

DECISION ITEM



REPORT OF		MEETING	DATE	ITEM NO
DEVELOPMENT SERVICES DIRECTORATE		DEVELOPMENT MANAGEMENT COMMITTEE	15 JUNE 2016	4
PUBLICATION VERSION OF THE FYLDE LOCAL PLAN TO 2032				

PUBLIC ITEM

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

SUMMARY

The production of a Local Plan is a statutory requirement for the Local Planning Authority.

The draft Publication version of the Fylde Local Plan to 2032 contains policies to accommodate all of the development identified in the borough within the strategic and non-strategic locations for development, and when it will be delivered over the Local Plan period. The plan includes site allocations for housing, employment, commercial, retail, tourism, leisure, recreational and mixed use developments. Alongside all of the policies to accommodate site allocations, the Local Plan also includes development management policies such as the protection of the natural environment and heritage assets.

The Local Plan also includes defined town, district and local centre boundaries; together with primary and secondary retail frontages. The boundaries of the Holiday Areas in St Annes and the seafront areas of St Annes and Ansdell / Fairhaven have been reviewed and defined in the Local Plan. Work has been carried out as part of the preparation of the Local Plan to establish whether existing employment locations and allocations should continue to be protected and be carried forward. An update of the open space, sport and recreation study, together with a new playing pitch strategy and built facilities review, have been commissioned and completed which have informed the preparation of the Publication version of the Local Plan. The Playing Pitch Strategy Assessment and Action Plan, together with the Open Space Study Update are attached as Appendices 6, 7 and 8 respectively to this covering report. The Green Infrastructure network is currently being plotted and will be available on the Policies Map when the Publication version of the Local Plan is issued for consultation in August 2016. In the meantime, the draft Policies Map (excluding the Green Infrastructure network) is attached at Appendix 2 to this covering report.

The Publication version document represents an important step in the preparation of the new Local Plan for Fylde. The document has been prepared following the results of previous public consultations on the Local Plan Issues and Options (2012), the Preferred Option (2013) and the Revised Preferred Option (RPO, 2015) versions and the information provided by the Council's evidence base, including the recommendations of previous technical assessments.

Ongoing discussions are taking place with Natural England, Highways England, LCC (Highways) and LCC (Education) to resolve issues raised during the previous RPO consultation in October to December 2015, including the capacity of the highway network, the impact of development on nature conservation (i.e. the feeding grounds for pink footed geese), together with primary and secondary school provision in the borough to the end of the plan period.

Following this Development Management Committee meeting (15th June 2016) the draft Publication version document will be subject to the following technical assessments: Sustainability Appraisal, Habitats Regulations Assessment, a Health Impact Assessment, Rural Proofing Assessment and a Viability Assessment. The Technical Assessments will be available throughout the six week consultation period into the 'soundness' of the Local Plan.

The Planning Inspectorate has recommended that the Council prepares responses to all of the representations, that it will receive during the Publication consultation, and propose recommendations wherever necessary, prior to submitting the Local Plan to the Secretary of State. The Planning Inspector, who will be appointed by the Secretary of State, will examine the Local Plan and assess whether the plan has been prepared in accordance with the Duty to Co-operate, legal and procedural requirements and whether it is 'sound' – namely that it is:

- **Positively prepared** – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;
- **Justified** – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
- **Effective** – the plan should be deliverable over its period based on effective joint working on cross-boundary strategic priorities; and
- **Consistent with national policy** – the plan should enable the delivery of sustainable development in accordance with the policies in the National Planning Policy Framework.

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

The draft Infrastructure Delivery Plan (the IDP) is attached as Appendix 3 to this covering report. The draft Statement of Compliance with the Duty to Co-operate with neighbouring local authorities and other prescribed bodies will be issued for consultation with the Publication version of the Local Plan. The draft Statement of Compliance with the Duty to Co-operate forms Appendix 4 to this covering report. The updated Sites Assessments Background Paper is to be found at Appendix 5.

RECOMMENDATIONS

1. Issue the Publication version of the Fylde Local Plan to 2032 for public consultation on 'soundness' for 6 weeks commencing in August 2016, together with the draft Infrastructure Delivery Plan (the IDP), the draft Statement of Compliance with the Duty to Co-operate and the technical assessments.
2. Approve the policies in the housing chapter (Chapter 10: Provision of Homes in Fylde) of the Publication version of the Local Plan for immediate use as 'Interim Housing Policies' for use by the Development Management Committee and for decisions determined under Delegated Authority by the Head of Planning.
3. Approve the Masterplan Policy in Chapter 7 (Strategic Locations for Development) of the Publication version of the Local Plan for immediate use by the Development Management Committee and for decisions determined under Delegated Authority by the Head of Planning.
4. The Publication Version of the plan be amended to reflect the findings of the revised Gypsies and Travelling Showpeople Accommodation Assessment when available.
5. That delegated authority is given to the Head of Planning (in consultation with the Chairman and Vice Chairman of the Development Management Committee), to make any further amendments

to the Publication version of the Local Plan, the Policies Map, the draft IDP and the draft Statement of Compliance with the Duty to Co-operate.

SUMMARY OF PREVIOUS DECISIONS

Development Management Committee 17th June 2015 – Revised Preferred Option version of the Local Plan to 2032 – members agreed the following five recommendations:

1. Issue the draft Revised Preferred Option version of the Fylde Local Plan to 2032 for public consultation in Autumn 2015, following consultations with the infrastructure providers regarding the quantum and distribution of development proposed in the draft plan; and the carrying out of the following technical assessments into the draft plan: Sustainability Appraisal, Habitats Regulations Assessment, Health Impact Assessment, Equalities Impact Assessment, Rural Proofing Assessment and a Viability Assessment.
2. Approve the draft policies in the housing chapter (Chapter 10: Provision of Homes in Fylde) for immediate use as 'Interim Housing Policies' for use by the Development Management Committee and for decisions determined under Delegated Authority by the Head of Planning and that the existing Interim Housing Policy on the website be removed.
3. That the draft Masterplan Policy in Chapter 7 (Strategic Locations for Development) be approved with immediate effect for use by the Development Management Committee and for decisions determined under Delegated Authority by the Head of Planning.
4. That delegated authority is given to the Head of Planning (in consultation with the Chairman and Vice Chairman of the Development Management Committee) to make any amendments to the text of the draft Local Plan, including typographical errors, together with the drafting of maps to accompany the Revised Preferred Option document.
5. That delegated authority is given to the Head of Planning for the preparation of a Policies Map, which will accompany the Revised Preferred Option version of the Fylde Local Plan to 2032. The Policies Map will include all of the sites allocated for development, together with areas of constraint including the Green Belt and nature conservation sites, and infrastructure projects.

Development Management Committee 16th September 2015 – Revised Preferred Option version of the Local Plan to 2032 – members agreed the following four recommendations:

RECOMMENDATIONS

1. To issue the draft Revised Preferred Option version of the Fylde Local Plan to 2032 for public consultation in Autumn 2015.
2. To authorise the Head of Planning (following consultation with the Chairman and Vice Chairman of the Development Management Committee) to make any further amendments to the text of the Revised Preferred Options version of the Local Plan, the draft Infrastructure Delivery Plan (the IDP) and the accompanying maps subject to relevant addendum sheets being issued to members.
3. To endorse the proposed approach to consultations detailed in the report.
4. That the proposed site allocations at Valentine's Kennels and land east of Wildings Lane be deleted from the Revised Preferred Option Document.

Development Management Committee 7th October 2015 – Infrastructure Delivery Plan (the IDP) – members agreed the following two recommendations:

RECOMMENDATIONS

1. Issue the draft Infrastructure Delivery Plan alongside the Revised Preferred Option version of the Fylde Local Plan to 2032 for public consultation in Autumn 2015.
2. That delegated authority is given to the Head of Planning & Regeneration (following consultation with the Chairman and Vice Chairman of the Development Management Committee) to make typographical amendments to the text of the draft Infrastructure Delivery Plan (the IDP).

Development Management Committee 20th January 2016 – Revised Preferred Option version of the Local Plan to 2032 – Consultation Statement – Information Item.

Development Management Committee 9th March 2016 - Revised Preferred Option version of the Local Plan to 2032 – Responses Report

RECOMMENDATIONS

1. That the Development Management Committee approves the content of the draft Responses Report as amended and that the responses be used to inform the drafting of the Publication version of the Local Plan to 2032.
2. That the Development Management Committee approves the Responses Report for publication on the Council's website.
3. That a Policies Map is prepared to accompany the Publication version of the Fylde Local Plan to 2032. The Policies Map will include all of the sites allocated for development and strategic infrastructure projects, together with areas of constraint including the Green Belt, Areas of Separation and nature conservation sites.

CORPORATE PRIORITIES

Spending your money in the most efficient way to achieve excellent services (Value for Money)	✓
Delivering the services that customers expect of an excellent council (Clean and Green)	✓
Working with all partners (Vibrant Economy)	✓
To make sure Fylde continues to be one of the most desirable places to live (A Great Place to Live)	✓
Promoting Fylde as a great destination to visit (A Great Place to Visit)	✓

REPORT

THE FYLDE LOCAL PLAN TO 2032

1. Future development within Fylde will be guided by the plans and policies within the new Local Plan for Fylde, which will run from 1st April 2011 to 31st March 2032, to ensure a 15 year plan from the expected date of adoption in 2017.
2. The Fylde Local Plan to 2032 – hereinafter referred to as the Local Plan – includes Strategic and Non-Strategic Allocations for new homes and employment land, leisure, retail, tourism and community use, or a mixture of such uses. The Local Plan also comprises Development Management policies, which will inform decisions on planning applications and appeals; together with policies to protect the natural and built environment and heritage assets.
3. The Local Plan, once adopted, will supersede the current saved policies of the Fylde Borough Local Plan (As Altered: October 2005). Appendix 1 of the plan sets out the policies in the adopted Fylde Borough Local Plan (As Altered: October 2005) and shows:
 - Policies which will be replaced by policies in this new Fylde Local Plan to 2032 including both Strategic and Non-Strategic Allocations and Development Management policies;
 - Policies which have been superseded by the National Planning Policy Framework (the Framework); and
 - Policies which are no longer required.
4. Preparation of the Local Plan has fulfilled the requirements set out in the Planning and Compulsory Purchase Act, 2004 and the accompanying Town and Country Planning (Local Planning) (England) Regulations, 2012; and has followed the guidance set out in the Framework, published in March 2012 and the Planning Practice Guidance (PPG), issued in March 2014.
5. The Local Plan is built upon the key principle of **sustainable development** and its three dimensions: social, economic and environmental. These dimensions give rise to the need for the planning system to perform a number of roles (the Framework, paragraph 7):
 - **An economic role** – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support economic growth and innovation; and by identifying and co-ordinating development requirements, including the provision of infrastructure;
 - **A social role** – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and
 - **An environmental role** – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.
6. The Framework provides the national framework which the Local Plan will need to comply with. The Local Plan will not repeat policies contained in the Framework unless there is a locally specific aspect of the Framework that needs to be clarified. The North West Regional Spatial Strategy was revoked in May 2013, meaning that the Local Plan must cover strategic development issues which were previously included in regional strategies.
7. Promoting health and wellbeing, equality, viability, achieving good design and sustainability are **cross cutting themes** promoted through the Framework. The cross cutting themes are integral to all the policies and they run through the Local Plan.

8. Neighbourhood Development Plans may also be produced for parts of the borough by Parish / Town Councils / Neighbourhood Forums and these must be in conformity with the adopted Local Plan and National Policy. Some Neighbourhood Development Plans are being prepared in advance of the Local Plan. Any adopted Neighbourhood Development Plans will need to be reviewed once the Local Plan has been adopted, so as to ensure that they are compliant with the Local Plan and if not they will need to be amended.
9. The Local Plan is being prepared in close co-operation with Blackpool Council, Wyre Council and Lancashire County Council, which collectively comprise the Fylde Coast sub-region, together with neighbouring local planning authorities i.e. Preston City Council and other statutory consultees including the Environment Agency and Natural England and Preston City Council, as part of the Duty to Co-operate on strategic planning issues introduced through the Localism Act and the Framework (paragraph 178). The draft Statement of Compliance with the Duty to Co-operate – Appendix 4 to this committee report - will be issued alongside the Publication version of the Local Plan, to enable all neighbouring authorities and ‘prescribed’ bodies under Section 33A of the Planning and Compulsory Purchase Act, 2004 (as amended by Section 110 of the Localism Act, 2011) and all other interested parties to comment on this legal requirement through representations.
10. The Local Plan contains a **Spatial Portrait** (Chapter 2) of how the Borough looks and functions now, together with a **Vision for Fylde** (Chapter 3) to the end of the plan period, five **Strategic Objectives** (Chapter 4) and a **Development Strategy** (Chapter 6). The **Vision** and the **Development Strategy** set out how the Council envisages the area will develop over the course of the Local Plan period. It seeks to ensure that new homes, jobs and services required by communities are located in the most sustainable locations and that the mechanisms for delivering the necessary infrastructure, facilities and other development will be provided to make this achievable.
11. The Local Plan identifies four Strategic Locations for Development, in Chapters 6 and 7 which will be the focus for the level of housing and economic growth required in Fylde up to the end of the plan period. The four Strategic Locations are: Lytham and St Annes; Fylde – Blackpool Periphery; Warton; and Kirkham and Wesham. To accommodate the level of development proposed, the Local Plan includes a masterplan policy (policy M1) for all of the Strategic Locations to ensure that new development on strategic sites is planned and delivered in an effective manner. It has already been agreed that this masterplan policy be approved for use by the Development Management Committee and the Head of Planning and Regeneration, prior to the formal adoption of the Local Plan. In addition, the Local Plan identifies non-strategic development sites (including allocations and commitments) outside the four Strategic Locations for Development.
12. The Local Plan includes General Development Policies in Chapter 8, on the Green Belt, Areas of Separation, development in the countryside, promoting mixed use development, achieving good design in development, demonstrating viability, and contaminated land.
13. Chapter 9 on the Fylde Economy includes policies on the overall provision of employment land and existing employment sites; the Lancashire Advanced Engineering and Manufacturing Enterprise Zone at BAE Systems, Warton and Blackpool Airport Enterprise Zone; the retail hierarchy, which is based upon vibrant town, district and local centres; leisure, culture and tourism development; and tourism accommodation.
14. Chapter 10 on the Provision of Homes in Fylde includes the housing requirement number; allocation of housing land; density and mix of new residential development, including specialist accommodation for the elderly and custom and self – build homes; conversions and change of use to residential; the provision of starter homes and Affordable Housing; Gypsies, Travellers and Travelling Showpeople’s Sites; isolated new homes in the countryside; and replacements

of, and extensions to, existing homes in the countryside. The Specialised Housing Background Paper, attached as Appendix 9 to the report, provides supporting evidence and explains the emerging national changes in policy guidance and legislation. An update to the Gypsies, Travellers and Travelling Showpeople's Accommodation Assessment (GTAA) has been commissioned by the three Fylde Coast Authorities, which takes account of the new definition of travellers which, it is expected, will result in a change in the number of pitches required over the plan period. The GTAA update will be reported to members once it is available, but in order to avoid delay in the publication of the plan, it is proposed that any changes in the evidence base arising from the revision of the GTAA be incorporated in the publication version of the plan. It was agreed at a Committee meeting on 17th June 2015 that the policies in the housing chapter be adopted as 'Interim Housing Policies' for use by the Development Management Committee and the Head of Planning, prior to the formal adoption of the Local Plan. This will ensure that up-to-date policies, which are in accordance with the Framework, are available for use by the Development Management Committee and the Head of Planning when determining planning applications.

15. Chapter 11 on Health and Wellbeing includes, amongst other things, the provision of community facilities and indoor and outdoor sports facilities. The policy on indoor and outdoor sports facilities has been written to take on board the findings and recommendations in the draft Playing Pitch Strategy and Action Plan, 2016, prepared by Knight, Kavanagh and Page (KKP) Management Consultants. A copy of the draft Playing Pitch Strategy Assessment Report is provided at Appendix 6; and a copy of the draft Playing Pitch Strategy and Action Plan is available at Appendix 7 to this report.
16. Chapter 12 on Infrastructure, Service Provision and Transport focusses on developer contributions and the Community Infrastructure Levy (CIL); strategic highway improvements; the safeguarded area north of BAE Systems runway at Warton Aerodrome; safeguarding Blackpool Airport as a viable operational airport; enhancing sustainable transport choice and the provision of parking standards. Parking standards are proposed to be the subject of a separate supplementary planning document (SPD).
17. Chapter 13 on Water Resource Management, Flood Risk and Addressing Climate Change focusses on flood alleviation, water quality and water efficiency; surface water run-off and sustainable drainage (SuDs); renewable and low carbon energy generation; decentralised energy networks and district heating systems
18. Chapter 14 on Conserving and Enhancing the Natural, Historic and Built Environment focusses on landscape; biodiversity; protecting existing and providing additional open space and Green Infrastructure; the management and enhancement of open space; and the protection of the historic environment including listed buildings, conservation areas and registered historic parks and gardens. The open space policies in Chapter 14 have been written to take on board the Open Space Study Update, 2016, prepared by KKP Management Consultants. A copy of the Open Space Study Update is provided at Appendix 8 to this report.
19. A draft Policies Map has been prepared which will accompany the Publication version of the Local Plan. The Policies Map – a draft copy of which is provided at Appendix 2 to this report - includes all of the sites allocated for development, together with areas of constraint including the Green Belt, Areas of Separation and nature conservation sites (biodiversity), and infrastructure projects including the M55 (Junction 4) to Heyhouses (St Annes) link road.
20. It is a statutory requirement and best practice that the Local Plan is subject to several technical assessments during its preparation to ensure that it addresses the specific issues of sustainability, impacts on international sites of nature conservation importance, economic viability, health, equality and impact on rural areas. Therefore, the following technical

assessments of the Publication version of the Local Plan will be undertaken and the results will be made available as part of the consultation on soundness in August / September 2016:

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

21. A draft IDP has been prepared to accompany the Publication version of the Local Plan. The IDP focusses on transport, utilities, waste management, flood risk and coastal defence, education, health and social care, emergency services, neighbourhood and community facilities including the public realm and Green Infrastructure (i.e. parks and gardens, natural and semi-natural greenspace, green corridors, allotments and children's play areas). The Infrastructure Delivery Schedule (IDS), at the back of the IDP identifies the individual projects, together with the sources of gap funding and costs, required to assist in accommodating all of the development (new homes, employment and mixed use development) proposed in the Local Plan and overcome existing shortfalls in the provision of infrastructure in Fylde. Infrastructure providers and statutory consultees have been consulted throughout the preparation of the emerging Local Plan, so as to ensure that all of the requisite infrastructure will be provided during the lifetime of the plan.
22. Based on the approved timetable, the Local Plan will not be adopted until Spring 2017. It is not possible to put off the determination of planning applications pending the adoption of the plan. The emerging plan will be a material consideration in the determination of any planning application, however its weight will be limited at this time but will increase as the plan passes through the various stages of its preparation. In order to ensure that development that comes forward ahead of the Local Plan is in accordance with its key principles, in line with the decision of the Committee on 17 June 2015, the policies in the housing chapter (Chapter 10) and the masterplanning policy in Chapter 7 of the Publication version of the Local Plan will be used to guide development.
23. The consultation into the soundness of the Publication version of the Local Plan, together with the IDP and the supporting technical assessments will take place over a period of 6 weeks, in accordance with the Council's Statement of Community Involvement (the SCI). Access to the documents will be provided by internet, including via local libraries and the Council Offices and will be available to view for the whole of the consultation period.

IMPLICATIONS	
Finance	The Council's approved Revenue Budget contains provision for the resources required to ensure delivery of the Local Plan, the Infrastructure Delivery Plan (the IDP) and the Community Infrastructure Levy (the CIL), in accordance with the decision made by Cabinet on 26 th November 2014 and the delivery timescale contained therein. There are no additional finance resource implications arising from this report.
Legal	None
Community Safety	None

Human Rights and Equalities	A Health Impact Assessment (HIA) was undertaken into the Revised Preferred Option version of the Local Plan. The results of the assessment were issued for consultation for 7 weeks alongside the Revised Preferred Option version of the Local Plan and the Infrastructure Delivery Plan (IDP) from 15 th October to 3 rd December 2015. A further HIA will be undertaken on the Publication version of the Local Plan in June and July 2016; which will be issued for consultation alongside the Local Plan in August this year.
Sustainability and Environmental Impact	A Sustainability Appraisal was undertaken on the Revised Preferred Option version of the Local Plan, which was issued for consultation for 6 weeks from 23 rd November 2015 to 5 th January 2016. A further Sustainability Appraisal will be undertaken on the Publication version of the Local Plan in June and July 2016; which will be issued for consultation alongside the Local Plan in August this year.
Health and Safety and Risk Management	None

LEAD AUTHOR	TEL	DATE	DOC ID
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LIST OF BACKGROUND PAPERS		
Name of document	Date	Where available for inspection
Fylde Local Plan Evidence Base		http://www.fylde.gov.uk/council/planning-policy--local-plan-/local-development-framework/evidence-base/ http://www.fylde.gov.uk/council/planning-policy--local-plan-/local-development-framework/sustainability-appraisal-strategic-environment-ass/ http://www.fylde.gov.uk/council/planning-policy--local-plan-/local-development-framework/local-plan-to-2030-consultations/fylde-local-plan-2032-revised-preferred-option/ http://www.fylde.gov.uk/council/planning-policy--local-plan-/local-development-framework/evidence-base/economic-viability-assessment-emerging-fylde-local/ http://www.fylde.gov.uk/council/planning-policy--local-plan-/local-development-framework/evidence-base/fylde-coast-strategic-housing-market-assessment/

The following appendices are available to view at

<https://fylde.cmis.uk.com/fylde/MeetingsCalendar/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/896/Committee/20/Default.aspx>

Appendix 1: The draft Publication version of the Fylde Local Plan to 2032

Appendix 2: The draft Policies Map

Appendix 3: The draft Infrastructure Delivery Plan (IDP)

Appendix 4: The draft Statement of Compliance with the Duty to Co-operate

Appendix 5: Sites Assessments Background Paper, April 2016

Appendix 6: Playing Pitch Strategy Assessment Report, May 2016

Appendix 7: Playing Pitch Strategy and Action Plan, May 2016

Appendix 8: Open Space Study Update, May 2016

Appendix 9: Specialised Housing Background Paper