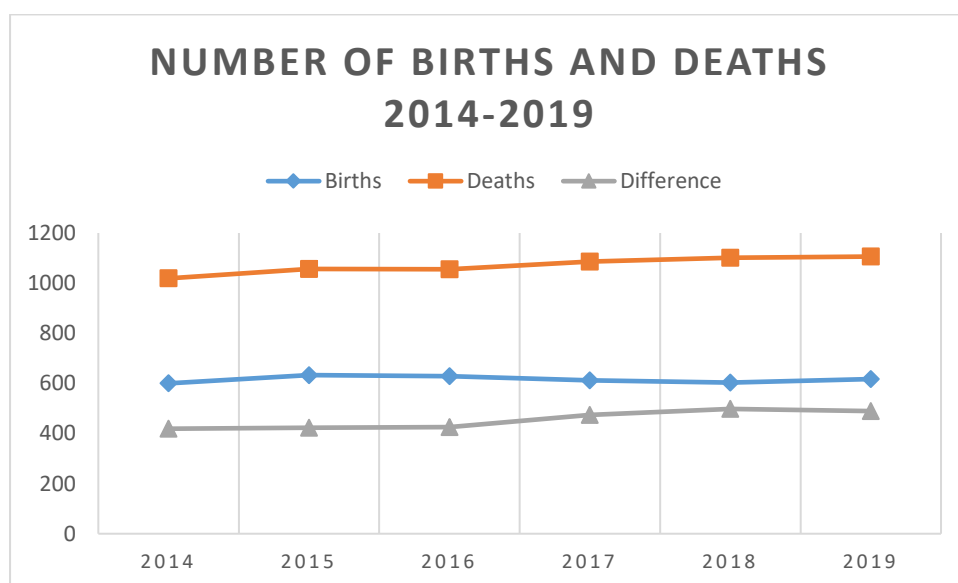
<b>7.</b>	EC4: Blackpool Airport Enterprise Zone	Cumulative additional jobs created as a direct result of the Enterprise Zone
<b>8.</b>	H2: Density And Mix of New Residential Development	Density of completed housing development sites
<b>9.</b>	H2: Density and Mix of New Residential Development	Proportion of dwellings with full planning permission and on sites which are not yet completed that will have 1,2,3,4 or 5 bedrooms.
<b>10.</b>	H4: Affordable Housing	Percentage of market housing schemes of 10 dwellings or more that provide 30% affordable homes.
<b>11.</b>	HW1: Health and Wellbeing	Number of Health Impact Assessments submitted alongside major applications for strategic sites
<b>12.</b>	INF2: Developer Contributions	Number, Type and Location of Infrastructure Projects delivered
<b>13.</b>	CL1: Flood Alleviation, Water Quality and Water Efficiency  SL1, SL2, SL3, SL4, SL5: Strategic Location for Development	Number of planning applications granted permission for inappropriate development in Flood Risk Zones 2 and 3
<b>14.</b>	ENV2: Biodiversity	Changes in areas of land covered by local, national or international policy protections for biodiversity or areas provided for biodiversity in mitigation through developments
<b>15.</b>	ENV3: Protecting Existing Open Space (the Green Infrastructure network)  HW3: Provision of Indoor and Outdoor Sports Facilities	Amount of sport, recreation and informal open space gained, and lost to other uses
<b>16.</b>	ENV5: Flood Alleviation, Water Quality and Water Efficiency  SL1, SL2, SL3, SL4, SL5: Strategic Location for Development	Minimise the amount of inappropriate development in Flood Zones 2 and 3
<b>17.</b>	EC1: Overall Provision of Employment Land and existing employment sites	Cumulative additional jobs created in Fylde from the start of the plan period

# CONTEXTUAL INDICATORS

## Contextual Indicator 1: Resident Population Change

Fylde is an authority bordering the Lancashire coastline. It covers 166 sq. km., has 21 wards and the number of people per km<sup>2</sup> is similar to the England and Wales average. From an historic point of view there have been dramatic changes and the pace of future change is liable to increase. The population of Fylde has over the years been relatively positive increasing to 80,780 in 2019 (Office for National Statistics: Mid-Year Population Estimates). An increase of 3.5% was witnessed between 2001 and 2011 census – above the 3.3% figure for Lancashire and lower than the 7.9% across England as a whole. Birth rate continues to be less than the death rate, as shown on Figure 1. However, Fylde saw the largest net internal migration rate in the Lancashire-14 areas. Between mid-2018 and mid-2019 the authority saw an increase of 1379 people as a result of net internal migration (Lancashire County Council Mid-year population estimates). Therefore, the population continues to grow.

**Figure 1: Number of Births and Deaths from 2014 – 2019**

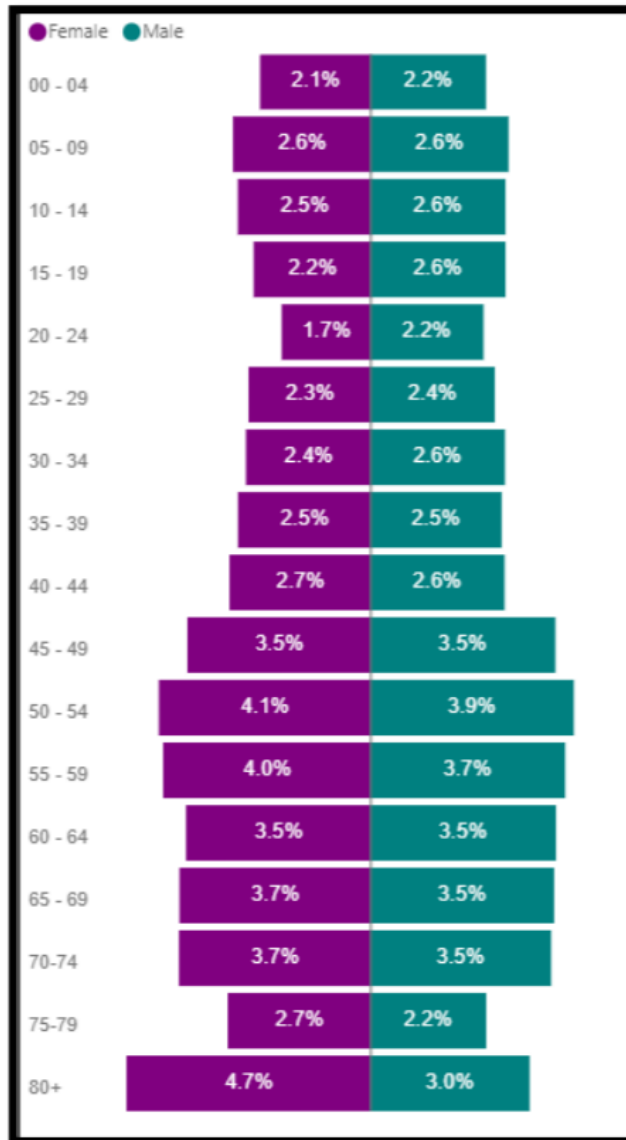


Source: Lancashire County Council Births and Deaths: <https://www.lancashire.gov.uk/lancashire-insight/population-and-households/population/births-and-deaths/>

It is estimated that between 2016 and 2041 the population will increase by 7.4% (Lancashire-14 area=2.4%). It is also predicted that the number of households will increase by 15.5% between 2016 and 2041, the second greatest percentage rise in the Lancashire-14 area.

## Contextual Indicator 2: Population Age Structure

**Figure 2: Population Age Structure in Fylde**



Source: Fylde Area Profile 2019

The average age of the population of is 45 years. This compares to an average age of 39 years for England. Overall, 15.7% of the population are aged under 16 and 26.9% are aged 65 and over. Data also states that 56.8% of the population are of working age (aged between 16 and retirement) compared to 62.5% nationally.

The proportion of the population above retirement age has slowly increased since 2001, whilst numbers of children have continued to fall –This indicates that the dependency ratio<sup>1</sup> (of the working age to non-working age population) is increasing.

<sup>1</sup> Dependency ratio is an age-population **ratio** of those typically not in employment (the dependent part ages 0 to 14 and 65+) and those typically in employment (the productive part ages 15 to 64).

### Contextual Indicator 3: Projected Population/Age Structure

Table 1 shows that Fylde's population is due to increase from 78,153 in 2016 to just under 84,000 in 2041 (these increases have been revised down from previous projections). However, the estimated increases are higher than the averages projected for the whole of Lancashire and the North West.

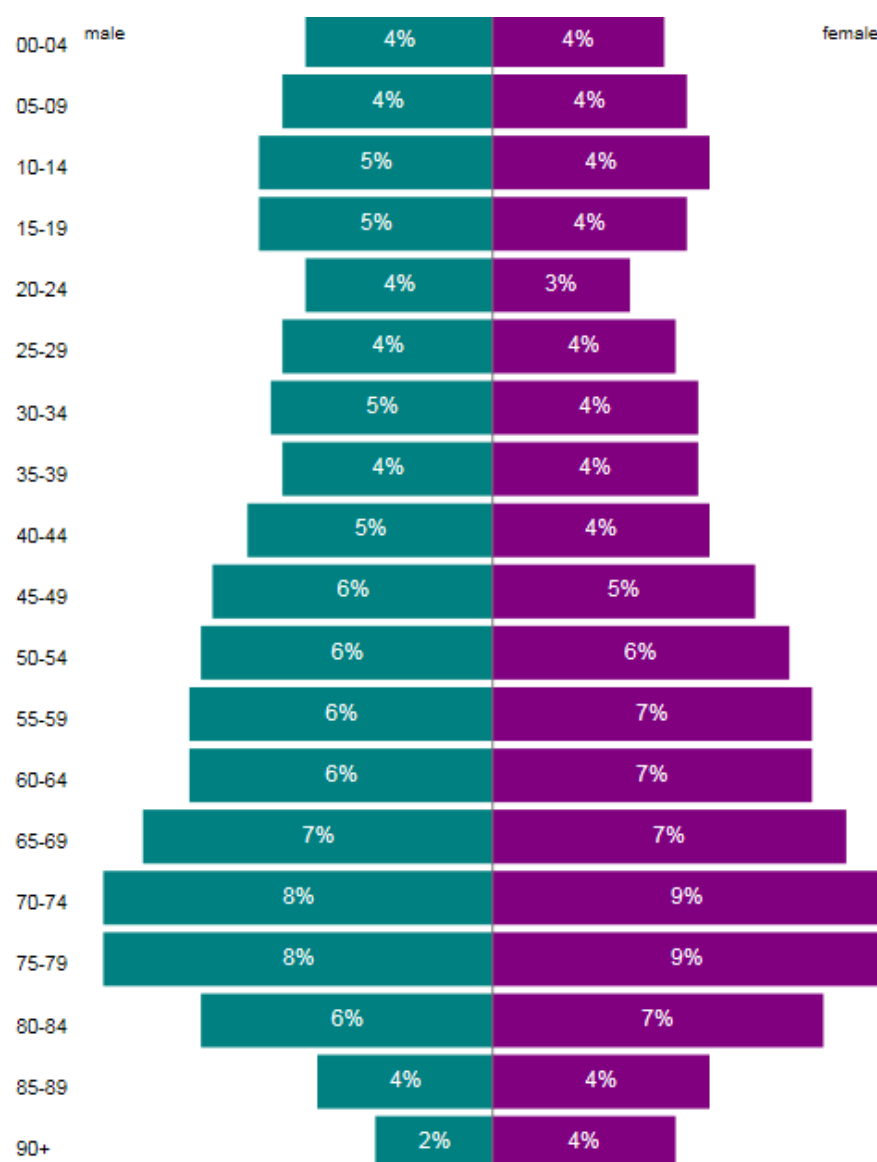
**Table 1: Projected Population – 2016 to 2041**

Area	2016	2021	2026	2031	2036	2041
Fylde	78,153	79,836.7	81,429.3	82,495.3	83,317.8	83,906.4
Lancashire 14	1,483,863	1,497,275.9	1,507,753.6	1,514,394.6	1,517,324.5	1,519,909.5

Area	% change, number of years from 2016				
	5	10	15	20	25
Fylde	2.15	4.19	5.56	6.61	7.36
Lancashire 14	0.90	1.61	2.1	2.26	2.41

Source: Lancashire.gov.uk – Population Projections

**Figure 3: Projected Percentage of Population by Sex and Age Group 2041**



Source: Lancashire.gov.uk – Population Projections

The Fylde Coast is viewed as a popular place to retire. The old age dependency ratio (number of people on state pension per 1,000 people of working age), is predicted to increase in every district in Lancashire over the period of the projection, with Fylde seeing the largest increase (496 in 2016 to 685 in 2041). Figure 2 shows that in 2019 7.2% of the population were aged 70-74. Figure 3 projects that this will increase to 17% by 2041. An increase of just over 6% is seen in number of people over 90 years. The large elderly population has implications for a number of issues including healthcare provision, appropriate housing and economic issues, such as the amount of disposable income available to this sector of the population.

## Contextual Indicator 4: Health and Wellbeing

The Fylde Health Profile 2019 (PHE), reveals that the health of the Borough's people is generally similar to the England average. Addressing the wider determinants of health continues to be important in Fylde. Due to the fact the district has a higher than average proportion of elderly residents, mobility, social connectedness and ensuring good mental health are crucial priorities.

The population in Fylde has a growing number of older people. The authority has over 21,000 pension claimants of which high concentrations are particularly apparent in Lytham and St Annes on Sea. It has been well documented over recent years that people are living longer and that the older age-groups will record some dramatic increases over future years, with associated financial implications and demand for health and social care services. By 2041, the population aged 65 or over in Fylde is projected to increase to 31,792 (Lancashire County Council).

Whilst the life expectancy for men and women is similar to the England average, Life expectancy is 9.4 years lower for men and 8.0 years lower for women in the most deprived areas of Fylde than in the least deprived areas (Public Health England ).

The number of children classified as obese in Year 6 (16.1%) is better than the England average as is the number of children (11.7%) who live in low income families.

The rate of alcohol-related harm stays per year stands at 614 and the rate of self-harm hospital stays stands at 161 stays per year, both similar to the England average. Additionally, the rate of people killed and seriously injured on the roads, smoking status at time of child delivery and incidences of new cases of malignant melanoma are worse than average. However, rates of tuberculosis, statutory homelessness, teenage conception rate, violent crime and long term unemployment are better than average.



## Figure 4: The Health Summary for Fylde

### Key

Significance compared to goal / England average:

Significantly worse	Significantly lower	↑ Increasing / Getting worse	↑ Increasing / Getting better
Not significantly different	Significantly higher	↓ Decreasing / Getting worse	↓ Decreasing / Getting better
Significantly better	Significance not tested	↑ Increasing	↓ Decreasing
		↑ Increasing (not significant)	↓ Decreasing (not significant)
		— Could not be calculated	→ No significant change

### Life expectancy and causes of death

Indicator	Age	Period	Count	Value (Local)	Value (Region)	Value (England)	Change from previous
1 Life expectancy at birth (male)	All ages	2016 - 18	n/a	79.1	78.3	79.6	↑
2 Life expectancy at birth (female)	All ages	2016 - 18	n/a	82.9	81.9	83.2	↑
3 Under 75 mortality rate from all causes	<75 yrs	2016 - 18	876	335.2	388.4	330.5	↓
4 Mortality rate from all cardiovascular diseases	<75 yrs	2016 - 18	187	69.5	86.6	71.7	↓
5 Mortality rate from cancer	<75 yrs	2016 - 18	342	126.0	145.6	132.3	↓
6 Suicide rate	10+ yrs	2016 - 18	17	7.88	10.4	9.64	↓

### Life expectancy and causes of death

Indicator	Age	Period	Count	Value (Local)	Value (Region)	Value (England)	Change from previous
1 Life expectancy at birth (male)	All ages	2016 - 18	n/a	79.1	78.3	79.6	↑
2 Life expectancy at birth (female)	All ages	2016 - 18	n/a	82.9	81.9	83.2	↑
3 Under 75 mortality rate from all causes	<75 yrs	2016 - 18	876	335.2	388.4	330.5	↓
4 Mortality rate from all cardiovascular diseases	<75 yrs	2016 - 18	187	69.5	86.6	71.7	↓
5 Mortality rate from cancer	<75 yrs	2016 - 18	342	126.0	145.6	132.3	↓
6 Suicide rate	10+ yrs	2016 - 18	17	7.88	10.4	9.64	↓

### Injuries and ill health

Indicator	Age	Period	Count	Value (Local)	Value (Region)	Value (England)	Change from previous
7 Killed and seriously injured (KSI) rate on England's roads	All ages	2016 - 18	149	63.0	38.4	42.6	—
8 Emergency hospital admission rate for intentional self-harm	All ages	2018/19	110	160.8	246.1	193.4	↓
9 Emergency hospital admission rate for hip fractures	65+ yrs	2018/19	130	568.2	590.9	558.4	↓
10 Percentage of cancer diagnosed at early stage	All ages	2017	214	50.4	51.9	52.2	↑
11 Estimated diabetes diagnosis rate	17+ yrs	2018	n/a	67.4	81.1	78.0	↓
12 Estimated dementia diagnosis rate	65+ yrs	2019	951	69.9 *	73.4 *	68.7 *	↓

### Behavioural risk factors

Indicator	Age	Period	Count	Value (Local)	Value (Region)	Value (England)	Change from previous
13 Hospital admission rate for alcohol-specific conditions	<18 yrs	2016/17 - 18/19	20	47.5	45.9	31.6	↓
14 Hospital admission rate for alcohol-related conditions	All ages	2018/19	550	614.5	741.5	663.7	↓
15 Smoking prevalence in adults	18+ yrs	2018	8332	12.7	14.7	14.4	↑
16 Percentage of physically active adults	19+ yrs	2017/18	n/a	65.8	64.7	66.3	↓
17 Percentage of adults classified as overweight or obese	18+ yrs	2017/18	n/a	68.6	64.3	62.0	↑

### Child health

Indicator	Age	Period	Count	Value (Local)	Value (Region)	Value (England)	Change from previous
18 Teenage conception rate	<18 yrs	2017	10	8.53 ~	21.9	17.8	↓
19 Percentage of smoking during pregnancy	All ages	2018/19	67	13.5	12.7	10.6	↓
20 Percentage of breastfeeding initiation	All ages	2016/17	433	75.3	64.5	74.5	—
21 Infant mortality rate	<1 yr	2016 - 18	8	4.34	4.62	3.93	↓
22 Year 6: Prevalence of obesity (including severe obesity)	10-11 yrs	2018/19	110	16.1	21.5	20.2	↑

## Inequalities

Indicator	Age	Period	Count	Value (Local)	Value (Region)	Value (England)	Change from previous
23 Deprivation score (IMD 2015)	All ages	2015	n/a	14.4	-	21.8	=
24 Smoking prevalence in adults in routine and manual occupations	18-64 yrs	2018	n/a	40.4	26.1	25.4	↑

## Wider determinants of health

Indicator	Age	Period	Count	Value (Local)	Value (Region)	Value (England)	Change from previous
25 Percentage of children in low income families	<16 yrs	2016	1295	11.7	18.0	17.0	↑
26 Average GCSE attainment (average attainment 8 score)	15-16 yrs	2018/19	29032	46.8	45.6	46.9	↑
27 Percentage of people in employment	16-64 yrs	2018/19	35200	77.3	73.8	75.6	↑
28 Statutory homelessness rate - eligible homeless people not in priority need	Not applicable	2017/18	12	0.33	1.07	0.79	↑
29 Violent crime - hospital admission rate for violence (including sexual violence)	All ages	2016/17 - 18/19	75	37.6	64.8	44.9	↑

## Health protection

Indicator	Age	Period	Count	Value (Local)	Value (Region)	Value (England)	Change from previous
30 Excess winter deaths index	All ages	Aug 2017 - Jul 2018	130	40.2	30.4	30.1	↑
31 New STI diagnoses rate (exc chlamydia aged <25)	15-64 yrs	2018	362	786.4	774.7	850.6	↑
32 TB incidence rate	All ages	2016 - 18	3	1.27	7.33	9.19	↑

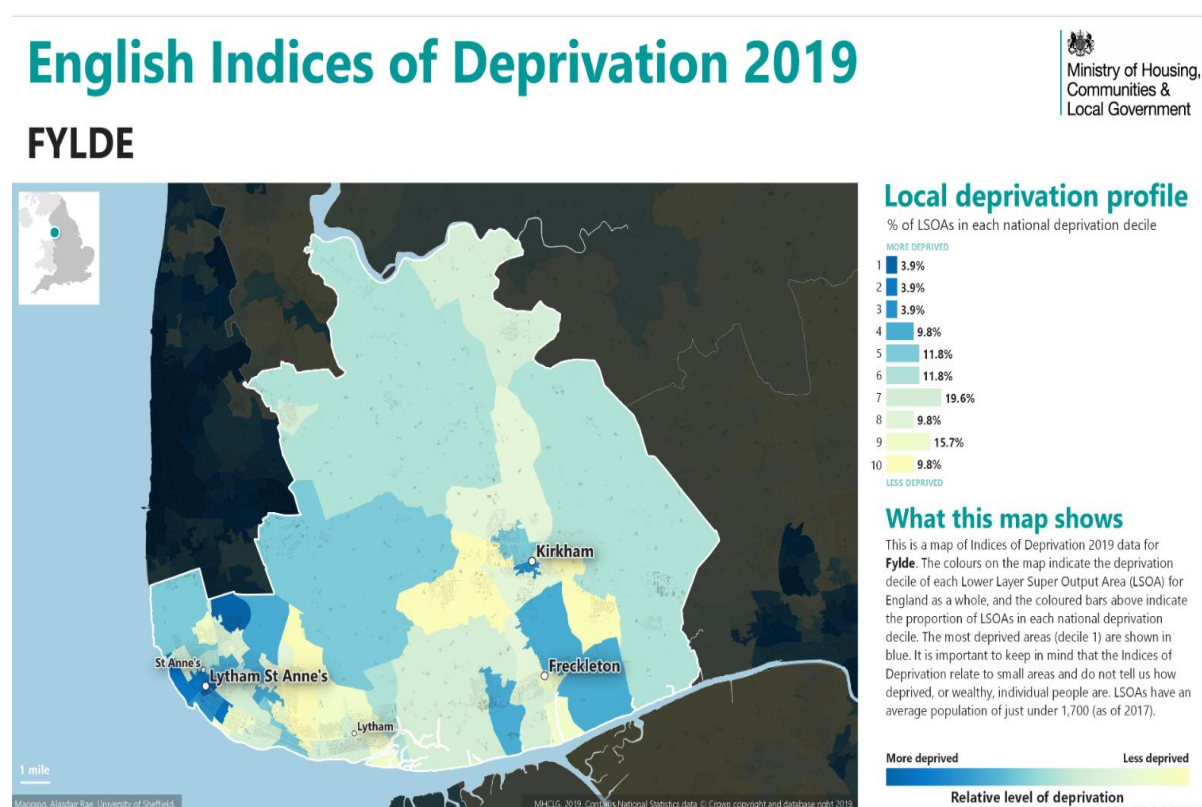
Source: Public Health England Fylde Profile, March 2020

Figure 4 shows how the health of the people in Fylde compares with the rest of England. Fylde's value for each indicator is shown in Value (Local). The regional and England values are also shown. The right-hand column shows the change in indicator value from the previous year. This highlights that although values may have increased or decreased the changes are not considered significant.

## Contextual Indicator 5: Deprivation

The 2019 Indices of Deprivation revealed that Fylde has a reasonably low overall deprivation. Fylde's overall deprivation score is 15.875, which means it is ranked number 15 out of All local authority districts in North West (there are a total of 18) and number 195 out of all 317 authorities in England. Fylde has 21 wards broken into 51 lower-layer super output areas (LSOAs), of which none are in the most deprived category and a third of which are in the top third of areas nationally. Fylde is placed at the top end of the scale in Lancashire, with the least amount of deprivation of any kind and the least amount of hotspots of deprivation.

### Map 3 - Indices of Multiple Deprivation



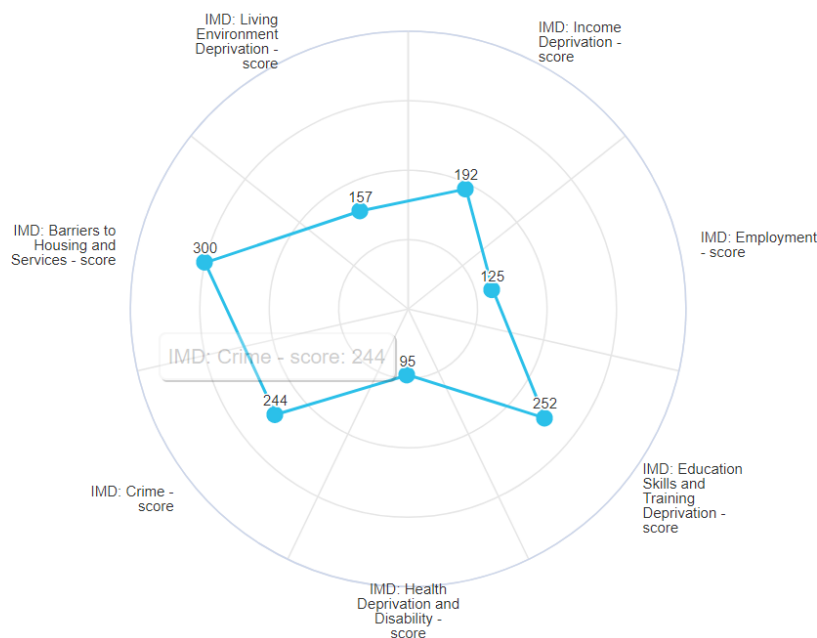
Source: Indices of Multiple Deprivation 2019, Department for Communities and Local Government (DCLG) through [www.lancashire.gov.uk](http://www.lancashire.gov.uk).

The least deprived ward in the Lancashire 14 area, is Ribby with Wrea, in Fylde. However, there are some areas of relatively high deprivation in Fylde, as shown in Map 3. These tend to be concentrated in St Annes Town Centre and near the boundary with Blackpool. Within the area, Central Ward has the highest deprivation score.

The Indices of Multiple Deprivation (IMD) score combines information from seven domains. These are:

- Income
- Employment
- Health and Disability
- Education, Skills and Training
- Barriers to Housing and Services
- Living Environment
- Crime

**Figure 5: IMD Domain Ranks (Fylde out of all authorities in England)**



Source: *LGA Indices of Deprivation 2019: Indices of Deprivation 2019 | LG Inform (local.gov.uk)*

Fylde is ranked:

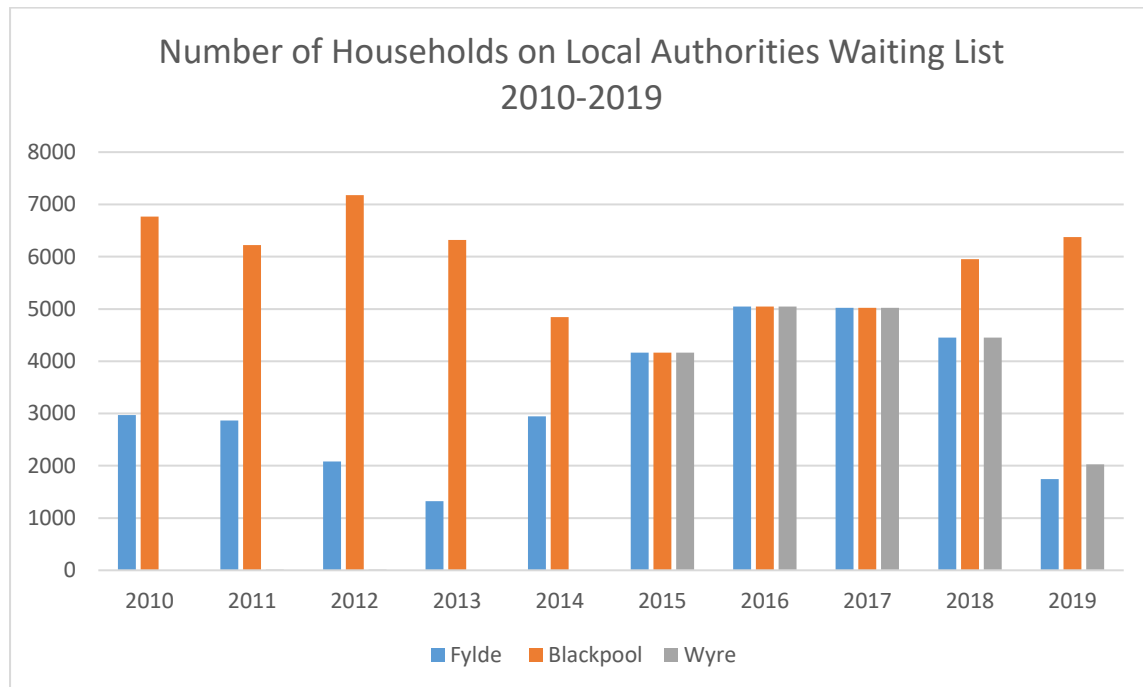
- 14 out of All local authority districts in North West (there are a total of 18) and 192 out of all 317 authorities in England for the Income domain
- 13 out of All local authority districts in North West and 125 out of all 317 authorities in England for the Employment domain
- 16 out of All local authority districts in North West and 252 out of all 317 authorities in England for the Education domain
- 11 out of All local authority districts in North West and 95 out of all 317 authorities in England for the Health domain

- 13 out of All local authority districts in North West and 244 out of all 317 authorities in England for the Crime domain
- 13 out of All local authority districts in North West and 300 out of all 317 authorities in England for the Barriers domain.
- 16 out of All local authority districts in North West and 157 out of all 317 authorities in England for the Living Environment domain.

(Rank 1 = most deprived, 317 = least deprived.)

## Contextual Indicator 6: Housing Waiting List Applications

**Figure 6: Number of Households on Housing Waiting Lists**



Source: Department for Communities and Local Government DCLG - Table 600: numbers of households on local authorities' housing waiting lists, by district: England 1997 to 2019

Fylde no-longer has any housing stock of its own, as this was transferred to the Progress Housing Group in 2000. Therefore, residents who wish to register for social housing need to do so via My Home Choice Fylde Coast, a company that represents Blackpool, Fylde and Wyre Councils.

As shown in the graph above, Fylde historically has a lower number of households on the housing waiting list than Blackpool. Some of the data for Wyre is not available meaning data analysis between 2010 and 2014 is difficult. Although the number of households on the Fylde housing waiting list declined from 2010 to 2013 there was a significant rise in numbers from 2013 to 2016. The number of people on the housing waiting list in Fylde fell slightly between 2017 and 2018 and there was a significant drop in people on the housing waiting list in Fylde between 2018 and 2019. This is the largest year on year drop in numbers.



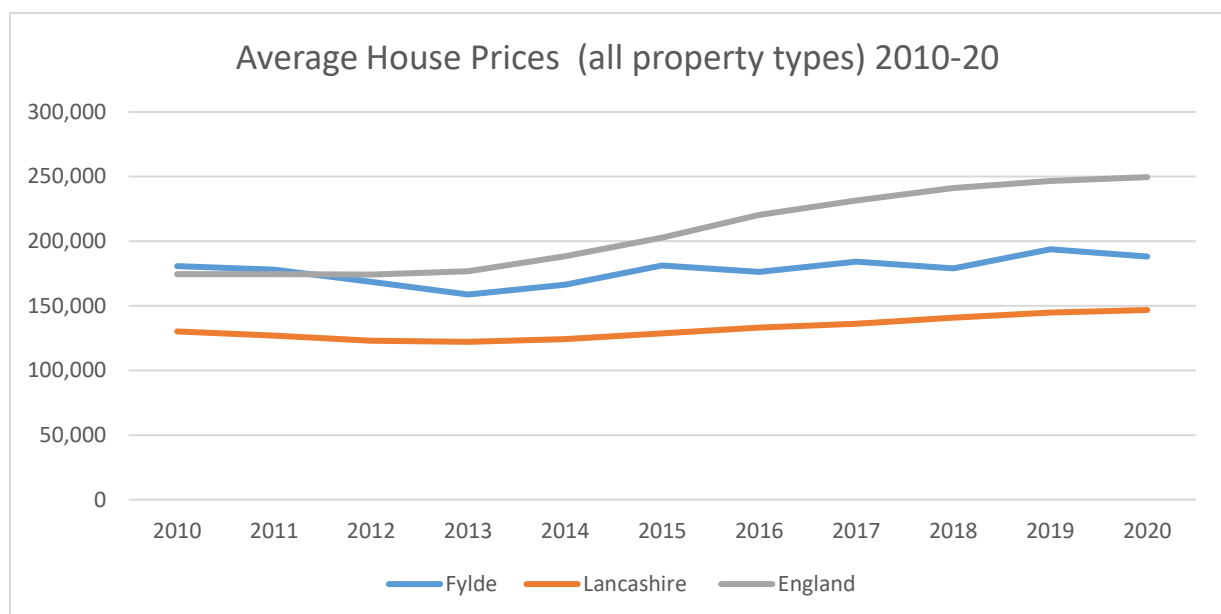
## Contextual Indicator 7: House Prices

Fylde has the higher proportions of its housing stock in the council tax bands E to G, in comparison to the country and national averages. It also has a very high percentage of its dwelling stock in the owner occupier and privately rented sector.

A mosaic profile of local households classifies Lancashire residents by 15 main groups. Senior security (elderly people with assets who are enjoying a comfortable retirement) is the dominant group in large parts of Fylde, whilst prestige positions (established families in large detached homes living upmarket lifestyles) and suburban stability (mature suburban owners living settled lives in mid-range housing) are two of the other dominant groups in parts of the authority.

The 2011 census results for people with second addresses show that Fylde had the highest rate in Lancashire (45 per 1,000) of usual residents elsewhere with a second address in the area.

**Figure 7: Average House Prices**



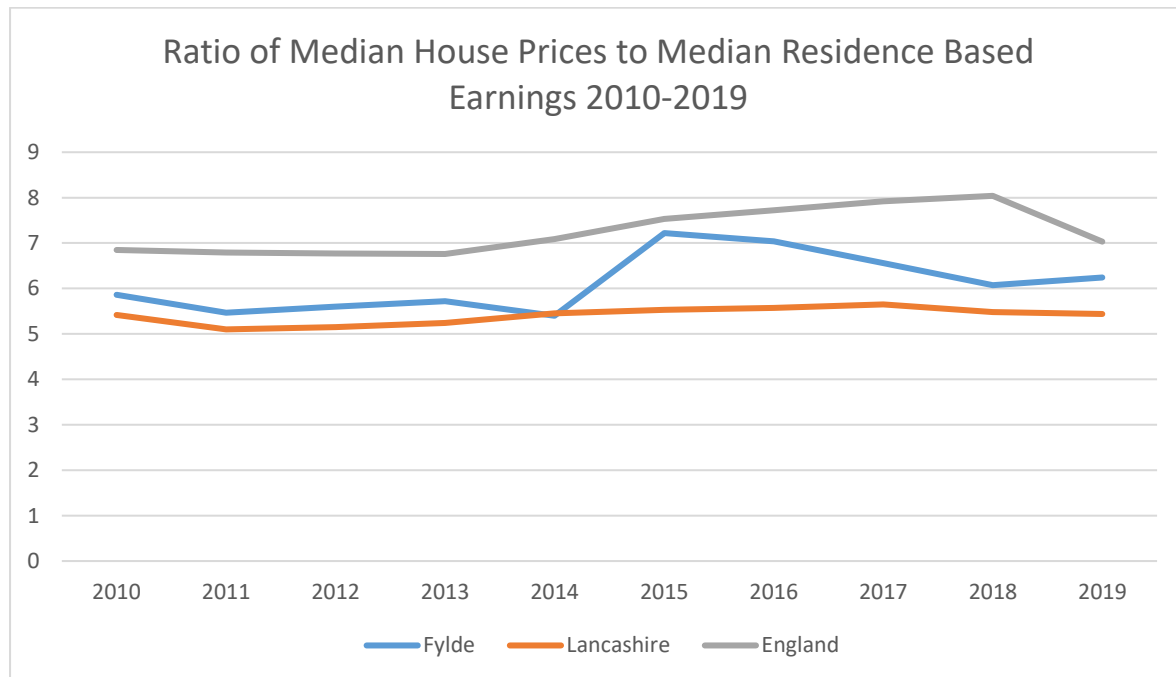
Source: Land Registry data, House Price Index

As shown in Figure 7, the house prices in Fylde are higher than the average in Lancashire, and statistics show a steady increase in price from 2013-2015. Whilst remaining relatively consistent since house prices in Fylde have fallen between 2019 and 2020. From 2013 to 2020 both Lancashire and England have seen steady increases in average house price.

## Contextual Indicator 8: House Price/Earnings Ratio

Higher ratios tend to indicate less affordable housing, greater demand and difficulty for people to get onto the property ladder. Lower ratios tend to suggest greater affordability but may indicate lower earnings, reduced purchasing power and/or lower demand in an area.

**Figure 8: Ratio of House Prices to Earnings**



Source: ONS, 19 March 2020

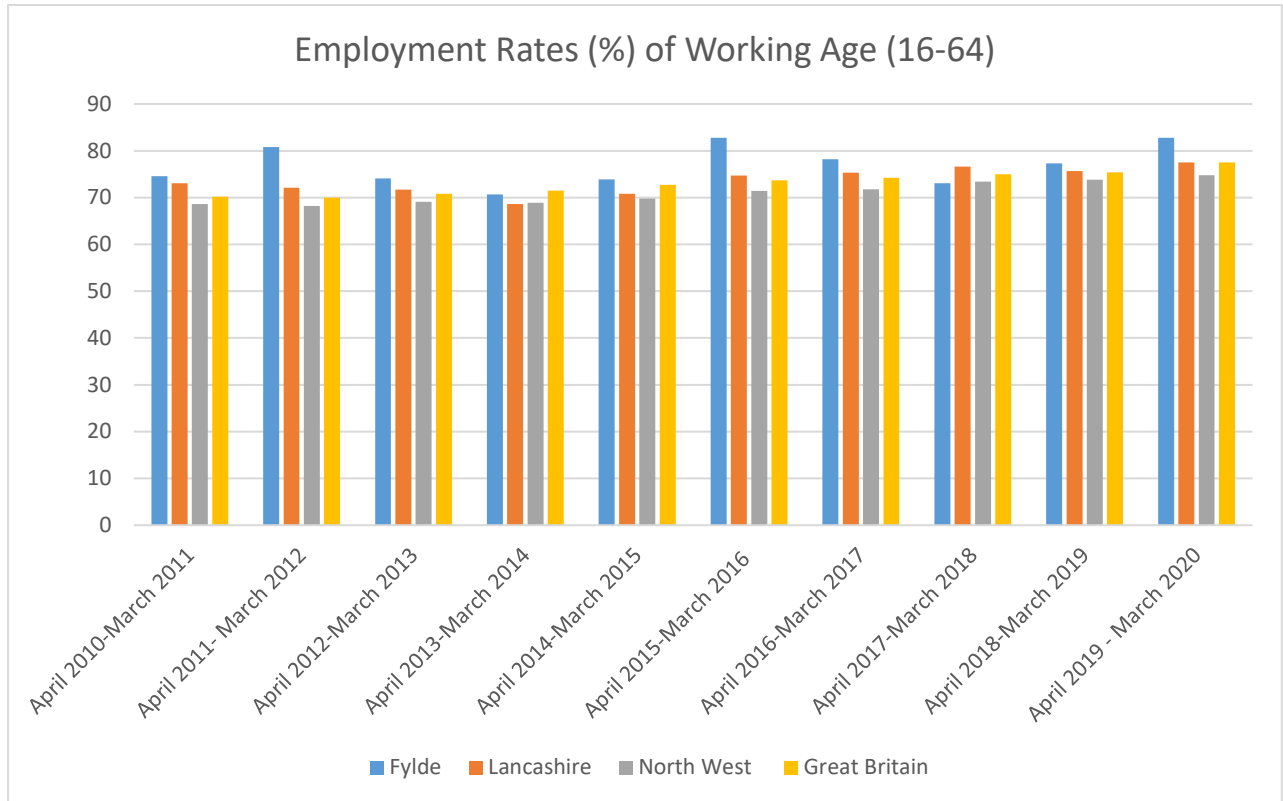
In 2019, the house price to earnings ratio of 8.04 for England is in excess of the ratios for Lancashire.

Generally, Fylde has a slightly higher median house price relative to earnings ratio than the Lancashire average. After a significant increase between 2014 and 2015 Fylde has since experienced a steady decrease in house price to earnings ratio, indicating that it could have become marginally easier to get on the housing ladder. There was a slight increase between 2018 and 2019, but this is unlikely to have any notable impact.



## Contextual Indicator 9: Employed/Unemployed

**Figure 9: Employment Rates (%)**



Source: Annual Population Survey, Office for National Statistics via NOMIS

At national level, employment rate has increased marginally but steadily since April 2011, reaching 75% between April 2017 and March 2018, as shown in Figure 9. Regional and County level statistics follow a similar pattern, with the North West and Lancashire witnessing a gradual increase from April 2013-March 2014. Fylde's employment rate experienced significant peaks in April 2011-March 2012 (37,500 People in Employment (PiE)) and April 2015-March 2016 (36,900 PiE) but decreases in employment rate were noted the years following both peaks.

However, Fylde has consistently recorded high rates, in excess of 70% employment rate. Until the April 2017 – March 2018 period, Fylde had consistently shown an employment rate above the regional and county figures. This period was the first time the graph in Figure 10 shows the employment rate in Fylde drop below national, regional and county figures (32,400 PiE). Between April 2019 and March 2020 there was an increase of just over 5% (4,600 PiE) in employment rate.



## Contextual Indicator 10: Income Levels

Of the 14 local authorities that form the broader Lancashire area, Fylde has long been viewed as one of the most affluent. It contains rural areas that are popular with commuters and towns that have none of the high levels of deprivation seen in other urban areas within the county. Table 2 shows that both the average weekly (resident and workplace) and yearly median gross income levels for Fylde are higher than both regional and national averages. Fylde (£535.60) and Ribble Valley (£515.40) were the only authorities in the Lancashire-14 area that had residence-based median weekly earnings above the UK figure of £479.10. Additionally, Fylde (£545.90) and Ribble Valley (£516.40) were the only Lancashire-14 authorities to record estimates of median weekly workplace earnings above the UK figure of £479.10. The figure for Fylde was ahead of the UK figure by a considerable margin (£66.80 or 13.9%) and was ranked in 38<sup>th</sup> position out of 371 local authority areas with workplace-based estimates. The authority contains a major BAE Systems site, and also has the nuclear fuels site at Springfields both of which provide high value jobs.

**Table 2: Median Gross Weekly Earnings – Resident and Workplace Based (2019)**

Area	Median Weekly Gross Earnings (Resident Based)	Median Gross Weekly Earnings (Workplace Based)
<b>Fylde</b>	<b>£535.60</b>	<b>£ 545.90</b>
Lancashire (14 districts)	£435.30	£428.80,
Blackpool UA	£379.00	£388.20
United Kingdom	£479.100	£479.10

Source: Lancashire County Council – Average Earnings and Hours of Work (November 2019)

Fylde was the only local authority in the Lancashire 14 area, where the residence-based (£27,574) and the workplace-based (£29,508) median annual gross earnings exceeded the UK figure, as seen in Table 3.

**Table 3: Median Gross Annual Earnings – Resident and Workplace Based (2017)**

Area	Median Gross Annual Earnings (Place of Residence)	Median Gross Annual Earnings (Place of Work)
<b>Fylde</b>	<b>£27,574</b>	<b>£29,508</b>
Lancashire (14 districts)	£22,611	£22,088
Blackpool UA	£19,460	£21,165
United Kingdom	£24,897	£24,897

Source: Lancashire County Council – Average Earnings and Hours of Work (November 2019)

## Contextual Indicator 11: Education/Skill Level

Key stage 4 is the term for the two years of school education that incorporates GCSEs in maintained schools (Years 10 and 11 when children are aged between 14 and 16). In 2016, Attainment 8 was used as part of the new secondary school accountability system. Attainment 8 measures the average achievement of pupils in up to 8 qualifications. Table 4 shows that the Attainment 8 score for Fylde is 46.8, similar to those of Lancashire, North West and England.

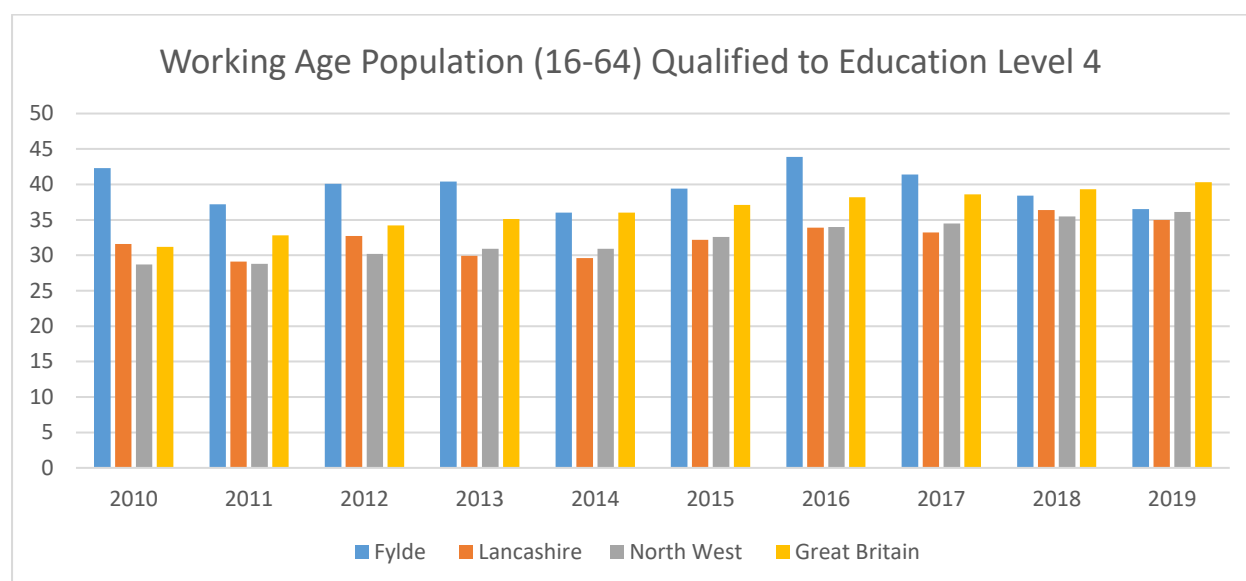
**Table 4: Pupil Attainment at Key Stage 4, 2018/19**

Area	Attainment 8
<b>Fylde</b>	<b>46.8</b>
Lancashire 12	46.7
Blackburn with Darwen	46.4
Blackpool	37.8
North West	45.5
England	44.7

Source: Lancashire County Council Key Stage 4, 2018/19

Fylde has a highly skilled workforce with a high proportion of residents being qualified to Level 4 or above. People are counted as qualified to Level 4 or above if they hold qualifications equivalent to NVQ Levels 4-8. Level 4-6 qualifications include foundation or first degrees, recognized degree-level professional qualifications, teaching or nursing qualifications, diplomas in higher education, HNC/HND or equivalent vocational qualifications. Level 7 qualifications include a Master's degree, integrated master's degree, Postgraduate certificate in education (PGCE), postgraduate diplomas and certificates, level 7 awards, diplomas and certificates and Level 7 NVQ. Level 8 is a doctorate (PhD) or its equivalent.

**Figure 10: Percentage of Population Qualified to Education Level 4**



Source NOMIS: Official Labour Market Statistics (Working-age population is 16-64 for both males and females).

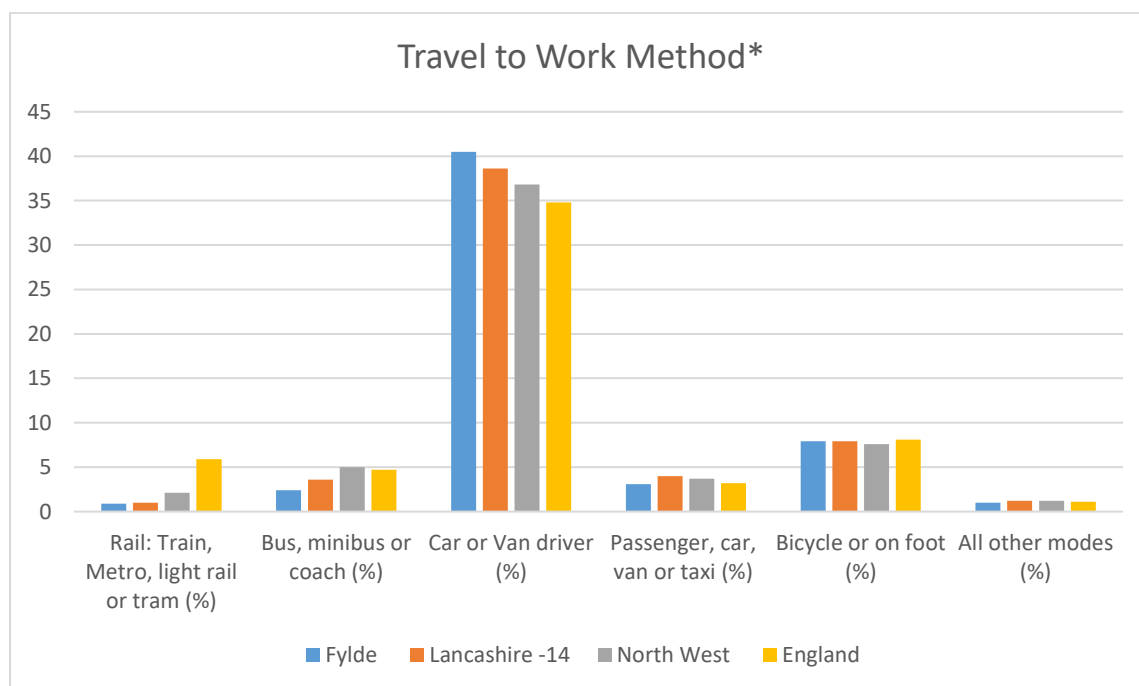
Figure 10 shows that Fylde is placed consistently above the Lancashire, North West and Great Britain averages in terms of people qualified to Education Level 4. In 2010 Fylde had a significantly higher proportion of its population qualified to education Level 4, more than 10% above the Lancashire, North West and Great Britain average. This figure experienced periods of increases and periods of decreases in the following years, reaching its highest figure (43.9%) in 2016 and falling again in years 2017 and 2018. 2018 was the first year shown on the graph that the Great Britain percentage of people qualified up to Education Level 4 exceeded the Fylde figure. This difference increased again from 2018-2019, with a 3.8% difference between Fylde (36.5%) and Great Britain (40.3%).

## Contextual Indicator 12: Transport Mode Use

Transport has a key role to play in realising the economic potential of an area by unlocking key locations, such as the existing and new locations referred to in the economy section. Using sustainable transport modes can significantly improve employment opportunities and life chances. In urban areas the reliance on the car presents problems of traffic congestion and reduced air quality. The M55 passes through the Borough and offers direct access to the national motorway network however the rural nature of much of the authority, and the proximity to the coast, means that air quality results in Fylde are much better than those recorded in the proximity of many of the core urban centres of Lancashire.

Blackpool Airport occupies a site adjacent to the border between Blackpool and Fylde districts. Commercial passenger services from the airport ceased in mid-October 2014, but a month later the airport reopened to general aviation traffic, including helicopters flights to offshore rigs.

**Figure 11: Method of Travel to Work**



Source: ONS 2011 Census, Table CT0015: Method of Travel to Work (Alternative)

*\*Includes residents not in employment*

Figure 11 shows that a higher proportion of people in Fylde (40%) use their car or van to travel to work than the North West (37%) and England averages (35%). Conversely significantly fewer people travel via bus or rail than regional and national averages.

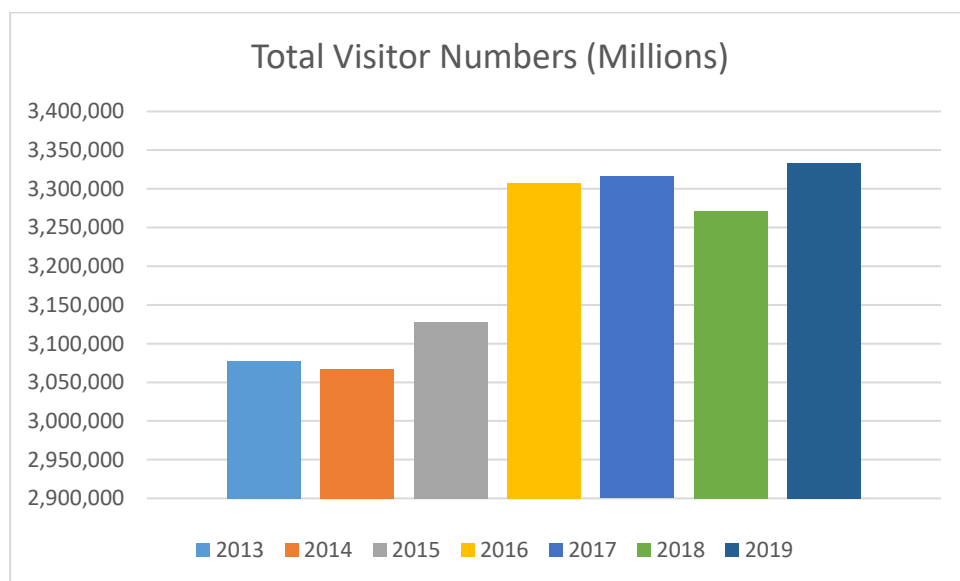
Similar numbers of people travel by bike or on foot in Fylde, when compared to regional and national averages.

## Contextual Indicator 13: Tourism

There were an estimated 68.74 million tourism visits to Lancashire in 2018, up from 67.63 million in 2017. The value of tourism activity in Lancashire was estimated to be £4.41bn in 2018, with the total value of tourism activity growing by 3.8% between 2017 and 2018 (latest figures for Lancashire at the time of producing the AMR).

The Fylde peninsula (Blackpool, Fylde and Wyre) is one of the most visited coastlines in the country. In Fylde, leisure, culture and tourism make up an important industry. In 2019<sup>2</sup>, there was a total of 3.333 million visitors to Fylde equating to just under 5% of all tourism visits to Lancashire. This generated a total of £271.9 million within the local economy (Figure 13), assisted by 4.75 million visitor days and nights. This supported 3,314 full time equivalent jobs in the Borough. Many visitors enjoyed day trips to the traditional seaside resorts of St. Annes and Lytham, the market town of Kirkham and the picturesque villages. However, 512,800 visits were made by visitors staying in Fylde as part of a holiday or short break. These stays generated 1.94 million nights in accommodation across the district.

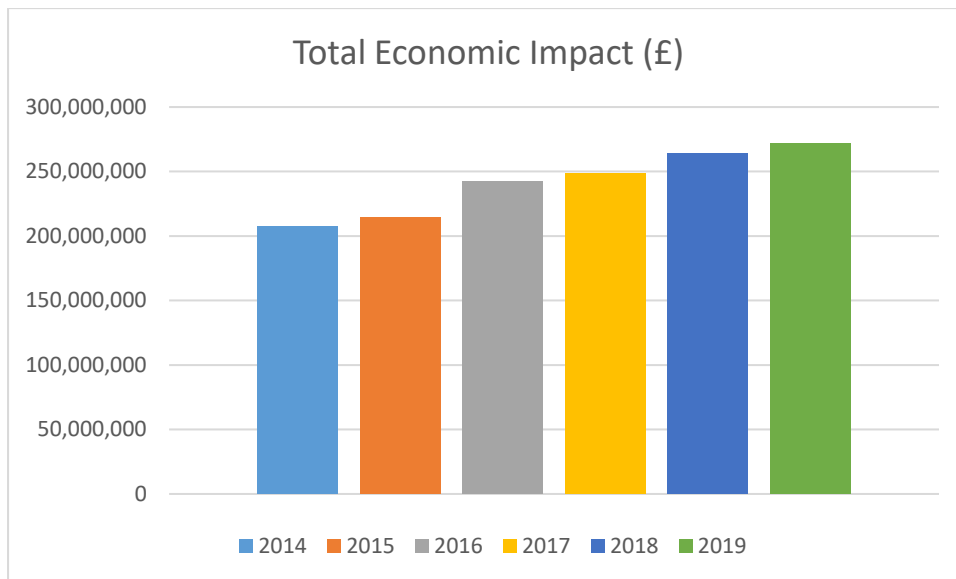
**Figure 12: Total Visitor Numbers**



Source: Visit Lancashire.com

<sup>2</sup> The 2020 figures have not yet been released and will be reported in the next AMR. It is expected that there will be a 60% reduction in visitor numbers as a result of the COVID19 pandemic.

**Figure 13: Total Tourist and Visitor Economic Impact (£)**



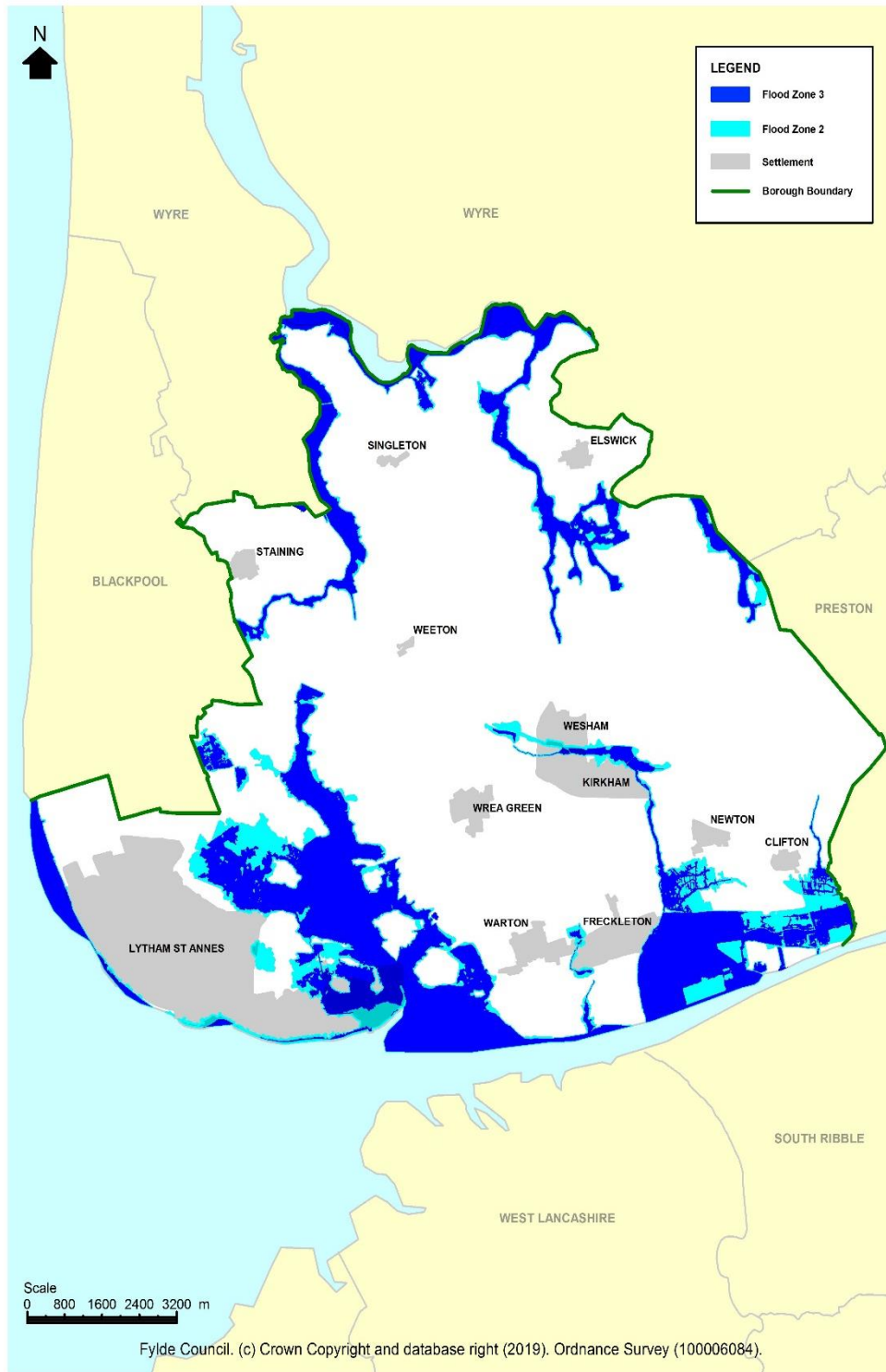
Source: Visit Lancashire.com

Figures 12 and 13 show the total visitor numbers and the total economic impact in Fylde from 2013-2019. Figure 12 shows that there was a significant rise in tourist numbers between 2015 and 2016, a figure which rose again, albeit slightly in 2017. There was a slight drop between 2017 and 18, but it rose again to its highest number in 2019. The total economic impact does not appear to follow the same pattern as the total number of visitors but has instead witnessed a steady increase from 2013.

## Contextual Indicator 14: Areas of Flood Risk

### Map 4 - Flood Zones 2 and 3 in Fylde Borough

Map 4 shows that Fylde has significant areas in Flood Zones 2 (medium risk) and 3 (high risk).





The main areas with a relatively high risk of flooding (Zone 3) are:

- On the coastline in the south of the Borough.
- The river Wyre and its tributaries in the north of the Borough.
- Lytham and area to the north.
- The area east of Freckleton.

## Contextual Indicator 15: Loss of Business Use to Residential

Since the start of the Plan period, two existing employment sites have been lost to housing.

Table 5 contains data from the Business and Industrial Land Schedule (Base date 31 March 2018).

**Table 5: Loss of Business use to Residential**

Location	Developed Hectares (Ha)	Under Construction (Ha)	With Planning Permission (Ha)	Total (Ha)
Electronic Data Systems, Heyhouses, St. Annes		7.45		7.28
GEC Marconi, Lytham Road, Warton (part of BAE Employment Site)		7.82		7.82
<b>Overall Total</b>				<b>15.3</b>

Source: Fylde Council: Business & Industrial Land Schedule

At the base date of the most recent Business and Industrial Land Schedule (31st March 2018) a total of 5.17 hectares of additional employment land received Planning Permission or is under construction (not identified in Policy EC1). The average annual take up rate in Fylde is 2.22 ha, resulting in a requirement of 46.6ha for the plan period.

For further information relating to the Business & Industrial Land Schedules can be found on the Council website via the following hyperlink:

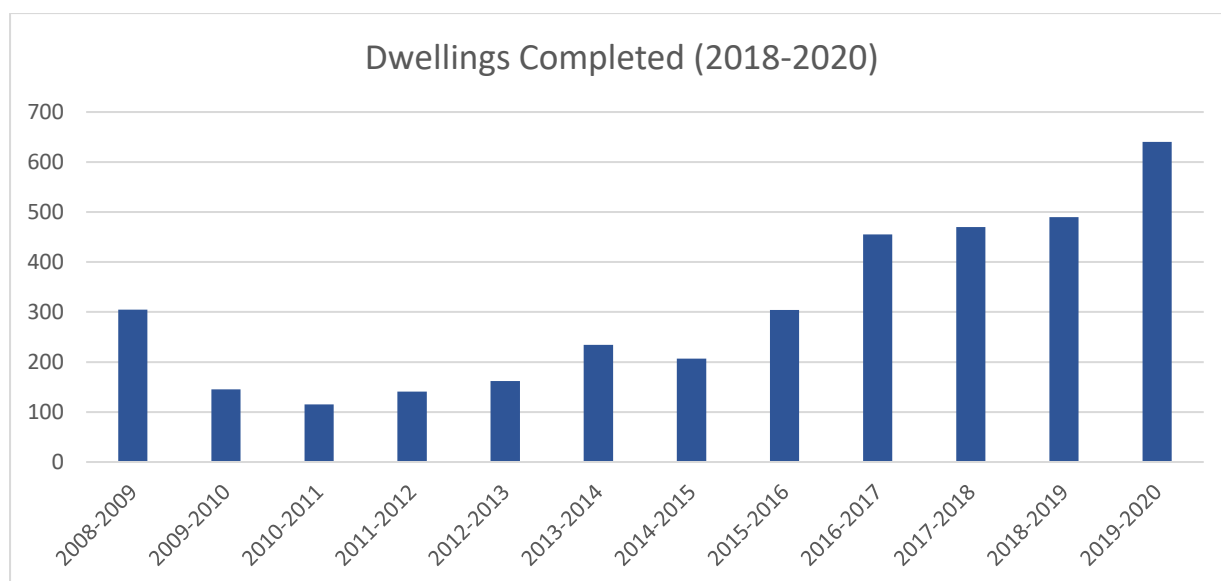
<https://new.fylde.gov.uk/resident/planning/planning-policy-local-plan/industrial-land-schedule/>

# Performance Monitoring Framework Indicators

(Appendix 8 of the adopted Fylde Local Plan to 2032. In the next AMR, these indicators are likely to have been revised as a result of the Partial Review of the Fylde Local Plan to 2032).

Performance Monitoring Framework Indicator 1	Target	Local Plan Relevant Policy
Annual net homes completions	Annual net homes completions to be at least the residual number required for 2018-2032 of 479 homes per annum.	<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
The objective of this indicator is to ensure the requirements of the housing delivery test are met.		

**Figure 14: Net Dwelling Completions**



Source: Fylde Council - Planning Policy

*\* The monitoring period for dwelling completions data runs from April to March, for example year 2012-2013 would be April 2012 to March 2013.*

The 2014 – based household projections to 2039 for England were published on 12<sup>th</sup> July 2016, and provide a new ‘starting’ point for the assessment of housing needs in line with the Planning Practice Guidance. A further piece of work was commissioned by Fylde to take account of the 2014 Sub National Household Projections (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 and 430 dwellings per annum. The Council considered the findings and determined that the housing requirement for the 2011-2032 period is 415 net dwellings per annum.

1538 dwellings have been completed in Fylde from 2011 to 2017 – an average of 256 dwellings per annum. When this figure is subtracted from the overall plan period requirement of 8715, it gives a residual requirement of 7177 dwellings to be completed from 2017 to 2032. This figure includes the shortfall which accrued during the early years of the plan when large sites were in the planning process. This equates to 479 dwellings per annum for the remaining years of the plan period. This is the ‘Liverpool’ method, for the purpose of calculating 5 year housing land supply.

As shown on the Graph in Figure 14, the number of net dwelling completions in Fylde has increased year on year since the start of the plan period from 141 to 490 (with a small decrease in 2014/15). The periods of 2016 to 2019 have demonstrated a significant increase in the completion of new dwellings. Between 1 April 2019 and 31 March 2020, 640 homes were completed.

**Table 6: Number of Homes (net) Granted Planning Permission 2007 – 2020**

Year	New Build Approvals (net)	Conversions Approved (net)	Total Homes
2007-2008	37	11	48
2008-2009	85	25	110
2009-2010	204	2	206
2010-2011	176	14	190
2011-2012	133	41	174
2012-2013	1604	23	1627
2013-2014	995	48	1043
2014-2015	227	115	342
2015-2016	720	43	763
2016-2017	1181	63	1244
2017-2018	399	24	423
2018-2019	1644	23	1667
2019-2020	427	31	458

Table 6 shows that the number of permissions granted in 2018/19 increased to its highest ever - 1644 (new build approvals). This is most likely because permissions have been granted on strategic sites which were allocated in the Fylde Local Plan to 2032. There was a reduction in planning permissions granted in 2019/20. This reduction is most likely associated with issues created by COVID19.

**Target: Annual homes completions against the target requirement of 479 homes per annum – Target met**

The trigger for action is a failure to deliver 95% of the residual number over a 3 year rolling period. 98% of the residual number was met for year 1. 470 dwelling completions for 2017-2018 is considered close enough to the target to say that the target was met in that year and the target was reached in both 2018/2019 and 2019/2020. Therefore, no contingency has been triggered.

Performance Monitoring Framework Indicator 2	Target	Local Plan Relevant Policy
Number of years housing supply	To have a minimum of 5 years supply of housing land calculated using the Liverpool approach	<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
The objective of this indicator is to ensure that Fylde has a minimum of 5 years' supply (plus the required buffer) of housing land using the Liverpool approach.		

Local Planning Authorities should identify sufficient deliverable sites to provide five years' worth of housing against their housing requirement. In other words, a five year supply of deliverable housing land must be identified as required by the National Planning Policy Framework.

The Local Plan was adopted on the 22<sup>nd</sup> October, 2018. For one year following adoption, in accordance with paragraph 74 and footnote 38 of the NPPF19 the Council had a 5 year housing land supply. In July 2019, the Council submitted an Annual Position Statement (APS), setting out its five-year housing land supply, again in line with paragraph 74 of the National Planning Policy Framework. The APS was produced with engagement from developers and agents regarding expected delivery of new homes on sites. The report received from the Planning Inspectorate on the 6<sup>th</sup> May 2020 confirmed that the Council had a housing land supply of 5.1 years, until October 2020.

In July 2020, the Council submitted a subsequent Draft Annual Position Statement which confirmed a 5 year housing land supply until October 2021 (5.13 years).

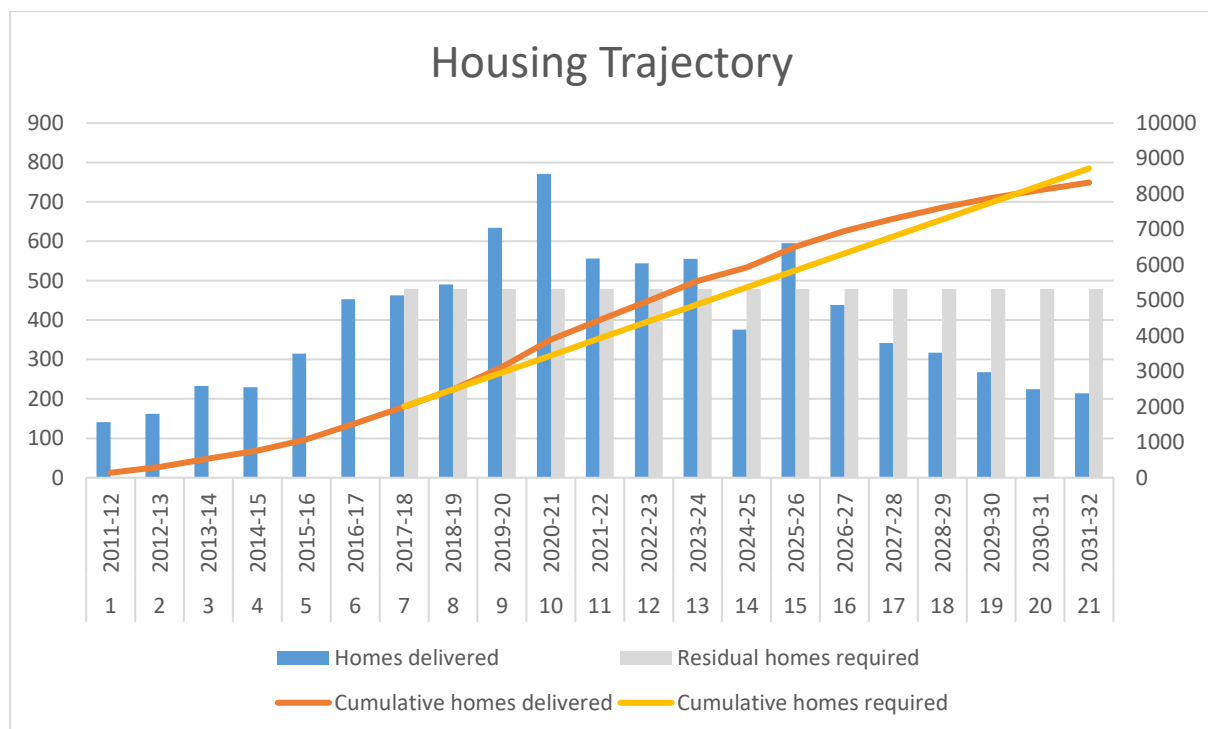
**Target: Target met**

For further information regarding the Five Year Housing Supply statement please use the following hyperlink: <https://new.fylde.gov.uk/resident/planning/planning-policy-local-plan/five-year-housing-land-supply/>

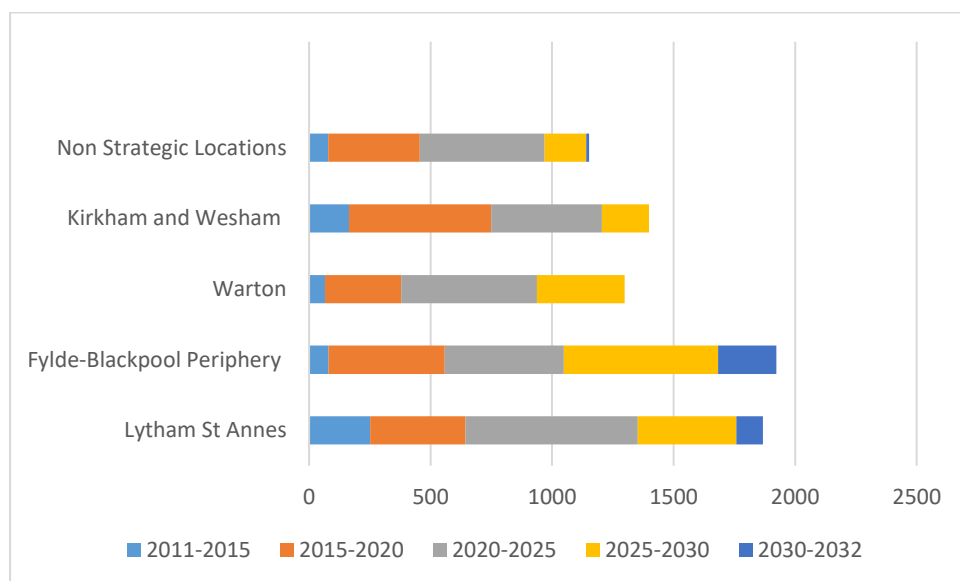


Performance Monitoring Framework Indicator 3	Target	Local Plan Relevant Policy
Housing Trajectory	To deliver a minimum of 8,715 homes (net) over the plan period from 1 April 2011 to 31 March 2032	<b>S1:</b> The Settlement Hierarchy  <b>DLF1:</b> Development Locations for Fylde  <b>H1:</b> Housing Delivery and the Allocation of Housing Land
The objective of this indicator is to ensure that the Council remains on track to deliver 8,715 homes over the plan period.		

**Figure 15: Housing Trajectory (2020)**



**Figure 16: Expected Delivery at Strategic and Non-Strategic Locations**



Source: Annual Position Statement 2020 Plan Period Housing Trajectory

The annual housing requirement for Fylde is 415 net dwellings per annum. A calculation of 415 net dwellings per annum for 21 complete calendar years from 1 April 2011 to 31 March 2032 produces an overall housing requirement figure of a minimum of 8,715 for the plan period. The adopted Local Plan has identified sufficient sites, including an allowance for small sites and windfalls, to provide a supply figure of 8,819 homes over the plan period.

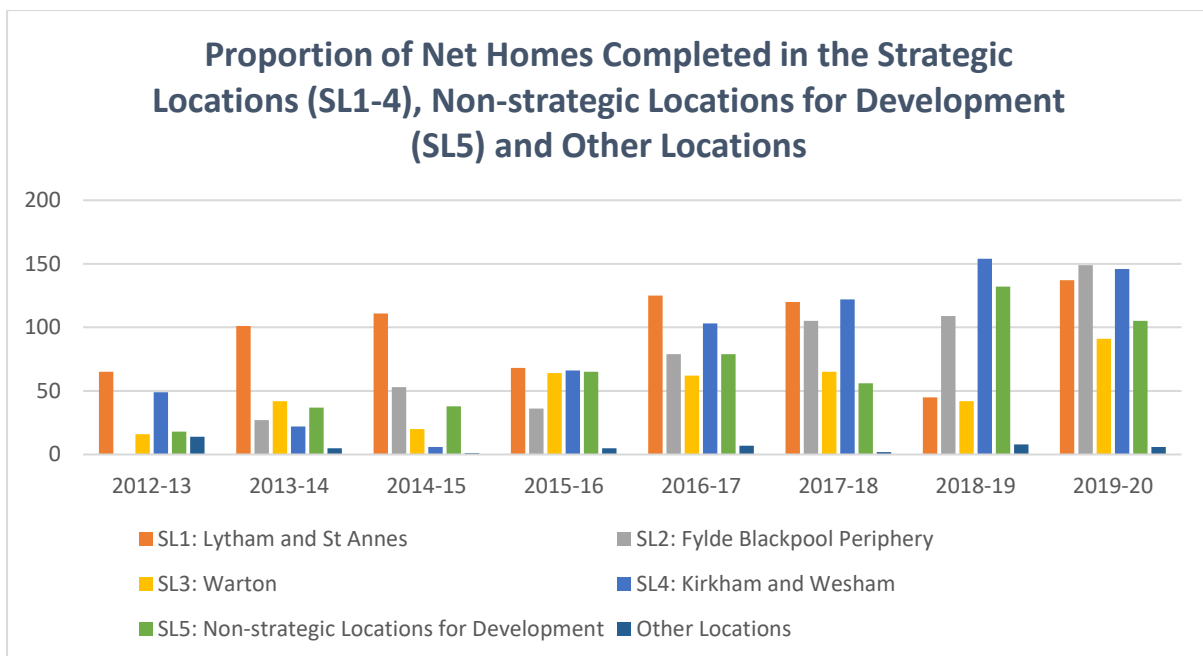
**Target: Target not currently scheduled to be met within plan period.**

The target/ policy outcome states that a minimum of 8,715 homes should be completed over the plan period from 1 April, 2011 to 31 March 2032. Currently, the expected rate of housing delivery would result in 8,322 homes during the plan period. The trigger for action would be a 20% shortfall on the cumulative requirement of the Housing Trajectory. The completion of 8,322 homes would only be a 5% shortfall. Therefore, the contingency/action has not been triggered. The Council will continue to monitor housing delivery in Fylde.



Performance Monitoring Framework Indicator 4	Target	Local Plan Relevant Policy
Proportion of net homes completed in the Strategic and Non Strategic Locations for Development	Cumulative homes completed from the start of the plan period on 1 April 2011 located within Strategic (90%) and Non Strategic (10%) Locations for Development	<b>DLF1:</b> Development Locations for Fylde; <b>SL1, SL2, SL3 and SL4:</b> Strategic Locations for Development; and <b>H1:</b> Housing Delivery and Allocation of Housing Land
The objective of this indicator is to ensure the number of completed homes will be 90% in Strategic Locations and 10% in Non Strategic Locations over the plan period.		

**Figure 17: Dwellings Completions by Area**



Source: Housing Land Availability Schedule 2020

Figure 17 shows that completions in SL1 Lytham St Annes increased steadily from 2012/13 to 2014/15. From 2016/17, completions in Lytham St Annes have decreased, experiencing a significant drop in completions between the 2017/18 and 2018/19 period. However, a significant increase was observed in 2019-20. Completions in SL3 Warton follow a similar pattern to those in Lytham St Annes. There were no completions in the Fylde-Blackpool Periphery until 2013/14. Since then completions have risen steadily with 2019/20 experiencing the highest completion rate. At the start of the plan period, Kirkham and Wesham saw the second highest number of completions after Lytham and St Annes. Completions decreased steadily but significantly until 2014/15. At this point they started to rise again, seeing its highest number of completions in 2018/19, with a small drop in 2019-20.

Development in the Non-strategic locations has remained relatively consistent over the plan period, seeing its most significant rise in completions between 2017/18 and 2018/19 period.

Completions in other locations have been varied as development on strategic sites allocated in the Local Plan have commenced.

**Table 7: Percentage of dwelling completions in strategic and non-strategic locations for development.**

Percentage of dwelling completions in Strategic Locations for development	81%
Percentage of dwelling completions in Strategic Locations for development	19%

The trigger for action occurs when cumulative homes completed from the start of the plan period on 1<sup>st</sup> April 2011 located within strategic locations for development is fewer than 80% and more than 15% in non-strategic locations for development. The figures presented in Table 7 show the proportion of net homes completed at the strategic locations for development, taken together from the start of the plan period is 81%. The proportion completed at the non-strategic locations for development is 19%. This is not far from the 90:10 split set out in the target. The trigger for action of fewer than 80% at the strategic locations for development is not met. This is a great achievement, the Fylde Local Plan to 2032 is delivering the majority of development at the strategic locations for development which are sustainable locations for development.

**Target: Target not met, but still on line to meet target within the plan period.**

Performance Monitoring Framework Indicator 5	Target	Local Plan Relevant Policy
Employment Land Take Up	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 60.6 Ha (gross requirement) at the end of the plan period.	<b>EC1:</b> Overall Provision of Employment Land and Existing Employment Sites
<b>The objective of this indicator is to ensure the delivery of at least 90% of the 60.6 Ha (gross requirement) at the end of the plan period.</b>		

**Table 8: Employment Land take- up**

	Y1	Y2	Y3	Y4	Y5	Y6	Y7	Cumulative Total
	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	
Actual Take Up	3				0.07	2.52		<b>5.59</b>
Requirement Y1-Y4 60.6ha Requirement Y5-Y21 62ha	2.88	2.88	2.88	2.88	2.88	2.88	2.88	<b>20.16</b>

Source: Fylde Borough Council - Planning Policy

Policy EC1 of the Fylde Local Plan to 2032 identifies 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.

In order to monitor take up rate (completions), information was compiled by viewing planning permissions/Building Regulation applications approved/complete, both during and prior to the study period.

The pro-rated amount of employment land that would need to be developed each year on allocated sites is 2.88 ha. Table 8 shows that since the start of the Plan period, a total of 5.59 ha has been taken up/completed.

At the base date of the most recent Business and Industrial Land Schedule (31st March 2018) it can be seen that since the start of the plan period, the majority of take up of land for business and employment has been at Whitehills Park. During 2016-18, 1.42 ha was taken up for employment purposes at Whitehills.

**Target: Target not currently scheduled to be met within the plan period.**

The Trigger for Action as stated in the Performance Monitoring Framework of the Local Plan is when the cumulative take up of allocated employment land for employment development is less than 50% of the expected pro-rata amount or more than 150% of the expected pro-rata amount. The expected delivery is 2.88 ha per year, and thus the expected delivery from the start of the plan period (2011-18) stands at 20ha (2.88x7 years = 20ha). The actual take up from 2011-18 is 5.59ha (Graph 16). This is 28% of expected pro-rated amount and therefore triggers the contingency/action. This is to consider whether there are obstacles to take up on particular sites that could be overcome.

There are a number of obstacles to take up on particular sites. The national economy has stalled because of uncertainty surrounding Brexit, which will have impacted on the take up of employment land on the Fylde Coast. The delivery of the Warton Enterprise Zone needs the completion of the Preston Western Distributor Road. Until this has been completed poor access from the motorway network will delay the delivery of the employment sites at this location. Blackpool Airport Enterprise Zone also needs appropriate infrastructure. Again this has been delayed and until it is delivered, progress will be slow. The other large allocation is at Whyndyke Farm. The access to this site needs agreeing, and this has stalled its delivery. More recently, the COVID19 pandemic has caused a downturn in the economy and in the delivery of employment land.

However, as the take up rate is lower than expected, any obstacles to take up on particular sites will be considered and the Council will continue to work with its partners to deliver these employment sites.

Performance Monitoring Framework Indicator 6	Target	Local Plan Relevant Policy
Cumulative additional jobs created as a direct result of the Enterprise Zone	Cumulative additional jobs created in Fylde in line with projection	<b>EC3:</b> Lancashire Advanced Engineering and Manufacturing (AEM) Enterprise Zone at BAE Systems Warton
<b>The objective of this indicator is to ensure that the cumulative additional jobs created as a direct result of the Enterprise Zone is in line with the projection.</b>		

In autumn 2011 the Warton Aerodrome site, along with the Salmesbury Aerodrome site, was awarded Enterprise Zone Status. It is known as the Lancashire Advanced Engineering and Manufacturing Enterprise Zone and incorporates land at both Aerodrome sites.

The Aerodrome at Warton has been split into three Enterprise Zone areas;

- North Enterprise Zone – 39.7ha
- South East Enterprise Zone – 21.3ha
- South West Enterprise Zone – 13.5ha

The airfield which measures 157.5ha lies outside the Enterprise Zone.

In 2014 the Council adopted the Lancashire Advance Engineering & Manufacturing Enterprise Zone Phase 1 Site Consultation Masterplan (Warton EZ Masterplan). The document which was published by BAE Systems provides a framework for the delivery of the long-term strategic objectives of the Enterprise Zone within the area known as Phase 1 of the Warton site. This Masterplan provides the broad strategic context for current and future Local Development Orders (LDOs).

The Lancashire Enterprise Zone aims to become a national focal point for the advanced manufacturing and engineering sector. The Enterprise Zone aims to provide the opportunity to create 4000-6000 jobs high value jobs in the long term and 1,200 jobs in the short term.

Employment figures at the Enterprise Zone have remained consistent from 2015. These consist of:

- **Trescal** – 6 personnel work within the Trescal Lab.
- **Accenture** – 1 member of staff is permanently based in the office, however the number using the office as a hot desking facility normally averages 12 a week.

Total cumulative jobs created as a direct result of the Enterprise Zone: **19**

**Target: Target not met. Still scheduled to be met within the plan period.**

The target/policy outcome is that the cumulative jobs created in Fylde over the plan period as a direct consequence of incentives provided by the Enterprise Zone, are in line with the projection. The trigger is when the cumulative additional jobs created in Fylde varies from the projection by more than 50%. Currently, no additional jobs have been created during the period covered by this AMR. It should be noted however, that the delivery of the Warton Enterprise Zone needs the completion of the Preston Western Distributor Road. Until this has been completed poor access from the motorway network will delay delivery of the employment sites at this location. Construction began on the Preston Western Distributor in August 2019.

The contingency/action is to review whether the annual housing requirement for Fylde remains aligned with jobs growth within the Borough as a whole. However, it is still early days for the application of the policy. With the delivery of the Preston Western Distributor and consequential enablement of the delivery of the Enterprise Zone, it is anticipated that more jobs will be created. The Council will continue to monitor the additional jobs created in Fylde as a result of the Enterprise Zone at Warton.

Performance Monitoring Framework Indicator 7	Target	Local Plan Relevant Policy
Cumulative additional jobs created as a direct result of the Enterprise Zone	Cumulative additional jobs created in Fylde in line with projection	<b>EC4:</b> Blackpool Airport Enterprise Zone
<b>The objective of this indicator is to ensure that the cumulative additional jobs created as a direct result of the Enterprise Zone is in line with the projection.</b>		

Blackpool Airport Enterprise Zone was approved by Government in November 2015 and became operational from 1<sup>st</sup> April 2016. The Enterprise Zone has a twenty year lifespan and

covers an area of some 141ha much of which encompasses a large portion of the operational airfield, significant parts of which sit within designated greenbelt.

Development of the Enterprise Zone at Blackpool Airport will provide opportunities for retail, employment and leisure uses at the airport and will also provide jobs close to where people live. The airport will continue to play a key role in making the Enterprise Zone a success and help to deliver the overall objective of creating up to 5000 jobs on the Enterprise Zone site.

New jobs between 1 April 2019 and 31 March 2020: **186.5 (82.5 in Blackpool and 104 in Fylde)**

Cumulative jobs since 2016: **1528** (for both Blackpool and Fylde)

**Target: Target not met. Still set to be met within the plan period.**

The target/policy outcome is that the cumulative jobs created in Fylde over the plan period as a direct consequence of incentives provided by the Enterprise Zone, are in line with the projection. The trigger is when the cumulative additional jobs created in Fylde varies from the projection by more than 50%. The figure of 1528 includes safeguarded and construction jobs, and therefore are not all jobs created as a “direct result of the Enterprise Zone”.

The contingency/action is to review whether the annual housing requirement for Fylde remains aligned with jobs growth within the Borough as a whole. However, it is still early days for the application of the policy. It must be noted that as often happens with any major regeneration programme, there have been some delays and Blackpool Airport Enterprise Zone requires the delivery of essential strategic infrastructure to aid delivery and progression of the Enterprise Zone. The Council will continue to monitor the additional jobs created in Fylde as a result of Blackpool Airport Enterprise Zone.

Performance Monitoring Framework Indicator 8	Target	Local Plan Relevant Policy
Density of completed housing development sites	30 homes per hectare 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 and Local Service Centres and in Tier 1: Larger Rural Settlements and Tier 2: Smaller Rural Settlements.	<b>H2:</b> Density and Mix of New Residential Development
<b>The objective of this indicator is to ensure efficient use of land.</b>		

Paragraph 122<sup>3</sup> of the Framework (2019) refers to achieving appropriate densities that make efficient use of land. To do this, close attention must be paid to the densities achieved on new housing developments, avoiding those developments which make inefficient use of land (those less than 30 dwellings per hectare).

**Table 9: Housing Density on Completed Sites (dwellings per hectare (dph))**

Strategic Locations for Development				
Key Service Centres – Lytham (including Ansdell), St Annes, Kirkham				
Location	Dwellings complete	Site Area	Density	Target met?
The Gables, 34-39 Orchard Road, St Annes	12	0.13	146dph	Yes
Petros House, St. Annes	35	0.2	175dph	Yes
Church Road Methodist Church, St. Annes	10	0.117	85.4dph	Yes
Land to rear of 23 - 63 Westgate Road, Squires Gate, St Annes	8	0.64	39dph	Yes
Sunny Bank Mill, Kirkham	9	0.13	69dph	Yes
34 Derbe Road, Lytham St Annes	12	0.055	218dph	Yes
22 All Saints Road, St Annes	1	0.02	50dph	Yes
Rear of 4 Curzon Road, Lytham St Annes	1	0.021	47dph	Yes
377 Clifton Drive North, St Annes	1	0.06	16dph	No

<sup>3</sup> <https://www.gov.uk/guidance/national-planning-policy-framework/11-making-effective-use-of-land>

338 Clifton Drive North, St. annes	7	0.11	63dph	Yes
117 South Promenade, St. Annes	3	0.07	42dph	Yes
15-17 Eden Avenue, St. Annes	1	0.147	6.8dph	No
Lytham United Reformed Church, Bannister Street, Lytham	3	0.118	25dph	No
99 Ballam Road, Lytham	8	0.19	42dph	Yes
23 Lightburne Avenue, Lytham St Annes	3	0.007	428dph	Yes
Flat 2 & 3 15 St Annes Road East, St Annes	1	0.03	33dph	Yes
Porritt Court, 20-22St Georges Road, Lytham St. Annes	2	0.079	25.3dph	No
14 West Beach, Lytham St. Annes	3	0.043	69.7dph	Yes
Flats 3 & 4 16 St Andrews Road South, Lytham	2	0.003	666dph	Yes
44 Warton Street, Lytham St Annes	1	0.022	45.4dph	Yes
30 Greenwich Drive, Lytham St Annes	1	0.061	16.3dph	No
Post Office Hotel, Freckleton Street, Kirkham	6	0.061	98dph	Yes
Local Service Centres – Freckleton, Warton, Wesham, Whitehills, Whyndyke				



<b>The Refuge, Ruskin Road, Freckleton</b>	1	0.38	30dph	Yes
<b>Land at Dover Close, Warton</b>	1	0.028	35.7dph	Yes
<b>150 Lytham Road, Warton</b>	1	0.025	40dph	Yes
<b>Lynwood Caravan Park, Lytham Road, Warton</b>	7	0.224	31.25dph	Yes
<b>Tier 1 Rural Settlements - Newton, Staining, Wrea Green</b>				
<b>Land at the end of Bryning Avenue, Wrea Green</b>	1	0.106	9.43dph	No
<b>Newfold Farm, Browns Lane, Wrea Green</b>	1	0.2	5dph	No
<b>Tier 2 Small Rural Settlements - Clifton, Elswick, Singleton, Weeton</b>				
<b>Land at Kings Close Staining</b>	1	1.85	16.2dph	No
<b>Land off Willow Drive, Wrea Green</b>	33	5.81	15dph	No
<b>Mount Farm, Station Road, Singleton</b>	1	0.071	14dph	No

Source: Housing Land Availability Schedule 2020

No strategic sites were completed in 2019/20. Eight sites were completed and more than half of them did achieve 30 dwellings per ha. There was no link between the geographical location of the sites and the density achieved.

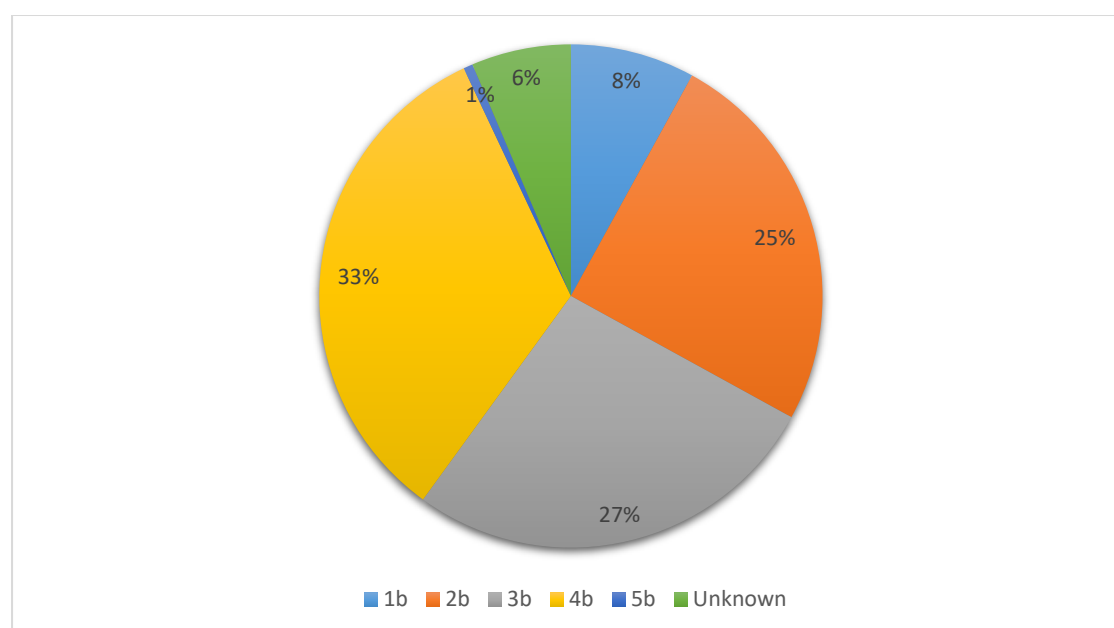
**Target: Target not met.**

The target/policy outcome is for at least 90% of the dwellings completed on all of the sites to be completed at 30 dwellings per hectare. In fact, 74% of all completions were at 30 dwellings per ha, and 26% are at less than 30 dwellings per hectare. This is an improvement on last years figures, this year 19/20 is only slightly lower than the trigger for action, which is 75%

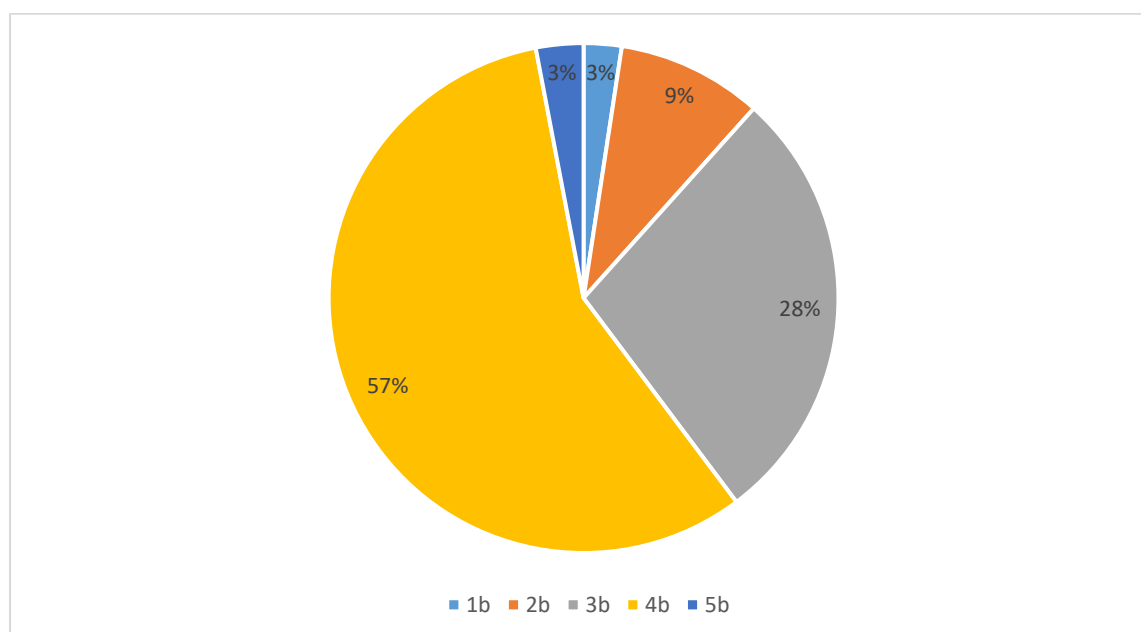
The contingency/action is to review how the policy is being applied. However, it is still early days for the application of the policy. Many of the sites which completed are small and therefore comprise of one or two houses on a plot. As strategic sites are completed it is considered likely that the percentage of dwellings completed at more than 30 dwellings per hectare will increase. The Council will continue to monitor the density of completed developments.

Performance Monitoring Framework Indicator 9	Target	Local Plan Relevant Policy
Proportion of dwellings with full planning permission and on sites which are not yet completed that will have 1,2,3,4 or 5 bedrooms.	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 the Housing Needs Assessment.	<b>H2:</b> Density and Mix of New Residential Development
The objective of this target is to deliver a higher proportion of smaller dwellings in line with the findings of the Strategic Housing Market Assessment.		

**Figure 18: Number of bedrooms in dwellings with full planning permission which are not yet completed in all Locations for Development**



**Figure 19: Number of bedrooms in dwellings with full planning permission which are not yet completed – Non- Strategic Locations for Development**



Location	Calculation	Total
All locations	$631+162 = 793$ $444^4/793*100$	1b, 2b, 3b = <b>56%</b>
Non Strategic Locations	$4+15=19/162*100$	1b, 2b = <b>12%</b>

The pie chart in Figure 18 shows that a majority of dwellings with full planning permission but not yet completed have 3 or 4 bedrooms, accounting for 60% (27% and 33% respectively). Only 8% have one bedroom whilst 6% remain unknown.

In a similar manner, Figure 19 also shows that a majority of dwellings with full planning permission but not yet completed in **non-strategic locations** (Freckleton and Tier 1 and Tier 2 Rural Areas) have 4 bedrooms, accounting for 57% of dwellings. However, there are fewer 2 bed dwellings in the non-strategic locations, whilst the number of 3 bedroom dwellings is higher, at 28%. The number of 1 bed dwellings account for 3 percent of dwellings in non-strategic locations.

The results taken from Graphs 18 & 19 indicate that 56% of dwellings in all locations are 1,2 and 3 bed and that 12% of dwellings in non-strategic locations are 1 and 2 bed.

**Target: Target met for all dwellings, target not met at the non-strategic locations.**

The target/policy outcome states that at least 50% of dwellings with full planning permission on sites of 10 dwellings or more should have 1, 2 or 3 bedrooms. The aim of the policy is to

<sup>4</sup> 444 consists of the totals of 1b, 2b and 3b columns for strategic and non-strategic sites.

provide higher numbers of smaller properties in line with the findings of the Strategic Housing Market Assessment. The target has been met with 56% of dwellings with full planning permission approved in the plan period having 1,2 or 3 bedrooms.

However, at the non-strategic locations the target is 33%. This has not been achieved, with 12% of dwellings with full planning permission having 1 or 2 bedrooms. The contingency/action is to review how the policy is being applied.

It should be noted however, that some of these permissions are on sites which were approved before the policy was given full weight. These types of permissions are still coming through the system. Also a large proportion of these permissions were allowed on appeal.

Now that policy is being given full weight and older permissions are being used up, it is hoped that the proportion of permissions for smaller dwellings at the non strategic locations will increase.

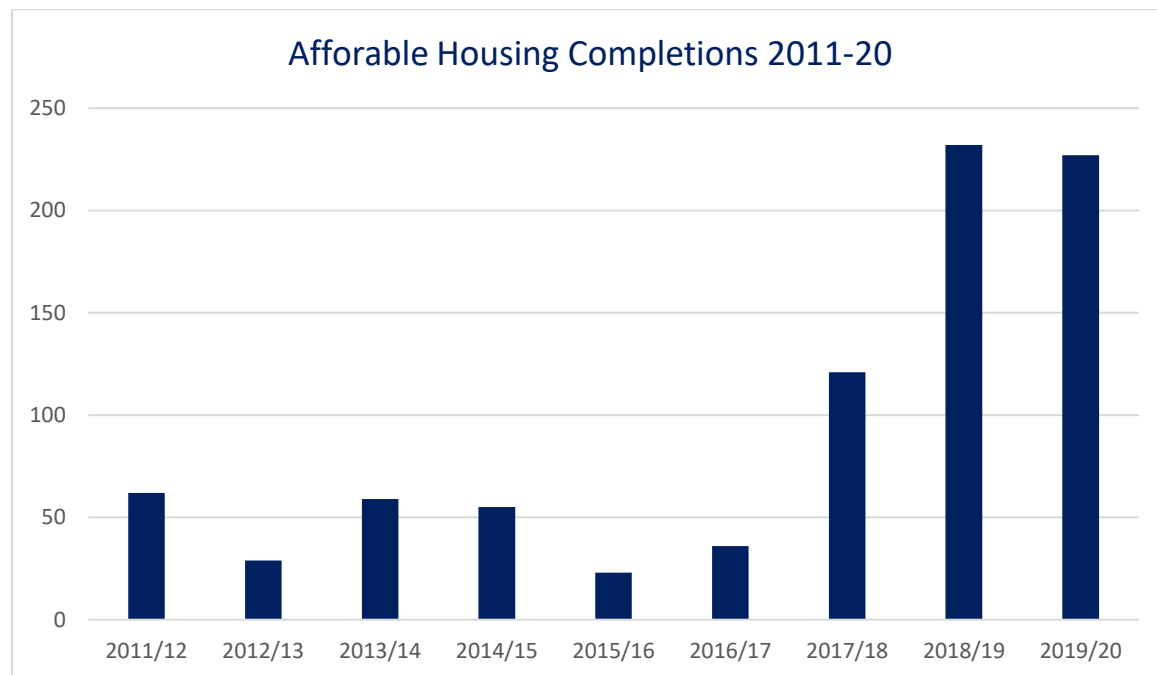
Performance Monitoring Framework Indicator 10	Target	Local Plan Relevant Policy
Percentage of market housing schemes of 10 dwellings or more that provide 30% affordable homes.	All market housing schemes of 10 or more homes to provide 30% affordable homes.	<b>H4: Affordable Housing</b>
<b>The objective of this indicator is to ensure that market schemes of 10 or more dwellings provide 30% affordable housing.</b>		

**Table 10: Planning Permission granted for Affordable Homes**

Ref No	Location	Total Dwls	Application No	Affordable Dwellings
	High Meadow, Lower Lane, Freckleton	11	18/0043	30% - 3 dwellings
3A1239	Campbells Caravans, Blackpool Road, Kirkham	30	16/0112	30% - 9 dwellings
4A1248	Merlewood Caravan Park, Cartford Lane, Little Eccleston	82	18/0136	Financial Contribution
4A1246	Land to North and South side of Old House Lane, Westby	265	15/0114	30% - 79 dwellings

100% of the market housing schemes of 10 or more homes granted planning permission provided 30% affordable homes. The table shows that planning applications being approved have been meeting the target of providing 30% affordable homes as part of the requirement of Policy H4 of the Plan.

**Figure 20: Affordable Housing Completions**



Source: Housing Land Availability Schedule 31<sup>st</sup> March 2020

Figure 20 shows the Affordable Housing Completions from 2011-2020. A significant increase can be observed between the 2016/17 period and 2017/18 period. This increase continued, with the number of completions almost doubling between the 2017/18 period and the 2018/19 period. There was a very small decrease (5 dwellings) between the 2018/19 and 2019/20 period.

**Target: Target met**

Performance Monitoring Framework Indicator 11	Target	Local Plan Relevant Policy
Number of Health Impact Assessments (HIA) submitted alongside major planning applications on Strategic Sites.	HIAs submitted alongside major planning applications on Strategic Sites	<b>HW1:</b> Health and Wellbeing
The objective of this indicator is to ensure that HIAs are submitted alongside major planning applications, enabling healthy living initiatives to be integrated into new developments.		

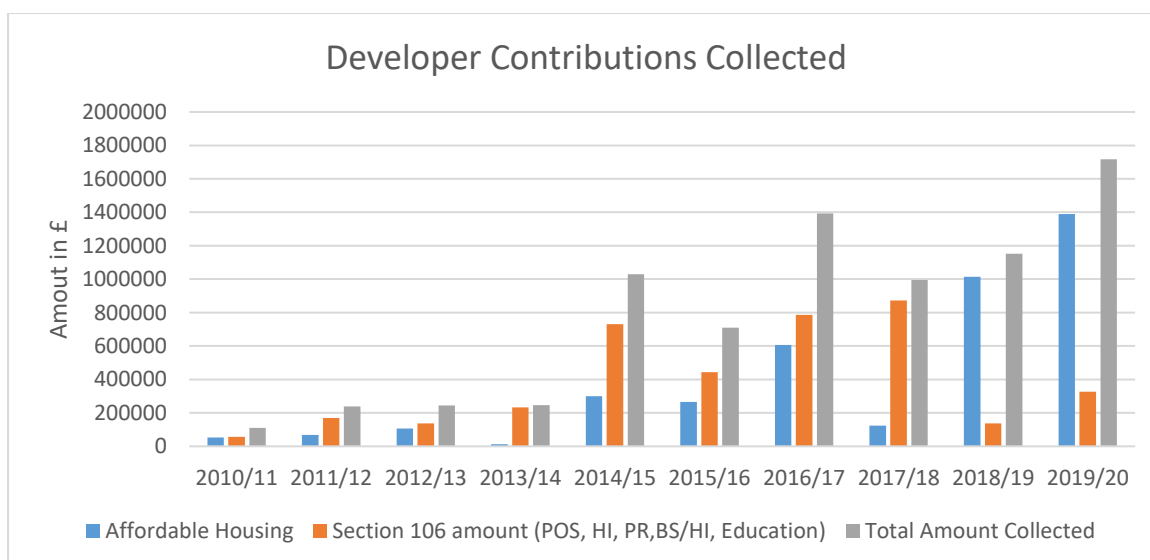
There have been eleven major planning application on strategic sites during the monitoring period covered in this AMR. However, no Health Impact Assessments were received as part of these applications.

**Target: Target not met**

The target/policy outcome is that Health Impact Assessments are submitted alongside all major planning applications on Strategic Sites. The target has not been met and the contingency/action has been triggered. This contingency/action will involve a review on how the requirement for Health Impact Assessments is being applied.

Performance Monitoring Framework Indicator 12	Target	Local Plan Relevant Policy
Number, type and location of Infrastructure Projects delivered	All projects listed within the IDP delivered or commenced delivery, during the plan period.	<b>INF2: Developer Contributions</b>
The objective of this indicator is to check on progress with respect to the delivery of Infrastructure Projects listed in the IDP.		

**Figure 21: Developer Contributions Collected**



Source: Fylde Council (2020)

The above graph displays the amount of developer contributions collected each year for the last 10 years. Contributions collected remained fairly consistent between 2010 and 2013/14. It is apparent that 2016-2017 were positive years with significant developer contributions collected. The 2018/19 period was also positive, especially in terms of Affordable Homes.

payments. The Affordable Housing payments have seen an increase in 2019/20, with the total amount collected being its highest in 10 years.

### New Homes Bonus

The New Homes Bonus is a Government scheme which is aimed at encouraging local authorities to grant planning permissions for the building of new homes in return for additional revenue. The Council has received **£1,343,000** for the period from 1<sup>st</sup> April 2019- 31<sup>st</sup> March 2020.

### Infrastructure Delivery

The Infrastructure Delivery Schedule can be found in Appendix B of this report. It highlights uncertainties surrounding funding and delivery and assesses the status of current projects. Much progress has been made during the monitoring period and developments are ongoing.

The start of 2019 saw the completion of the electrification of the Blackpool to Preston railway line, following the initiation of a direct London – Blackpool service, stopping at Poulton-le-Fylde and Preston railway stations. The Coastal Defence scheme was ongoing during the monitoring period but has since been completed in (June 2020) after being awarded an extra £2m in 2018 for Granny’s Bay Sea Defences. Progress was made during the monitoring period which allowed for the start of the construction works for the Preston Western Distributor Road. Discussions are ongoing to ensure progress is made with the M55 Link Road.

**Target: On target to be met during the plan period.**

The Infrastructure Delivery Schedule shows more than half of the projects as committed capital programmes and those that are secure or ongoing developments. All of the projects presented in the Infrastructure Delivery Schedule are on track to be delivered or commence during the plan period.

Performance Monitoring Framework Indicator 13	Target	Local Plan Relevant Policy
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.	<b>CL1:</b> Flood Alleviation, Water Quality and Water Efficiency; <b>SL1, SL2, SL3 and SL4:</b> Strategic Locations for Development; and <b>SL5:</b> Development Sites outside the Strategic Locations for Development
<b>The objective of this indicator is to ensure no inappropriate development is permitted in Flood Risk Zones.</b>		

No planning applications have approved against an Environment Agency objection in Flood Zones 2 or 3. Therefore, no inappropriate planning applications have been approved in these areas and the target has been met.

**Target: Target met.**

Performance Monitoring Framework Indicator 14	Target	Local Plan Relevant Policy
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.	<b>ENV2:</b> Biodiversity
<b>The objective of this indicator is to ensure that there is a net gain in biodiversity.</b>		

Information provided by Lancashire Environment Record Network (LERN) at Lancashire County Council shows that the combined area of sites covered by local, national or international protections for biodiversity in Fylde has remained consistent at 3005 ha over the monitoring period. The trigger for action is a fall in areas of land specifically dedicated to and protected for biodiversity. With no fall in these areas, and small gains in areas provided for biodiversity through mitigation (through developments) the contingency/action has not been triggered.

**Target: Target met**

Performance Monitoring Framework Indicator 15	Target	Local Plan Relevant Policy
Amount of indoor and outdoor sport, recreation and open space gained, and lost to other uses	Net gains in indoor and outdoor sports facilities and open space provision	<b>ENV3:</b> Protecting Existing Open Space (the Green Infrastructure network); and <b>HW3:</b> Protection and Provision of Indoor and Outdoor Sports Facilities
<b>The objective of this indicator is to ensure a net gain in indoor and outdoor sports facilities.</b>		



The Council commissioned Knight Kavanagh and Page Consultants (KKP) to produce a Playing Pitch Strategy and to update the Council's 2008 Open Space Strategy, along with a Built Facilities review (updated 2016). The results within these documents present the existing situation at the start of the plan period.

**Table 11: Gains in Indoor Space**

Section	Location	Description of Application
<b>Indoor Gym Space</b>	Lytham Trade Park (Units 1, 2 and 3), Preston Road, Lytham St Annes, FY8 5FP	Variation of Conditions 2, 3 and 4 on application 110250 to a permit use as an indoor gym with ancillary café.

**Table 12: Gains in Outdoor space**

Section	Location	Gains
<b>Amenity Greenspace</b>	Land at Kings Close, Staining (completed)	0.323ha
	Land off Willow Drive, Wrea Green (completed)	0.803ha
<b>Local Areas and Local Equipped Areas for Play</b>	Land at Kings Close, Staining (completed)	0.051ha
	Land off Willow Drive, Wrea Green (completed)	0.203ha
<b>Football Pitches</b>	Application 20/0114 Formation of 12.no new natural grass sports pitches, Blackpool Airport Enterprise Zone (granted)	11.5ha
		<b>Total: 1.380 ha (completed)</b> <b>11.5ha (granted)</b>

**Target: Target scheduled to be met within plan period.**

Within the monitoring period of this document there have been no unexpected specific losses of facilities. There were no new planning applications granted during the AMR monitoring period for new gym space. However, the application for the increase in gym space at Units 1, 2 and 3 of Lytham Trade Park presented in the previous AMR was completed during the

monitoring period and now in use. Developments completed during this timeframe that incorporate a notable increase in outdoor open space are noted in Table 12. Additional open space provided in developments that are near completion will be accounted for in future AMRs. The amenity green space in completed developments accounts for a large proportion of the gain during this time frame. Additionally, a planning application was granted for 12 new football pitches as part of the Blackpool Airport Enterprise Zone, within the timeframe of this AMR. Eventually these will replace existing pitches. Progress will be reported in future AMRs. A significant proportion of the net gain on development sites will occur as the strategic sites in the plan are completed. Whyndyke Garden Village and Queensway will make a large contribution to this.

Performance Monitoring Framework Indicator 16	Target	Local Plan Relevant Policy
Number of Heritage Assets on Historic England's 'At Risk' register. Number of Heritage Assets 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.	<b>ENV5:</b> Historic Environment
<b>The objective of this indicator is to reduce the number of heritage assets considered 'at risk'.</b>		

To date, Fylde has only one Listed Building on Historic England's "At Risk" register – Lytham Hall. This remains consistent with previous years.

The Council does not have an established list of local heritage assets considered to be "at risk". However, the informal list of local heritage assets considered to be at risk has remained consistent with previous years.

**Target: Target scheduled to be met during the plan period.**

Performance Monitoring Framework Indicator 17	Target	Local Plan Relevant Policy
Cumulative additional jobs created in Fylde from the start of the Plan period	Cumulative additional jobs created in Fylde in line with projection	EC1: Overall Provision of Employment Land and Existing Employment Sites
<b>The objective of this indicator is monitor the growth of the economy in Fylde.</b>		

Table 13 shows the number of jobs in Fylde. It can be seen that the number of jobs remained relatively stable between 2015 and 2017. A slight decrease was observed between 2015 and

2016 but rose again in 2017. The most significant drop of 3,000 was observed between 2017 and 2018 and it fell again slightly between 2018 and 2019.

**Table 13: Number of Jobs in Fylde**

Year	Jobs in Fylde
2015	42,000
2016	41,000
2017	42,000
2018	39,000
2019	38,000

Source: Nomis Employee Jobs, 2019

**Target: Target scheduled to be met during the plan period.**

The target/policy outcome is that Fylde should see cumulative additional jobs created from the start of the plan period, the cumulative additional jobs should be created in line with the projection.

The projection is taken from the Objectively Assessed Housing and Economic Development Needs and the Fylde Local Plan to 2032 May 2017, The Independent Assessment of the Economic Prospects of Fylde Table 5.1 shows that Fylde will continue to see a growth in employment opportunities with on average between 55 and 91 jobs likely to be created annually over the plan period.

The trigger for action occurs when the cumulative additional jobs varies from the projection by more than 50%. The number of jobs in Fylde has fallen by 3000, therefore, the action is triggered.

There are a number of issues that could be contributing to the fall in employment in Fylde. A fall in the number of jobs can be linked to the general ageing of a population, a trend observed within Fylde, and a need to replace those in the workforce who are older and less likely to be economically active. The delivery of employment sites and the provision of new employment opportunities has slowed in Fylde for a number of reasons. The national economy has stalled because of uncertainty surrounding Brexit, which will have impacted on the take up of employment land on the Fylde Coast. The delivery of the Warton Enterprise Zone needs the completion of the Preston Western Distributor Road. Until this has been completed poor access from the motorway network will delay the delivery of the employment sites at this location. Blackpool Airport Enterprise Zone also needs appropriate infrastructure. Again this has been delayed and until it is delivered, progress will be slow. The other large allocation is at Whyndyke Farm. The access to this site needs agreeing and this has stalled its delivery.

However, the Council will continue to work with its partners to deliver these employment sites and create additional employment sites within Fylde.

Although the figures for the year 2020 have not yet been released, there is expected to be a drop in total job numbers resulting from the COVID19 pandemic. Workers in hospitality, retail and entertainment have been badly hit as these jobs have seen the biggest impact from COVID regulations. The full extent of job losses is not yet known and will be reported in the next AMR.

# NEIGHBOURHOOD PLANNING

Neighbourhood planning was introduced in 2011 through the Localism Act. Neighbourhood planning provides a powerful set of tools for local people and local businesses to develop their own planning policies through a Neighbourhood Development Plan (NDP). A NDP reflects their priorities, deliver tangible local benefits and has real weight in planning decisions and can ensure the right type of development for the community is accomplished, where the ambition of the neighbourhood is aligned with the strategic needs and priorities of the wider local area.

## Neighbourhood Development Plans

In very simple terms, a Neighbourhood Development Plan (NDP) is:

- A document that sets out planning policies for a specific neighbourhood area. Planning policies are then used to decide whether to approve planning applications, along with the adopted Local Plan.
- Written by the local community, the people who know and love the area, rather than the Local Planning Authority.
- A powerful tool to ensure the community gets the right types of development, in the right place.
- A Neighbourhood Development Plan is an important document with real legal force, therefore there are certain formal procedures that it must go through.

Neighbourhood Planning cannot be used to stop development happening, however it will allow communities to decide where they want new development to be built and what those new developments should look like.

Table 14 identifies the progress of NDP's in regards to the statutory stages of the Neighbourhood Planning process at the end of the monitoring year, NDP's are live projects and up-to-date information can be found at:

<https://new.fylde.gov.uk/resident/planning/planning-policy-local-plan/neighbourhood-planning/>

**Table 14: Neighbourhood Plan Progresses**

Regulations	Ribby with Wrea Parish Council	Staining Parish Council	St. Annes's on the Sea Town Council	Bryning with Warton Parish Council	Singleton Parish Council
Reg 5 – Application received for Neighbourhood Area Designation	12/09/2012	20/12/2012	12/04/2013	12/08/2013	26/08/2014
Reg 7 – Approved Neighbourhood Area	19/12/2012	28/02/2013	12/07/2013	25/10/2013	12/11/2014
Reg 14 – Pre-submission Consultation and Publicity			15/06/2015 – 31/07/2015	10/07/2014 – 20/08/2014	<b>Parish Council are discussing the possibility of progressing their NDP.</b>
Reg 15 – Plan Proposals			25/01/2016	23/09/2014	
Reg 16 – Publicising a Plan Proposal			11/02/2016 – 24/03/2016	09/10/2014 – 28/11/2014	
Reg 17 – Submission of Plan Proposal to Examination			24/03/2016	24/02/2016	

During the monitoring period, discussions have been ongoing with Ribby-with-Wrea Parish Council to develop the written Ribby-with-Wrea Neighbourhood Development Plan document. Progress has been positive and a Draft Neighbourhood Development Plan has been submitted to the Council for review. Once adopted a Neighbourhood Development Plan will sit alongside the Local Plan and form part of the Development Plan for the area.

# 7. INFRASTRUCTURE DELIVERY PLAN PROGRESS

## **The Infrastructure Delivery Plan (IDP)**

The IDP seeks to establish what additional infrastructure and service needs are required to support development in Fylde.

The IDP will help ensure that the additional infrastructure and services that are needed are identified and delivered in a timely, co-ordinated and sustainable way. It will be a mechanism for improving delivery of facilities and services for the benefit of local communities and will provide a robust framework that will support bids for funding and assist decision making.

Infrastructure Provision is essential to ensure new development does not have an adverse impact on existing services and is essential to accommodate both housing and economic growth and deliver sustainable development.

## **Infrastructure Delivery Plan (IDP)**

The Infrastructure Delivery Plan (IDP) is a list of infrastructure projects required in the Borough. It contains the specific details of infrastructure projects and schemes including funding costs and external partners necessary to deliver the project.

The schedule will be monitored and updated on a regular basis and will provide an up to date list of Infrastructure required along with its status.

An Infrastructure Delivery Schedule (IDS) of key infrastructure projects is included in Appendix B of this report. The key infrastructure projects are those required to accommodate the quantum and distribution of development that is being proposed in the emerging Local Plan. The IDS highlights uncertainties surrounding funding and delivery, and will therefore impact upon the amount, distribution and phasing of development in the emerging Local Plan.

The IDS will assess the status of current projects. Any further necessary infrastructure projects will be added. The Council will work with external partners to identify sources of funding in order to implement these projects. If the Council implements a Community Infrastructure Levy, funding may become available from that source in future.

The IDS will continue to be updated and a list of completed infrastructure will be provided in future Authority Monitoring Reports

## 8. DUTY TO COOPERATE

### Duty to Cooperate

The Duty to Cooperate legislation is set out in Section 33A of the Planning and Compulsory Purchase Act, 2004 and is amended by Section 110 of the Localism Act 2011. This duty requires all local planning authorities to co-operate with each other and to address strategic matters relevant to their areas in preparation of a development plan document. 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.

Fylde Council has implemented the Duty to Cooperate requirement under the Localism Act 2011 and the National Planning Policy Framework by working with neighbouring authorities on cross-boundary issues.

The following are the local planning authorities, county council's and 'prescribed' bodies that are relevant within the context of the Duty to Co-operate for Fylde:

- Blackpool Council (as a neighbouring authority)
- Lancashire County Council (LCC)
- Preston Borough Council
- South Ribble Council
- West Lancashire Council
- Wyre Borough Council (as a neighbouring authority)
- Civil Aviation Authority
- Environment Agency (EA)
- Fylde and Wyre Clinical Commissioning Group
- Highways England
- Historic England
- Homes and Communities Agency
- Lancashire Local Enterprise Partnership
- Local Nature Partnership
- Marine Management Organisation
- The National Health Service Commissioning Board (NHS England)
- Natural England (NE)
- The Office of Rail regulation

These organisations were consulted at every stage of the Local Plan process.

Fylde Council has also co-operated with several other bodies and organisations on strategic issues relevant to the Local Plan, such as:

- Blackpool Airport
- Emergency services
- Health Services
- Network Rail
- Sport England
- Various Utility Providers



In addition to the above, the Council meets twice a year with officers from EA through the **Fylde Peninsula Water Management Partnership (FPWMP)**. This partnership was created in 2011 between the EA, United Utilities, Blackpool, Fylde and Wyre Councils, LCC and Love my Beach. The aim of the partnership is to look at and tackle various aspects of water management. It provides the opportunity to use collective expertise and resources in the most efficient way.

Similarly the **Making Space for Water Group**, comprising of Fylde Council, United Utilities, the EA and LCC meet quarterly to tackle local flooding issues through collaborative partnership working and funding.

### **Fylde Council and Highways England Duty to Cooperate Meetings**

A list of meetings undertaken with the Highways England and the topic areas discussed are provided in the table below.

<b>Date of Meeting</b>	<b>Topic Areas</b>
<b>20.5.11</b>	M55, Junction 1 Whyndyke/M55 hub Queensway Blue Route
<b>12.12.13</b>	Highways England Initial Assessment Report Next Steps
<b>07.01.16</b>	Singleton Crossroads Bypass

To further improve communications with Highways England, a Highways and Transportation Liaison Group has been proposed. This is attended by officers and members of Fylde and Lancashire County Councils in order to discuss policy development and operational matters relating to highways and transportation. The group meets as and when required with either Fylde or Lancashire County Councils able to call a meeting to discuss a particular issue. Liaison group meetings are attended by those officers who are best placed to deal with the issues on each individual agenda with representatives of Fylde's Planning Committee and Lancashire County Council's Portfolio Holder with responsibility for Highways and Transportation attending as required. The last meeting was held on the 9<sup>th</sup> November 2020 and matters on the agenda concerned parking permits and pay and display parking.

### **Fylde Coast Duty to Cooperate Meetings (Fylde, Blackpool, Wyre and Lancashire County Council)**

A list of meetings undertaken with regard to the Fylde Coast, along with the topic areas discussed are provided below:

Date of Meeting	Topic Areas
21.01.13	MoU Strategic Housing Market Assessment (SHMA) Update Gypsies and Travellers Accommodation Assessment (GTAA) Viability Testing Whitehills Study The Retail Study Need for additional policies Cycle Demonstration Town Great/Little Ecclestone
28.02.13	MoU Finalising Whyndyke
05.06.13	MoU Draft Governance Joint Officer Member Steering Group (JOMSG) Local Plan Updates GTAA SHMA Retail Study Transport Master Plan Bathing Waters Local Enterprise Partnership
14.08.13	Memorandum of Understanding West Lancs Table Local Plan updates Minerals and Waste Local Plan Gypsies and Travellers
09.10.13	MoU Local Plan Updates GTAA SHMA Retail Study Update Playing Pitch Strategies and Open space Ecological Networks Transport Master Plan Bathing Waters action plan / SUDS progress Local Enterprise Partnership
27.11.13	SHMAA GTAA Economy – LEP – various issues Local Plans update
27.01.14	Viability Study Overview of the LEP

	EDC Economic Growth Plan update on Strategy/plan/future Memorandum of Understanding (MOU) Infrastructure Delivery Plans – provision of information by LCC Local Plan Updates GTAA SHMA Retail Study Update Transport Master Plan
<b>25.03.14</b>	GTAA MoU Local Plan Updates Viability Study SHMA Retail & Economic Updates Fylde Coast Highways and Transport Masterplan
<b>28.05.14</b>	GTAA Blackpool draft Statement of Compliance DtC MoU Fylde Coast Highways and Transport Masterplan Local Plan Updates
<b>17.09.14</b>	LEP Economic Update Fylde Coast Economic Development update Fylde Coast Highways and Transport Masterplan update GTAA SHMA update Local Plan updates
<b>02.12.14</b>	Fylde Coast Highways and Transport Masterplan update LEP Update GTAA Fylde Coast SHMA Addendum Local Plan and Core Strategy updates
<b>09.03.15</b>	Fylde Coast Growth Accelerator Strategy Enterprise Zone – Blackpool Airport and surrounding land Update of Memorandum of Understanding – August 2013 Local Plan updates
<b>08.05.15 (Fylde and Wyre only)</b>	Local Plan Updates Housing Green Belt

	<p>GTAA</p> <p>Employment land, including Poulton Industrial Estate and the Nightjar Employment Site</p> <p>Transport</p> <p>South East Poulton-le-Fylde/Eccleston</p> <p>Green Infrastructure</p>
03.07.15	<p>Blackpool Airport and Enterprise Zone update</p> <p>Fylde Coast Highways and Transport Masterplan</p> <p>Minerals &amp; Waste – LP progress on Onshore Oil &amp; Gas Exploration SPD</p> <p>GTAA</p> <p>Ministerial Statement 18 June 2015 re Wind Energy Developments</p> <p>Major Planning Application</p>
22.09.15	<p>LEP update</p> <p>Blackpool Airport and Enterprise Zone update</p> <p>Fylde Coast Highways and Transport Masterplan</p> <p>Local Plan and Core Strategy updates</p> <p>Inspector's Proposed Modifications to the Blackpool Core Strategy</p> <p>GTAA</p> <p>LP progress on Onshore Oil &amp; Gas Exploration SPD</p> <p>Fylde Coast Biodiversity and Nature Conservation SPD</p> <p>Wyre visitor Green Belt review</p> <p>Visitor accommodation study</p>
07.12.15	<p>LEP Update including update on the Enterprise Zones</p> <p>Fylde Coast Growth Accelerator Strategy (GAS)</p> <p>Affordable Housing at Fylde</p> <p>Growth Implications on the Highway Network</p> <p>Local Plan, Core Strategy and Site Allocations DPD Updates</p> <p>GTAA</p> <p>Renewable Energy Study update</p>
14.11.16	<p>GTAA</p> <p>Local Plans Update</p> <p>Economic Update</p> <p>Cuerden Park Retail Development</p>

	Fylde Coast Highways and Transport Masterplan
06.02.17	Local Plan Update Wyre's Housing Needs Enterprise Zones Highways and Transport Masterplan Update
05.05.17	Enterprise Zones Wyre's Housing Needs Parking Standards Blackpool Green Infrastructure Strategy Update on Local Plans
11.07.18	Joint Lancashire Mineral and Waste Local Plan Update Fylde Coast Highways and Transport Masterplan Other Transport/Highways/Economic Updates Local Plan Update Green and Blue Infrastructure Strategy 2018 Blackpool Employment and Skills Supplementary Planning Documents Fylde Coast Enterprise Zones and Economic Prosperity Board
13.11.18	Overview of Blackpool Local Plan Part 2- Informal Consultation Paper Draft Site Allocations and Development Management Policies Joint Evidence Base Joint Lancashire Minerals and Waste Local Plan Update Local Plan Update Consultation on Blackpool Green Infrastructure Strategy
12.03.19	Blackpool Local Plan 2012-2027 Part 2 Informal Consultation Paper Draft Allocations and Development Management Policies – Consultation update Joint Minerals and Waste Local Plan Update Supplementary Planning Documents Update of Local Plans
01.11.19	Update on the Local Transport Plan Update on LEP

	Duty to Cooperate Statements of Common Ground (SoCG) Local Plan and Supplementary Planning Documents update and Progress
10.02.20	Update on LEP Duty to Cooperate Statements of Common Ground (SoCG) Local Plan and Supplementary Planning Documents Update and Progress
15.07.20	Update on LEP Progress on Blackpool Evidence SFRA and Playing Pitch Strategy Local Plan and Supplementary Planning Documents update and progress

### **Fylde Coast and Members Duty to Cooperate Meetings**

Members of the Fylde Coast Authorities have also arranged a number of meetings with Council Members, as part of a joint members and officers' advisory steering group, to discuss various items as set out below:

<b>Date of Meeting</b>	<b>Topic Areas</b>
19.11.14	The Memorandum of Understanding between the Fylde Coast Authorities and Lancashire County Council GTAA Fylde Coast Highways and Transport Masterplan update Local Plan/Core Strategy updates
21.01.15	GTAA Fylde Coast Highways and Transport Masterplan update Publication of draft Fylde Coast Highways and Transport Masterplan Draft Guidance on Oil and Gas Exploration, Production and Distribution Local Plan/Core Strategy updates
30.03.15	Memorandum of Understanding Draft Fylde Coast Highways and Transport Masterplan Draft Guidance on Oil and Gas Exploration Local Plan/Core Strategy updates
22.06.16	Update on Fylde Coast Highways and Transport Masterplan (verbal update)

	Gypsy and Traveller and Travelling Showpeople Accommodation Assessment 2016 Update (verbal update) Local Plan / Core Strategy updates
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### Fylde and Preston Duty to Cooperate Meetings

A list of meetings undertaken with regard to Preston Council and the topic areas discussed are provided in the table below. These 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.

Date of Meeting	Topic Areas
22.11.11	<p>Introductions/ update on Local plans and supporting documents and specific topic areas:</p> <ul style="list-style-type: none"> <li>• Housing,</li> <li>• Economy,</li> <li>• Retail,</li> <li>• Infrastructure,</li> <li>• Health,</li> <li>• Community Infrastructure,</li> <li>• Climate change,</li> <li>• Coastal management.</li> <li>• Natural and historic environment</li> </ul> <p>Neighbourhood plans</p>
25.09.12	<p>NW Preston strategic site allocation Traffic issues - new junction on the M55 Fylde Coast Memorandum of Understanding Water and Wastewater infrastructure issues and Bathing water Empty homes Ribble Estuary Regional Park Fracking</p>
15.01.13	<p>Update on Local Plan Progress Neighbourhood Plans Transport Issues – Preston Western Distributor Road and new junction 2 of the M55 Water and Wastewater Issues</p>
03.09.13	<p>Update on Local Plans and Neighbourhood Plans progress Housing Numbers Community Infrastructure Levy (CIL) North West Preston Masterplan Transport Masterplan (Central Lancs)</p>

	GTAA Warton Enterprise Zone City Deals Bid update Role of the Lancashire Enterprise Partnership (LEP)
28.01.14	Update on Local Plans and Neighbourhood Plans progress Master Plan for North West Preston Housing Numbers Areas of Separation Community Infrastructure Levy (CIL) GTAA
15.05.15	Local Plan Updates Neighbourhood Plans Masterplan for North West Preston Area Action Plan for Preston City Centre Housing Numbers Area(s) of separation GTAA CIL
09.03.16	Local Plan Updates Neighbourhood Plans City Deal Updates Developments in North West Preston Affordable Housing GTAA CIL
12.12.18	Updates on Local Plans – Preston are working on a new Joint Local Plan with South Ribble and Chorley Flooding Housing Numbers Preston Western Distributor
12.08.20	Discussions around a proposed strategic development site in Preston, adjacent to Fylde's eastern boundary.

### **Fylde and South Ribble Duty to Cooperate**

Officers from Fylde and South Ribble Councils have communicated via email with regards to:

- South Ribble Site Allocations and Development Management Policies Development Plan Document – Publication Version.
- South Ribble Borough Council's Statement of Compliance with the Duty to Co-operate that accompanies its Site Allocations and Development Management Policies DPD.
- Statement of Common Ground (between Fylde and South Ribble)



### **Fylde and West Lancashire Duty to Cooperate**

Officers from Fylde and West Lancashire Councils have communicated via email and in person with regards to:

- The West Lancashire Local Plan 2012-2027 DPD publication document.
- The West Lancashire Local Plan 2012-2027 Statement of Compliance with the Duty to Co-operate.
- The Strategic Housing and Employment Land Availability Assessment (SHELAA) for West Lancashire
- West Lancashire Local Plan Review
- Fylde Borough Council's response to the Preferred Options Local Plan
- Statement of Common Ground (between Fylde and West Lancs)

### **Fylde and Wyre and West Lancs CCG's Duty to Cooperate**

Officers from Fylde & Wyre Councils discuss matters relating to:

- Mapping and linkages across public sector risk stratification work
- Fylde and Wyre Healthy New Towns Programme
- Review of opportunities to maximise Telecare & Telehealth
- Section 106 opportunities and ensuring that health infrastructure needs are taken into account within Fylde.

# APPENDIX A: SUPPLEMENTARY PLANNING DOCUMENT (SPD) TIMETABLE<sup>5</sup>

Supplementary Planning Documents (SPDs) <sup>6</sup>	2018		2019												2020					
SPD Stage	Nov	Dec	Jan	Feb	March	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	March	April	May	June
SPD Scoping Consultation (6 weeks – 22 <sup>nd</sup> Nov 18 – 3 <sup>rd</sup> Jan 19)	B, HL, AH, GD	B, HL, AH, GD	B, HL, AH, GD																	
Draft SPD preparation and Responses Report			B, HL, AH	B, HL, AH																
Draft SPDs at Planning Committee				B, HL							AH									
Further work and Sustainability Appraisal of Documents					B, HL	B, HL	B, HL	B, HL			AH	AH								
Draft SPD consultation								B, HL	B, HL			AH	AH							
Final SPD preparation									B, HL	B, HL				AH	AH	AH	AH	AH	AH	AH

<sup>5</sup> B = Biodiversity SPD, HL = Healthy Living SPD, AH = Affordable Housing SPD.

Adoption											B, HL								
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Supplementary Planning Documents (SPDs)	2020						2021											
SPD Stage	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar ch	April	May	June	July	Aug	Sept	Oct	Nov	Dec
Draft SPD preparation and Responses Report																		
Draft SPD at Planning Committee																		
Further work and Sustainability Appraisal of Documents																		
Draft SPD consultation																		
Final SPD preparation	AH	AH	AH	AH	AH	AH	AH	AH	AH	AH	AH	AH	AH	AH				
Adoption															AH			

# APPENDIX B: INFRASTRUCTURE DELIVERY SCHEDULE 2019-20

## Key:

Committed capital programmes, or those that are secure or ongoing developments

Uncertain capital available, or uncertain timescales

Projects that have had funding removed, but are still required, or are longer term aspirations

Topic	Description	Lead	Partners	Funding	Cost	Available	Gap	Timeframe	Notes
Highways	The M55 (Junction 4) to Heyhouses (St Annes) Link Road	Lancashire County Council	Highways England; Private; Homes England; LEP	Wholly funded by Section 106 contributions from housing scheme adjacent Queensway, St Annes or joint funding from partners.	Up to £28m	Up to £28m	£0	Complete by 2024	The scheme will either be funded in its entirety by S106 or part private/public funding.
Highways	Upgrading of M55 Junction 4 – including signalisation	Lancashire County Council	Private; Homes England; LEP	Wholly funded by Section 106 contributions from		£1 - 5m		Ongoing	

				housing scheme at Whyndyke Farm					
Highways	The M55 (Junction 3) to Norcross Link Road (i.e. the Blue Route)	Lancashire County Council	Private; Homes England; LEP	Local major transport scheme funding	>£150m	£0	>£150m	Unlikely to be deliverable before 2030	Interim improvements will include A585 Windy Harbour – Skippool and Highways England junction improvement schemes.
Highways	A585 Skippool – Windy Harbour Improvements	Highways England	Lancashire County Council		£150m	£150m		Completion date 2023-24	
Highways	Preston Western Distributor Road (including new Junction 2 on the M55 and Cottam Link Road)	Lancashire County Council	Highways England	Lancashire Growth Deal £58m; City Deal funding – just over £100m; further Section 106 contributions	£207m			Started Aug 2019 and anticipated opening date of March 2023	
Rail	Electrification of the Blackpool to Preston railway line	Network Rail	Train operating companies; other stakeholders	Funded from the £1.3 billion allocated by government for Network Rail's network electrification programme	Up to £300m for the NW package		£0	Completed start of 2019	

Rail	Replacement of traditional railway signals with European Rail Traffic Management Systems (ERTMS)	Network Rail	Train operating companies; other stakeholders						
Rail	A direct London – Blackpool Service, stopping at Poulton-le-Fylde and Preston railway stations	Network Rail						Completed in May 2018	
Rail	Provision of a park and ride at Kirkham and Wesham Railway Station	Network Rail,	Lancashire County Council, Northern Rail, Fylde Borough Council	£15,000 from FBC for business case.				Unknown	Discussions are underway regarding options that could improve the situation.
Rail	Access improvements at Kirkham and Wesham Railway Station	Network Rail	Lancashire County Council					Completed	
Cycling	Completion of continuous off-road sea front cycle route from Lytham to St Annes	Lancashire County Council						Completed	

Topic	Description	Lead	Partners	Funding	Cost	Available	Gap	Timeframe	Notes
Cycling	Extension of the cycle path on the A584 between Preston and Warton	Lancashire County Council							
Cycling	Development of links between minor roads in Lytham and St Annes	Lancashire County Council							
Footpaths	Public rights of way creation and enhancement	Lancashire County Council	Fylde Council	Lancashire County Council				Ongoing	
Airport	Blackpool Airport - alterations to airport infrastructure	Blackpool Council Enterprise Zone Team	Fylde Council Lancashire Enterprise Partnerships	Enterprise Zone Budget	Unknown – linked to Enterprise Zone Delivery	N/A	N/A	Ongoing with about 10 years active development remaining (EZ& Airport)	New highway access to open up land for development of new aircraft hangars and a taxiways to facilitate relocation of the airport - cost circa £600k in 2021/22. Timing subject to planning and design  Major infrastructure works to relocate Airport Operational

									<p>Infrastructure including potentially new control tower fire station and Engineering facility</p> <p>Infrastructure North of the Runway will include a new substation due to commence work in May 2021 , new aircraft parking apron taxiways along with Fuel farm – Helicopter terminal administrative and commercial aviation facilities and new aircraft hangars to allow demolition of existing accommodation to facilitate a new commercial development – which in turn will see new infrastructure investment in new road access from Squires Gate lane along with Gas water electricity and</p>
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									telecommunications infrastructure
Telecommunications	Phase 1 – Superfast Broadband Project	Lancashire County Council	Lancashire Enterprise Partnerships, Broadband Delivery UK, Lancashire Councils	£10.83m from Broadband Delivery UK; £15m from the European Regional Development Fund; £9.028m delivery support from BT; £1.178m from Lancashire County Council and £0.53m from Blackpool with Darwen and Blackpool Councils.	£36m			Completed Spring 2016	<p>These figures are for Lancashire as a whole, not just Fylde.</p> <p>In September 2018, there had been a 51.6% uptake of the new service in Lancashire.</p>
Telecommunications	Phase 2 – Superfast Extension Programme (SEP) of the Lancashire Broadband Programme	Lancashire County Council	Lancashire Enterprise Partnership, Broadband Delivery UK, Lancashire Councils	£7.68 PROVIDED BY Lancashire County Council and BDUK on a 50:50 basis.	£7.68m (on top of the £36m for Phase 1).		£0	Technically ongoing	<p>These figures are for Lancashire as a whole, not just Fylde.</p> <p>In June 2020 (latest data), there had been a 53.12% of the new Phase 2 service in Lancashire.</p>

Topic	Description	Lead	Partners	Funding	Cost	Available	Gap	Timeframe	Notes
Flood risk management	Replacement of hard coastal defences at Lytham Green, Fairhaven Lake and The Island Sea Front Area	Fylde Council	Wyre Council, Environment Agency	Environment Agency	£22m			Completed 2020	

Flood risk management	Strengthen and/or raise Warton Flood Banks	Environment Agency	Fylde Council	DEFRA	£2m			2024/2025	This project was deferred by the Environment Agency
Education	New primary school to serve Queensway	Lancashire County Council		Lancashire County Council	S106 Agreement – developer contributions				
Education	New primary school to serve Whyndyke	Lancashire County Council		Lancashire County Council	S106 Agreement – developer contributions			Ongoing	
Education	New Secondary school in Fylde	Lancashire County Council		Lancashire County Council					

Mental Healthcare	The Harbour Mental Health In-Patient Unit	Lancashire Care NHS Foundation Trust	NHS England	NHS England	£40m	£40m	£0	Completed	
Parks and gardens	Sustainable access to Lytham Hall and Gardens	Lancashire County Council	Fylde Council					Ongoing	
Parks and Gardens	Regeneration of Fairhaven Lake and Promenade	Fylde Council	Fylde Council National Lottery Heritage Fund Big Lottery Fund Sport England United Utilities Lawn Tennis Association Lancashire Environmental Fund RSPB	<b>Development Phase:</b> National Lottery Heritage Fund and Big Lottery Fund - £165,000  <b>Delivery Phase:</b> National Lottery Heritage Fund and Big Lottery Fund - £1.47m  Fylde Council - £520,000  Sport England - £100,000  United Utilities - £70,000  Remainder of funding from other sources including underwriting by Fylde Council and	Approx £2.5M			Ongoing – expected completion date 2021.  National Lottery Heritage Fund Grant Expiry date April 2022	

				contribution from RSPB					
Parks and gardens	Creation of a new park at a suitable location that is accessible to the whole borough	Fylde Council							
Parks and gardens	The Heritage Parks Initiative: connecting the key historic parks and gardens of Lytham and Annes	Fylde Council							

Topic	Description	Lead	Partners	Funding	Cost	Available	Gap	Timeframe	Notes
Natural and semi-natural greenspace	Community woodland creation	Lancashire County Council	Fylde Council	Lancashire County Council				Ongoing	
Natural and semi-natural greenspace	Improvement of sand dunes between Starr Gate and Lytham Green	Fylde Council	Blackpool Council; The Wildlife Trust for Lancashire, Manchester and North Merseyside	The Environment Agency	£520,000	£520,000		Until 2022	
Green Infrastructure network	Coastal path creation from Starr Gate to Freckleton	Natural England	Lancashire County Council Fylde Council	Natural England Lancashire County Council				Ongoing	
Public realm	<ul style="list-style-type: none"> <li>- Enhancing the commercial and resort core of St Annes;</li> <li>- Protecting and enhancing the heritage of Lytham;</li> <li>- Revitalising the commercial core of Kirkham;</li> </ul>	Fylde Council			Future High Street Fund (FHSF): £6.3m			Ongoing	<p>The Expression of Interest for the Future High Street Fund for Kirkham was successful.</p> <p>Kirkham was also selected to receive a portion of funding as a Heritage Action Zone.</p>

	<ul style="list-style-type: none"> <li>- Enhancing town, district and local retail centres;</li> <li>- Enhancing key routes, approaches and gateways into Kirkham, Lytham and St Annes.</li> </ul>				Heritage Action Zone  (HAZ): £3.5m				A Working Group has been created to progress work on St. Anne improvements. A town centre manager has also been appointed to oversee projects associated with town centre improvements.
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	<ul style="list-style-type: none"> <li>- Enhancing town, district and local retail centres;</li> <li>- Enhancing key routes, approaches and gateways into Kirkham, Lytham and St Annes.</li> </ul>				Zone (HAZ): £3.5m				<p>A Working Group has been created to progress work on St. Anne improvements. A town centre manager has also been appointed to oversee projects associated with town centre improvements.</p>
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## INFORMATION ITEM

REPORT OF	MEETING	DATE	ITEM NO
DEVELOPMENT SERVICES DIRECTORATE	PLANNING COMMITTEE	28 JULY 2021	8
<b>LIST OF APPEALS DECIDED</b>			

### PUBLIC ITEM

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

### SUMMARY OF INFORMATION

The council received the following appeal decisions between 11/6/21 and 16/7/21.

### SOURCE OF INFORMATION

Development Services

### INFORMATION

List of appeals decided attached.

### WHY IS THIS INFORMATION BEING GIVEN TO THE COMMITTEE?

To inform members of the appeals that have been decided during the period.

### FURTHER INFORMATION

Contact Andrew Stell, Development Manager, 01253 658473

## Appeal Decisions

The council received decisions on the following appeals between the period 11 June 2021 – 16 July 2021. The decision notices are attached to this agenda as an appendix.

Rec No: 1

22 February 2021	21/0170	PARLES COTTAGE, BANK LANE, BRYNING WITH WARTON, PRESTON, PR4 1TB ENFORCEMENT APPEAL AGAINST ENFORCEMENT NOTICE RELATING TO UNAUTHORISED ERECTION OF 2M HIGH TIMBER FENCE TO FRONT BOUNDARY	Enforcement Written Reps Case Officer: KLH
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Fylde Dec. Level	DEL
Appeal Decision:	Dismiss: 16 July 2021

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Rec No: 2

06 April 2021	20/0776	LAND ADJACENT HOLLY BANK, DIVISION LANE, LYTHAM ST ANNES ERECTION OF DETACHED TWO STOREY DWELLING	Written Representations Case Officer: AP
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Fylde Dec. Level	DEL
Appeal Decision:	Dismiss: 21 June 2021

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## Appeal Decision

Site visit made on 8 June 2021

**by A A Phillips BA(Hons) DipTP MTP MRTPI AssocIHBC**

**an Inspector appointed by the Secretary of State**

**Decision date: 16 July 2021**

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**Appeal Ref: APP/M2325/C/21/3267033**

**Parles Cottage, Bank Lane, Warton, Preston PR4 1TB**

- The appeal is made under section 174 of the Town and Country Planning Act 1990 as amended by the Planning and Compensation Act 1991.
- The appeal is made by Mr Jason Finnerty against an enforcement notice issued by Fylde Borough Council.
- The enforcement notice was issued on 26 November 2020.
- The breach of planning control as alleged in the notice is the erection of a boundary fence of a solid and closed design the height of which exceeds one metre above ground level has been erected to the boundary of the Land adjacent to Bank Lane in the position marked A-B as shown on the attached plan (the Fence).
- The requirements of the notice are to remove the fence adjacent to Bank Lane in the position marked A-B on the attached plan or reduce its height so that it no longer exceeds one metre above ground level.
- The period for compliance with the requirements is three months.
- The appeal is proceeding on the grounds set out in section 174(2)(a), (b), (c), (f) and (g) of the Town and Country Planning Act 1990 as amended.

**Summary of Decision: The appeal is dismissed and the enforcement notice is upheld with a variation.**

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### The Enforcement Notice

1. Some of the matters raised by the appellant challenge the validity of the notice. In particular, under his case for the appeal on ground (b) he contends that the plan attached to the notice is inaccurate and therefore the notice should be considered to be invalid. In terms of invalidity, there will be those defects that are capable of being corrected under the Inspector's powers in s176(1)(a) of the Act and those that are too fundamental to be corrected without causing injustice and lead to the notice being quashed.
2. Regulation 4(c) of The Town and Country Planning (Enforcement Notices and Appeals)(England) Regulations 2002 (ENAR) states that an enforcement notice shall state the precise boundaries of the land to which the notice relates, whether by reference to a plan or otherwise. In paragraph 2, the notice sets out the precise boundaries of the land to which the notice relates and there is also a detailed description of the breach and the location of the development in paragraph 3 under the matters which appear to constitute a breach of planning control.
3. The plan attached to the notice shows the boundaries of the land in question and also identified the position of the boundary fence to which it relates. I understand the appellant's argument that the location of the letters 'A' and 'B' may not be precisely accurate but in my judgement the notice taken as a whole is sufficiently clear for the appellant to be able to identify what he has done

wrong and also what he must do to remedy it, which is the appropriate test derived from case law<sup>1</sup>. Consequently, I find that the notice is not invalid.

4. I have noted that with respect to the appeal on ground (a) the Council contends that no fee has been received. However, I have seen clear evidence that the correct fee was paid to the Council on 25 January 2021.

#### **The appeal on ground (b)**

5. The ground of appeal is that the breach of control alleged in the enforcement notice has not occurred. In order to succeed on this ground it would need to be demonstrated that a boundary fence as alleged had not been erected on the land. A fence has quite clearly been erected on the land as described in the enforcement notice as a matter of fact and thus the appeal on ground (b) fails.

#### **The appeal on ground (c)**

6. The ground of appeal is that the matter alleged does not constitute a breach of planning control. The erection of a fence comprises operational development within the meaning of s55 of the Act for which, s57 indicates, planning permission is required. In this case the appellant argues that the fence is not directly fronting onto the highway and a 2 metre high fence could be erected under permitted development rights.
7. Schedule 2, Part 2 Class A of the Town and Country Planning (General Permitted Development)(England) Order 2015 (the GPDO) relates to minor operations comprising gates, fence, walls etc. Permitted development is the erection of a gate, fence, wall or other means of enclosure. The GPDO goes on to state that development is not permitted if the height of any fence erected or constructed adjacent to a highway used by vehicular traffic would, after the carrying out of the development, exceed 1 metre above ground level.
8. There is no statutory definition of what constitutes a highway, but it is generally accepted that a highway is a way over which members of the public have the right to pass and repass. Therefore, it is clear to me that Bank Lane is a highway. In addition, the appellant states that there is no formal definition of what is meant by immediately fronting, being adjacent, or being next to a highway. The courts have held that the word 'adjacent' does not necessarily mean that a fence has to be actually abutting or touching the highway. Indeed, a wall or fence can be set back from the highway but still be adjacent to it as a matter of fact and degree provided that the means of enclosure is clearly there to define the boundary of the property concerned from the highway and is perceived to do so.
9. In this case there is a narrow grass verge between the edge of the tarmac road and the fence in question. In my judgement this is part of the highway in that it is part of the area which may be used by the public to pass and repass if need be. On this basis and as a matter of fact and degree I therefore consider that the fence which is the alleged breach of planning control is adjacent to the highway. In addition, the means of enclosure (the fence) has been erected for the purposes of defining the boundary of Parles Cottage from the highway and in my judgement is perceived to do so.

<sup>1</sup> Miller Mead v MHLG [1963] 2 WLR 225

10. Consequently, the fence at a height in excess of 1 metre above ground level does not benefit from permitted development rights set out in the GPDO and requires planning permission, which has not been granted
11. The appeal on ground (c) fails.

**The appeal on ground (a)**

12. The ground of appeal is that planning permission should be granted. The appeal site is located in the Green Belt and it is agreed between the main parties that the development is inappropriate development in the Green Belt. Therefore, the main issues are:
  - i. the effect of the development on the openness of the Green Belt and on the character and appearance of the area; and
  - ii. whether the harm by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations so as to amount to the very special circumstances necessary to justify the development.
13. The appeal site contains a dwelling positioned close to Bank Lane and a wooden fence has been erected along the property's boundary with Bank Lane to a height in excess of 1 metre. The appellant acknowledges that the development is inappropriate development in the Green Belt and is therefore harmful by definition. It is also argued that the erection of the fence above 1 metre in height has had no more than a negligible impact on either the purposes of the land being in the Green Belt or the essential characteristics of the Green Belt and that the greater the harm to the principle character of the Green Belt and to the purposes of the Green Belt, the greater the level of very special circumstances required to be demonstrated.
14. However; the term 'building' refers to any structure or erection and therefore includes fences. They do not fall within the list of exclusions in the Framework. Therefore, when judged against the wording of national policy the proposal is inappropriate development in the Green Belt. Due to its scale the development does not substantially prejudice any of the purposes of including land in the Green Belt but, according to the Framework, inappropriate development is harmful by definition.
15. In that there is a solid, man-made feature which did not previously exist, the openness of the area has been reduced to a limited degree, particularly when considering the fall-back position whereby a fence of a height of up to 1 metre could be erected in this position without requiring planning permission. The appellant argues that the site is on the fringe of the Green Belt and the impact of the fence is less than if it was on a large open site in the middle of the Green Belt. That may be the case, but nevertheless, the site is in the Green Belt and is clearly visible from along Bank Lane.
16. The appeal site is in an area where there is a mix of open land and some residential development and I would therefore describe its character as being mixed with a range of different residential frontages in the locality including some fences and hedges. As a consequence of its height, solid appearance, materiality, length and position, the fence in question is a prominent local feature which contrasts with other boundaries and development in the area. Because the development is not compatible with its location there is a conflict with Policy HD7 of the Fylde Local Plan to 2032 Adopted 22 October 2018 (the

LP) although the harm to the character and appearance of the area is not of a great magnitude.

17. The appellant has put forward a number of considerations which he considers amount to very special circumstances, even though he openly admits that these are "modest at best". It is my understanding that BAe contractors undertook works to some tall trees in the appellant's garden due to interference being caused to the radar operations at nearby BAe Warton. Following these works the garden was left open and exposed and the fence the subject of the enforcement notice was erected to replace the previous level of security. The height of the fence prevents children and dogs from climbing over it. However, other steps could have been taken to ensure they are kept safe in the garden of the appeal property. The fence also serves as a security barrier to prevent possible intruders but a hedge or other more suitable landscape feature could serve that purpose equally well.
18. The appellant contends that local residents are supportive of the development because it has resulted in significant benefits in noise reduction and improvements to road safety from there being less trees overhanging the road. Other than comments from local residents there is no detailed evidence that the fence has resulted in noise attenuation, but it is a potential limited positive side effect. The benefit of there being less damage to caravans as a result of the trees having been removed is of very limited benefit in this case. Therefore, overall, these factors are of limited weight.
19. In summary, the development is inappropriate development in the Green Belt. Substantial weight has to be attached to any harm to the Green Belt. The fence results in limited reduction to the openness of the Green Belt and marginally harms the character and appearance of the area. Even when taken together the other considerations reviewed above do not clearly outweigh these objections. Consequently, no special circumstances exist and the development is contrary to Policy GD2 of the LP. Therefore, for the reasons given the appeal on ground (a) should fail.

### **The appeal on ground (f)**

20. The ground of appeal is that the steps required by the notice to be taken exceed what is necessary to achieve the purpose. The purposes of an enforcement notice are set out in s173 of the Act and are to remedy the breach of planning control (s173(4)(a)) or the remedy injury to amenity (s173(4)(b)). The notice requires the removal of the fence or reduce its height to no more than 1 metre above ground level and therefore in this case it is clearly to either remedy the breach or remedy injury to amenity.
21. I am mindful that enforcement action is intended to be remedial and not punitive and with a ground (a) appeal it may be possible to grant planning permission for part of the development. The appellant has suggested that a reasonable compromise would be to reduce the height of the fence by a modest amount of, say 0.5 metres, in order to limit injury to amenity and would provide a reasonable level of security which, the appellant contends, constitutes very special circumstances which are required in a case such as this. It is further suggested that further measures such as painting, staining or landscaping could mitigate any harm identified.

22. However, as set out above, the development is inappropriate development in the Green Belt which is harmful by definition. Reducing the height of the fence would not overcome this Green Belt objection, but it may somewhat reduce the extent of harm to the openness of the Green Belt and the effect on the character and appearance of the area. However, these reductions would be only marginal in this case. I can also see that leaving part of the fence above a height of 1 metre in place would retain a level of safety and security, but as I have previously commented, these objectives could be achieved by other means. In addition, the appellant's suggestion may have a marginal effect in terms of noise mitigation, but that is of limited weight in any case.
23. Taking account of the potential benefits of reducing the height of the fence it is clear that these would not clearly outweigh the objections to the development with respect to the Green Belt and the character and appearance of the area. Therefore, the appeal on ground (f) fails because lesser steps would not achieve the objectives of the notice.

#### **The appeal on ground (g)**

24. The ground of appeal is that the time given to comply with the requirements is too short. The three months given would be sufficient to remove the fence or reduce its height. The 12 month compliance period suggested by the appellant would be excessive having regard to the continuing harm caused by the fence. However, given the ongoing Covid-19 pandemic restrictions and associated potential delays in carrying out the works to the property, I consider the period should be extended to enable the appellant adequate opportunity to comply with the requirements. In this respect I consider five months would strike the appropriate balance and would not place a disproportionate burden on the appellant. To this limited extent the appeal on ground (g) succeeds.

#### **Formal Decision**

25. I direct that the enforcement notice is varied by the deletion from paragraph 6 of the words "three months" and the substitution therefore of the words "five months" as the time for compliance with the requirements.
26. Subject to this variation the appeal is dismissed and the enforcement notice upheld. Planning permission is refused on the application deemed to have been made under section 177(5) of the 1990 Act as amended.

*A A Phillips*

INSPECTOR



# Appeal Decision

Site Visit made on 1 June 2021

**by Mark Caine BSc (Hons) MTPL MRTPI LSRA**

**an Inspector appointed by the Secretary of State**

**Decision date: 21<sup>st</sup> June 2021**

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**Appeal Ref: APP/M2325/W/21/3269902**

**Land adjacent Holly Bank, Division Lane, Lytham St Annes FY4 5EB**

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
  - The appeal is made by Mr Cookson against the decision of Fylde Borough Council.
  - The application Ref 20/0776, dated 23 October 2020, was refused by notice dated 23 December 2020.
  - The development proposed is described as 'Erection of single dwelling'.
- 

## Decision

1. The appeal is dismissed.

## Procedural Matters

2. A revised plan, reference 6042-002C, has been submitted with the appeal which shows the proposed first floor rear balcony to have been deleted from the proposed scheme. The rear patio area has also been reduced in size.
3. I consider the revisions to be a significant alteration from the originally submitted application and considered by the Council. As such, they have not been subject to public consultation. The appeal process should not be used as a means to progress alternatives to a scheme that has been refused. In the interests of fairness and natural justice, I consider that the Council and interested parties would be prejudiced by the consideration of the amended proposal. I have therefore determined the appeal on the basis of the original plans submitted with the application.

## Main Issues

4. The main issues are:
  - (i) The principle of the proposed development with specific regard to its location;
  - (ii) The effect of the proposed development on the character and appearance of the area; and
  - (iii) The effect of the proposed development on the living conditions of future and neighbouring occupiers, with particular regard to privacy.

## Reasons

### *Principle of Development*

5. The Fylde Local Plan to 2032 (adopted 2018) (the Local Plan) identifies the appeal site as being located outside any recognised settlement. As such, it is situated in the countryside. Local Plan Policy GD4 sets out the limited



categories of development that would be supported in the countryside. The proposal would not meet any of the development exceptions as listed in criteria a) to e). Criterion f) states that development in the countryside will be limited to minor infill.

6. It is uncontested that the proposal would represent minor development and I have no substantive reason to disagree. However, there is no definition in the Local Plan or in the National Planning Policy Framework (the Framework) of "infill" and therefore, it is a matter of planning judgement for the decision maker. In my view it is reasonable to consider that infill development is the filling of a modest gap in an otherwise continuous built up frontage.
7. The appellant contends that the appeal site forms a small gap on the corner of two roads, and that it is contained by two rebuilt dwellings to the north and east, and by the Division Lane and Midgeland Road highways to the south and west respectively.
8. Nonetheless, there are paddocks beyond Midgeland Road to the west, and a large expanse of open land to the eastern side of Holly Bank. A pattern of sparse development is also prevalent along the northern side of Division Lane and the length of Midgeland Road. Given the visual gaps and intermittent open areas between housing along both of these highways, and in the immediate vicinity of the appeal site, there is not a continuous built up frontage.
9. The proposed dwelling would therefore not be positioned within a modest gap in an otherwise existing built up frontage and as a result it would not constitute infill development. As a consequence, the principle of the proposed development would not be acceptable, this is contrary to Local Plan Policy GD4. It would thereby also conflict with Policies S1 and DLF1 of the Local Plan, which set out the development strategy for the area, and would be inconsistent with paragraphs 12 and 15 of the Framework which collectively seek to ensure that the planning system is genuinely plan-led.

#### *Character and Appearance*

10. The appeal site is an area of open land on the corner of Division Lane and Midgeland Road. It lies adjacent to Holly Bank to the east and an approved house which is currently under construction to the north.
11. Despite the presence of the adjacent neighbouring buildings and a ribbon of development along the south side of Division Lane, the north side of this road and the length of Midgeland Road is characterised by more sporadic development where dwellings are generally dispersed and separated by intermittent fields and open, undeveloped areas. As such I consider the appeal site to have more affinity with an open and rural landform. The sparse and low density nature of surrounding development contributes positively to the character of the area.
12. The introduction of a dwelling on the appeal site would, along with its associated curtilage and access, result in an overly urban form to this pleasant and predominantly rural area. The intensification of built development and resultant loss of open character would also detract from the fragmented pattern of development nearby.
13. Whilst I accept that the existing hedgerow around the appeal site would afford some screening and containment for a dwelling, much of this vegetation is

deciduous and therefore development on the site would be more conspicuous in the winter months. In addition, I appreciate that Holly Bank is positioned closer to Division Lane than the proposed dwelling would be and that it would have a higher eaves and ridgeline than the proposal. It consequently would not be readily apparent from long range views when approaching from the east of Division Lane and would be seen against the backdrop of Holly Bank and the approved replacement dwelling to the north from certain directions. However, its discordant nature would nevertheless be prominent from a number of other vantage points, as well as the first floor windows of several houses in the vicinity.

14. With the above in mind, the appeal scheme would harm the character and appearance of the area. This would lead to conflict with Policies ENV1 and GD7 of the Local Plan. These seek, amongst other things, to ensure that development achieves good design that responds positively to its context and setting. The proposal is also inconsistent with paragraphs 127, 130 and 170 of the Framework which support rural development that is sensitive to its surroundings, sympathetic to character, and enhances the local environment.

#### *Living Conditions*

15. The Council has submitted the approved plans for the recently constructed Holly Bank in support of its case. These illustrate a floor-to-ceiling area of glazing that wraps round the first floor of the north west corner of this neighbouring property. This glazed element serves a habitable master bedroom. The plans also show two first floor balcony areas to be accessed via this bedroom and situated on the western side elevation and on the rear elevation of this dwelling. The accuracy of these plans has not been contested by the appellant and I have no substantive reason to question them.
16. Holly Bank's first floor rear balcony area has been principally orientated to face down towards its rear garden and is a generous distance away from the shared boundary with the appeal site. The proposed dwelling would also be set back from Holly Bank and the views of the proposed rear garden from the neighbouring rear balcony would therefore be at an oblique angle. These factors would ensure that no undue loss of privacy to the future residents of the appeal dwelling would occur.
17. Nonetheless, the position of the master bedroom's corner glazing and the first floor side balcony area would enable closer views towards the rear patio and garden area of the proposed dwelling. Whilst some of the proposed patio area would be obscured by a projecting two storey element of the proposed dwelling there would still be a large area in front of this and adjacent to the shared boundary that would be overlooked. Even with some screening from the hedgerows, and the intervening distance between the shared boundary, there would be significant views of the proposal's rear patio and garden area from this window and balcony.
18. The proposal would incorporate a first floor rear balcony area. Whilst this would also be principally orientated to face down towards the rear garden of the appeal property, its design and proximity to the shared boundary is such that anyone standing on the balcony would be afforded direct views of Holly Bank's intervening side and rear garden area. Although there would be more oblique views into the floor-to-ceiling glazed area and the side and rear balcony areas

of Holly Bank, this would still result in an unacceptable loss of privacy for its residents.

19. The proposal would therefore have a significantly harmful effect on the living conditions of both future occupiers and those of 'Holly Bank' with particular regard to privacy. As a result, it would conflict with Local Plan Policy GD7 which, amongst other matters, seeks to ensure that amenity will not be adversely affected by neighbouring uses, both existing and proposed. It would also fail to accord with paragraph 127 of the Framework which seeks a high level of amenity for all existing and future users.

### **Other Matters**

20. My attention has been drawn to a number of appeal decisions that relate to 'minor infill' developments in the borough. Whilst I have regard to the appellant's points on these cases, I can confirm that these have not been decisive in my assessment of this appeal as I have determined it based on its own merits, with particular regard in this case to its immediate context, accordingly making a reasoned finding on whether or not it would constitute infill development.
21. I note the location of the appeal site relative to Blackpool airport and a number of other urban areas and employment sites. However, these matters did not appear to be contentious in the appeal. Even so, if the appeal site was accessible to such places, this would be a neutral factor which accordingly cannot, by definition, be used to weigh against harm. As a single dwelling, the proposed development would make a contextually very small contribution to housing supply which, according to the uncontested view of the Council, appears to be in excess of the five years required by the Framework.
22. The lack of objections received from local residents, St Anne's Town Council and Westby with Plumpton's Parish Council have also been put to me as favourable factors. However, the lack of an objection is not a determining factor in the consideration of an appeal. The question is whether there would be unacceptable harm in respect of, in this particular case, location, character and appearance and living conditions even if objections have not been lodged.

### **Conclusion**

23. For the reasons given above, having taken account of the development plan as a whole, along with all other relevant material considerations, I conclude that the appeal should therefore be dismissed.

*Mark Caine*

INSPECTOR