



# Agenda

## Planning Committee

Date:	Wednesday, 14 November 2018 at 6:30 pm
Venue:	Town Hall, St Annes, FY8 1LW
Committee members:	<p>Councillor Trevor Fiddler (Chairman)</p> <p>Councillor Richard Redcliffe (Vice-Chairman)</p> <p>Councillors Jan Barker, Michael Cornah, Neil Harvey, Kiran Mulholland, Jayne Nixon, Linda Nulty, Liz Oades, Sandra Pitman, Heather Speak, Ray Thomas.</p>

	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 of the meeting to be held on <a href="#">7 November 2018</a> as a correct record.	1
3	<b>Substitute Members:</b> Details of any substitute members notified in accordance with council procedure rule 23.	1
	<b>DECISION ITEMS:</b>	
4	<b>Budget Setting – Prioritisation of Capital Bids 2019/20</b>	3 - 31
5	<b>Coastal Revival Fund Bid : St Annes Pier</b>	32 - 45
6	<b>Affordable Housing Supplementary Planning Document (Scoping)</b>	46 - 72
7	<b>Good Design Supplementary Planning Document (Scoping)</b>	73 - 92
8	<b>Biodiversity Supplementary Planning Document (Scoping)</b>	93 - 116
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10	<b>MyHomeChoice Fylde Coast Revised Consistent Assessment Policy</b>	152 - 153

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The code of conduct for members can be found in the council's constitution at  
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## DECISION ITEM

REPORT OF	MEETING	DATE	ITEM NO
MANAGEMENT TEAM	PLANNING COMMITTEE	14 NOVEMBER 2018	4
<b>BUDGET SETTING – PRIORITISATION OF CAPITAL BIDS 2019/20</b>			

### PUBLIC ITEM

#### SUMMARY

The Council has a duty to manage its assets and capital resources in order to best deliver its objectives as set out in the Corporate Plan.

The consideration of capital bids for inclusion or otherwise within the Council's approved Capital Programme is a key component of the budget-setting process and contributes to the longer-term management of the Council's resources in an efficient and effective manner. This report requests that Members provide that consideration and prioritisation process in respect of the capitals bids for 2019/20 which fall within the terms of reference of this Committee.

#### RECOMMENDATIONS

##### The Committee is requested:

1. To consider and provide any feedback or comments on each of the capital bids relevant to this Committee's terms of reference as shown at Appendix A to this report; and
2. To provide a prioritised list of bids supported by the Committee for further consideration by the Budget Working Group.

#### SUMMARY OF PREVIOUS DECISIONS

The capital bids that are relevant to the terms of reference of this Committee are considered and prioritised each year as part of the annual budget-setting process. There have been no previous decisions in respect of these capital bids.

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

#### REPORT

1. The Council has a duty to manage its assets and capital resources in order to best deliver its objectives as set out in the Corporate Plan.

2. The prioritisation of capital investment according to a well-defined and rational approach is especially important in helping to prioritise resources when the demand for such resources exceeds the total of the resources available. This process is defined within the Council's Capital Strategy, the latest revision of which was approved by Council on 11<sup>th</sup> April 2016.
3. A key element of the prioritisation process, as described within the Capital Strategy, is the consideration of capital bids by the Council's Programme Committees. The capital bids for 2019/20 received to date which fall within the terms of reference of this committee are shown at Appendix A to this report. The Committee is requested to consider and prioritise the capital bids relevant to this Committee's terms of reference.
4. The role of the Council's Programme Committees in the consideration and prioritisation of capital bids is also referenced within the Timetable for Developing Budget Proposals 2019/20 report which was approved by the Finance and Democracy Committee at the meeting of 24<sup>th</sup> September 2018.
5. Once capital bids have been prioritised by each programme committees, the Budget Working Group will review the outcome of the deliberations of programme committees and will make recommendations to the Finance and Democracy Committee via an updated Medium Term Financial Strategy (MTFS) report on a proposed budget package which will include capital budget proposals.

IMPLICATIONS	
Finance	The consideration of capital bids for inclusion or otherwise within the Council's approved Capital Programme is a key component of the proper financial management of the Council's resources. This report requests that Members provide that consideration and prioritisation process in respect of the capitals bids for 2019/20 which fall within the remit of this Committee.
Legal	No implications arising from this report.
Community Safety	No implications arising from this report.
Human Rights and Equalities	No implications arising from this report.
Sustainability and Environmental Impact	No implications arising from this report.
Health & Safety and Risk Management	No implications arising from this report.

LEAD AUTHOR	CONTACT DETAILS	DATE
Management Team		October 2018

BACKGROUND PAPERS		
Name of document	Date	Where available for inspection
Council Report - Approved Capital Strategy	11th April 2016	<a href="http://www.Fylde.gov.uk">www.Fylde.gov.uk</a>
Finance and Democracy Committee - Timetable for Developing Budget Proposals 2018/19	24 <sup>th</sup> September 2018	<a href="http://www.Fylde.gov.uk">www.Fylde.gov.uk</a>

#### Attached documents

##### Appendix A – Capital Bids for Consideration and Prioritisation:

1. Tree Planting
2. Lytham Town Centre Public Realm Enhancement Programme
  - Lytham design and regeneration issues
  - Lytham public realm enhancement programme phasing plan
3. St Annes Road West – Square to Pier link and gateway improvements

## **No: 1 -Tree Planting Budget**

### **Description of Scheme:**

The Council is in the process of preparing a Tree and Arboriculture Strategy for the Borough. This is at an advanced 'draft' stage and has been approved by Planning Committee for consultation. A major part of the Strategy is one of seeking to achieve a significant increase in tree cover across the Borough. This will be brought about partly by ensuring that in the case of new developments, significant levels of tree planting are included. Tree preservation orders and the associated consent system seeks to ensure that existing trees will be retained wherever possible or replaced, if there are circumstances where they may be unavoidably lost. Trees are usually an integral part of regeneration schemes in town and village centres, where this is achievable.

The Strategy identifies that a significant number of street trees have been lost over the last decade or so, which are not being replaced. The natural conclusion can only be drawn that in the absence of highway tree replacement by Lancashire County Council (which operates a no replacement policy), then the tree stock will decline further and further. The 'street trees' of the Borough are important for a number of reasons and the Strategy has, as one of its specific aims, a desire to see an overall increase in highway trees. It should be pointed out however, that in the case of Fylde, the principle of replacement trees in highways is a policy the County Council may well support, depending on future management arrangements. The funding for such replacements (or new planting) will need to be funded from local sources.

In addition to increasing the number of highway trees, there are many other opportunities to enhance the local environment through tree planting schemes. Some of these could be located on existing open spaces, which are presently devoid of trees or woodland. They could involve developing schemes with other sections of the Council or indeed other organisations, examples being town/parish councils or other community organisations.

An important aspect of tree planting schemes relates to aftercare and future maintenance and so these factors always need to be considered when contemplating and then implementing schemes.

In order to present a pro-active approach to tree planting, in the light of the emerging Strategy, the Member Working Group, that has been party to the evolution of the Strategy and subsequently Planning Committee, endorsed the principle of having a budget to support tree planting initiatives.

A figure of £25,000 was considered to be an optimum amount that would result in a deliverable and manageable tree planting budget, sufficient to have a discernible impact, but also achievable given the resources that such a scheme would require, in particular officer time.

The precise allocation process and prioritisation of schemes has yet to be considered in detail. However, if the budget is approved, it would be the intention to draw together a protocol as to how the scheme might work and how a prioritisation system would form part of that consideration. This would be presented to Committee for its agreement at the time of the request to draw down the funds.

The potential for a budget has been well received, judging by comments made to officers. The general view is often taken that trees are often considered to offer significant visual and other environmental benefits relative to the financial outlay.

It has been suggested that the budget figure of £25,000 be allocated in the financial year 2019/20 effectively as a one year pilot exercise to be able to assess its effectiveness and deliverability. Towards the end of the next financial year, on-going monitoring of spend and importantly schemes 'on the ground' will then be used to partly inform a decision as to whether the scheme will continue in subsequent years and if so, to what extent.

#### Capital cost plan:

Cost Heading	Description	Total £
Tree Planting Budget	Creation of a budget to support tree planting initiatives across the Borough	£25,000
<b>Total Project Cost</b>		<b>£25,000</b>

#### Outputs (i.e. details of what the investment will specifically deliver):

- Significant increase in the overall tree cover in the Borough, numerically.
- Visual enhancements to particular localities to enhance the quality of the local environment and local economy increasing as appropriate street tree numbers and woodland cover area.

#### Outcomes (i.e. details of the broader benefits achieved by the investment, for example community or environmental benefit, health and safety compliance, or statutory obligations):

- Significant Environmental Benefits as referenced in the draft Tree Strategy
- Increase Visitor numbers, reputation and spend in particular locations by enhancing the quality of townscape i.e. place – making initiatives.
- Reversing the perception of a decrease of trees in towns and villages
- Sustainable management of tree stock
- Enhanced civic pride and presenting the idea of good environmental stewardship by the Council

#### Contribution to corporate objectives (i.e. how does the project achieve or help deliver priorities within the corporate plan):

- Value for Money. Procure the tree works to maximise high quality physical outputs commensurate with best value through sourcing of trees and prioritisation of schemes for maximum value for money impact.
- A Vibrant Economy. Research shows that a tree clad location can increase property values and the perceived quality of places, often stimulating investment.
- A Great Place to Live. Enhancing the visual amenity of local communities, in addition to offering other health giving benefits as described in the Strategy.
- A Great Place to Visit. Enhancing the reputation and quality of the Borough as a destination, capitalising on its landscape qualities of which trees play an important role as an integral part of the built and natural heritage of the Borough.

**Budget Resource Requirements**

Breakdown of initial capital costs and future revenue implications

Estimated Total Capital costs of bid: £25,000

Annual **additional Revenue costs** arising from the bid: There will be some initial maintenance implications associated with the implementation of the scheme within the first year which will be part of the capital budget. However any ongoing revenue implications will be absorbed within the existing budgets and roles and responsibilities.

**Value and phasing of bid:**

2018/19	2019/20	2020/21	2021/22	These figures relate to Fylde Council capital spend funded from the capital investment reserve.
	£25,000	To be considered	To be considered	

**Existing resources in the Capital Programme relating to this scheme:**

2018/19	2019/20	2020/21	2021/22	
Nil	Nil	Nil	Nil	

**Estimated timescales for the bid:**

Start Date : Financial Year 2019/20	Completion Date: Financial Year 2019/20. Further operation of the fund will be dependent on a review prior to the setting of the budget for subsequent financial years.
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**Project Risks (outline any risks to delivery of the project and how these will be mitigated)**

Risk	Impact	Mitigating Action
<ul style="list-style-type: none"> <li>Lack of officer time to implement the scheme</li> <li>Lack of interest from 'other parties' to participate in tree planting schemes</li> </ul>	<ul style="list-style-type: none"> <li>The scheme does not go ahead in part or full. The budget not fully used</li> <li>Scheme does not deliver projects, budget not spent</li> </ul>	<ul style="list-style-type: none"> <li>Build the scheme into the work plan of the section/team to ensure delivery</li> <li>Publicise the scheme and invite expressions of interest from potential participants. Some groundwork e.g. with the County Council has already taken place and schemes delivered e.g. Clifton Drive, Lytham</li> </ul>

## No: 2 - Lytham Town Centre Public Realm Enhancement Programme

**Description of Scheme:** Lytham is one of the principal retail and leisure destinations of the Borough attracting significant numbers of visitors for its ambience, built character and associated attractions, festivals and events. The town centre is also a designated conservation area in the light of its particular heritage qualities.

In respect of the physical environment of Lytham, it generally retains an attractive environment but as with all visitor destinations, it is important to maintain high standards so as to protect its distinctive qualities and retain or increase its visitor share in a very competitive market. This would include ensuring that the public realm of the town centre remains attractive and pristine.

Lytham was actually the first recipient of what might now be termed 'a regeneration scheme'. This took place in the late 1980's when the Square was pedestrianised, creating an effective 'joining together' of Clifton Street, Market Place and Dicconson Terrace. In addition to this scheme, a complimentary initiative was implemented, which included some paving works to Clifton Street and some of the associated forecourts, new street lighting, tree planting and installing other street furniture. It is some 30 years since this was undertaken. The majority of the paving works were constructed by the then Adult Training Scheme and so the 'laying quality' varies across the overall project. The scheme has, however, been quite durable and has lasted very well albeit looking somewhat 'dated'.

Since that time, there have been two other schemes. One related to the upgrading of Station Road between the new Booths Supermarket and Clifton Street. This again included new lighting and paving, and was subsequently extended to East Beach. The funding for the scheme was the result of a negotiated Section 106 Agreement with Booths to secure the upgrading of part of Station Road. The objective of this was one of increasing footfall between the store and Clifton Street, which has occurred and the economic benefit has been one of eliminating commercial vacancy to the frontage. A further project was delivered leading up to the 2012 Open, providing improvements to Sparrow Park and the creation of a small plaza area outside the Station.

In the Lytham 2020 Vision document, prepared in the run up to the 2012 Open, the issue of general environmental improvements to Lytham was considered. This proposes a zoned approach to town centre management. If it is agreed that it is now the appropriate time to look to enhance the centre of Lytham, it is suggested that this be done on a phased basis to include:

- The upgrading of pavements and street furniture to Clifton Street on a phased basis.
- The repaving of 'linking streets' to and from Clifton Street, which hitherto have not been enhanced.
- The development of the Green-Link concept which seeks to increase the footfall between these destinations, also including Lytham Station and Robin Park.
- Upgrading of street lighting along Park Street, Market Square and Hastings Place.
- A first phase of new lighting to Lytham Green roadway (A584).

The attached report considers some of these issues in more detail and will give members a greater insight into the problems and issues for resolution as well as some of the current and underlying ideas and opportunities.



It is suggested that the Lytham Enhancement Programme runs for 3 years with first implementation commencing in the financial year 2019/20.

The scheme cost is in the order of £800,000 of which £130,000 would be provided by commuted Section 106 payments already secured. It is possible that a further smaller funding opportunity may arise over the lifetime of the project, but this is tied to a specific development in Lytham, close to the town centre. Its release will depend on the implementation of the planning permission and the completion of the development, which at this time is not certain.

It is suggested that the priorities for action would be undertaken on a phased basis, possibly as shown on the attached plan, although this would require detailed consideration and consultation. The individual schemes would be coordinated in respect of an overall design approach and all of the elements logically phased following approval from Planning Committee, with the budget monitored against targets.

The scheme would be phased so as not to create too much upheaval at one time although work could simultaneously take place e.g. paving improvements in one area and lighting implementation in another.

The plan attached sets out a possible phased approach. This is based on an assessment of priority need starting with the southerly side of Clifton Street where there are particular issues with trees, which really need some form of resolution in the short term. The next phase - 1a - could be implemented in part, concentrating on lighting and to follow the paved areas. Phase 2 is suggested to be the northerly side of Clifton Street and Phase 3 the easterly end of Clifton Street.

This phasing is, of course, only a suggestion at this stage and the actual programme will require further consideration and deliberation by the Regeneration Team and then the appropriate Committees of the Council.

#### Capital cost plan:

Cost Heading	Description	Total £
Public Realm Enhancements	Assessment of tree condition suggesting removals, remediation and new planting, paving, renewal of refurbishment of street furniture. To Clifton Street, Park Street and Market Square as appropriate, new lighting. Phase 1 of lighting to Lytham Roadway, West/East Beach	£800,000. Approximate Phasing  Phase 1 2019/20 £400,000  Phase 2 2020/21 £300,000  Phase 3 2021/22 £100,000
<b>Total Project Cost</b>		<b>£800,000</b>

#### Outputs (i.e. details of what the investment will specifically deliver):

- Refurbished Public Realm to the principal spaces of Lytham Town Centre

#### Outcomes (i.e. details of the broader benefits achieved by the investment, for example community or environmental benefit, health and safety compliance, or statutory obligations):

- Significant Environmental Benefits
- Increase Visitor numbers, reputation and spend
- Enhanced business confidence, encourage maintenance and building refurbishment (that would be encouraged as part of the scheme)
- Sustainable management of tree stock on Clifton Street
- Enhancement to the historic qualities of Lytham Conservation Area
- Enhanced civic pride and good stewardship by the Council

**Contribution to corporate objectives (i.e. how does the project achieve or help deliver priorities within the corporate plan):**

- Value for Money. Procure the works to maximise high quality physical outputs commensurate with best value through contract arrangements
- A Vibrant Economy. Scheme implementation to enhance the town centre vitality and viability
- A Great Place to Live. Enhancing the local town centre, choice, quality of the environment for residents
- A Great Place to Visit. Enhancing the reputation and quality of Lytham as a destination, capitalising on its built and natural heritage and enhancing the setting for attractions, festivals and other events.

**Budget Resource Requirements**

Breakdown of initial capital costs and future revenue implications

Estimated Total Capital costs of bid: £800,000

Annual **additional Revenue costs** arising from the bid: There will be little/negligible additional revenue cost associated with the scheme implementation as the solutions will result in durable, low maintenance design solutions, little different from now. Some of the maintenance works will be the responsibility of private building owners, Lancashire County Council as well as Fylde Council.

**Value and phasing of bid:**

2018/19	2019/20	2020/21	2021/22	These figures relate to Fylde Council capital spend funded from the capital investment reserve.
	£270,000	£300,000	£100,000	

**Existing resources in the Capital Programme relating to this scheme:**

2018/19	2019/20	2020/21	2021/22	To be brought into the Capital Programme. Section 106 funding already deposited with the Council.
Nil	£130,000	Nil	Nil	

Estimated timescales for the bid:	
Start Date : Financial Year 2019/20	Completion Date: Financial Year 2021/22

Project Risks (outline any risks to delivery of the project and how these will be mitigated)		
Risk	Impact	Mitigating Action
<ul style="list-style-type: none"> <li>Contractor availability to undertake the works</li> <li>Lack of interest from third parties to participate in the scheme</li> <li>Council financial position changes over the proposed timescale</li> </ul>	<ul style="list-style-type: none"> <li>Uncertainty about implementation the scheme in a timely manner</li> <li>Particular owners could be omitted and the funding used elsewhere</li> <li>The scheme not completed in full.</li> </ul>	<ul style="list-style-type: none"> <li>The scheme planned well ahead in line with contractor's availability. The partnership arrangement with LCC has a very good track record of on-time delivery.</li> <li>Early engagement and a track record of success is highly unlikely to result in non-participation.</li> <li>Monitoring of financial position will flag up any issues early in the progress with appropriate course of action put in place if this were to arise.</li> </ul>

## **LYTHAM DESIGN AND REGENERATION ISSUES**

### **MEETING ARRANGED FOR WARD COUNCILLORS WHOSE AREAS TAKE IN THE COMMERCIAL CENTRE OF LYTHAM**

Meeting held on Friday 20<sup>th</sup> July 2018 at the Town Hall

Present Councillors Ashton, Fradley, Thomas and Bamforth (via video link)

Apologies from Councillors Lloyd and Anthony

Officers: Paul Drinnan, Catherine Kitching

1. The meeting had been arranged in view of a number of issues that had been identified in Lytham Town Centre that potentially involve a number of agencies, the Borough and County Council's and the business community.
2. The meeting was informal and took the form of a number of slides being presented of the issues considered relevant by the officers present as a basis for the sharing of knowledge and as a framework for discussion.
3. Discussions included specific problem areas identified but also opportunities and a reminder of some of the ideas that had previously been discussed including those which are contained within approved strategies and documents of the Borough Council.
4. There were no direct resolutions or recommendations made as this was an informal discussion. However, it was considered appropriate for a resume to be prepared that identified some of the key issues and potential ways of moving the particular matter(s) forward.
5. The issues under discussion are summarised as a discussion document and prompts for further exploration.

### **CLIFTON STREET**

The discussion with regards to Clifton Street was based around a number of photographs presented that highlighted issues raised by officers, councillors, members of the public, the business community and County Council. These can be summarised as follows.

#### **Environmental Quality**

There is an overall consensus that Lytham retains a particular character and quality and that its economic fortunes, popularity and place-making qualities are inter-linked. The town centre is included within a large conservation area in recognition of its architectural and historic interest. In the last 20 years, it has witnessed some improvement and enhancement works, notable examples being the pedestrianisation of Clifton Square and the extension of Pleasant Street car park.

Improvements to pavements and forecourts, enhanced street furniture including street lighting and the re-instatement of verandas have been undertaken, in addition to works to the Market Square. In preparation of for the 2012 Open, an enhancement scheme was implemented around the Station and Sparrow Park. The Town Centre has seen considerable private sector investment including Booths, which led directly to the environmental improvement scheme to Station Road funded by way of a commuted Section 106 contribution.

However, now many years on from the first enhancement works it would seem an appropriate time to have a review of the town centre environment. To maintain a competitive edge, it is important

that town centres remain accessible and attractive in both the offer and environmental quality and continually adapt and improve.

The Lytham in Bloom Group implement exemplary schemes to enhance the environment of the town including floral displays. The development of the former Mussel Tanks by the Lytham St. Annes Civic Society is another example. These initiatives are complimented by other initiatives and high quality grounds maintenance by Fylde Council. It is important that this high quality input forms part of an overall approach to place making and its on-going management.

### **Present position**

It may be an appropriate time, therefore, to work towards a short to medium term plan for Lytham Town centre, perhaps in the same way as that undertaken in St. Annes, Ansdell and Kirkham. This approach is based around an identified plan of action accompanied by a phased method of delivery. Of course, the physical environment is one part of attracting the visitor but nonetheless a very important one. The events and festivals held in town are a huge attraction and draw in visitors from a wide catchment area. It is important that the visitor is impressed with the quality of place and that the reputation of the town becomes more widespread.

### **Some of the relevant issues are considered to be:**

#### ***Paved areas***

Some 20 years ago, an environmental improvement scheme to part of the town centre, notably Clifton Square and Clifton Street was implemented using the services of an adult training scheme. This proposal had been promoted by the Lytham St. Annes Civic Society and Fylde Council. It was very cost effective due to low labour overheads. However, the quality of the laying of the paving material, whilst representing a significant improvement, was variable in quality. Some 20 years on the block paving is looking somewhat dated and 'patchy' in parts. In developing the scheme, not all of the building owners participated, with some forecourts in particular, being retained in tarmac or flags in what now appears as a somewhat haphazard arrangement. This 'historic' approach is somewhat different to the more recent practice of using a restricted range of materials for specific purposes such that these schemes appear as being consistent and coordinated.

One scheme that was implemented more recently in Lytham, was the public realm improvements at Station Road, as part of the Booths development. Section 106 contributions were secured to implement a paving and lighting scheme at a cost of some £120,000. This resulted in a more discernible and coordinated approach to design. The Booths development and the enhancement works have revitalised Station Road, which now enjoys 100% occupancy rates and a more attractive street scene character. It is known that the local traders refer to this part of town as 'The Windmill Quarter'.

Outside of parts of Clifton Street, and more recently Station Road, there is no consistency of approach or a specific palette of materials specified for the town centre. Many pavements remain surfaced in tarmac with uncoordinated patching presenting an overall appearance that is not befitting of Lytham. If a scheme was drawn together, it would probably suggest a palette of materials to be specified and agreed with the long term objective of providing a coordinated approach to pavement and forecourt material specification, also covering future management and maintenance.

## ***Trees***

Without question, tree cover in Lytham is a fundamental part of its character and appearance. Many preservation orders protect them from felling and unsympathetic maintenance. The town centre, notably Clifton Street, contains extensive tree specimens that are again, definitive of its overall character.

Back in the late 1980's, Dutch Elm Disease was prevalent in the area, which resulted in the unfortunate but necessary felling of trees on Clifton Street where the species predominated. In order to replace those lost with trees that would have an impact in the short term, London Planes were specified, which after a short time had the desired effect. However, the choice of this tree species in a relatively narrow shopping street with a modest building line frontage has resulted in large broad leaf trees, which make a significant visual contribution but equally have created a series of problems.

These particular problems include:

- The broad leaf trees creating management problems due to their rate of growth such that there are continual requests for pruning and even removal.
- Excessive shading to forecourts and within premises, again resulting in requests to significantly prune.
- Overhang into the carriageway creating a problem for larger vehicles including buses.
- Root systems creating pavement 'heave', dislodging parts of footways and forecourts, creating a potential hazard. The trees are largely on private forecourts where litigation has taken place against owners resulting in requests for permission to fell.
- Clutter and uncoordinated 'design' solutions around the base of trees to prevent potential trips and falls to reduce the risk of litigation and insurance issues.

A broad survey of the trees along Clifton Street has been undertaken. It is the case that there are serious issues with some of the trees, both with respect to their size, but particularly their root systems. In a few cases, best arboriculture practice, in combination with an assessment of safety issues, leads to the conclusion that they should be removed. This would prove unpopular, certainly in the absence of any immediate strategy to replace them with suitable species of an appropriate size.

It is suggested that an in depth study of the trees be commissioned (this can be done in house) in the near future to look at options for the trees, both individually and collectively, to ascertain what options there might be. This might include initial removal in the worst cases and other perhaps more creative solutions, such as the introduction of larger tree pit surrounds with a bound gravel surface to accommodate root spread, in others. However, this would need to be done as part of a broader consideration of paving systems and solutions for the longer term so as to achieve a consistency of approach. It might be appropriate also to produce a collective maintenance and management plan for the trees to overcome the present ad hoc approach to dealing with requests for pruning.

A palette of Lytham Tree types suitable for particular locations would also be worthy of consideration.

## ***Street Furniture***

This is the broad term given to signage, lighting, seating, bollards, bins, guard rails etc. that has a functional and sometimes decorative presence in the street scene. There is little coordination in this respect and the multi- agency approach to providing statutory signage and amenity features, including seating are not coordinated. The work of the In Bloom Group incorporates various features and utilises structures that should be coordinated in the broadest sense. The display of ad hoc signage and A Boards on forecourts and along the footway presents a cluttered appearance as they compete for attention. These types of advertisements also present a hazard to pedestrians.

Street lighting is ad hoc in the extreme apart from where a coordinated scheme has been drawn together. This includes schemes that were carried out many years ago around part of Market Place, Queen Street and Clifton Street. In some cases maintenance is desperately needed, particularly re-painting. The Station Road scheme – referenced earlier - has used a heritage style fitting considered to be appropriate to the historic character of Lytham.

As part of any overall design approach the potential for a ‘design code’, as has been adopted in other locations, should be considered. This would specify appropriate items of street furniture, colour coordination, type, and consider maintenance issues associated with them. A street lighting strategy for the town centre is essential and the potential for replacing the street lighting along the roadway of East and West Beach is considered somewhat of a priority. A business directory, possibly of a digital format/display could be located appropriately, which would identify retail/food and beverage and other businesses throughout the town centre.

### ***Public Realm Coordination***

The items mentioned in this report, whilst identified separately for ease of description and discussion, obviously have an interplay and should be considered together as being complimentary. As a consequence, choices about appropriate paving materials, trees, landscaping and street furniture should be considered on a town centre wide basis in the form of an agreed design code and applied to parts of the public realm as improvements are made. This overview would then readily inform the proposition of a phased series of projects.

## **POTENTIAL PROJECTS**

A small number of strategies and other documents have been prepared over the last few years that relate specifically to Lytham Town Centre. This document is primarily concerned with the commercial centre of town although inevitably some schemes do extend beyond its defined limits.

### **The Lytham Mosaic**

The 2020 Vision Document proposed the preparation of an integrated design plan for Lytham which essentially is based around a series of zones that have a particular character, but are of course interrelated. This follows the approach in St. Annes through the creation of a ‘design mosaic’. Within this plan, eight discreet character zones were identified. These are shown on the plan below. The idea would be that each of these zones would have its own design plan, although as these areas are interlinked, there would be common themes such as the approach to planting, paving, lighting and building design, as discussed earlier in this report. In respect of the existing quality of the environment, this is somewhat ‘patchy’ and this approach would give the opportunity to review these zones on a comprehensive basis. The Zones relate primarily to the commercial core of the town.



*The above plan shows Lytham: Design Mosaic*

### **Lytham Green and Hall Link**

Reference to the plan, Zone 2 (above), relates to an initiative identified as the Green-Hall link. As the title suggests, the concept is one of enhancing the quality of the environment and related experience between the two strategic facilities/places. Since the more recent advent of enhanced opportunities for the general public to use Lytham Hall Park and the Hall itself, one of the great virtues of the site is its very close relationship to the town centre. This close relationship (with the Station in between), presents great opportunities for enhancing the incidence of linked trips between the two, increasing footfall with the obvious commercial benefits this might bring. Zone 2, as illustrated on the map, demonstrates the clear link as a linear route between the Hall, Station, Park Street, Square/Clifton Street and Green.

In preparation for the 2012 Open, a scheme for the enhancement of Sparrow Park and the Station Approach (creating a small plaza) was implemented, also refurbishing the Clifton Memorial and providing for its illumination.

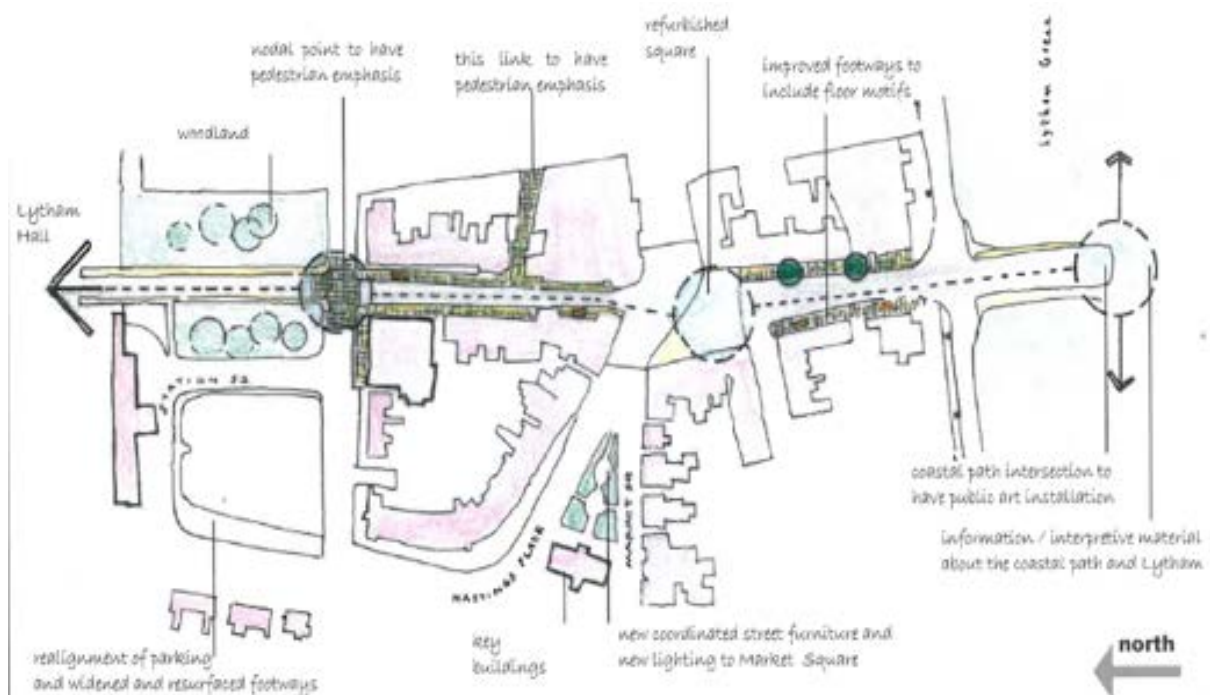
Clifton Square was pedestrianised many years earlier and lies at the important intersection of Clifton Street and Market Square and is the focus for community activities and activities.





*Clifton Square with its pedestrianised area linking Clifton Street with Market Square. This also illustrates the importance of this space as an integral part of Zone 2 and the potential to enhance this link.*

The concept plan (below) included within the 2020 Vision document, outlines some potential design interventions that could be used to provide a themed link between the Green and the Hall. These include public art, new lighting with banner arms, new paving with an incorporated art trail, enhancements to Robin Park, improved access arrangements to the Hall entrance, the better revealing of the listed gatehouses by selective tree removal and the illumination of these listed structures.







*Figure 1. Park Street, part of the link. Poor surfacing outside the commercial frontage underneath the traditional verandah and right, further along the street with poor quality surfacing and street furniture including unsympathetic lighting.*

*Figure 2. Upper Row. Enhancements undertaken in 2012 in connection with the hosting of The Open to Sparrow Park and the formation of a plaza at the entrance to Lytham Railway Station.*



*Figure 3, Above. View along Ballam Road towards the listed gatehouses at the entrance to Lytham Hall Park. The potential for some judicious tree clearance around the entrance would reveal the listed gatehouses that could be illuminated as a focal point along the road terminating the impressive visual axis.*



## Market Square and Hastings Place

This is the prominent location at the centre of town centred on the listed 'Italianate' Market Hall. Some enhancement works have been implemented several years ago with a refurbishment of the memorial garden and outer railing. The building is an undoubted centrepiece of the town. Its illumination would be a positive addition to the evening economy of the town centre.

The paving and street furniture around the Market Square is ad hoc and disjointed and requires a comprehensive renewal scheme. Some research has been undertaken and discussions held with Lancashire County Council. The historic street lighting design of Lytham can be traced back to the swan neck style and their removal over the years has been met with consternation by many members of the public.

A new lighting scheme could be designed around the use of this type of feature.



*Views of the northerly side of Market Square/Hastings Place showing an attractive backdrop of buildings but an uncoordinated public realm between the buildings with ad hoc paving, lighting and other street furniture which detracts from the overall quality. Coordination and enhancement could make a significant difference, positively, to the town centre environment within the designated conservation area.*

In common with other parts of the town centre, the public realm in this location does not benefit from a coordinated design code, which would stipulate a particular approach to design. This would ordinarily cover paving, lighting, colour choices, street furniture in general and possibly extend to dealing with proposed alterations to buildings. This would include the policy with regards to forward extensions adopted by Planning Committee and the adopted Windows and architectural Joinery SPD.

This part of the town centre can benefit from funding that is available from the Section 106 commuted payments in connection with town centre residential developments close by, discussed later in the report.



*A modern interpretation of the swan neck bracket and lantern that could be used for Lytham to provide for a coordinated, attractive unit with a better light source and white LED lighting for improved colour rendition.*



*Left. The original approach to Lytham Hall along Hastings Place, which is a wide open highway dominating the character of the locality. It would be possible to narrow the carriageway and provide a tree lined approach or more inventively, the possibility of incorporating a line of trees beyond Westby Street in the centre of the road to subdivide the space and effectively create two visually subservient parking courts allowing access to the car park. The roadway in front of the Station Tavern could be pedestrianised or partially so. Right, ad hoc replacement street lighting.*

### **Clifton Street**

As discussed at length in the report, the principal commercial street of Lytham has benefited from improvement works over a number of years. However, it is known that there are a number of issues



that require attention. One of the principal ones is the impact of tree growth on the paved area and the condition of forecourts.

There are a number of options that are available. These would range from its complete refurbishment, probably over a number of years and most likely on the basis of a series of phased improvements, following the Ansdell/St. Annes/Kirkham model. There is no doubt that the 'tree issue' requires a comprehensive coordinated plan of action since this is an on-going problem. Whilst there may well be a need for some elements of immediate intervention, the logical course of action would be one of a staged approach, addressing some immediate issues but bringing about a comprehensive public realm strategy, based on the 'Design Mosaic' principle referred to earlier in this discussion paper.

Some of the issues relating to the public realm of Clifton Street are shown in the illustrations below.



*Above.*

*During the 1980's a large number of elm trees were removed and replaced by London Planes. Whilst these have had a significant impact and have ensured that Clifton Street maintains its tree lined character the converse issue is the problem of pavement heave, spacing, shadowing and maintenance issues.*



*Above*

*To deal with the issue of pavement heave, some of the adjoining property owners have attempted to reduce the hazard by employing a number of ways of 'covering up' the problem, including rockery, seating units, plant pots, adverts etc. which presents a cluttered and uncoordinated appearance. The block paving was installed some 20 or so years ago and is now looking jaded. In addition, at the time, the paving was not laid to the geometric standards that would be specified today and looks somewhat disjointed and some of the forecourts remain surfaced in tarmacadam.*



*Above: Unsympathetic reinstatement to both the private forecourts and the adopted footways totally detracts for the street scene character. Right, potential solution to tree pit issue with resin gravel*



*Above : The footways and paved areas adjoining Clifton Street and sections within it have not been the subject of enhancement and offer a poor visual quality within these prominent areas.*





*Above : The listed cobble pavements on Bath Street are deteriorating and have been the subject of damage and very poor reinstatement. Cast iron bollards are deteriorating and have not been maintained by simply painting them.*



*Above : The backdrop buildings of Lytham are a key element in creating its overall character. It is essential that they are maintained as historic artefacts and that any alterations are carried out in a sympathetic manner. To the left, poorly related signage and the installation of UPVC windows which require planning permission are in contrast to the properties to the right of the right hand photo, which show the elegance and design of the original sash windows and a more sympathetic replacement. The Council does have a policy on window replacements in conservation areas but some building owners replace them in the mistaken belief that planning permission is not required.*

Lytham Conservation Area does not presently have an appraisal or management plan, which is actually a statutory requirement. It is suggested that this be undertaken as soon as practicable. Within it a design code for alterations, windows and other policy requirements should be included to protect the long term character and appearance of the area.

### **The Beach lighting**

East and West Beach form one of the principal arterial routes of the Borough, part of the coast road and providing the setting for the Green and the frontage buildings which face it. The areas is within the designated conservation area and contains a number of listed buildings. The area is highly

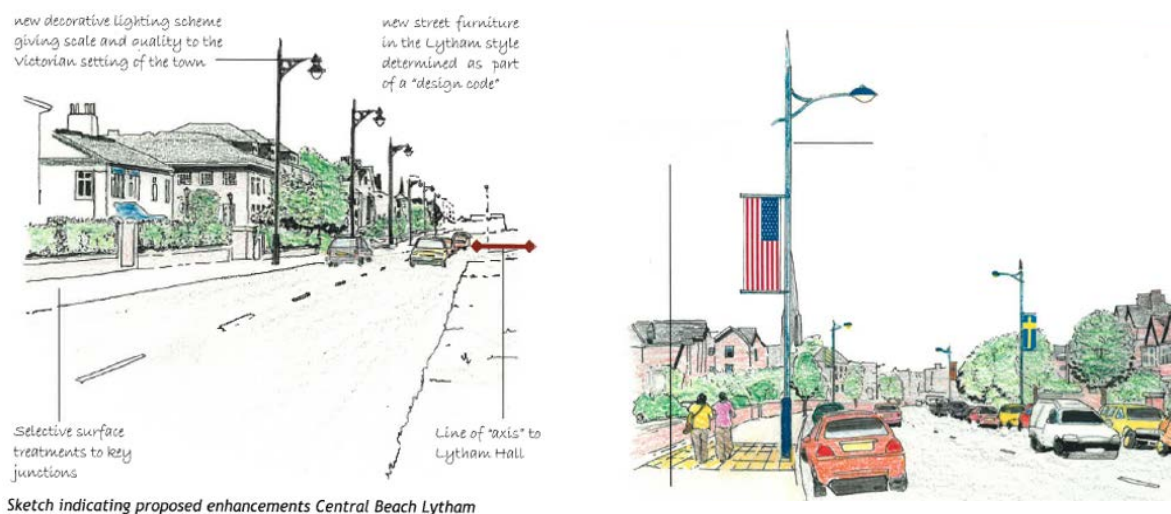
prominent and sets the scene for a number of key events attracting thousands of visitors. The design, maintenance and management is obviously a key issue.

The street lighting scheme is of poor visual quality but is prominent due to the height and conspicuous nature of the columns. One slight virtue is the fact that they are one sided and as a result do not intrude into the open nature of the Green environment. Some preliminary discussion have taken place with LCC about a possible replacement scheme. The length of both East and West Beach is such that a replacement scheme would be relatively costly, but could be implemented in a number of phases. A new scheme would obviously be designed to be sympathetic to the conservation area setting and could be used, for example, to display banner arms (the current scheme would not allow for this due to structural issues), particularly when seasonal or national events were to take place. This could add colour and vibrancy to the character of the Green



environment.

*Above : The prominent lighting on The Green is an adaption of columns originally placed in situ in the 1960's but have been adapted in the 1980's and later to fit LED fixtures. The steel sleeves are unsightly and weathered. Overall the columns are an intrusive feature of the conservation area and Green environment.*





*Above : Sketch contained within the Lytham St Annes 2020 Vision document showing the potential impact of new lighting and right a sketch of elsewhere indicating the potential attractive visual impact of well- designed and fitted banners on columns.*

### **Key building illumination**

To add to the evening economy the potential for up lighting buildings would add to the character of the town centre. The Windmill is the obvious example and other key buildings including the Market Hall, former banks, Library, and churches – key public buildings would help reveal and display their significance and architectural qualities within the general townscape.

### **Signage and Orientation**

There are some examples of signage around the town centre including display boards and finger post signs, but these are generally ad hoc and not consistent in relation to their overall design and locations. A ‘way marking’ plan for the town centre would be a positive addition and assist visitors orientate their way around town.

### **Conservation Area Appraisal and Management Plan**

As discussed in this report the preparation of an appraisal and management plan for the conservation area is a requirement. This has never been undertaken although discussed at some length. As part of the Councils adopted Heritage Strategy, one of the key actions is the preparation of these studies for all of the conservation areas within the Borough.

The appraisals would include policies to protect and importantly enhance the character and appearance of the conservation area as well as including policies for the public realm including building conservation. To this end the work undertaken and discussed in this report can be regarded as part of that process.

### **Funding**

The investment in town centres has been a worthy aspect of the Council’s strategies and policies over a number of years. Such funding has been drawn in through an array of means including significant grants from a number of external bodies, the Council itself and by way of Section 106 contributions. Within the present Council’s budgets some £130,000 is available for general environmental enhancements as part of the Lytham Hall Link/ Market Square – secured from the Hastings Point development. A further £32,500 is the initial payment due from the ‘AEGON’ sheltered housing scheme although its release is timed to the phasing of the development. A further potential contribution might well be considered by the Council to take forward improvements to Clifton Street, which would be the subject of a capital bid.

### **Conclusions**

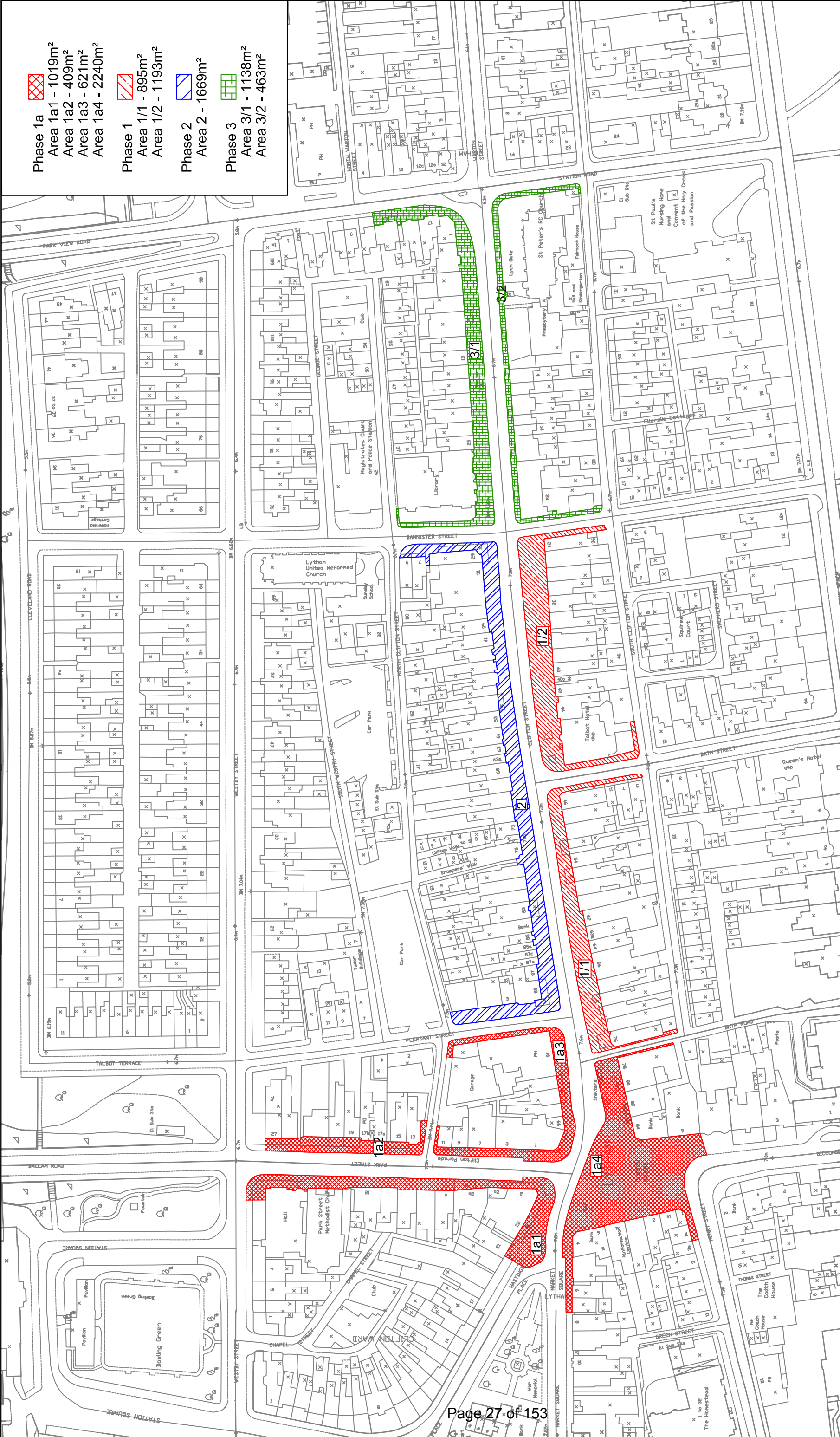
Lytham remains an attractive coastal town being of historic importance. Its visitor economy is an essential aspect of its vitality and viability. However, in order for the town to remain competitive and economically vibrant, it is essential, as it is with all destinations, for it to be well maintained with progressive stewardship an essential element of this approach. The role of the voluntary groups e.g. Lytham in Bloom is to be applauded and the role played by the hosting of events is commendable. However, the underlying infrastructure of buildings and spaces and their maintenance and management is an essential aspect of making and maintaining attractive places. The discussion document in general recognises the high quality of maintenance in parks and open spaces and in the context of many buildings but equally, points to some issues within the town centre that detract

from its overall character and probably prevents it from achieving its full potential and retaining its obvious reputation.

The options for intervention can be numerous from a 'light touch' approach, dealing with specific issues that arise; an example being the tree problem on Clifton Street. Alternatively, a more comprehensive longer term approach, based around the preparation of an overall plan relating to the range of issues and solutions to be dealt with on a phased basis, might offer a more considered and comprehensive way forward.

A further discussion could follow a consideration of issues raised within this report.

PD 9/18



- Phase 1a

Area 1a1 - 1019m<sup>2</sup>

Area 1a2 - 409m<sup>2</sup>

Area 1a3 - 621m<sup>2</sup>

Area 1a4 - 2240m<sup>2</sup>
- Phase 1

Area 1/1 - 895m<sup>2</sup>

Area 1/2 - 1193m<sup>2</sup>
- Phase 2

Area 2 - 1669m<sup>2</sup>
- Phase 3

Area 3/1 - 1138m<sup>2</sup>

Area 3/2 - 463m<sup>2</sup>



Regeneration Team  
Fylde Council  
The Town Hall  
Lytham St Annes  
Lancashire  
FY8 1LW

Tel: 01253 658434

E-mail: paul.drinman@fylde.gov.uk

Project:

Lytham Town Centre  
Public Realm Enhancement Programme

Title:

Proposed Phasing Plan

Date	Revision
Drawn By: SK	Date: Oct 18
Checked By: PD	Scale: 1:1500
Drawing Number: 001	

## No: 3 - St Annes Road West – Square to Pier link and gateway improvements

### Description of Scheme:

The regeneration of St. Annes has been based a number of discrete but complimentary phases of public realm enhancements and building refurbishments, commencing in 2000, with the first phase of St. Annes Square. Following the completion of The Square, the public realm works have extended into Wood Street, Clifton Drive South, Orchard Road, Park Road, St. Andrew Road South, St Andrews Road North and The Crescent.

There is no debate that the town centre is extremely large for a relatively small town and that the regeneration has been a strategic and significant intervention that has enlisted the support of a number of funding agencies.

The regeneration works are not yet complete with a number of areas still to be refurbished, including the northerly end of Wood Street, Clifton Drive, part of Garden Street and other smaller areas. The scheme for Wood Street is under the design phase and will be implemented early Spring of 2019, assuming that all of the building owners support and participate in the project, which is likely.

The individual elements of the St. Annes regeneration programme are set out in the 2020 Vision document, which indicated how they are all interlinked. One of the key schemes contained within the strategy, for which funding is not yet identified, is that of enhancing the key link between The Promenade/Pier and The Square. This is *the* key route linking these significant parts of the resort. The evidence from this summer is that this short length of road accommodates extremely high volumes of visitors to St. Annes and thus is complimentary in increasing footfall on both The Promenade and in the town centre. At the present time the link, actually part of St. Annes Road West, is not attractively surfaced considering it is such a principal route. If it were to be enhanced it could compliment the external works that are to be part of the Town Hall refurbishment. In addition, discussions have been had, albeit casually in the past, with the Management Company of Majestic flats about enhancing the external garden areas and also opportunities to improve the external spaces of the Admiral should form part of the broader enhancement scheme.

It is envisaged that the footway areas could be resurfaced in an attractive paviour with the possibility of the corner treatments at both ends finished in York Stone to create a visual link with both the Pier and Square. Also a series of pavement plaques might be included to depict decorative patterns associated with the Porritt Houses/Town Hall to create an interesting distinctive feature.

One of the issues often raised in St Annes by the business community is a need for more publicity to be provided in respect of local facilities, events and other information in the centre of town. This could include a digital display as well as more traditional interpretation panels containing local information and matters of interest e.g. depicting the history and development of the town or public art display information. It is suggested that such a 'visitor reception' facility could make use of the two pavilions at either side of The Square at the junction with Clifton Drive, along with the installation of two attractive art features (the form of which is to be determined) to be located in the two stone paved circles, which were actually intended for this purpose. These features would be located such that they would frame views of the Square and Pier when viewed from a distance.

The combined effect would be the creation of two 'welcoming gateways' in the most prominent of locations. The cost of such a scheme would depend on the ambition and final design solution but it could well be the case that funding contributions could be attracted from local businesses as well as other funding bodies. It would be intended that this project would require early implementation. The scheme would be developed with other officers/members of the Council in respect of developing the type of visitor information to be provided.

To bring about the 'welcoming gateways scheme' a sum of £35,000 is included in the bid in addition to the estimated £75,000 cost for the St Annes Road West paving works.

As a complimentary initiative it is known that St. Annes Town Council are considering the installation of a finger post sign at the base of The Crescent to depict the historic town plan of St. Annes along with a description of its significance on an illustrated panel.

#### Capital cost plan:

Cost Heading	Description	Total £
Public Realm Enhancements	The Square/Pier Link	£75,000
Welcome Gateways/ Visitor Reception features	St. Annes Square	£35,000
<b>Total Project Cost</b>		<b>£110,000</b>

#### Outputs (i.e. details of what the investment will specifically deliver):

- Refurbished Public Realm to the St Annes Road West link, enhancing the visitor experience within the town and to the Town Hall. The scheme will complement the external works proposed for the Town Hall site.

#### Outcomes (i.e. details of the broader benefits achieved by the investment, for example community or environmental benefit, health and safety compliance, or statutory obligations):

- Significant Environmental Benefits
- Increase Visitor numbers, reputation and spend
- Enhanced business confidence, encourage maintenance and building refurbishment (that would be encouraged as part of the scheme)
- The provision of visitor information and publication of event information
- Enhancement to the historic qualities of St Annes as a destination
- Enhanced civic pride and good stewardship by the Council

**Contribution to corporate objectives (i.e. how does the project achieve or help deliver priorities within the corporate plan):**

- Value for Money. Procure the works to maximise high quality physical outputs commensurate with best value through contract arrangements
- A Vibrant Economy. Scheme implementation to enhance the town centre vitality and viability
- A Great Place to Live. Enhancing the local town centre, choice, quality of the environment for residents
- A Great Place to Visit. Enhancing the reputation and quality of St Annes as a destination, capitalising on its built and natural heritage, seaside location and enhancing the setting for attractions, festivals and other events.

### Budget Resource Requirements

Breakdown of initial capital costs and future revenue implications

Estimated Total Capital costs of bid: £110,000

Annual **additional Revenue costs** arising from the bid: There will be little/negligible additional revenue cost associated with the scheme implementation as the solutions will result in durable, low maintenance design solutions, little different from now, Some of the maintenance works/upgrading to the displays/digital displays. More will be known as the project develops.

### Value and phasing of bid:

2018/19	2019/20	2020/21	2021/22	These figures relate to Fylde Council capital spend.
	£60,000	£50,000		

### Existing resources in the Capital Programme relating to this scheme:

2018/19	2019/20	2020/21	2021/22	
Nil	Nil	Nil	Nil	

### Estimated timescales for the bid:

Start Date : Financial Year 2019/20	Completion Date: Financial Year 2020/21
-------------------------------------	---

Project Risks (outline any risks to delivery of the project and how these will be mitigated)		
Risk	Impact	Mitigating Action
<ul style="list-style-type: none"> <li>Contractor availability to undertake the works</li> <li>Inability to deliver the scheme in view of technical difficulties</li> <li>Council financial position changes over the proposed timescale</li> </ul>	<ul style="list-style-type: none"> <li>Uncertainty about implementation the scheme in a timely manner</li> <li>Full impact of the scheme may not be delivered</li> <li>The scheme not completed in full.</li> </ul>	<ul style="list-style-type: none"> <li>The scheme planned well ahead in line with contractor's availability. The partnership arrangement with LCC has a very good track record of on-time delivery.</li> <li>In the presence of any such difficulties a revised proposal would be presented to the appropriate committee with the options set out.</li> <li>Monitoring of financial position will flag up any issues early in the progress with appropriate course of action put in place if this were to arise.</li> </ul>



## DECISION ITEM

REPORT OF	MEETING	DATE	ITEM NO
DEVELOPMENT SERVICES DIRECTORATE	PLANNING COMMITTEE	14 NOVEMBER 2018	5

### COASTAL REVIVAL FUND BID : ST ANNES PIER

#### PUBLIC ITEM

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

#### SUMMARY

In the Spring of this year, the Department of Housing, Communities and Local Government extended an invitation for local authorities or partnerships to submit bids for up to £50,000 from the Coastal Revival Fund. This would offer the opportunity to bid for grant aid towards identified schemes for the restoration of *heritage features or artefacts* that would assist in the regeneration or enhancement of seaside resort towns.

The Regeneration Team had been in discussion with the St. Annes Pier Company about potential enhancements to the Pier, particularly in the context of ensuring its long term future. Through these discussions, the opportunity was taken to put forward a bid for grant aid for both necessary works and enhancement opportunities to match the financial commitments of the Company.

The Bid was duly submitted in early July and a decision is expected at the end of October, which would identify the winners of this national competition. The bid value is £48,100.

The fund is highly competitive but if successful, the award would need to be administered by an 'accountable body' to ensure its correct appropriation. This Council would be the appropriate 'authority'.

The Government Department has requested that confirmation be given that this Council would act as the accountable body should the bid be successful.

Committee is requested, therefore, to agree to receive the funding and act as the accountable body for the administration of the grant should the bid be successful. In doing so it would recommend that the Councils Finance and Democracy Committee accept the funding, thereby resulting in a fully funded addition to the Capital Programme for the financial year 2018/19.

As the accountable body, this would ensure that the grant aid is released in accordance with the proposed spend featured in the bid.

#### RECOMMENDATIONS

1. That should the bid be successful, Committee recommend to the Finance & Democracy Committee the approval of a fully funded addition of £48,100 to the Councils 2018/19 Capital Programme towards the restoration of St. Annes Pier to be met from a grant from the Coastal Revival Fund of the same amount.
2. To agree that, subject to approval of the addition to the Capital Programme by the Finance & Democracy Committee as described above, the delivery of the project is to be achieved through the engagement of consultants/contractors and suppliers to deliver the various elements of the project. Should the Council commission any aspect of the works, these be procured in line with the Councils financial regulations, contract rules and procedures.



3. To recommend to the Finance and Democracy Committee the release of funding as appropriate commensurate with the various stages of the implementation of the scheme.
4. That this Council acts as the accountable body for the receiving and management of the grant.

#### SUMMARY OF PREVIOUS DECISIONS

None relevant to this particular site

The Council has acted as accountable body in receipt of similar funding including an award made in 2015 under the Coastal Revival Fund for the Lytham Hall Project.

#### CORPORATE PRIORITIES

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

#### REPORT

1. The Coastal Revival Fund has been a Government initiative for a number of years. The 2018/19 round has a total value of £1m. Bids were invited for grant aid assistance with projects that are advanced and could be delivered in the current financial year. For some time, discussions have been taking place periodically with the Pier Company and its trustees about the future of the Grade II listed structure. To the credit of the Company, a programme of repair and refurbishment has been carried out over a number of years. However, as the structure ages, the demand for continued maintenance increases. Funding for these works is solely generated by tenant concessions and other income e.g. through car park fees.
2. The Council has cooperated with the Pier Trustees on previous occasions, one example being the scheme to enhance the external appearance of the car park, paving and illumination of the entrance pavilion for the hosting of the 2012 Open.
3. The demand for maintenance inevitably increases but also the opportunity for enhancement should be taken. The bid, which was of course endorsed by the Trustees, is effectively a balance between routine but essential maintenance but also the opportunity taken to add to the amenities of the Pier including enhancing its setting and Victorian character.
4. The attached document (Appendix 1) is a copy of the bid that sets out in much more detail the principles of the proposed scheme. It should also be noted that the grant aid bid, if successful, forms only part of the projected capital spend proposed for the Pier over the next few years. From this point of view, the award would essentially be a grant towards a larger programme of investment. The net result would be one of bringing forward necessary maintenance but also achieving a small number of enhancements which otherwise might not be a priority. It was considered, during the formulation the bid, that the additionality of the enhancements as proposed, would add to the appeal of the bid, over and above one solely relating to 'routine maintenance'.
5. In support of the bid, the Revival Fund requires the local authority to act as the responsible authority for the release of the grant. In doing so, The Council will require evidence of best value through the appropriate procurement processes by the Pier Company or this Council, if it is to commission any of the works e.g. external ground works to the Pier forecourt.

6. If the bid were to be successful, the award would no doubt specify the eligible works for spend, presumably based around the stipulations within the bid. The funding profile and eligible items for spend are contained within the bid document – at Appendix 1.
7. The bid was in effect a joint initiative and the guidance given stipulated that where appropriate it should be supported by the approved Coastal Community Team (CCT) for the locality. In this case the CCT is the St. Annes Enterprise Partnership (STEP) and the bid was fully endorsed by this Team. It was also supported by the Lytham St. Annes Civic Society as it would potentially enhance the Pier as a nationally recognised heritage asset.

IMPLICATIONS	
Finance	If the bid is successful and the Council agree to act as accountable body, although no Council resources would be required to deliver the project (apart from some officer time which could be allocated from existing resources) it would require an addition to the approved Capital Programme in respect of the project, to be fully-funded by the grant from central government for this purpose.
Legal	None specific apart from ensuring that the funding would be appropriated in accordance with the approved grant.
Community Safety	None relevant
Human Rights and Equalities	The scheme would be beneficial to all sections of the community
Sustainability and Environmental Impact	None specific
Health & Safety and Risk Management	None relevant to The Council

LEAD AUTHOR	CONTACT DETAILS	DATE
Paul Drinnan	Paul.drinnan@fylde.gov.uk 01253 658434	12 <sup>th</sup> October 2018

BACKGROUND PAPERS		
Name of document	Date	Where available for inspection
Coastal Revival Fund	17.5.18	<a href="https://www.gov.uk/government/publications/coastal-revival-fund-an-invitation-to-apply-for-funding">https://www.gov.uk/government/publications/coastal-revival-fund-an-invitation-to-apply-for-funding</a>

Attached documents

Appendix 1: Copy of the Coastal Revival Fund bid.

## COASTAL REVIVAL FUND APPLICATION FORM

Please read the 2018 Coastal Revival Fund prospectus before completing this form. The prospectus is available on [GOV.UK](https://www.gov.uk).

<b>SECTION 1: Contact Details</b>		
1.1 Lead Contact for the application	Paul Drinnan	
1.2 Role and organisation of the lead contact	Regeneration and Urban Design Manager	
1.3 Contact Address	Fylde Council, Town Hall, St Annes on Sea, Lancashire FY8 1LH	
1.4 Telephone number(s) (a) Office (b) Mobile	(a) 01253 658434	(b) 07704 615080
1.5 Email address of lead contact	Paul.drinnan@fylde.gov.uk	
1.6 Are you applying on behalf of a Coastal Community Team? If yes, which one?	St. Annes Enterprise Partnership	

<b>SECTION 2: Local Authority (LA) Contact Details</b>		
<p>The Department will <u>only</u> consider applications that have support from a local authority for the area, as grant funding will be paid to a LA on behalf of the project. Please attach a letter from the authority confirming that they are willing to act as the 'accountable body' for the funding. Anyone who is having difficulty engaging with their local authority can contact MHCLG at: <a href="mailto:coastalcommunities@communities.gsi.gov.uk">coastalcommunities@communities.gsi.gov.uk</a></p>		
2.1 Name of local authority	Fylde Borough Council	
2.2 Main LA contact - name and main role (if different from 1.1)	Paul Drinnan	
2.3 LA Address (if different from 1.3)		
2.4 LA contact telephone numbers (if different from 1.4) (a) Office (b) mobile	(a)	(b)
2.5 Email address of LA contact (if different from 1.5)		

<b>SECTION 3: Communications/ Media Details</b>		
3.1 Lead Contact for press/ communications/ advocacy	Paul Drinnan / Catherine Kitching	
3.2 Contact Address	Town Hall. South Promenade, St. Annes on Sea FY8 1LW	
3.3 Telephone number(s) (a) Office (b) Mobile	(a) 01253 658434	(b)
3.4 Email address of lead contact	Paul.drinnan@fylde.gov.uk	
3.5 Pen Picture – please describe the project in a manner suitable for a media release (maximum 40 words)	New outlook for St Annes Pier	
3.6 Name of your local MP(s)	Mark Menzies	

<b>SECTION 4: Overview of project</b>	
4.1 What would you like to call your project?	St Annes Pier: A Certain Future
4.2 What is the nature of your project (e.g. reviving a pier, regenerating a square)	Assist in the long term revival of the listed pier that is important to local community and visitor market.
4.3 Where is your project based? Please also include a postcode for the project location.	St Annes Pier FY8 2NG
4.4 What is the aim of your project? Please give a brief summary of the overall purpose of your project. (1-2 sentences)	<p>Work in partnership with the Pier Company to produce a shared plan for the future maintenance and management of the pier.</p> <p>Assist in bringing forward structural repairs and enhancement to ensure its long term viability and economic success.</p>
4.5 Who/ which organisation will lead the project?	Regeneration Team (Fylde Borough Council) with assistance from STEP (Coastal Community Team)
4.6 Who / which other organisations will be involved in the project?	St Annes Pier Company
4.7 If not applying as a Coastal Community Team, is there one in your area? If so which one? (To find out if there is a	Yes – the scheme has the full support of the Coastal Community Team, STEP (St Annes Enterprise Partnership)

Coastal Community Team for the area look <a href="#">here</a> ).	
4.8 How much money are you bidding for?	£48,100
4.9 Are you involved with any other bids to the Coastal Revival Fund? If yes, please give the names of these projects.	No

#### **SECTION 5: What are the key priorities for your coastal area?**

Please summarise the key priorities for the coastal area and how your project relates to your economic plan (if applicable) or other regeneration plan for your coastal area. (maximum 300 words)

The visitor economy is particularly important to the Borough and St. Annes. Over the last 20 years the centre of the resort has been the subject of strategic and comprehensive regeneration. St. Annes has a very large town centre for its size. Public sector investment has been complimented by private sector investment.

The Council also has an adopted coastal strategy which seeks to promote investment and infrastructure improvements commensurate with protecting the heritage of the town and coast as a whole.

The Pier and Promenade is an essential heritage asset and focal point of the resort, forming the visual axis of the planned town. Its retention and enhancement is an important aspect of the resort.

In so far as Fylde Council, STEP and many external organisations, the longevity and sustainability of the Pier is essential. Piers are under constant threat and the protection and enhancement of St. Annes Pier is of paramount importance.

It is privately owned but a major public asset. As a result the Coastal Community Team, Town and Borough Council's fully support the work of the Trust and feel that its protection and enhancement deserves further public support. The grant would be fully justified.

#### **SECTION 6: What does your project involve?**

Please summarise what you plan to do and what this bid money would fund. If your project is part of a wider, longer-term project then please briefly set out the aims of the wider project and how the part that will be funded through the Coastal Revival Fund fits into these broader plans. (maximum 300 words)

The bid forms part of and supports the Pier Company's long term maintenance and enhancement plans which include.

- Long term maintenance of the superstructure of the Pier – a programme of renewal over many

years - fundamental

- The reinstatement of one of the historic pavilions.
- Structural repairs and maintenance of the building structures – roofing etc.
- Physical enhancements to the Victorian Pier including lighting.
- Assessing feasibility for greater all year round use of the Pier including the potential for a museum of local history and development
- Contribution to cost of frontage enhancements to the two remaining sections of forecourt (to complement entrance stone flagged feature), undertaken as part of a previous enhancement scheme
- Decorative/heritage lighting columns to the open section of the pier to encourage visitors to walk beyond the covered areas with the aim of promoting additional use.

1. Pavilion refurbishment. The Pier have committed to funding this refurbishment. However if there is an emergency spend need this project would have to be adjourned without external funding. The funding award would guarantee the re-use of the pavilion.

2. Contribution to the on-going programme of renewing steel pier supports. An on-going replacement of the steel structure, absolutely essential to the future of the pier. £37,000 will be needed over the next year and a further c. £60,000 over the forthcoming years.

3. Feasibility study for a St Annes museum / local history display at the pier and town (create a new use to improve sustainability in a changing visitor industry and attract new footfall)  
Civic Society and Council feels there would be high demand for a local history display / small museum. A feasibility study including a consultation exercise would develop the idea.

4. Paving to the frontage to enhance the setting of the listed building.

## **SECTION 7: The following section asks for information on how your project will meet the criteria for the Coastal Revival Fund**

### **7.1 The value, importance or local regard for the site, structure or asset**

The project involves a site or asset which is of particular value locally. Applicants are asked to explain the local value of the asset or site and why it would justify investment.

The value does not need to be financial. It could, for example, set out the history behind the project and identify whether it is considered 'at risk'.  
(maximum 400 words)

St Annes Pier is nationally listed (grade 2) and is the only pier in the Borough but, is complimentary to the three piers within adjoining Blackpool, where efforts are being made

to sustain their long term future. A fifth pier at Fleetwood was lost a few years ago. It occupies a pivotal position and a centrepiece for The Promenade.

It is a centre piece of the main high street of the town – located on its visual axis being part of the historic street plan of the planned town. Not only is it highly visible from many areas, including the beach and promenade it has a commanding presence from the main commercial space of the town. Its frontage pavilion encloses and terminates the view.

*The Council's tourism officer says:*

The pier is an invaluable part of the tourism landscape here in St Annes and is held in high esteem by local businesses, especially accommodation providers. Having worked in Blackpool for many years and being closely involved with the three piers there, I do know how expensive they are to maintain and how much they are appreciated.

*Chair of Lytham St Annes Civic Society says:*

The footfall is very high during school summer holidays and at weekends in the summer season but footfall seems to be low at other times. Owing to its coastal location it is vulnerable from the effects of high winds and driving rain; maintenance costs are high.

The pier is run by a Trust which has, as its overriding objective, the preservation of the Pier. However, as a small Trust it seeks to work with organisations that can assist it and contribute to its long term sustainability. The visitor market faces on-going challenges and the Trustees agree that although the pier's attractions are successful, its long term future relies on its continued attractions and quality to achieve a commercial return, thus providing the resources for repair and maintenance of its physical fabric.

The award of this grant will assist considerably in achieving this objective.

## **7.2 Delivering a community benefit from the revival fund**

The Coastal Revival Fund is intended to boost coastal assets for the benefit of the community as a whole. Please use this section to set out how the project will help to deliver benefits to those living locally, as well as to those visiting or working in the area.

Please set out

- a) the intended community benefit,
- b) the scale of the impact
- and
- c) how you will make sure the benefit is achieved.

Some inclusion of quantified information would be particularly useful. (maximum 400 words).

### **Community Benefits of the Scheme**

The Pier is a well-known, recognised and cherished structure in a pivotal location within the resort. It is an integral part of the Promenade environment and centrepiece for the beach, its

facilities and visitor congregation. It is also located in a very exposed coastal location. At the present time there is a need for repair and enhancement which can be evidenced by casual inspection.

The retention of the Pier long term is absolutely essential both locally and nationally.

The contribution of the funding award would result in a considerable benefit and help bring forward structural repairs, income generating uses and physical improvement to its character and appearance. The potential for additional community use and interpretation would be very welcome and would include community engagement and involvement – the museum idea being one example in the development phases. The history of St. Annes, its origins, town plan, architecture and public art is highly visible but not appreciated. The regeneration of the town has built on these themes and as well as the physical and historical qualities of St. Annes as a product of the High Victorian Era. The town is also sited on the edge of a strategic internationally recognised wildlife site, effectively having eco – coast credentials. The idea of an interactive museum would create interpretation and interactive opportunities to discover the significance of the Pier, the town and its dramatic setting. The Pier is in a pivotal position to capitalise on these virtues and promote public understanding, appreciation and enjoyment, with potential economic benefits.

### **Scale of the Impact**

The impact will be considerable. The award of the grant and intended programme of works would be extremely well received by the business community and public in general. The essential message will be one of assurances about the long term sustainability of the Pier.

### **Achievement of the Benefit**

The scheme will be achieved by cost management in partnership with the Pier Company, thorough STEP and Fylde Council which has considerable experience in delivering regeneration and building refurbishment projects.

The schemes have been costed by the Pier Company and The Council and can be managed and delivered such that they meet the specified outputs, targets and spend

The publicity and value of the scheme will be in the public psyche as a key building with media exposure ensure by Fylde Council, St Annes Town Council, STEP and the Pier Company.

### **7.3 Delivering an economic benefit from the revival fund**

The Fund is intended to help improve the economic sustainability of coastal assets and coastal communities more broadly. Please use this section to set out what economic benefits your project will have and, in particular, if it is likely to lead to additional jobs or training opportunities. Please cover a) the intended economic benefit, b) the scale of the impact and c) how you will make sure the benefit is achieved. Some inclusion of quantified information would be particularly useful. (maximum 400 words).

The qualities of St. Annes as a Coastal Resort generated significant employment is the hotel,



retail and visitor offer sector.

The estimated expenditure for Fylde is in excess of £200m with the resort of St. Annes providing a major component of this income. The Pier has a role to play in the attractiveness of St. Annes although its precise contribution as an attraction is more difficult to quantify. The Pier currently employs 30 FTE direct staff but has a considerable supply chain, maintenance and management and in respect of support services.

The retention of these jobs would of course be significant and long standing assuming the Pier remains as an attractive feature.

The construction jobs relating to maintenance and construction will be considerable and the café extension will provide an additional 2 FTE jobs.

The sustainability of the Pier is obviously aimed at protecting these jobs into the future. The use of the pavilion building would necessarily provide the jobs, which would be expected after the investment.

The greater success of the Pier and its longevity would have considerable economic benefits and are tied to the grant hereby applied for.

The development of the 'museum' concept would be intended to be a community driven project increasing inclusion and learning opportunities. The groups involved could be widespread including local interest groups, schools, societies etc.

#### **7.4 Local support**

Please set out what support your project has from the local community and how you know this, e.g. what consultation has there been about your project and what local organisations or groups are involved? If this bid is not from a Coastal Community Team and there is a Team for the area, please state whether or not they are supportive of the project. (maximum 300 words).

##### Lytham St Annes Civic Society

St Anne's Pier is a very significant building in the town, the centrepiece of its identity as a popular family holiday resort today. Its historic importance as a C19th pier should be maximised where possible. In spite of the loss by fire of structures from the seaward end and the predominance of arcade games, there is much to admire and celebrate.

We very much support an application for funding which will enable an exhibition of photographs and artefacts about the pier, town and its role in the community. This, together with some sensitive repairs to the pavilions will allow the pier to take its proper place as an important historic building in the town of St Annes.

##### Council's Tourism Manager

The pier is an invaluable part of the tourism landscape in St Annes and is held in high esteem by local businesses, especially accommodation providers. Any external monies which can be

focussed on the pier would be a huge help and assist in preserving this much loved and appreciated attraction for years to come.

#### STEP

There is strong Town Council appetite for outdoor activities especially during spring/summer and every weekend if possible and the pier would make a very attractive venue.

#### Blackpool Council

British seaside resorts are considered to be key potential growth destinations for international tourism, and their Victorian seaside piers are unique attractions in the product offered to the international market. With over £242 million visitor spend across Fylde district, the resort's pier is an obvious flagship tourist attraction and a fundamental part of the story of the seaside holiday. A coastline that boasts four attractive and active pleasure piers can expect to sustain the heritage offer for visitors who will wish to visit both town's piers.

### **7.5 National Heritage List for England?**

Please set out whether the site or asset is on a heritage at risk list:

[www.historicengland.org.uk/listing/the-list](http://www.historicengland.org.uk/listing/the-list) (maximum 150 words)

It is not presently on the At Risk register however Blackpool piers are on the national Watch register and the challenges are very similar. Without investment the Pier may well be recommended by Fylde Council for inclusion within the list in view of some of its structural issues in the near term.

## **SECTION 8: Proposed Outputs and Project Delivery**

**8.1** Applicants should set out a high-level breakdown of how the Revival funding would be used. Only the costs that are intended to be met through the Coastal Revival Fund need to be covered.

Funds may be spent on improvement or regeneration of structures, or any other works that meet the criteria outlined in the prospectus, including professional advice in relation to a building, asset, structure or public space, e.g. feasibility studies, legal advice on development of a structure, architectural surveys etc.

The funding cannot be spent on things like salaries, training, venue hire, volunteer expenses, monitoring and evaluation. If your project includes these types of costs then they will need to be met from another source.

Item	Amount	Date of expenditure
Café pavilion restoration partial grant - 20%	£7,200	financial year 2018/19
Steelwork (Phase 1) - 20%	£7,400	ditto
Amenity lighting	£10,000	ditto
Public Realm setting works	£19,000	ditto
Museum / local history display feasibility	£2,500	ditto
<b>TOTAL</b>	<b>£48,100</b>	

### **8.2 Further investment**

Please set out whether work carried out under the Coastal Revival Fund would help

you attract other sources of charity or private funding. Please explain the likelihood of further investment, and (if known) briefly give the amount, from whom and for what. This can include both match-funding for this stage of your project or your work to attract further capital funding for any future improvements resulting from CRF investment. (maximum 250 words)

As outlined in the Bid, the grant funding would be an integral part of a package of investment at the both at the present time but also in the future. Irrespective of any award the Company will need to invest. However, this would most likely be directed to essential yet almost 'unnoticed' works such as steel repairs. If the Pier is to survive there are no other options but to carry out essential maintenance. The grant aid would effectively be part of a larger 'pot'.

The grant aid would assist with enhancement beyond the essential structural maintenance as outlined above. The overall plan for the pier and the potential museum would involve community engagement. The scheme would complement a previous enhancement scheme to the Pier – funded by Fylde Council and others to illuminate the Pier Pavilion to its frontage, external painting works. Artistic gateway markers and frontage paving. A broader scheme to enhance the link between the Pier and the town centre along the carriageway – the key axis – is being considered.

It should be noted that to its great credit The Pier Company has invested in the structure of many years as this is a constant issue. However, appropriate grant aid would incentivise further investment and would be of great assistance to its on-going work and ambitions for the Pier.

The local In Bloom Group and other charitable organisations are enhancing an adjoining walled garden, including working with artists. The setting and environment of the Pier is an essential component of the resort regeneration strategy.

### **8.3 Unlocking further investment**

If the total costs of your project are more than you are bidding for from the Coastal Revival Fund, please briefly set out how these other costs will be met, and how much they are. (maximum 200 words)

The total costs of the 1 year programme include those elements of the scheme which exceed the grant applied for. The additional funds will be met by the Pier company and can be guaranteed prior to the grant being released in writing. The Pier Company would also be committed to further programmes of replacement steel in subsequent years.

Total Costs of Scheme.

**Grant £48,100**

**Pier Company £58,400**

Future Years (2 – 7) Steel Price fluctuates c. £60,000 (Estimated 6 year programme)

Immediate spend of scheme Year 1 = **£106,500**

**Grant Aid 45% Year 1**

**Grant Aid 29% End of Scheme**

#### **8.4 Project delivery**

Please set out who/ which organisations will be responsible for delivery of the project and what expertise and experience they have to be able to deliver the project effectively. (maximum 100 words)

The Pier Company uses tried and trusted contractors that are subject to tender processes and competitive market testing for quality as well as value.

The Council would administer the Grant and ensure that the appropriate safeguards are met and the project delivered

This would be a partnership scheme

STEP would be a partner

The Council would assist with publicity

The Council has experience of previous delivery with the Pier Company

Public Realm/lighting expertise would be dealt with by Fylde Council Regeneration Team. Public Realm implementation probably in a partner arrangement with Lancashire County Council

#### **8.5 Transparency**

Please explain how and when all aspects of the project will be made publicly available. (maximum 100 words)

The content of the scheme will be made public and it will contain media coverage to publicise the award of grant and the value and virtues of the scheme.

The scheme will be promoted through Council and STEP channels.

The bid and any award will be publicly accessible. This is a very public facing scheme.

#### **8.6 Confirmations**

Please write 'yes' in the sections below to confirm that:

A) Details of the projects and progress will be made available to the Ministry of Housing Communities and Local Government:

**YES**

B) All Coastal Revival Fund grants would be spent by 31 March 2019:

**YES**

C) The letter from your local authority has been included with your application:

**YES - The bid is submitted on behalf of the Pier Company and STEP so the Councils commitment is integral to the bid.**

D) You are aware that you will be required to report on your projects progress and achievements.

**YES**

At the point of funding you will need to provide assurances as to why your project is compliant with the European Union rules on State Aid. In our experience, most projects are either [not within the meaning of State Aid](#) (for instance because they do not involve an organisation carrying out an economic activity or there is no effect on trade between the Member States) or the award is made in line with the [De Minimis Regulation](#).

This form needs to be submitted along with a letter from your local authority agreeing to act as the accountable body for the funding. Please do not send any other additional documents.

The closing date for applications is 23:59 hours on Thursday 5 July 2018.

Applications are preferred electronically to [coastalcommunities@communities.gsi.gov.uk](mailto:coastalcommunities@communities.gsi.gov.uk) but will be accepted in hard copy. Any application made in hard copy should be sent to the following address:

Coastal Revival Fund  
Coastal Communities Team  
Ministry of Housing Communities & Local Government  
1<sup>st</sup> Floor, Fry Building  
2 Marsham Street  
London  
SW1P 4DF

Hard copies must also arrive no later than Friday 6 July 2018.

Any queries can be directed to: [coastalcommunities@communities.gsi.gov.uk](mailto:coastalcommunities@communities.gsi.gov.uk).

## DECISION ITEM

REPORT OF	MEETING	DATE	ITEM NO
DEVELOPMENT SERVICES DIRECTORATE	PLANNING COMMITTEE	14 NOVEMBER 2018	6
<b>AFFORDABLE HOUSING SUPPLEMENTARY PLANNING DOCUMENT (SCOPING)</b>			

### PUBLIC ITEM

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

#### SUMMARY

On 10th September 2018 Planning Committee recommended that officers commence work on scoping the content of four supplementary planning documents (SPDs). The Affordable Housing Supplementary Planning Document (Scoping) is appended to this report. This report seeks approval from members for the Affordable Housing Supplementary Planning Document (Scoping) to be put out for consultation for 6 weeks. This is in line with the Fylde – Council Statement of Community Involvement 2015 Section 5 Supplementary Planning Document Consultations.

#### RECOMMENDATIONS

1. That the Affordable Housing Supplementary Planning Document (Scoping) be approved for public consultation.

#### SUMMARY OF PREVIOUS DECISIONS

10 September 2018 Planning Committee approved the LDS 2018 which states that the Council will commence work on four Supplementary Planning Documents. These are the Affordable Housing, Good Design, Healthy Living and Biodiversity SPDs.

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

## REPORT

1. Supplementary Planning Documents (SPDs) provide greater clarity as to the requirements of Local Plan policies for specific situations or types of development. SPDs may not make policy, but rather provide guidance on the application of the policies contained in the adopted Fylde Local Plan to 2032.
2. The Affordable Housing SPD is proposed to be one of the initial suite of four SPDs produced to support the policies of the recently-adopted Local Plan. The Affordable Housing SPD is considered necessary for a number of reasons:
  - To prevent disagreements about the tenures of affordable housing that are required;
  - To provide clarity for cases where occupancy restrictions should be applied to a parish or ward, for how long should those restrictions be applied when letting;
  - To prevent affordable housing within developments being of poor quality, segregated, poorly designed, poorly located or not provided;
  - To prevent disagreements as to whether off-site provision will be acceptable;
  - To provide a detailed framework where a developer wishes to challenge the requirement for affordable housing on a site on grounds of viability;
  - To prevent a failure to engage with the Council by developers prior to submission of an application;
  - To prevent negotiation of S106 agreements becoming prolonged;
  - To determine the level of discount required for discounted market sales housing;
  - To promote the supply of a range of affordable home sizes including some larger units; and
  - To promote innovative affordable housing products.
3. The first stage of producing an SPD is to consult on what the SPD should contain, termed a “scoping” consultation. The Affordable Housing Supplementary Planning Document (Scoping) attached provides an overall framework of the proposed SPD, and asks a series of questions to encourage consultees to state what they feel should be included within the document.
4. The Affordable Housing SPD (Scoping) provides an introduction, a draft vision, identifies issues and draft objectives. Following a review of policy and guidance, it proposes that 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 on size, type, design and distribution, off-site provision, allocation policy, viability appraisal and requirements for legal agreements/undertakings.
5. The consultation will run for 6 weeks from 22<sup>nd</sup> November 2018 to 3<sup>rd</sup> January 2019. This is an extended consultation, beyond the normal 4 weeks for this type of consultation, due to the Christmas period.
6. Following the consultation, the responses will feed into the draft of the full SPD. A Sustainability Appraisal of the SPD will be carried out and the final version of the Affordable Housing SPD will be presented to members prior the final consultation on its content.

IMPLICATIONS	
Finance	Contributions realised through Section 106 agreements will provide funds for affordable housing projects, where off-site provision is agreed by the Council.
Legal	The SPD (Scoping) will undergo consultation in accordance with Regulation 12. (a) of The Town and Country Planning (Local Planning) (England) Regulations 2012
Community Safety	None
Human Rights and Equalities	The Affordable Housing SPD is intended to augment the supply of affordable housing which will improve access to accommodation for disadvantaged individuals and families.
Sustainability and Environmental Impact	The Affordable Housing SPD will promote sustainable forms of development
Health & Safety and Risk Management	None

LEAD AUTHOR	CONTACT DETAILS	DATE
Eddie Graves	Eddie.graves@fylde.gov.uk 01253 658419	1st November 2018

BACKGROUND PAPERS		
Name of document	Date	Where available for inspection

Attached documents:

Appendix 1: Fylde Affordable Housing Supplementary Planning Document (Scoping)



## **Fylde Affordable Housing Supplementary Planning Document (Scoping)**

## Contents

Consultation information and how to respond

1. Introduction
2. Vision, Issues and Objectives
3. Policy and Guidance Review
4. Tenures of Affordable Housing for Fylde
5. The Amount of Affordable Housing Required
6. Pre-application Engagement and the Affordable Housing Statement
7. Size, Type, Design and Distribution of Affordable Housing
8. Off-site Provision
9. Allocation Policy
10. Viability appraisal
11. Requirements for legal agreements and undertakings
12. Decision-taking, implementation and monitoring
13. Glossary
14. References and further sources of information

## **Consultation Information**

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

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

## **How to Respond**

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

## 1. Introduction

Supplementary Planning Documents (SPDs) provide further detail and guidance in relation to policies and proposals within the Development Plan, in this case the Fylde Local Plan to 2032 which was adopted by the Council on 22<sup>nd</sup> October 2018. The main objective of the SPD is to provide greater detail with respect to the requirement for affordable housing on development sites and other issues relating to the provision of affordable housing. It seeks to provide clarity to applicants as to the requirements for an application in respect of this subject.

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

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

The context of the Borough of Fylde means that the provision of affordable housing is critical in delivery of sustainable, mixed communities within Fylde. Fylde has higher house prices than generally elsewhere in the North West region or the Fylde Coast sub-region. Although incomes are typically higher than the region and sub-region also, the affordability ratio is high at 5.74, meaning that the median property ranked by price costs 5.74 times the median gross annual income (of those working in the borough). The housing stock profile is slightly larger than average, with a limited supply of smaller, lower value homes suitable for first-time buyers.

The current total stock for Registered Providers in April 2018 is 3,248 units, 619 of which have been built under a S106 agreement where sites are 10 units or more and there is a requirement to provide 30% affordable housing. Over the past two years Fylde has seen a growth in affordable housing provision across all tenures. In 2017/18 133 units of affordable housing were enabled (103 affordable rented and 13 shared ownership). In 2018/19 up to the end of Quarter 2 the Council has enabled to date 128 units (100 affordable rented, 13 discount market sale and 15 shared ownership).

There are currently eight registered providers of affordable housing with stock in Fylde; Accent Housing Trust, City West Housing Trust, Community Gateway Association, Great Places Housing Association, Manchester and District Housing Association with affordable and Independent Living Stock, Muir Group, Progress Group with affordable and independent living stock, Places for People, Regenda and YMCA.

The need for affordable housing in Fylde is quantified in the Fylde Coast Strategic Housing Market assessment (SHMA). The provision of affordable housing in order to contribute to meeting the needs identified, is an element of Strategic Objective 1 of the Fylde Local Plan to 2032. The SHMA (including its Addenda) identified a high level of affordable housing need in the Borough, of 249 affordable homes per annum for the remainder of the plan period SHMA Addendum 1, 2014).

The main settlements of St Annes, Lytham, Kirkham, Wesham, Warton and Freckleton are surrounded by rural settlements of Newton, Staining, Wrea Green, Elswick, Singleton, Weeton, Clifton, and Singleton. Within the rural settlements affordable properties require a local connection to the parish which includes priority for current residence in the parish, family residing in the parish,

the need to give or receive care in the parish, or other long standing connection. With new build stock in rural areas enabled under a S106 agreement, where an occupant does not come forward with a local connection to a particular parish the eligibility criteria can open up to a Fylde Borough connection. New build stock delivered under a S106 agreements cannot be let to households outside of Fylde.

It is therefore considered important by the Council that the affordable housing policy H4 of the Local Plan is supported by detailed guidance in order to ensure delivery of the maximum amount of affordable housing for the Borough.

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

## 2. Vision, Issues and Objectives

### Vision

The supply of affordable housing will be enhanced across the borough, through the provision of high quality affordable homes on development sites, designed and distributed to be tenure-blind. The amount of affordable housing will be maximised whilst providing homes that meet the needs of people in Fylde in affordable housing need, and which will be in line with the requirements of registered affordable housing providers.

### Issues

- There are various tenures within the definition of affordable housing, and there is potential for disagreement as to what should be provided.
- There is a need for clarity where occupancy is restricted to a parish or ward, within what timescales the properties can be offered to households without a parish local connection, but a connection to Fylde Borough.
- Some development proposals are made in which the affordable housing proposed would be poor quality, segregated, poorly designed, poorly located or not provided.
- There is the potential for disagreement between the Council and developers as to the circumstances when off-site provision would be acceptable, for instance where affordable housing is “designed out” of a scheme.
- Developers have challenged the requirement on the grounds of viability or other circumstances
- There is a need to ensure engagement by developers with the Council prior to making a planning application, and coming to an understanding of the requirements for affordable housing on the site.
- Negotiation of Section 106 agreements typically becomes prolonged, with draft agreements going backwards and forwards between parties, delaying the grant of planning permission and the bringing forward of development.
- Discounted market sales housing: what should be the level of discount in order for it to be affordable, and how should this be assessed?
- There is a lack of supply of larger affordable homes despite demand for these from registered providers.
- Potential exists to develop innovative affordable housing products e.g. community build schemes

### Objectives

Provide clarity as to the requirements for the tenure, size, type, design, and siting of affordable housing within development sites.

Provide clarity as to the circumstances when on-site provision is required, and those where off-site provision would be acceptable.

Provide a framework and methodology for any viability assessment where a developer is putting forward grounds for a reduced contribution.

Set out the requirements for developer engagement with the Council prior to making an application, and the requirements for information to be submitted as part of the planning application.

Provide standard templates for Section 106 agreements that can be submitted at a much earlier stage in the process

To clarify the level of discount and the method of assessment for discounted market sales housing.

To encourage the supply of a wider range of affordable housing products and mix of dwellings, including some larger units and innovative products, by providing guidance on acceptable types and how it would be achieved.

**Do you agree with that the SPD should consider the issues above?**

**Do you agree with the objectives as stated? Are there any that should not be included or should be amended?**

**Are there any issues missing from the list, or additional objectives that the SPD should have?**

### 3. Policy and Guidance Review

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

Policies H4 of the Local Plan requires all market housing schemes of 10 or more homes to provide 30% affordable housing. In the rural settlements this will be primarily to meet local needs. The presumption is that affordable housing will be provided on the application site. The tenure of affordable homes will be negotiated on a case-by-case basis, having regard to the viability of individual sites, local need and other Local Plan policies. Stipulations are made about the size and type of affordable housing, and requirements for supporting evidence in the event that the applicant wishes to justify reduced provision of affordable housing on the grounds of viability.

Policy INF2 states that the Council will require contributions from development to mitigate impact on infrastructure, services and environment, and that this may include affordable housing.

The Fylde Local Plan to 2032 was published and submitted for Examination in Public before the production of the new National Planning Policy Framework (2018) (the Framework) (see also the section below). It has been examined under the transitional arrangement set out in paragraph 214 of the Framework, whereby it is considered, for the tests of soundness, against the 2012 Framework. The glossary of the Local Plan includes a definition of affordable housing which derives from the 2012 Framework. However, paragraph 213 of the 2018 Framework states that due weight should be given to Local Plan policies dependent on their consistency with the 2018 Framework. The glossary definition of affordable housing contained within the Local Plan is out-of-date, but this does not undermine policies H4 and INF2, as reference to affordable housing in these will henceforth need to be interpreted according to the definition in the Framework (2018).

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

Supplementary Planning Documents may not make policy, but must reflect policy that exists, then provide further explanatory detail. The Affordable Housing SPD will therefore primarily reflect the Local Plan Policies H4 and INF2, as they are the relevant statutory development plan policies for Fylde.

The **National Planning Policy Framework** (July 2018) (the Framework) was published on 24<sup>th</sup> July 2018. It supersedes the previous version of the Framework, published in 2012.

Paragraph 20 of the Framework requires that strategic policies make sufficient provision for housing including affordable housing. Paragraphs 39-42 encourage pre-application discussion including in relation to affordable housing. Paragraphs 43-44 recommend that applicants discuss the information requirements for the application in advance and states that local planning authorities should publish a list of their information requirements, which should be the minimum needed to make decisions. Paragraph 56 allows planning obligations to only be sought where they are necessary to make the development acceptable, directly related to the development and fairly and reasonably related in scale and kind to the development. Section 5 of the Framework concerns the specific issue of the



supply of homes. Paragraph 61 requires that the size, type and tenure of housing needed for different groups in the community be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes). Paragraph 62 requires that the type of affordable housing prescribed be identified in planning policies and that it normally be met on site. Paragraph 63 states that affordable housing should only be required for major developments apart from designated rural areas, and that the amount required should be reduced where vacant buildings are to be reused or redeveloped. Paragraph 64 states that 10% of major developments should be available for affordable home ownership. Exceptions to the requirement would be for 100% build-to-rent schemes, specialist accommodation e.g. for the elderly or students, for custom- and self-build homes or where the scheme is a 100% affordable housing exception site. Paragraph 204 states that planning obligations should only be sought where they meet all of the following tests: necessary to make the development acceptable in planning terms; directly related to the development; and fairly and reasonably related in scale and kind to the development. Paragraph 205 states that obligations should take account of changes in market conditions over time and, wherever appropriate, be sufficiently flexible to prevent planned development being stalled.

Annex 2 of the Framework is the Glossary, and this provides the Government's definition of affordable housing. This is significantly altered from the previous Framework. The definition is considered further elsewhere in this document.

**Planning Practice Guidance (PPG)** is produced by government in support of the policy provided in the Framework. The majority of the current PPG dates from 2014, and is likely to be subject to updates in the near future to reflect the new Framework.

### **Housing Needs Assessment PPG**

Identifying the Needs for Different Types of Housing, Paragraph 020 Reference ID 2a-020-20180913, states that the need for housing for particular groups of people may well exceed, or be proportionally high in relation to, the overall housing need figure calculated using the standard method. This is on the basis that the needs of particular groups will often be calculated having consideration to the whole population of an area as a baseline as opposed to the projected new households which form the baseline for the standard method. When producing policies to address the need of specific groups strategic policy-making authorities will need to consider how the needs of individual groups can be addressed within the constraint of the overall need established.

Affordable Housing, Paragraphs 021 Reference ID 2a-021-20180913 to 027 Reference ID: 2a-027-20180913, state that all households whose needs are not met by the market can be considered in affordable housing need. The considerations involved in calculating affordable housing need are detailed, involving assessments of the current number whose needs are unmet, together with projections of the likely number of newly forming households whose needs are likely to be unmet. This section then sets out how the current affordable housing supply should be assessed. The total needs, having subtracted stock, then should be converted into an annual flow based on the plan period. The affordable housing need can then be considered in the context of the likely delivery through new development sites, taking account of the probable proportion of affordable housing to be delivered by market housing-led developments.

### **Before submitting an application PPG**

Paragraph: 005 Reference ID: 20-005-20150326 states that the level of information necessary for effective pre-application engagement will vary depending on the scale and nature of the proposed development; in all cases the level of information requested by the LPA needs to be proportionate to the development proposed.

### **Planning Obligations PPG**

Planning obligations policy should be set out in development plans. The relevant tests must be met: necessary to make the development acceptable in planning terms, directly related to the development, and fairly and reasonably related in scale and kind. Planning obligations should not normally be a requirement for validation on a local list; if they are, the local planning authority should be able to justify their inclusion in relation to any particular development.

Local planning authorities are encouraged to use and publish standard forms and templates to assist with the process of agreeing planning obligations. These could include model agreements and clauses (including those already published by other bodies), that could be made publically available to help with the planning application process. Any further information required by the local planning authority, or issues raised by the applicant regarding planning obligations, should be addressed at an early stage of the planning application process. Use of model agreements does not remove the requirement for local planning authorities to consider on a case by case basis whether a planning obligation is necessary to make the development acceptable in planning terms.

### **Viability PPG**

The viability PPG sets out a methodology that should be adopted for viability assessments. Viability assessments should be undertaken at plan-level; development in accordance with the plan should then be assumed to be viable.

The inputs and findings of any viability assessment should be set out in a way that aids clear interpretation and interrogation by decision makers. Reports and findings should clearly state what assumptions have been made about costs and values (including gross development value, benchmark land value including the landowner premium, developer's return and costs). At the decision making stage, any deviation from the figures used in the viability assessment of the plan should be explained and supported by evidence.

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

## 4. Tenures of Affordable Housing for Fylde

Affordable housing is defined in the Framework, within Annex 2 (Glossary). The Framework definition is as follows

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

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

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

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

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

The SPD will specify a range of tenures, more specific than the long list within the Framework, which will be the tenures sought within Fylde. These will reflect the particular circumstances of Fylde, including the strategic level of affordable needs for different types of accommodation and tenure and the tenures that are considered suitable by Registered Providers operating in Fylde.

In respect of Discount Market Sales Housing, it is intended that the level of discount applicable will be set out within the SPD. A standard method of calculating this discount will be included, reflecting affordability; i.e. to ensure that this type of home is suitable for those in affordable housing need.

The Local Plan policy H4 states that the tenure mix will be negotiated on a case-by-case basis, having regard to the viability of individual sites, local need and compliance with other policies of the plan. The tenure mix will need to be discussed with the Council in advance of the submission of the planning application, considered below under the section Pre-application Engagement and the Affordable Housing Statement.

It is proposed that, for developments of 50 or more homes, a basket of affordable housing tenures would be required. It is intended that the SPD will set out some of the key principles to be considered for the mix of affordable housing tenures on larger development sites. This could, for instance, include properties with varying levels of discount to rents.

Innovative affordable housing tenures will be developed where there is the opportunity and where it is in accordance with the objectives of the Council's Housing Strategy. It is intended to provide some examples of some innovative tenures but it is not intended that these should form an exclusive list of such tenures.

**Do you agree that the SPD should set out the specific tenures of affordable housing required in Fylde? Do you agree with those tenures of affordable housing listed above? Should a wider or narrower range of tenures be acceptable?**

**Do you have any views as to how the level of discount applicable to Discounted Market Sales Housing should be calculated? Do you agree that the SPD should set out a standard method of calculation?**

**Should the affordable housing on individual sites include a basket of tenures? What are your views on the mix of tenures that should be required?**

## 5. The Amount of Affordable Housing Required

### The Requirement

The requirement for affordable housing provision in Fylde is set out in the Local Plan. Policy H4 requires:

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

The threshold used in the Local Plan requirement accords broadly with the minimum standard threshold incorporated in the PPG, which states that affordable housing should not be sought on sites that are not major development.

In respect of changes of use, the same requirement will apply, i.e. where the development is for 10 or more homes, 30% affordable housing will be required, except as considered below.

Circumstances where the Council agrees that the affordable housing should be provided off-site are considered in section 8.

### Exceptions to the Requirement

Where the development is a change of use that is permitted development under the General Permitted Development Order, PPG states that affordable housing cannot be sought.

Policy H2 states that where a development provides 100% specialist accommodation for the elderly, affordable housing will not be sought.

Affordable housing will not be sought on development sites (including conversions) for between 1 and 9 homes.

### Requirement for Legal Agreement

It is proposed that applicants be required to commit to the affordable housing provision they intend to provide, through a legal agreement. The purpose of this is to ensure that a planning permission could not be built out without the affordable housing being provided. The amount of affordable housing, and any other details relating to it that are agreed by the applicant in their Affordable Housing Statement, including type, tenure, registered provider and management arrangements etc. should be contained within the legal agreement. See also section 11 of this document.

### Reduced Proportion on Viability Grounds

Matters relating to situations where an applicant claims that a reduced amount of affordable housing should be provided on viability grounds are considered in section 10.

### Effect of Vacant Building Credit

Paragraph 63 of the Framework states that where vacant buildings are being reused or redeveloped, any affordable housing contribution due should be reduced by a proportionate amount. Footnote 28 clarifies that this is “equivalent to the existing gross floorspace of the existing buildings. This does not apply to vacant buildings which have been abandoned.” Therefore, the number of affordable homes required will be reduced accordingly on such schemes. It is proposed that developers will be



required by the SPD to set out how this will affect their development within the Affordable Housing Statement, and to have discussed the matter where applicable with the Council prior to submitting the application.

**Do you agree that the SPD should set out the requirements for applicants to justify the number of affordable homes included within the Affordable Housing Statement?**

**Do you agree that there should be a template Viability Appraisal set out within the SPD, for those applicants proposing a reduced amount of affordable housing?**

## 6. Pre-application Engagement and the Affordable Housing Statement

The Council intends that engagement by developers with the Council prior to making an application will be an essential element in bringing forward a development proposal of an acceptable form. Elements that will need to be discussed centre around the amount of housing and affordable housing proposed, the tenure mix of the affordable units, and where the proposal is for a full or reserved matters application, the size, design and distribution of the affordable units within the development. Other matters may also require discussion at that stage.

The outcomes of the discussion will feed into the Affordable Housing Statement, to be provided by the applicant. It is intended that the Affordable Housing Statement will be a document that applicants will provide with the application when submitted. In providing this at submission, it will demonstrate and reflect the outcomes of the pre-application engagement that has taken place. The Affordable Housing Statement will be part of the Local List of Local Information Requirements which will be required in support of a planning application for 10 or more dwellings or where the site area is greater than 0.5 hectares, in order to be considered valid at receipt by the Council.

It is considered that the Affordable Housing Statement should cover the following aspects of provision:

- Registered Provider appointed to take the housing stock and provisions for transfer to them;
- Number of dwellings and number of affordable dwellings within the development;
- Tenure including mix of tenures where appropriate;
- Affordable dwelling size;
- Distribution of affordable housing within the development;
- Management arrangements for the completed affordable dwellings;
- Allocation arrangements;
- Provision for the recycling of subsidy in the event of the exercise of right-to-buy or the resale of discounted property;
- A draft S106 legal agreement or a completed and signed Unilateral Undertaking should be submitted as an Addendum to the Affordable Housing Statement, reflecting the above and using the template that will be provided within the SPD.

**Do you agree that the SPD should specify matters that applicants must discuss with the Council at pre-application stage?**

**Do you agree that the SPD should require the above aspects of affordable housing provision to be set out by applicants within an Affordable Housing Statement?**

**Do you agree that an Affordable Housing Statement should be required to accompany all applications for major housing development?**

## **7. Size, Type, Design and Distribution of Affordable Housing**

It is essential, if the affordable homes delivered are to meet the needs of those requiring affordable housing in Fylde, that they are of a size and type which provides suitable accommodation, considering the circumstances of those in need.

The Local Plan makes reference to the affordable housing need as detailed in the Fylde Coast Strategic Housing Market Assessment (SHMA). It makes some prescriptions of the types of homes required, based on the SHMA, but then refers to the SHMA or any subsequent housing needs surveys undertaken on behalf of the Council.

It is intended that the SPD will set out the requirement for engagement with the Council before submitting an application, to ensure that the affordable homes produced will be what is needed. The SPD will also give guidance on acceptable design and distribution of affordable housing within development sites.

The Local Plan provides policy on the design of development generally, and the Council is producing a separate Good Design SPD to provide further detail on design for all types of development. It is therefore not intended to repeat those elements of guidance contained within the Good Design SPD, but rather to highlight design requirements which apply specifically to affordable housing.

**Do you agree with the inclusion of requirements regarding size, type, design and distribution (within the development) of affordable housing to be set out within the SPD? Are there any additional elements of design that should be included?**

**What specific requirements do you believe should be made for the size, type, design and distribution (within the development) of affordable housing?**

## 8. Off-site Provision

### When will off-site provision be acceptable?

The Local Plan states that there will be a presumption that affordable housing will be delivered on site, in the interests of creating a mix of housing and promotes the creation of sustainable communities. Off-site provision will be acceptable only in such circumstances where the Council considers it to be so. There will be the assumption that such circumstances will be exceptional.

### Calculation of Off-Site Contributions

The Local Plan sets out the requirement for off-site provision of affordable housing, where it is considered acceptable. Policy H4 states:

*“the Council will require contributions for off-site provision of affordable housing equivalent in value to the provision of 43% of the number of market homes to be built on site, this being the equivalent of providing 30% affordable housing on-site”*

It is intended that the SPD will set out how this will be calculated and specifically how the “equivalent in value” aspect will be assessed. This will reflect the sale price of the homes on-site. Sale prices of homes vary significantly across the borough for similar properties, being typically higher in the villages than most of the urban areas, and higher in Lytham than for instance Kirkham. Off-site contributions would therefore be a greater amount per home in the higher-price areas.

It is considered useful for the SPD to include as an appendix examples of calculations for off-site contributions. This will aid applicants by providing worked-through examples to provide understanding of the steps that need to be followed. The examples of calculations would appear as an appendix to the SPD.

**Do you agree that the SPD should restrict the circumstances when affordable housing should be provided off-site?**

**Do you agree that the SPD should provide a standard method for calculating off site contributions?**

**Do you agree that this should reflect the sale price of the homes on the development site?**

## 9. Allocation Policy

### Affordable Rent

People who wish to express an interest in taking up affordable housing in Fylde, register their interest through the MyHomeChoiceFyldeCoast service, a choice-based lettings scheme operated on behalf of affordable housing providers (including Progress Housing who took over Fylde Council's former housing stock) and Fylde, Blackpool and Wyre Councils.

### Local connection test

All affordable units are to be rented or sold to people with a local connection as set out in Fylde Borough Council's Area Lettings Plan 2015-16. This will mean that priority will be given to those applicants with a local connection to the borough of Fylde, either through residence or work. Applicants must therefore be able to demonstrate they meet one or more of the following criteria:

- Local residency – they have lived in the local authority of Fylde consecutively for the last three years;
- Permanent employment in the area of Fylde or offer of permanent employment that is intended to last for at least 12 months;
- Close family association – has a parent, adult child, adult brother or sister who is living in the area of Fylde and has done for the last 5 years;
- Applicants who are serving in the Armed Forces and who are either employed or are resident in the area of Fylde; and
- Former armed forces personnel who had a previous residence in the area of Fylde as a result of a former posting in the area of Fylde within the last 5 years.

The priority for allocation of affordable housing, unless written into the S106 agreement on a site-by-site basis, is not within the control of the Local Planning Authority, which is also the Local Housing Authority. The consequence can be that although the homes have been provided in order to meet local affordable housing need, the homes will actually house people who do not have an affordable housing need specifically in Fylde, and in some cases who may not be in affordable housing need at all. Therefore, it is intended that the SPD will set out the format by which the Council's housing allocation policy, including the local connection test, will be reflected within the S106 agreement.

### Shared Ownership

Under the Shared Ownership Affordable Housing Programme (SOAHP) 2016-21 operated by the Homes and Communities Agency (HCA) no shared ownership properties funded under this scheme can be subject to local occupancy restrictions.

### Discounted Market Sale

The Council's policy, to be repeated in the SPD, is as follows:

- Must be a qualifying buyer unable to afford a home in their local market. Applicants must not be able to buy a home suitable for their needs within a reasonable travelling distance of their work place, without assistance:-
  - Qualifying purchasers must live, work or have a family connection to Fylde, specifically one of the following must apply but in no particular order:-
  - They are permanently employed in the Borough of Fylde

- They have been offered permanent employment in the Borough of Fylde
  - Or in the opinion of the Council has some other sufficiently long-standing connection with the Borough of Fylde
  - They have lived in the Borough of Fylde consecutively for the last 3 years
  - Have a close family association (a parent, adult child, brother or sister) who has lived in the Borough of Fylde consecutively for the last five years
- 
- Must be able to demonstrate access to savings or sufficient funds to pay, if require, a deposit (which may be 5% or more of the purchase price), legal fees, stamp duty and other costs of moving.
  - Must be able to sustain home ownership in the longer term. Typically applicants will be employed on a permanent contract of employment (there are exceptions for key workers). If self employed, the applicant must be able to provide accounts for the last 3 years.
  - Must occupy the property as their only and principal home.
  - Must have a good credit history – if applicants have rent arrears during the last 12 months, are in breach of their current tenancy agreement or have an adverse credit history, which means they are unlikely to be able to sustain ownership, they will not be eligible for the scheme.
  - Must take out a first mortgage with a qualifying lender.
  - Must be approved by the local authority as being eligible under the scheme for discounted market sale

Whichever tenure is adopted, it will be necessary to ensure that the allocation policy is specified within the Affordable Housing Statement and secured within the Draft Legal Agreement.

**Should how the affordable homes will be allocated be included within the SPD? Should the SPD require the allocation of homes to be included within the Section 106 agreement?**

## 10. Viability Appraisal

Where a developer proposes a lower number of affordable homes than the 30% requirement, Local Plan policy H4 requires “robust financially-based justification to be provided by the applicant, demonstrating that the development would be unviable with a higher level of affordable housing than proposed.” PPG states that there is a presumption that development on development plan allocations will be viable, as the principle will have been tested through the Local Plan examination.

The SPD will therefore set out that any application for housing that includes a viability-based reduction in the amount of affordable housing must include such an assessment with the planning application when initially submitted, and the issue must have been discussed prior to the application, with justification provided in the Affordable Housing Statement. The form of any viability assessment will need to be standardised: it is proposed that a standard format for these assessments should be set out within the SPD. It is intended that the standardised form will reflect the guidance within PPG and good practice from elsewhere.

**Do you agree that a standardised format for viability assessments should be included within the SPD?**



## **11. Requirements for legal agreements and undertakings**

It is necessary to ensure that, where affordable housing is proposed as part of a development, that the Local Planning Authority retains safeguards to ensure that it is actually delivered, once planning permission is granted.

The Council considers that it will be beneficial to introduce a standard form for legal agreements used to secure affordable housing provision. In the absence of this, the drafting and negotiation of Section 106 agreements can become prolonged, due to disagreements over clauses included. The consultation process required ahead of the adoption of this SPD will ensure that the form of standard agreement should reflect a position that can be agreed by parties. This will allow draft agreements to be submitted alongside planning applications, leading to more rapid decision-making to the benefit of developers and the Council alike.

It is proposed that templates for a Section 106 agreement and for a Unilateral Undertaking be included as appendices in the SPD, and that the SPD will require their submission with the planning application through inclusion on the Local List of information requirements, for all developments where there is a policy requirement for affordable housing.

**Do you agree that the requirement for affordable housing should be secured through planning obligations, or should it be through planning conditions or some other mechanism?**

**Should the SPD specify a requirement for affordable housing to be secured by legal agreement?**

**Should the SPD specify standard forms of agreement that must be used? What forms of legal agreement/ undertaking should be provided in standard form? What should the standard templates contain, and what should they not contain?**

## 12. Decision-taking, implementation and monitoring

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

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

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

The Council intends to include the requirement for an Affordable Housing Statement and draft legal agreement to be on its Local List of information requirements for the validation of a planning application. Where the applicant fails to provide these, or where what is provided does not constitute such documents for the purposes of determining the application, the Council intends that an application will be invalid and will not be processed or determined until this is remedied.

Where the Council considers that a development proposal is in contravention of an aspect of the Affordable Housing SPD, the Council will inform the applicant and seek amendments to the application, including the draft legal agreement and affordable housing statement. It will be necessary for applicants to engage at the pre-application stage in order that the planning application including the affordable housing statement and draft legal agreement that is submitted will have been subject to officers' advice, and any necessary alterations made.

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

**Do you agree that relevant applications which fail to provide the necessary details of and commitments to affordable housing, in the form of an Affordable Housing Statement and Draft Legal Agreement, should not be validated?**

**Do you have views on how the outcomes of the Affordable Housing SPD should be monitored?**

### **13. Glossary**

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

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

## 14. References and further sources of information

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

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

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

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

MyHomeChoiceFyldeCoast <https://www.myhomechoicefyldecoast.co.uk/Data/ASPPages/1/30.aspx>

## DECISION ITEM

REPORT OF	MEETING	DATE	ITEM NO
DEVELOPMENT SERVICES DIRECTORATE	PLANNING COMMITTEE	14 NOVEMBER 2018	7
<b>GOOD DESIGN SUPPLEMENTARY PLANNING DOCUMENT (SCOPING)</b>			

### PUBLIC ITEM

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

#### SUMMARY

On 10th September 2018 Planning Committee recommended that officers commence work on scoping the content of four supplementary planning documents (SPDs). The Good Design Supplementary Planning Document (Scoping) is appended to this report. This report seeks approval from members for the Good Design Supplementary Planning Document (Scoping) to be put out for consultation for 6 weeks. This is in line with the Fylde – Council Statement of Community Involvement 2015 Section 5 Supplementary Planning Document Consultations.

#### RECOMMENDATIONS

1. That the Good Design SPD Scoping Document be approved for public consultation.

#### SUMMARY OF PREVIOUS DECISIONS

10 September 2018 Planning Committee approved the LDS 2018 which states that the Council will commence work on four Supplementary Planning Documents. These are the Affordable Housing, Good Design, Healthy Living and Biodiversity SPDs.

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

## REPORT

1. Supplementary Planning Documents (SPDs) provide a way of providing greater clarity as to the specific requirements of Local Plan policies for specific situations or types of development. SPDs may not make policy, but rather provide guidance on the application of the policies contained in the adopted Fylde Local Plan to 2032.
2. The Good Design SPD is proposed to be one of the initial suite of four SPDs produced to support the policies of the recently-adopted Local Plan. The Good Design SPD is considered necessary for a number of reasons:
  - To prevent replication of existing poor examples of development;
  - To raise the standard of design in applications;
  - To prevent design being considered a tick-box exercise by developers;
  - To make development better respect the character and context of the area it is situated in;
  - To avoid profligate use of land;
  - To promote mixed use developments;
  - To ensure development promotes sustainability, in particular ease of access to local facilities and green spaces, without needing to use private motor vehicles;
  - To create distinctive, recognisable and easily navigated places.
3. The first stage of producing an SPD is to consult on what the SPD should contain, termed a “scoping” consultation. The Good Design SPD (Scoping) attached provides an overall framework of a proposed SPD, and asks a series of questions on the contents.
4. The Good Design SPD (Scoping) proposes that the SPD will contain an introduction, proposes a vision and suggests issues to be addressed, and objectives that the SPD should have. Following a policy review, it proposes 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.
5. The consultation will run for 6 weeks from 22<sup>nd</sup> November 2018 to 3<sup>rd</sup> January 2019. This is an extended consultation, beyond the normal 4 weeks for this type of consultation, due to the Christmas period.
6. Following the consultation, the responses will feed into the draft of the full SPD. A Sustainability Appraisal of the SPD will be carried out and the final version of the Good Design SPD will be presented to members prior the final consultation on its content.

IMPLICATIONS	
Finance	There are no financial implications arising directly from this report
Legal	The SPD (Scoping) will undergo consultation in accordance with Regulation 12. (a) of The Town and Country Planning (Local Planning) (England) Regulations 2012
Community Safety	The Good Design SPD will incorporate measures intended to improve community safety
Human Rights and Equalities	The Good Design SPD will seek to ensure the design of development provides for inclusion of all groups
Sustainability and Environmental Impact	The Good Design SPD will aim to improve the sustainability of new development, and minimise the environmental impact of new development, through good design.
Health & Safety and Risk Management	None

LEAD AUTHOR	CONTACT DETAILS	DATE
Eddie Graves	Eddie.graves@fylde.gov.uk 01253 658419	1 <sup>st</sup> November 2018

BACKGROUND PAPERS		
Name of document	Date	Where available for inspection

Attached documents:

Appendix 1: Fylde Good Design Supplementary Planning Document (Scoping)



**Fylde Good Design Supplementary Planning Document (Scoping)**

## **Contents**

### Consultation information and how to respond

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

## **Consultation information**

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

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

## **How to Respond**

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

## 1. Introduction

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

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

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

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

### **The Importance of Good Design**

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

The Local Plan places great importance on high quality design. This is crucial in Fylde, in the seaside resorts of Lytham and St Annes, both of which developed in the Victorian and Edwardian era - an era that is now recognised as producing high quality architecture, in the attractive settlements of Kirkham, Wesham, Freckleton and Warton and in the borough's picturesque villages. The high quality of design in the Borough is fundamental in attracting people to live in Fylde, for businesses to invest in the area and it also increases its popularity for tourism.

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

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

## 2. Vision, Issues and Objectives

### Vision

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

### Issues:

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

### Objectives

To ensure that new developments:

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

### 3. Policy and guidance review

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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



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

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

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

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

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

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

## 4. Design principles

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

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

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

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

## 5. The required approach to design

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

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

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

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

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

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

## 6. Assessing site surroundings, context, constraints and opportunities

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

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

### **Broadest scale:**

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

### **District/neighbourhood/locality:**

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

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

#### **Site and adjacent**

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

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

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

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

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

**Are there other considerations that are not reflected above?**

## 7. Design in specific contexts: a portfolio of guidance

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

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

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

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



## **8. Decision-taking, implementation and monitoring**

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

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

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

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

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

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

## **9. Glossary**

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

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

## 10. References and further sources of information

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

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

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

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

St Annes Design Guide

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

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

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

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

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

Creating Civilised Streets

[https://www.lancashire.gov.uk/media/81455/creating\\_civilised\\_streets.pdf](https://www.lancashire.gov.uk/media/81455/creating_civilised_streets.pdf)

Urban Design Compendium:

[http://webarchive.nationalarchives.gov.uk/20170130165337/https://udc.homesandcommunities.co.uk/urban-design-compendium?page\\_id=&page=1](http://webarchive.nationalarchives.gov.uk/20170130165337/https://udc.homesandcommunities.co.uk/urban-design-compendium?page_id=&page=1)

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

Manual for Streets:

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/341513/pdfmanforstreets.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/341513/pdfmanforstreets.pdf)

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

The Fylde Borough Council Shopfront Design Guide:

<http://www.fylde.gov.uk/assets/legacy/getasset?id=fAAzADkAOAB8AHwAVABYAHUAZQB8AHwAMAB8AA2>

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

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

## DECISION ITEM

REPORT OF	MEETING	DATE	ITEM NO
DEVELOPMENT SERVICES DIRECTORATE	PLANNING COMMITTEE	14 NOVEMBER 2018	8
<b>BIODIVERSITY SUPPLEMENTARY PLANNING DOCUMENT (SCOPING)</b>			

### PUBLIC ITEM

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

### SUMMARY

On 10<sup>th</sup> September 2018 Planning Committee recommended that officers commence work on scoping the content of four supplementary planning documents (SPDs). The Biodiversity Supplementary Planning Document (Scoping) is appended to this report. This report seeks approval from members for the Biodiversity Supplementary Planning Document (Scoping) to be put out for consultation for 6 weeks. This is in line with the Fylde – Council Statement of Community Involvement 2015 Section 5 Supplementary Planning Document Consultations.

### RECOMMENDATIONS

1. That the Biodiversity Supplementary Planning Document (Scoping) be approved public for consultation.

### SUMMARY OF PREVIOUS DECISIONS

10<sup>th</sup> September 2018 Planning Committee approved the LDS 2018 which states that the Council will commence work on four Supplementary Planning Documents. These are the Affordable Housing, Good Design, Healthy Living and Biodiversity SPDs.

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

## REPORT

1. Supplementary Planning Documents (SPDs) provide greater clarity as to the specific requirements of Local Plan policies for certain situations or types of developments. SPDs may not make policy, but rather provide guidance on the application of the policies contained in the adopted Fylde Local Plan to 2032.
2. The Biodiversity SPD is proposed to be one of the initial suite of four SPDs produced to support the policies of the recently adopted Local Plan.
3. The production of the Local Plan involved dialogue with Natural England. Natural England requested that a Biodiversity SPD was produced in order to clarify how mitigation for development which affects International and European sites could be provided, in order to provide greater detail and clarity than is provided in the Fylde Local Plan to 2032. The Biodiversity SPD (Scoping) describes the issue and suggests ways forward. This could include a methodology which describes an approach for different areas of the borough, and different types of development, alternatively a site by site approach could continue to be taken. The Scoping Report seeks opinions on the best approach and the Council will work closely with Natural England to ensure the Biodiversity SPD reflects current best practice.
4. Secondly, it is intended that the Biodiversity SPD will provide more detailed advice, than is currently available on when for example a Biodiversity/Ecological Appraisal is required by the Council in order to validate a planning application, and how to maximise the creation of biodiversity opportunities of all new developments.
5. Other issues mentioned in the Biodiversity SPD(Scoping) include the following:
  - Using the Lancashire Ecological Framework to screen planning applications for their impact on wider ecological networks;
  - Providing advice on how information should be given to new home owners about areas protected for biodiversity in their local area;
  - Permitted Development and ensuring that biodiversity is safeguarded;
  - Requiring an ecological appraisal when applications are submitted for Prior Notification and/or prior Approval for demolition consents;
  - Nationally Significant Infrastructure Projects and how the Council will respond to consultations;
  - Funding for the Ranger Service;
  - Nature Improvement Areas;
  - Biological Heritage Sites;
  - The Parks and Coast Design Guide;
  - The National Decline of Swifts;
6. The first stage of producing an SPD is to consult on what the SPD should contain. This is termed a “scoping” consultation. The Biodiversity Supplementary Document (Scoping) attached provides an overall framework for the proposed SPD, and asks a series of questions to encourage consultees to state what they feel should be included within the document. It includes a list of issues, and draft objectives as well as a more detailed description of the issues and some options for addressing them.
7. The consultation will run for 6 weeks from 22<sup>nd</sup> November 2018 to 3<sup>rd</sup> January 2019. This is an extended consultation, beyond the normal 4 weeks for this type of consultation, due to the Christmas period.
8. Following the consultation, the responses will feed into the draft of the full SPD. A Sustainability Appraisal of the SPD will be carried out and the final version of the Biodiversity SPD will be presented to members prior the final consultation on its content.

IMPLICATIONS	
Finance	The SPD can be produced with current resource levels
Legal	The SPD(Scoping) will undergo consultation in accordance with Regulation 12.(a) of the Town and Country Planning (Local Planning)(England) Regulations 2012
Community Safety	None
Human Rights and Equalities	None
Sustainability and Environmental Impact	This Scoping Report will raise awareness of Biodiversity issues and allow consultees to suggest further issues. This will increase the sustainability of the final Biodiversity SPD. The final SPD will be subject to Sustainability Appraisal. The Sustainability Appraisal will be put out for consultation with the final version of the Biodiversity SPD
Health & Safety and Risk Management	None

LEAD AUTHOR	CONTACT DETAILS	DATE
Julie Glaister	<a href="mailto:jaglaister@live.co.uk">jaglaister@live.co.uk</a> Tel 01253 658687	14 November 2018

BACKGROUND PAPERS		
Name of document	Date	Where available for inspection
Local Development Scheme	September 2018	<a href="http://www.fylde.gov.uk">www.fylde.gov.uk</a>

Attached documents

Appendix 1 - Fylde Biodiversity Supplementary Planning Document (Scoping)

## **Fylde Biodiversity Supplementary Planning Document (Scoping)**

## **Contents**

Consultation Information and how to respond

Introduction

Issues and Objectives

Policy and Guidance review

Review of the Objectives with associated further scoping questions

Glossary



## **Consultation information**

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

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

## **How to Respond**

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

## Introduction

Supplementary Planning Documents (SPDs) provide further detail and guidance in relation to policies and proposals within the Development Plan, in this case the Fylde Local Plan to 2032 which was adopted by the Council on 22<sup>nd</sup> October 2018. The main objective of this SPD is to provide greater detail with respect to Biodiversity and development sites and other issues relating to Biodiversity.

This SPD Scoping Report is intended to describe the proposed scope/content of the SPD. It includes questions about the proposed content and options for dealing with particular issues. The actual SPD will contain more detailed guidance relating to the issues and objectives. The Council will consider any additional issues raised by this consultation and will investigate the evidence and come to a conclusion as to whether or not the issue can be addressed by the Biodiversity SPD.

### What is Biodiversity and why is it important?

Biodiversity is defined as 'the variety of plant and animal life on earth' in the Government's Biodiversity Strategy – 'Biodiversity 2020- A Strategy for England's wildlife and ecosystem services'. Natural Ecosystems provide us with a wide range of goods and services that support our economic and social wellbeing. These include essentials such as food, fresh water and clean air, and also services such as protection from natural disasters and regulation of our climate. Biodiversity is important for its own sake and Fylde supports species and habitats of international, national and local importance.

### Starting Principles

The Council is interested in your views about what a Biodiversity SPD should cover and which issues it should address?

A benchmark for the approach to be taken is 'A Green Future' Environment White Paper January 2018

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/673203/25-year-environment-plan.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/673203/25-year-environment-plan.pdf)

It states that we will:

Embed an environmental 'net gain' principle for development, including housing and infrastructure.

Previously government policy stated that the planning system should provide biodiversity net gains where possible. Therefore, the new wording is a strengthening of the requirement to provide 'net gain'.

Biodiversity is covered in Chapter 14 of the Fylde Local Plan to 2032, Preserving and Enhancing the Natural, Historic and Built Environment, Policy ENV2 Biodiversity. The first part of the policy sets out the hierarchy of nature conservation sites and the strong level of protection that is given to them. It also defines the principles that must be adhered to if development is proposed within or affecting nature conservation sites and ecological networks. Where significant harm cannot be avoided the location of appropriate mitigation, replacement or other compensation is described using a sequential approach. The policy defines what constitutes damage to nature conservation sites and other ecological assets and this can be used to assess how development is likely to impact upon them. Finally Policy ENV2 states that the Policy applies to all presently designated nature conservation sites or ecological networks that may be designated in the future, and also details protection for Priority Species.

## Biodiversity in Fylde

Virtually all of Fylde Council's coastal and estuarine boundaries are covered by an environmental or landscape designation. The most significant of these is the Ribble Estuary which has also been designated as a Special Protection Area (SPA) under the EU Directive on the Conservation of Wild Birds (79/409/EEC) and as a RAMSAR Wetland site in accordance with the International RAMSAR Treaty. These designations (International and European) recognise the importance of the Ribble Estuary as a habitat for migratory birds as it supports one of the biggest wintering and passage populations of wading birds in Britain. The Ribble Marshes are also designated as a National Nature Reserve, covering 4,520ha of intertidal and saltmarsh habitats at the mouth of the Ribble Estuary.

There are also five sites of Special Scientific Interest (SSSIs) in Fylde which are listed below:

Name of Area	Area (ha)
Ribble Estuary	9,120
Newton Marsh	66
Lytham and St Annes Dunes	25
Wyre Estuary	1,493
Lytham Coastal Changes	24

Local Nature Reserves (LNRs) include wildlife or geological features of special interest, Starr Hills Local Nature Reserve is the only LNR in the borough, it also forms part of the Lytham and St Annes Dunes SSSI. In addition to these locally protected sites Fylde also contains 34 Biological Heritage Sites(BHS) which were designated by Lancashire County Council.

Fylde also contains a wealth of other biodiversity, particularly in the rural areas. Rural Fylde was formerly divided into a number of extensive country estates each of which had a large house surrounded by woodlands which were often used for hunting and shooting. These estates have been broken up but many of the woodlands remain, although they are often in need of management. Also there are concentrations of field ponds in the area between Warton and Wrea Green and just inland of Lytham St Annes are extensive areas of mossland which are used as overwintering/feeding areas by migratory birds, in particular pink footed geese and swans. The Lancaster Canal provides a biodiverse corridor of habitats which runs along the eastern edge of Fylde. Finally, there is also the marine environment, the Fylde Off Shore Marine Conservation Zone lies just outside the Council's jurisdiction however, it is within the sphere of influence of development within the area. The quality of seawater is as important for marine life as it is for bathing and great improvements have been made in recent years. In the urban areas there are extensive semi natural areas dedicated to golf courses, public parks and allotments as well as gardens and street trees.

All of the biodiverse environments of Fylde are of value for their own sake in conserving rare species, habitats and landscapes of value. They also provide food, fresh water, bathing waters, clean air and areas which can be used for outdoor recreation, which is crucial to health and wellbeing. Mosslands just inland of Lytham St Annes absorb surface water runoff and release it slowly into local watercourses, helping to mitigate surface water flooding. Dune systems along the coast provide a natural sea defence which is crucial in relation to global warming and sea level rise.

Fylde Council is dependent on its visitor economy which in turn relies on the biodiverse natural environment to attract visitors. Fylde is also a popular area to work and live, in turn creating a demand for new housing and employment. This puts pressure on the biodiverse areas which must be assessed. The Development Strategy in the Fylde Local Plan to 2032 has been subject to

Sustainability Appraisal under the Environmental Assessment Regulations and Habitats Regulations Assessment under the Habitats Regulations.

If significant harm related to development cannot be avoided, appropriate mitigation or as a last resort, replacement or other compensation will be required. The main objective of the Biodiversity SPD will be to provide more detailed information on how sustainable development, with respect to net gains in Biodiversity can be achieved, particularly in relation to development affecting protected areas and also in relation to the planning application process. The SPD will also cover a number of other biodiversity issues, both local e.g. The Sand Dunes and national e.g. the decline in Swifts.

**Do you agree that the Council should produce an SPD to provide detailed guidance on Biodiversity?**

## **Vision, Issues and Objectives**

### **Vision**

There will be a 'net gain' in Biodiversity in Fylde, this will be achieved through all development and also by enhancing the biodiversity of existing areas, including those which are already protected for their value, and other areas which can be enhanced to provide additional areas of biodiversity.

### **Issues**

The International and European Sites.

The Lancashire Ecological Network.

The methodology to be followed when assessing the impact of development on Biodiversity.

New Development – how can opportunities for increasing biodiversity within and around development sites be maximised.

New Housing – provision of information to residents about protected areas in their locality and how to help look after them.

Permitted Development e.g. Barn Conversions and the need to promote good practice with respect to bats and barn owls.

Prior Notification and/or Approvals for Demolition.

Nationally Significant Infrastructure Projects NSIPS.

The Sand Dunes and the continuation of developer funding for the Ranger Service.

Nature Improvement Areas.

Biological Heritage Site surveys are out of date.

Coast and Parks Design Code.

Levels of Maintenance/Manicuring of Open Space both Publicly and Privately Owned.

The Decline of Swifts, there has been a 47% decline in UK Swift numbers (1995-2014), mainly due to nesting sites in old buildings being lost as buildings are restored.

## Objectives

To provide more detailed guidance on the International and European Sites (Ramsar and SPAs) and functionally linked land (which provides a support function for the qualifying species of the Ramsar Sites and Special Protection Areas), and the requirements for providing appropriate mitigation, replacement or other compensation.

To investigate the use of the Lancashire Ecological Framework to screen applications allowing better assessment of the impact on the wider ecological network.

To produce a clear and robust methodology for assessing the biodiversity implications (at all scales) of proposed development, and for maximising the creation of biodiversity opportunities of all new developments.

To provide advice on how information should be provided to new home owners about areas protected for their biodiversity in the local area

To provide guidance on best practice with respect to permitted development and protecting biodiversity, which applicants can refer to.

To require an Ecological Appraisal when applications are submitted for Prior Notification and/or prior Approval for demolition consents.

To clarify how Fylde Council will respond when they are consulted on Nationally Significant Infrastructure Projects.

To ensure that as the population of Lytham St Annes grows, and its popularity as a visitor destination grows, pressure on the sand dunes is managed, in particular through the continued funding of the ranger service.

To raise awareness of Nature Improvements Areas.

To highlight the lack of up to date surveys for Biological Heritage Sites.

To highlight the importance of adhering to the Parks and Coast Design Guide which will assist in adopting a coherent approach to species selection, maintenance and provision of infrastructure e.g. signage and furniture. This will ensure that public open spaces which are passed over to the Council for future maintenance have been established in a sustainable and biodiverse way.

To provide guidance on levels of maintenance for both publicly and privately owned public space, for example the Council has reduced the amount of formal bedding it plants by 40% in recent years as bedding plants are less sustainable than perennial planting.

To raise awareness of the decline of Swifts, and request that local businesses and home owners install Swift nest boxes as well as requesting that Swift bricks/boxes are provided as part of new development.

**Q. Do you agree that the SPD should consider the issues above? Do you agree with the objectives as stated? Are there any issues/objectives that should not be included or should be amended? Are there any issues missing from the list, or additional objectives that the SPD should have? Please list them and any sources of evidence or examples of how they have been dealt with by other Local Authorities.**

## Policy and guidance review

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

### Local Plan Vision

This excerpt relates to Biodiversity:

The rural character and attractiveness of the countryside areas of the Fylde will have been retained and enhanced and the rural economy will thrive, in particular small and medium sized enterprises. The release of land within the countryside for development will have been minimised and the highest quality agricultural land will have been protected from inappropriate development. Biodiversity, including Fylde's Ecological Network, will have been enhanced and protected from inappropriate development.

### Local Plan Objectives

Strategic Objective 2: To maintain, improve and enhance the environment by:

The following sub objectives are relevant:

- Protecting, restoring and enhancing the quality, character and distinctiveness of the biodiversity, landscape and countryside of Fylde.
- Expanding biodiversity resources, including improving habitat connectivity, particularly away from the coastal edge.
- Promoting the Green Infrastructure network through the Urban and Rural areas of Fylde.
- Minimising the risk of surface water flooding, coastal and pluvial flooding and groundwater flooding, to existing and new development and to agricultural land, and improving bathing water quality.
- Supporting the delivery of actions in the Coastal Strategy
- Ensuring that infrastructure is available to enable new development, whilst protecting and enhancing the natural and built environment.
- Working with the Marine Management Organisation to ensure clean, healthy, safe, productive and biologically diverse seas.

### Fylde Local Plan to 2032 Relevant Policies

Policy M1 Masterplanning the Strategic Locations for Development in particular criteria o, p and q which outline requirements for Green Infrastructure, the conservation and enhancement of important environmental assets and natural resources, and appropriate ecological surveys.

GD7 Achieving Good Design in Development criterion l which outlines requirements for protecting and enhancing natural assets and providing linkages to the wider ecological networks.

Policy HW1 Health and Wellbeing criterion e safeguards and encourages the provision of allotments and garden plots within developments and small scale agriculture and farmers markets to provide access to healthy and affordable locally produced food options. This will increase the biodiversity of new development and maintain the biodiversity of existing development. Also criterion f Promoting improvements to healthy lifestyles and developing a network of cycling and pedestrian routes – linking key settlements and service centres, enabling the community to improve their health by

travelling by more sustainable modes of transport- integrated into a wider multi-functional green infrastructure network.

Policy INF2 criterion c Mitigate any environmental impacts of new development.

Policy INF2 Developer Contributions – Subject to viability, development will normally be expected to contribute towards the mitigation of its impact on the environment. Criterion g Enhancing the functionality, quality, connectivity and accessibility of the Green Infrastructure network – the network of natural environmental components and green and blue spaces (such as outdoor sports facilities, open space, including Fylde’s Coastal Change Management Areas stretching from Starr Hills to Savick Brook in the south and along the River Wyre in the north, Lancaster Canal, parks allotments, play areas, enhancing and conserving biodiversity and management of environmentally sensitive areas);

Policy CL1 Flood Alleviation, Water Quality and Water Efficiency, all new development is required to minimise flood risk impacts on the environment, retain water quality and water efficiency, and mitigate against the likely effects of climate change on present and future generations. Criterion f seeks to maximise the potential of the Green Infrastructure network within developments to reduce the risk of flooding. Also Criterion g ensuring that new development does not adversely affect the quality of surface and groundwater resources in Source Protection Zones and where possible contributes to improving it. Developer contributions will be required for the provision and maintenance of SUDS (Sustainable Urban Drainage Systems), where they are not provided as part of the development. Developer contributions will be required for the repair or replacement of the sea defences, coastal protection measures and the maintenance of the sand dunes system.

Policy ENV1 Landscape, criterion a requires a landscaped buffer of appropriate depth and species which will increase biodiversity. Existing landscape features must be conserved, maintained, protected and enhanced through increased tree and shrub cover. The impact of the loss of landscape features must be minimised by providing like for like replacements and measures must be put in place to manage these new features. New landscape planting should be of native species, future management should be agreed.

In the Coastal Change Management Areas development will only be permitted where it meets all of the criteria. Criterion 3 states that development must not adversely affect the nature conservation assets of the coastline, predominantly the Ribble and Alt Estuaries SPA/Ramsar. Project specific Habitats Regulations Assessments (HRAs) will be required for any tourism and coastal defence developments near to the Ribble and Alt Estuaries SPA/Ramsar. The HRAs will need to demonstrate that there will be no significant effect upon the European Sites before the tourism and coastal developments can be granted consent. Where development does occur in these areas, developer contributions will be sought for the conservation, management and enhancement of important wildlife habitats and the creation of new habitats.

Policy ENV2 sets out the hierarchy of nature conservation sites and the strong level of protection that is given to them. It also defines the principles that must be adhered to if development is proposed within or affecting nature conservation sites and ecological networks. Where significant harm cannot be avoided the location of appropriate mitigation, replacement or other compensation is described using a sequential approach. The policy defines what constitutes damage to nature conservation sites and other ecological assets and this can be used to assess how development is likely to impact upon them. Finally Policy ENV2 states that the Policy applies to all presently



designated nature conservation sites or ecological networks that may be designated in the future, and also details protection for Priority Species.

Policy ENV3 Protecting Existing Open Space (part of the Green Infrastructure Network), protects existing areas of public open space which are identified on the Policies Map from inappropriate development. This includes sports and playing pitches, parks, other areas of public open space, open spaces that make a positive contribution to the historic environment, allotments and Fylde's Public Rights of Way.

Policy ENV4 Provision of New Open Space (the Green Infrastructure network) sets out the amount of new amenity open space that will be required. Amenity Open Space usually, but not always, has biodiversity value. Where there is an identified over-provision of open space in close proximity to the application site, the monies generated from the development of the site and development in close proximity to it will be used to enhance the quality of, and accessibility to, the existing open space network. Opportunities to link open spaces to create a multi-functional Green Infrastructure network which will be of value for Biodiversity will be maximised.

Although these policies are being highlighted as being particularly relevant to Biodiversity the plan should be read as a whole and others policies and supporting text will be relevant.

Supplementary Planning Documents may not make policy, but must reflect policy that exists, then provide further explanatory detail. The Biodiversity SPD will therefore primarily reflect the Local Plan Policies ENV1, ENV2, ENV3 and ENV4, as they are the relevant statutory development plan policies for Fylde.

## **Neighbourhood Plans**

### **St Annes on the Sea Neighbourhood Plan**

The St Annes on the Sea Neighbourhood Plan highlights the following environmental issues:

- protecting the Lytham Moss area of open countryside and improving recreational use of it.
- making better use of the beach and sea
- improving gateways into the town
- improving existing parks
- provide new green infrastructure and improve environmental value of the spaces around and connecting areas of green infrastructure (including new green routes)

The objectives include to enjoy and utilise our natural landscape, green spaces and assets whilst protecting these for future generations.

Policy EN1: Sites of Biological and Geological Importance sets out the circumstances when development likely to result in harm to biodiversity or geodiversity could be permitted. The habitats and species of importance to biodiversity are listed. The policy also states that the level of protection and mitigation should be proportionate to the status of the habitat or species and should give appropriate weight to their importance, individually and as part of the contribution they make to the wider ecological network

Other relevant policies include:

EN2 Green Infrastructure;

EN3 Starr Hills Nature Reserve

#### EN4 Urban Trees Supply

#### EN5 Community Tree Planting

Appendix 1 provides a schedule of 7 Proposed Local Green Spaces, however, although some of them will have biodiversity value they are included for their recreational value.

#### **Bryning with Warton Neighbourhood Plan**

Section 6 of the Issues, Environment – Heritage and Areas of Open Spaces for Protection highlights the following issues:

- The Green Infrastructure of the area should be protected and enhanced.
- Concerns have been raised in relation to the lack of landscaping on the verges of the major transport routes.
- Encourage green buffer areas around new development to create soft boundaries and enhance biodiversity.
- Concerns were raised about protected species, especially when habitats are being destroyed.
- Create better access to our natural environment.
- There is a strong desire to preserve existing publicly accessible open spaces and green spaces surrounding the villages, to ensure that any new developments maintain public rights of way and also to protect footpath networks to provide access to surrounding countryside.
- To promote and protect existing allotment space.

Policy BWNE1- Protecting and Enhancing Local Wildlife and Habitats states that development proposals that impact on local wildlife and habitats should demonstrate how biodiversity will be protected and enhanced.

#### **National Planning Policy Framework NPPF (July 2018)**

The NPPF was published on 24<sup>th</sup> July 2018, it supersedes the previous version of the Framework which was published in 2012.

Chapter 15 of the NPPF is entitled conserving and enhancing the natural environment. In summary, planning policies should contribute to and enhance the natural and local environment by: protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils, recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services. They should also maintain the character of the undeveloped coast and access to it, minimise impacts on and provide **net gains** for biodiversity, including by establishing coherent ecological networks, preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability and remediating and mitigating despoiled, degraded, derelict, contaminated land.

Paragraphs 171-177 describe in more detail how this will be achieved.

#### **Planning Practice Guidance PPG (March 2014)**

##### Natural Environment Biodiversity and Ecosystems

The Planning Practice Guidance sets out the statutory basis for minimising impacts on biodiversity and providing net gains where possible, it describes how Local Planning Authorities should plan for

Biodiversity and Geodiversity, provides guidance on ecological network, ecological evidence, legal obligations for European sites, guidance on local sites, ecosystem services and nature improvement areas. The Planning Process, enhancement of biodiversity, avoiding, mitigating and compensating for significant harm are also covered.

### **Fylde Coastal Strategy 2015 - 2032**

This is a Fylde Council document and the Vision is;

“To create a unique, high quality destination for residents and visitors, which is based on the conservation and enhancement of the natural landscape and heritage assets of the coastal area of the Borough of Fylde”.

There are ten objectives and the first four relate to biodiversity:

- To create an interconnected corridor of green infrastructure along the Fylde Coast.
- To safeguard the coast from flooding, coastal erosion and the effects of climate change.
- To improve the quality of our bathing waters and beaches.
- To protect, enhance, regenerate and maintain the natural environment and the heritage assets of the Borough.

Theme 1 is Green Infrastructure and Landscape and Theme 4 covers Nature Conservation, Habitat Improvement and Landscape Enhancement.

Theme 4 sets out the issues, reviews policy and strategy, describes the role of Natural England, describes the local context and beaches, foreshore, sand dunes, Ribble Estuary and Ribble Coast and Wetlands Regional Park.

Key Actions:

- Integrate the nature reserve, SSSI and biological heritage sites to create a regionally significant nature reserve.
- Develop and Implement the Sand Dunes Management Action Plan
- Review the impact of sand extraction/winning
- Develop and implement Beach Management Plan.
- Establish strategic urban trails

### **Sand Dunes Management Action Plan**

The Sand Dunes Management Plan was produced by a partnership including Fylde Council, Blackpool Council, Natural England, The Environment Agency, Lancashire Wildlife Trust, Lancashire County Council, Royal Society for the Protection of Birds and Sefton Metropolitan Council. The Sand Dune Management Plan is out of date, it has been agreed that an update will be provided.

The Sand Dunes Management Action Plan is a document which aims to:

- Enhance the nature conservation interest of the coastal habitats
- Improve the efficiency of the dunes and saltmarsh as a soft sea defence
- Enhance public appreciation and enjoyment of the dunes

### **Helping Swifts Soar Nature's Home The RSPB Magazine 2017**

There isn't one specific document on Swifts, however this article provides a useful summary of the work carried out so far. Exeter Council have an adopted SPD that specifies that nest boxes should be

integrated into new developments. This guidance has been identified as an exemplar of good practice by the Town and Country Planning Association. Belfast has become the UK's first ever Swift City and has recruited dozens of volunteers to carry out Swift surveys. Tayside Swifts advises on Swift conservation in Angus, Perth and Kinross and Dundee.

Fylde Council will review current best practice with respect to swift conservation, in particular contacting councils that do require nest boxes via planning conditions in order to incorporate best practice into the SPD.

The **Good Design SPD** and the **Healthy Living SPD** which are being produced in tandem with this Biodiversity SPD will also provide information relating to Biodiversity. There will be implications relating to the Biodiversity SPD where design influences Biodiversity, and also with respect to how access to biodiverse areas improves health and well being.

**Q. Do you agree that the SPD should have regard to all of the above documents? Are there other documents to which the SPD should refer or which inform the content of the SPD? In particular any documents which highlight Biodiversity issues that are of particular concern in Fylde?**

## Biodiversity Issues in Fylde

This section of this scoping document will provide more detail about the objectives and options for how the SPD intends to address them. It provides an opportunity to make comments on the proposed approach. Each objective is underlined and there is a question about each objective at the end of each section.

**To provide more detailed guidance on the International and European Sites (Ramsar and SPAs) and functionally linked land (which provides a support function for the qualifying species of the Ramsar Sites and Special Protection Areas), and the requirements for providing appropriate mitigation, replacement or other compensation.**

The SPD will set out in detail guidance on mitigation, compensation and enhancement of habitats for protected species including Pink Footed Geese. This will apply to both designated sites and habitats outside the designated sites that support species listed as being important in the designation of the International and European sites, known as functionally linked land.

Where it has been demonstrated that significant harm cannot be avoided appropriate mitigation or as a last resort, replacement or other compensation will be required. The location of appropriate mitigation, replacement or other compensation will be targeted, using a sequential approach with the priority being provision within the development site or the immediate locality.

A Biological Heritage site has been created on Lytham Moss north east of the Lytham St Annes. Part of this extensive area will be managed as a Farmland Conservation Area for migratory birds associated with the Ribble Estuary. This is mitigation for the adjacent Queensway Development site.

The Former Pontins Site between St Annes and Blackpool has been redeveloped for housing. It is across the road from a very important area of protected dune habitat which residents use to access the beach. Mitigation for the development includes developer contributions to a ranger service which raises awareness of the importance of the dunes and discourages trampling of vulnerable areas.

Examples of mitigation measures that can be used in association with International and European Sites with populations of 'passage and overwintering birds' include:

- Construction to take place from April – September.
- If outside April – September then include a Construction Environmental Plan to avoid noise and visual disturbance.
- The disturbance will affect the bird's ability to feed so more rigorous cold /freezing restrictions will apply.
- Additional measures may include provision of a suitable bird feeding area on site or in the immediate locality.

Where housing proposals create recreational pressure for International and European Sites examples of mitigation measures could include:

- Incorporation of public open space to encourage use of the public open space within the housing site.
- Design and management of public open space outside the proposed development boundary to encourage use away from the International and European Sites.
- Provision of information in sales packs informing residents of the protected sites and how they can help to preserve them.

- Contributions to improving and /or managing access to and /or within the International and European Sites e.g. rangers, signage, path management.
- Contributions towards enhancing and or managing existing public open space or countryside areas away from the coast and improving access to them.

Where holiday accommodation creates recreational pressure for International and European sites e.g. holiday chalets close to the Wyre Estuary, information packs can be provided to guests to raise awareness of the issues.

The SPD could set out which mitigation measures should be used for which locations and for which different types of development. The Council will consult Natural England on emerging best practice with respect to this objective. However, it may be that sites still have to be assessed on a site by site basis.

**Q. Are you aware of any other mitigation measures that could be used in relation to the International and European Sites? Do you have any examples of best practice associated with their implementation? Do you think a methodology could be set out which describes the approach in different areas of Fylde, and for different types of development or do you think a site by site approach should be taken?**

**To investigate the use of the Lancashire Ecological Network to screen applications allowing better assessment of the impact on the wider ecological network.**

The NPPF 2018 paragraph 171 states that plan should: take a strategic approach to maintaining and enhancing networks of habitats and green infrastructure; and plan for the enhancement of natural capital at a catchment or landscape scale. Paragraph 174 states that to protect and enhance biodiversity and geodiversity, plans should:

Identify, map and safeguard components of local wildlife rich habitats and wider ecological networks, including the hierarchy of international, national and locally designated sites of importance for biodiversity, wildlife corridors and stepping stones that connect them; and areas identified by national and local partnerships for habitat management, enhancement, restoration or creation and promote the conservation, restoration and enhancement of priority habitats, ecological networks and the protection and recovery of priority species; and identify and pursue opportunities for securing measurable net gains for biodiversity.

Policy ENV2 Biodiversity of the Fylde Local Plan to 2032, section B Criterion iii states that consideration should be given to the impact of development proposals on the County wide Lancashire Ecological Network and, where possible, opportunities to support the network by incorporating biodiversity in and around development should be encouraged.

The Lancashire Network comprises separate habitat maps for three different broad habitat groups:

- Woodland and Scrub
- Grassland
- Wetland and Heath.

The elements of the Lancashire Ecological Network will be described in detail in the SPD.

A constraints mapping layer could be set up and planning officers would be able to assess the impact of proposals on the Network and advise applicants accordingly.

**Q. Do you agree with this approach to assessing the impact of development on the Lancashire Ecological Network?**

**To produce a clear and robust methodology for assessing the biodiversity implications (at all scales) of proposed development, and for maximising the creation of biodiversity opportunities of all new developments.**

Dealing with Ecological Issues in the Planning Process

**Pre-application**

Applicant to establish in consultation with the Council (at the very earliest stage) whether any biodiversity considerations apply, including opportunities for improvements and additions to the ecological network, and to commission a Biodiversity Survey and Report. Some surveys can only be carried out at certain times of the year so this may delay the process. Surveys are usually requested if there is:

A likely impact on:

A protected species

A Designated Area e.g Ramsar site or SPA

An Identified Functionally Linked Habitat

An Impact Risk Zone (a 2km zone around a SSSI)

Species surveys are requested if for example there is a pond within the site or within 500m of the site, this would be a survey for newts. For large sites on the edge of settlements a Phase 1 Habitat Survey is usually provided. These surveys are assessed by the Greater Manchester Ecology Unit who report back to the Council.

Natural England request a shadow Habitats Regulations Assessment (under the Habitats Regulations), if they deem there to be an impact on a Ramsar Site, Special Area of Conservation(SAC) or Special Protection Area(SPA) this is commissioned by the applicant and adopted by the Council.

**Validation by the Local Planning Authority**

Is the Biodiversity Survey and Report fit for purpose are further surveys needed and are they included? Once all the necessary information has been collected the application can be determined.

**Determination of the Planning Application**

Does the application demonstrate that harm to species/habitats can be avoided or mitigated, or as a last resort be compensated for. Approval may be granted with appropriate conditions and in some cases, subject to obligations under a legal agreement if appropriate.

**Implementation**

Applicant applies to discharge ecological conditions that they have complied with. Applicant implements mitigation/management regime if required.

The steps set out above provide a very brief description of the process that a planning application which has Biodiversity implications would go through. The SPD will set out in more detail the steps to be followed.

**Q. Do you have any experience of the system for assessing the Biodiversity implications of development as it currently operates at Fylde? Do you have any suggestions for improvement that could be incorporated into the Biodiversity SPD?**

**To provide advice on how information should be provided to new home owners about areas protected for their biodiversity in the local area**

This will be addressed in the earlier section on the European Sites and mitigation in relation to development proposals, where the mitigation may be required.

The Council also will encourage developers to provide a pack of guidance to new home owners where the residential development will create recreational pressure on any site of value for its biodiversity.

**Q. Do you agree with this approach to managing recreational pressure?**

**To provide guidance on best practice with respect to permitted development and maximising opportunities for biodiversity, which members of the public and developers can refer to.**

Permitted Development is development which does not require planning permission. Whether or not development is permitted depends on its size and how much development has already taken place, householders can usually undertake single story side or rear extensions, loft conversions, front porches, outbuildings, solar panels and skylights. Permitted development also includes Barn Conversions which can affect bats and owls.

The SPD will contain a section on best practice with respect to Biodiversity and Permitted Development which the person carrying out the development can be referred to. The development does not require planning permission so the SPD can only be used to raise awareness and encourage best practice.

Permitted Development rights do not override the need to comply with Habitats Regulations. Any permitted development (granted by the General Development Planning Order (permitted development order)) which is likely to have a significant effect on European Sites must not begin until the developer has received written notification of the approval from the Local Planning Authority, a screening opinion. The SPD will set out the process to be followed in these circumstances.

**Q. Do you agree that the SPD should set out best practice with respect to permitted development?**

**To require a Biodiversity/Ecological Appraisal when applications are submitted for Prior Notification and/or prior Approval for demolition consents.**

Applications for Prior Notification and/ or Prior Approval for demolition consents will require a Biodiversity/Ecological Appraisal. The scope of the survey will be limited to a survey for bats and breeding birds. Evidence of the use of the building by breeding birds such as barn swallow, house martin, barn owl or swift should be recorded. This type of survey can only be done in the breeding season. A demolition method statement should take the information from the surveys into account in scheduling the timing of demolition work, and the method of demolition.

**Q. Do you agree that the SPD should set out best practice with respect to Prior Notification and/or prior approval for demolition consents?**



**To clarify how Fylde Council will respond when they are consulted on Nationally Significant Infrastructure Projects.**

Fylde Council are consulted on Nationally Significant Infrastructure projects by the Planning Inspectorate. The content of the Biodiversity SPD will highlight Fylde specific, plus national and international biodiversity issues which will be used as a checklist to ensure the consultation response covers everything of relevance.

The approach will be to advise the Planning Inspectorate on the impact of the NSIP on Fylde's natural assets. It will also advise whether any proposed mitigation is acceptable in terms of quantity, quality and location, whether additional mitigation is required or whether compensatory provision is needed. The response will also include an assessment of the NSIP against the Local Plan policies and in consultation with Natural England whether a project level Habitats Regulations Assessment is required under the Habitat Regulations.

**Q. Do you agree with the approach set out above? Is there anything else that should be included in the Council's response?**

**To ensure that as the population of Lytham St Annes grows, and its popularity as a visitor destination grows, pressure on the sand dunes is managed, in particular through the continued funding of the ranger service.**

The recently adopted Fylde Local Plan to 2032 provides for the development of 8715 new homes by 2032. Similar amounts of new development are being provided by Preston and Wyre Councils, with slightly less development proposed in Blackpool.

Some of this new development e.g. the Former Pontins site is within walking distance of the dunes, other development is a short car ride away. Visitors to Lytham St Annes come from all over the north west for day trips or short visits and the resort is an all year round holiday destination in its own right.

All of this creates recreational pressure on the dunes. The dunes are a vulnerable resource as they are a very narrow strip which is less resilient than other more extensive areas of dunes in for example Sefton. Fylde Council's long term objectives are set out in the Sand Dunes Management Plan and include:

- Enhance the nature conservation interest of the coastal habitats
- Improve the efficiency of the dunes and saltmarsh as a soft sea defence
- Enhance public appreciation and enjoyment of the dunes

In particular the Council has recently expanded its team of Coastal and Countryside Rangers and part of their remit includes dune management. One of the main aims is to achieve an extension of the dunes seaward by promoting activities which result in accretion of embryonic dunes. This has involved fencing and signage to raise awareness of the vulnerability of the dunes, plus planting of 'used' Christmas Trees to trap sand and also planting of marram grass. Routes through the dunes are sign posted encouraging people to stick to them, as they walk through to the beach. So far the work has had promising results with new embryonic dunes forming. If the narrow strip of dunes can be extended seaward it will provide a more robust sea defence. This may be vital in the future as climate change will cause sea level rise making areas like Lytham St Annes more vulnerable. As the dune system expands in area its Biodiversity will increase and it will become less vulnerable.

Some of this work has been carried out by teams of volunteers organised by the Fylde Ranger Service. The Ranger Service is partly funded by the former Pontins Development as part of the mitigation associated with the redevelopment of this site for housing. The funding is limited, it funds 2 of the 3 rangers for 5 years. One of the objectives of the SPD will be to investigate the possibility of other new developments in the area contributing to the continuation of the Ranger service.

**Q. Do you agree that new development in Lytham St Annes should make contributions to the Ranger Service, which will then promote dune management?**

**To raise awareness of nature improvements areas.**

Nature Improvement Areas are large areas, (in the region of 10,000-50,000 ha) that by taking a landscape-scale approach, will deliver a step change in nature conservation, they are delivered by a local nature partnership that has a shared vision for the natural environment. The partnership will plan and deliver significant improvements for wildlife and people through the sustainable use of natural resources, restoring and creating wildlife habitats, connecting local sites and joining up local action. The partnership will be able to demonstrate measurable improvements – the ‘step change’ – and commit to sharing information about their improvements. Policy ENV2 Biodiversity of the Fylde Local Plan to 2032 states that the location of appropriate mitigation, replacement or other compensation will be targeted using a sequential approach, as follows:

- Within the development site;
- In the immediate locality;
- Within a Nature Improvement Area within the Borough;
- Elsewhere.

The Biodiversity SPD will provide more information about Nature Improvement Areas and investigate the potential for creating a Fylde Nature Improvement Area?

**Q. Do you agree with the approach to Nature Improvement Areas as set out above?**

**To highlight the lack of up to date surveys for Biological Heritage Sites (BHS).**

Biological Heritage Sites were originally designated in the 1990s and Fylde Council was provided with a schedule for each site which described the flora and fauna which had resulted in the designation.

<https://www.lancashire.gov.uk/lern/site-designations/local-sites/biological-heritage-sites>

However, the Council is not aware of any updates to this survey work. This is a resourcing issue with Lancashire County Council unable to carry out the necessary survey work. Fylde Council does not have an ecologist who could resurvey the BHS, or the resources to employ one. The SPD will highlight this as a significant issue and raise this awareness of this issue.

**Q Do you have any ideas for achieving a resolution to this issue?**

**To highlight the importance of adhering to the Parks and Coast Design Guide which assists in adopting a coherent approach to species selection, maintenance and provision of infrastructure e.g. signage and furniture. This will ensure that public open spaces which are passed over to the Council for future maintenance have been established in a sustainable and biodiverse way.**

**Also to provide guidance on levels of maintenance for both publicly and privately owned public space, for example the Council has reduced the amount of formal bedding it plants by 40% in recent years as bedding plants are less sustainable than perennial planting.**

The Parks, Leisure and Tourism Department of the Council has been working on a Parks and Coast Design Guide. This will set out what the Council expects with respect to the design, planting, infrastructure and maintenance regimes for new public open space created as a result of development.

This will ensure that the design maximises biodiversity by creating a mosaic of different habitats. Also the species planted (trees, shrubs, grasses etc) should be adapted to a coastal climate and will thrive as the climate changes. This will for example reduce the need for watering. Infrastructure could be made of robust, recycled materials. Maintenance regimes should be minimal to make areas more sustainable and reduce the cost to the Council and the environment.

The Biodiversity SPD will raise awareness of the Parks and Coast Design Guide and the Council's Planning Officers will refer developers to the guidance in it.

**Q. Do you agree that the Council should have a Parks and Coast Design Guide and that developers of new public open space should be required to adhere to the prescribed standards?**

**To raise awareness of the decline of Swifts, and request that local businesses and home owners install Swift nest boxes as well as requesting that Swift bricks/boxes are provided as part of new development.**

There has been a 47% decline in UK Swifts numbers (1995-2014) and this is attributed mainly to the loss of nesting sites. Nesting sites are lost when small cavities, usually just under the eaves of traditional buildings are lost as an historic building is restored.

The first step in halting the decline of swifts is to carry out summer surveys during the nesting season to find out which areas colonies are nesting in. Then existing nest sites need protecting and new nest boxes should be put up as close as possible to existing nest sites, in case something happens to this nest site in the future.

A lot of work has been done to conserve swifts throughout the UK. The SPD would summarise best practice and would conclude with recommendations for swift conservation in Fylde which is likely to include planning conditions which require developers to incorporate swift bricks and swift boxes in new developments, both housing and commercial developments.

**Q Do you agree with this approach to Swift Conservation. Are you aware of any other species which are declining in Fylde and which could be assisted by provision of habitat?**

This section of the scoping document has dealt with issues and objectives which were raised prior to this consultation. The Council expects that further issues will be raised by this consultation. The Council will consider any additional issues raised by this consultation and will investigate the evidence and come to a conclusion as to whether or not the issue can be addressed by the Biodiversity SPD.

## DECISION ITEM

REPORT OF	MEETING	DATE	ITEM NO
DEVELOPMENT SERVICES DIRECTORATE	PLANNING COMMITTEE	14 NOVEMBER 2018	9

### HEALTHY LIVING SUPPLEMENTARY PLANNING DOCUMENT (SCOPING)

#### PUBLIC ITEM

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

#### SUMMARY

On 10<sup>th</sup> September 2018 Planning Committee recommended that officers commence work on scoping the content of four supplementary planning documents (SPDs). The Healthy Living Supplementary Planning Document (Scoping) is appended to this report. This report seeks approval from members for the Healthy Living Supplementary Planning Document (Scoping) to be put out for consultation for 6 weeks. This is in line with the Fylde – Council Statement of Community Involvement 2015 Section 5 Supplementary Planning Document Consultations.

#### RECOMMENDATIONS

1. That members approve the content of the Healthy Living Supplementary Planning Document (Scoping) for consultation.

#### SUMMARY OF PREVIOUS DECISIONS

10th September 2018 Planning Committee approved the LDS 2018 which states that the Council will commence work on four Supplementary Planning Documents. These are the Affordable Housing, Good Design, Healthy Living and Biodiversity SPDs.

#### CORPORATE PRIORITIES

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

## REPORT

1. Supplementary Planning Documents (SPDs) are a way of providing further detail to the policies presented in Local Plans. They can be used to provide guidance for the requirements of Local Plan policies for specific situations or types of development, or on particular issues, such as health and wellbeing. In this case, an SPD can provide greater detail and clarity than is provided in the Fylde Local Plan to 2032.
2. The Healthy Living SPD is one of the four initial SDPs proposed to support policies set out in the Fylde Local Plan to 2032, adopted on the 22<sup>nd</sup> October 2018. The Healthy Living SPD (Scoping) describes issues associated with health and wellbeing in the Borough as well as suggesting ways to bring about improvements. The Scoping Report attached provides a suggested framework of the proposed SPD and asks a series of questions on the content. These questions are to determine whether or not the Council has identified the correct issues and objectives in the Healthy Living SPD (Scoping) and whether or not it proposes to take the correct approach to resolving the issues.
3. The Healthy Living SPD (Scoping) proposes that the SPD should contain an introduction, a vision, issues to be addressed and a set of objectives. Following a review of relevant policy it proposes sections on healthy places, healthy living, healthy eating, smoking and alcohol, lifetime homes, community facilities, cycling and walking, access to natural areas and Health Impact Assessments (HIAs).
4. Issues mentioned in the Healthy Living SPD (Scoping) document include:
  - High levels of social isolation.
  - Poor access to community facilities in some areas.
  - A high proportion of retired residents that is set to increase.
  - Inadequate cycling facilities.
  - Some groups of the population have poorer health outcomes than others.
  - Obesity and the distribution of Hot Food Takeaways.
5. The aforementioned issues mean the Healthy Living SPD is considered necessary for improving health outcomes in the Borough. It is also necessary to:
  - Promote mixed-use developments.
  - To ensure developments encourage a healthy lifestyle through the provision of a compact community with easy access to local facilities, suitable cycling and walking infrastructure and high-quality community facilities.
  - To ensure easily accessible and well-maintained natural areas.
  - To ensure engagement with all interested bodies.
6. The Healthy Living SPD (Scoping) will be put out for consultation for 6 weeks from the 22<sup>nd</sup> November 2018 to 3<sup>rd</sup> January 2019. The consultation will run for 6 weeks instead of 4 as a result of the Christmas period. This will allow more time for consultation responses to be made.
7. The responses will be processed and used to inform the writing of the Healthy Living SPD. A Sustainability Appraisal of the SPD will be carried out and the final version of the Healthy Living SPD will be presented to members prior the final consultation on its content.

IMPLICATIONS	
Finance	There are no financial implications arising directly from this report
Legal	The SPD (Scoping) will undergo consultation in accordance with Regulation 12. (a) of The Town and Country Planning (Local Planning) (England) Regulations 2012.
Community Safety	None
Human Rights and Equalities	The Healthy Living SPD will incorporate guidance to reduce health inequalities within the population.
Sustainability and Environmental Impact	The Healthy Living SPD will aim to improve sustainability of new development. Supporting measures that encourage active travel will minimise negative environmental impacts.
Health & Safety and Risk Management	None

LEAD AUTHOR	CONTACT DETAILS	DATE
Stephanie Shone	<a href="mailto:Stephanie.shone@fylde.gov.uk">Stephanie.shone@fylde.gov.uk</a> Tel: 01253 658697	14 November 2018

BACKGROUND PAPERS		
Name of document	Date	Where available for inspection
Local Development Scheme	September 2018	<a href="http://www.fylde.gov.uk">www.fylde.gov.uk</a>

Attached documents

Appendix 1 - Fylde Healthy Living Supplementary Planning Document (Scoping)

## **Fylde Healthy Living Supplementary Planning Document (Scoping)**

## **Contents**

Consultation Information and how to respond

Introduction

Vision

Issues and Objectives

Planning, Policy and Public Health Context

*The Role of the NHS/ Health Responsibilities*

*The Role of Planning*

Healthy Places and Healthy Living

Key Considerations

Excess Weight and Obesity

*Hot Food Takeaways*

*Food growing opportunities*

Smoking and Alcohol

Lifetime Homes

Community Facilities

Cycling and Walking Infrastructure

Access to Natural Areas

Health Impact Assessment



## **Consultation information**

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

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

## **How to Respond**

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

## Vision

***“By 2032 Fylde will be a healthy place with healthy communities. Access to healthy lifestyle choices and local health care facilities will be significantly improved. Communities will have the opportunity to partake in active travel through the provision of public services, good jobs and public transport links close to where they live through the delivery of mixed use development. A reduction in inactivity, obesity and social isolation will be seen as a result of the provision of optimum community facilities and activities. Whyndyke Garden Village will see the delivery of lifetime homes, suitable for people throughout their life course and enabling people to live in a healthy state in their own home for longer.”***

## Introduction

Health and wellbeing mean different things to different individuals. It is much more than simply an absence of illness. Health is defined by the World Health Organisation (WHO) as ***“a state of complete physical, mental and social wellbeing, and not merely the absence of disease or infirmity.”*** Wellbeing is a key component of good health, but it is also a much broader concept arising from the action of individuals and a host of collective goods and relationships with other people. Wellbeing can be understood as ***“a positive physical, social and mental state: it is not just the absence of pain, discomfort and incapacity. It requires that basic needs are met, that individuals have a sense of purpose, with which they feel able to achieve important personal goals and participate in society’.***

Health in Fylde is varied compared with the England average. The context of the Borough of Fylde means that there is a higher than average proportion of retired residents and as a consequence, the number of people with dementia is higher than the national average. With an ageing population, this number is likely to increase over the coming years. There is a requirement for activities for young adults and children that promote physical activity which can consequentially influence obesity levels now and in the future. Alcohol consumption is a concern and evidence suggests that road safety improvements are required, with children in Fylde being particularly vulnerable as pedestrians or when cycling (Public Health England, Fylde District, Health Profile 2015, Fylde Local Plan to 2032 ). A higher percentage of people in Fylde are affected by long-term health problems than the national average. These include diseases of the heart and blood vessels, diabetes, kidney disease and stroke. Additionally, there is a disparity in the life expectancies of people living in the most deprived and least deprived areas of the Borough, creating a subsequent disparity in levels of health and wellbeing (Fylde Local Plan to 2032).

‘Health and Wellbeing’ is a concept that runs throughout the Vision, Objectives and Cross Cutting Themes of the Fylde Local Plan to 2032 and is consequently truly embedded within its policies and proposals. The Supplementary Planning Document (SPD) will provide further detail and guidance in relation to policies and proposals within the Fylde Local Plan to 2032, adopted by the Council on 22<sup>nd</sup> October, 2018. The main objective of the SPD is to provide greater detail with respect to health and wellbeing and also further guidance on issues related to achieving a state of healthy living. The scope of this SPD is limited to the legislative remit of Fylde Council as the Local Planning Authority.

This SPD Scoping Report is intended to describe the proposed scope/content of the SPD. It includes questions about the proposed content and options for dealing with particular issues. Any responses made in relation to this SPD scoping report will be investigated and the evidence will be assessed before a decision is made by the Council regarding its inclusion in the final SPD.

## Issues and Objectives

### Issues

- Fylde has a higher than average proportion of retired residents and this is set to increase. A proportion of the over 65 population are not in a state of good health.
- There is a significant difference in the life expectancy of both men and women living in the most deprived and the least deprived areas of the Borough.
- The percentage of physical active adults in Fylde is significantly lower than the England average.
- The rate of people killed and seriously injured on roads in Fylde is worse than the England average.
- Cycle facilities do not necessarily work for all users and there is limited interchange between public transport and cycling.
- Poor transport infrastructure designed for cycling and walking dissuades people from traveling by these modes.
- Fylde is significantly worse than the England average in terms of adults (16+) being overweight or obese.
- Provision of opportunities for leisure are minimal without car access.
- Some areas of the Borough (Warton) have poor access to community facilities.
- Access to some of the Borough's most important Green Infrastructure assets is limited.
- There are groups within the population that have poorer health outcomes than the general population.
- Fylde has high levels of social isolation, with 7% (2400) of all Fylde households estimated to be socially isolated, including 9% of all households in Lytham and St Annes.

### Objectives

- To provide more dwellings and activities throughout the Borough to enable older people to lead more active and healthy lives.
- To provide lifelong homes at Whyndyke Garden Village that will support people through each stage of their lives.
- To reduce the disparity in life expectancy in Fylde by focussing on providing healthy places for healthy living in areas with lower life expectancies.

- To provide guidance on how opportunities for creating healthier developments can be maximised and achieved and apply this to construct a Garden Village called Whyndyke Garden Village with the application of Healthy New Town Principles.
- To promote the importance and to maximise the opportunities for physical activity through a well-designed streetscape and public realm, access to excellent cycling and walking infrastructure and access to high quality natural areas.
- To investigate areas of higher Road Traffic Accidents and liaise with the Highways Department at Lancashire County Council to see where and how improvements could be made.
- To maximise the potential of existing cycling facilities in the Borough and promote their implementation in new developments.
- To clarify the importance of accessibility, especially in terms of cycling and walking infrastructure and make cycling and walking the convenient travel choice for short journeys to help create healthy, sustainable communities.
- To investigate the evidence relating to obesity in Fylde and produce guidance with respect to the location of Hot Food Takeaways.
- To improve activity levels for all in Fylde by providing opportunities for everyone to be active and engage in activities in and around the place in which they live.
- To facilitate access to community facilities, including health and social infrastructure and developing socially cohesive, diverse and healthy communities by promoting investments in the provision of new formal indoor and outdoor sports facilities across the Borough.
- To link up the Green Infrastructure network across Fylde.
- To create equality and facilitate social interactions by creating a shared vision between communities, new housing developments and Gypsies and Travellers and Travelling Showpeople.
- To raise awareness and investigate social isolation and promote the need for futureproofed community hubs in new developments such as Whitehills and Whyndyke Garden Village.
- To encourage an increase in the number of Health Impact Assessments so that proposals ensure the maximising of positive health impacts and provide adequate mitigation against any potential negative impacts.
- To ensure comprehensive engagement with Public Health leads, health organisations, other Local Planning Authorities and other interested bodies including the local community.

## Planning, Policy and Public Health Context

***“Health problems such as obesity, chronic heart disease, stress and mental health issues are intricately linked to the physical environments in which people live and work. Cities need growth, but at the heart of that must be citizens’ wellbeing. It makes economic sense, and good planning can help to achieve both.”*** (Jane Askew, former President of the Royal Town Planning Institute (RTPI), 2015).

The linkages between health and the natural and built environment have long been established, and an increasing body of research indicates that the environment in which we live is inextricably linked to our health across the life course. For example, the design of neighbourhoods can influence physical activity levels, travel patterns, social connectivity, mental and physical health and wellbeing outcomes (Public Health England, 2017).

A key consideration is to ensure that the future needs required to support health and wellbeing are reflected and taken account of in the planning process.

### The Role of the NHS/ Health Responsibilities

#### The Marmot Review

In November 2008, the then Secretary of State for Health asked Sir Michael Marmot to chair an independent review to propose the most effective evidence based strategies for the reduction of health inequalities in England from 2010. The final report ‘Fair Society, Healthy Lives’ recommended that the planning system should be fully integrated with transport, housing, environment and health policy. Furthermore, six main policy objectives were published, which concluded that action on these objectives would be the best way to begin to reduce health inequalities.

The objectives are:

1. Give every child the best start in life.
2. Enable all children, young adults and adults to maximise their capabilities and have control over their lives.
3. Create fair employment and good work for all.
4. Ensure a healthy standard of living for all.
5. Create and develop healthy and sustainable places and communities.
6. Strengthen the role and impact of ill-health provision.

Delivering this action requires work by central and local government, the NHS, the third and private sectors and community groups, as national policies will not work without effective local delivery systems. This is supported by the ‘White Paper: Healthy Lives, Healthy People: Our strategy for Public Health in England. Here it is acknowledged that *“local government and local communities will be at the heart of improving health and wellbeing for their populations and tackling inequalities.”* Local delivery requires effective participatory decision-making at local level, which can only happen by empowering individuals and local communities (National Institute of Clinical Excellence, 2010).

#### The Wider Determinants of Health

The health and wellbeing of individual people and local communities can be affected by a wide range of factors. These factors concern the society, the environment, the economy and health. They are

generally interconnected with one another. These determinants of health include the natural and built environment. Spatial Planning can therefore be used to address a wide range of health issues including social isolation, poor air quality, physical inactivity and conditions related to this, such as obesity.

### **An Assessment of Local Health and Wellbeing (Lancashire Insight)**

The Fylde Health Profile 2017 (PHE), reveals that the health of the Borough's people is varied compared with the England average, however, 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. There are already 10% more adults aged over 45 and 8% more adults aged over 65 than the national average. By 2022 it is expected that the number of people aged over 70 will have increased by approximately 28% and by 2030, the number of people over the age of 85 is expected to have doubled. This will increase the pressure on services as people are much more likely to develop multiple long-term conditions such as diabetes, heart disease, breathing difficulties and dementia. (The Fylde and Wyre Clinical Commissioning Group).

Whilst the life expectancy for men and women is similar to the England average, life expectancy is 9.3 years lower for men and 8.5 years lower for women in the most deprived areas of Fylde compared to the least deprived areas. This emphasises the critical nature of inequalities in terms of health outcomes.

The number of children classified as obese in Year 6 (15%) is better than the England average as is the number of children (14%) who live in low income families.

The rate of alcohol-related harm stays per year stands at 585 and the rate of self-harm hospital stands at 175 stays per year, both worse than 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 sexually transmitted infections, tuberculosis, violent crime and long term unemployment are better than average.

### **The Fylde and Wyre Clinical Commissioning Group (CCG)**

The Clinical Commissioning Group for Fylde and Wyre consists of 19 GP practices which provide care for over 150,000 registered patients. Blackpool Teaching Hospitals NHS Foundation Trust is the main provider of secondary health care for the area whilst the Lancashire Care Foundation Trust is the main provider of inpatient and specialist community mental health and learning and disability services.

CCGs around the country are encouraging all GP practices to become part of a local Primary Care Network (PCN). Based around a GP's list of approximately 30,000-35,000 patients, PCN'S incorporate general practice and other partners in community and social care. These systems can provide care on a scale small enough for continuous care, but large enough, in their partnerships with others in the local health system to be resilient (NHS PCNs, 2018). The networks provided by a PCN can result in early detection of conditions and can give patients the confidence to manage their conditions away from a hospital setting. Self-care will be promoted and enabled through social prescribing and

community empowerment (Healthier Lancashire and South Cumbria). This is a component of a wider prevention framework.

### **The Lancashire Health and Wellbeing Strategy**

The Lancashire Health and Wellbeing Strategy was developed by Lancashire's Health and Wellbeing Board. The ambition for the strategy is that it will enable productive collaborative working to "deliver real improvements to the health and wellbeing of Lancashire's citizens and communities."

Informed by intelligence from the Joint Strategic Needs Assessment for Lancashire<sup>1</sup>, it is apparent that there is a need to focus work to deliver the strategy across the whole life course, with coordinated interventions in childhood, adulthood and old age. The Health and Wellbeing Board agreed on three overarching goals for the strategy, which need to be achieved by the year 2020. These are:

- Better Health and Wellbeing
- Better Care and
- Better Value

These three goals are used in the Fylde Local Plan to 2032 to help achieve Policy HW1 – Health and Wellbeing.

### **NHS England's Five Year Forward View**

The Five Year Forward View, published in October 2014 by NHS England sets out a clear direction for the NHS. It provides the scope for developing and providing sustainable and personal health and care services over the next 5 years (NHS Confederation, 2015).

The Five Year Forward View identifies three areas that have a large and ever widening gap between current NHS resources and the demand on the service. Fundamental change is needed to close the following gaps:

- Health and Wellbeing,
- Care and Quality; and
- Funding and efficiency.

Based on these, the key points and recommendations emerging from the 5 Year Forward View include:

- More needs to be done to tackle the "root causes of ill health". The plan backs "hard hitting action on obesity, alcohol and other significant health risks, noting that the future sustainability of the NHS depends on a fundamental upgrade in prevention and public health."
- The plan commits to giving patients more control over their own care. It includes the option of combining health and social care and increased support for carers.

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<sup>1</sup> An assessment that aims to describe the current and future health, care and wellbeing needs of the local population.

- It claims that the NHS must change to meet the needs of the patients who are living longer and have more complex conditions. As a result their needs are more demanding. The plan sets out new models of care that “break down the boundaries between traditional healthcare settings, physical and mental health and health and social care”.
- It sets out measures needed to develop and deliver the new models of care. (Nursing Times, 2014).

The Next Steps of the NHS Five Year Forward View was published in 2017 to review the progress so far and present steps for further improvement. The Next steps document is split into a number of different categories including mental health, primary care, integrating care locally and harnessing technology and innovation.

Whilst some actions can be brought about by the NHS itself, other actions require new partnerships with local communities, local authorities and employers (NHS, 2014). Local authorities have statutory responsibilities for improving the health of their communities. Actions such as limiting hot food takeaways in close proximity to schools, taking action on alcohol and smoking and promoting developments suited to lifetime living and the ability for self-care are a number of measures that could result in positive outcomes.

#### **Healthy New Towns (A collaboration between health and planning)**

In the NHS Five Year Forward View, a commitment was made to dramatically improve population health and integrate health and care services as new places are built and take shape. In March 2016, the head of NHS England announced plans to create ten NHS-supported ‘Healthy New Towns’ across the country with the potential to provide more than 76,000 new dwellings for approximately 170,000 residents.

Combining the need to accelerate housing numbers with the principles laid out in the Five Year Forward View, the Healthy New Towns Programme explores how new housing developments can achieve improved health outcomes (NHS, Healthy New Town Network Prospectus). Building strong and healthy places and communities can contribute to the reduction of the three gaps referred to in the Five Year Forward View. As stipulated in the NHS Healthy New Town Prospectus, good urban and housing design promotes healthy lifestyles and thus can prevent illnesses. Additionally, older people can be supported by the latest technology to live in their homes longer, supporting their independence and overall health. Building new developments provides an essential opportunity to radically reshape health and care services which can assist with the changing needs of the population and contribute to the long term financial sustainability of the NHS.

This is supported by the Chief Executive of the NHS, Simon Stevens:

*““The much-needed push to kick start affordable housing across England creates a golden opportunity for the NHS to help promote health and keep people independent. As these new neighbourhoods’ and towns are built, we’ll kick ourselves if in ten years’ time we look back having missed the opportunity to ‘design out’ the obesogenic environment, and ‘design in’ health and wellbeing” (NHS England, 2016).*

To achieve this successfully, new approaches to shaping the built environment are needed. These could include:

- Building healthier homes and environments that support independence at all stages of life,



- Tackling unhealthy and obesogenic environments by creating walkable neighbourhoods with improved infrastructure for safe and active travel and more accessible public transport,
- Providing easy access to healthy and affordable food in the local area,
- Implementing a new 'operating system' for health and care that achieves 'triple integration' between primary and secondary care, mental and physical health, and health and social care,
- Creating connected neighbourhoods, strong communities and inclusive public spaces that enable people of all ages and abilities from all backgrounds to mix; and,
- Designing healthy workplaces, schools and leisure facilities that make the most of opportunities to encourage physical activity, healthy eating and positive mental health and wellbeing (NHS: The Forward View into Action, 2015).

Places that were planning large scale housing development were invited to take part in the programme by submitting an Expression of Interest. In March 2016, Whyndyke Garden Village was chosen as one of the ten Healthy New Town demonstrator sites. The majority of the site, is located in Fylde Borough with a small part (7.6 hectares) located in Blackpool. An outline planning application has been approved for 1,400 homes - 1,310 in Fylde and 90 homes in Blackpool, of which 30% will be affordable. Additional information on affordable housing will be provided in the Affordable Housing SPD. The ambition for Whyndyke Garden Village is to provide the homes, jobs and services that people need, reducing environmental risks and delivering well designed buildings and urban spaces which will create the conditions for healthy, active lifestyles. Education, employment, leisure, health and residential accommodation will be provided on the site with the intention to integrate efficiently and effectively with existing settlements.

Whyndyke Garden Village is a key component of the Fylde Local Plan to 2032 and is presented within Policy SL2 as a Strategic Location for Development on the Fylde- Blackpool Periphery. It is also presented as a future Local Service Centre within Policy S1 – The Proposed Settlement Hierarchy and as a site for new employment land in Policy EC1 – Overall Provision of Employment Land and Existing Employment Sites.

The delivery of Whyndyke Garden Village is, understandably, paramount to the success of Policy HW1 – Health and Wellbeing.

The five main priorities for Whyndyke Garden Village are:

- Developing the model of healthcare provision.
- Pushing the telehealth care agenda.
- Developing a healthy community facility.
- Encouraging physical activity.
- To create a dementia friendly home for life long living.

'Putting Health into Place' is to be published by NHS England in 2019. This will set out national recommendations for change and provide practical tools for anyone involved in creating new places based on 10 principles that should be encompassed by the Healthy New Towns. The principles are as follows:

1. Plan ahead collectively.
2. Plan integrated health services that meet local needs.
3. Connect, involve and empower people and communities.
4. Create compact neighbourhoods.
5. Maximise active travel.
6. Inspire and enable healthy eating.

7. Foster health in homes and buildings.
8. Enable healthy play and leisure.
9. Provide health services that help people stay well.
10. Create integrated health centres.

These principles have been included in the Section 106 agreement.

### **The Role of Planning**

#### **The National Planning Policy Framework (NPPF)**

The NPPF was published in July 2018 and sets out the Government's planning policies for England and how these are expected to be applied.

In relation to healthy living:

Paragraphs 7-10 of the NPPF acknowledge that the purpose of the planning system is to contribute to the achievement of sustainable development, with paragraph 10 stating that **"a presumption in favour of sustainable development"** is at the heart of the Framework. To achieve sustainable development the planning system has three overarching objectives: economic, social and environmental, which are co-dependent and thus need to be pursued in mutually supportive ways. These objectives should be delivered through the preparation and implementation of plans and the application of policies in the Framework.

Paragraph 8b acknowledges that in order to provide and promote sustainable development, "strong, vibrant and healthy communities" should be supported. This can be done through ensuring the provision of an adequate number and type of homes to meet the needs of the current population and those in the future. Well-designed and safe built environments, with accessible services and open spaces that reflect current and future requirements and support communities health, social and cultural wellbeing, are also vital.

Paragraph 91 asserts that planning policies and decisions should aim to achieve healthy, inclusive and safe places. These places should promote social interaction, are safe and accessible and enable and support healthy lifestyles especially where this would address identified local health and wellbeing needs. This is supported by paragraph 92 a-e, which highlight the elements required to provide the social, recreational and cultural facilities and services that the community needs. These include planning positively for the provision and use of shared spaces, community facilities and other local services, supporting the delivery of local strategies to improve health, social and cultural wellbeing, and guarding against the loss of valued facilities.

Paragraph 96 identifies the importance of access to a network of high quality open spaces and opportunities for sport and physical activity in its contribution to the health and wellbeing of communities. This is supported by the Fylde Local Plan to 2032 with the 'protecting, increasing and enhancing open space, sport and recreation provision and the Green Infrastructure network throughout the Borough' assisting in the achievement of Strategic Objective 5.

Lancashire County Council's Director of Public Health, through the Health Equity, Welfare and Partnerships service, is collaborating with Lancashire's local planning authorities (LPAs), including Fylde Council, to take account of local health issues and considerations, through the provision of local health data and advice. Due to the emphasis on partnership working, this SPD takes into account information provided by Public Health and other relevant parties.

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

Current planning policy recognises the contribution that planning can make to improving health and wellbeing. The Fylde Local Plan to 2032, adopted on 22<sup>nd</sup> October, 2018, has a number of policies which are intended to help deliver health and wellbeing.

Chapter 10: Health and Wellbeing contains:

- **Policy HW1- Health and Wellbeing.** This policy focuses on integrating public health and planning principles to help reduce health inequalities. It also takes account of the three goals set out in the Lancashire Health and Wellbeing Strategy. It sets out the methods by which this policy could be achieved, including collaborative working with Lancashire County Council and health professionals, seeking appropriate land or financial contributions, safeguarding and encouraging the provision of allotments and garden plots and promoting improvements to cycling and pedestrian routes. Finally, it acknowledges the requirement for a Health Impact Assessment should the screening process demonstrate a need.
- **Policy HW2 – Community Facilities.** This policy recognises the important role of community facilities in providing the health and wellbeing, social, educational, spiritual, recreational, leisure and cultural needs of the community. It recognises that when independent of a new development, co-location should be considered in accessible community buildings, for example, using a hall or a public house as a venue for a post office, or a healthcare facility several days a week. Finally, the policy proposes new locations for community facilities and acknowledges that the loss of any community facility will be resisted unless it can be demonstrated that the facility's continued operation is no longer required or it can be relocated to a location that is equally accessible to its users.
- **Policy HW3 – Protection and Provision of Indoor and Outdoor Sports Facilities.** This policy recognises that public accessible urban open space, play and sports facilities all have a vital role to play in helping to promote healthier lifestyles. It will provide appropriate indoor and outdoor sports facilities for the Fylde communities by protecting existing indoor and outdoor sports facilities and supporting new indoor and outdoor sports facilities. Finally, it emphasises the importance of major residential developments contributions to new or improved sports facilities where there is a recognised need or increased demand.

Other relevant policies include:

- **Policy M1 – Masterplanning the Strategic Locations for Development.**

This policy requires that all masterplans for strategic locations for development should meet a list of criteria. Criterion 'f' acknowledges the need for an appropriate level of retail, leisure, social, cultural, community and health facilities to meet the needs of the residents of the new development without undermining the characteristics of the existing towns or centres.

- **Policy GD6 – Promoting Mixed Use Development.**

This policy encourages mixed uses on strategic sites. This allows for the provision of local retail centres and access to employment, commercial, leisure, community and recreational opportunities close to where people live and work.

- **Policy GD7 – Achieving Good Design in Development.**

This policy states that development will be expected to be of a high design standard. A high quality built environment and good design which facilitates cycling and walking has a positive effect on the health and wellbeing of a community. Green infrastructure can help make space for nature in urban areas, promote better health and affect people's sense of wellbeing, defining how they feel about the places where they live. Criterion 'l' outlines the requirements for protecting existing natural assets and providing enhancements to open spaces to encourage people to use them. Additionally, criterion 'm' states that in line with the Equalities Act, provision must be made for the needs of the specific groups in the community such as the elderly and those with disabilities.

- **Policy EC2 – Employment Opportunities.**

Employment is a wider determinant of health and the effects of unemployment, unstable employment and lack of access to employment can damage long-term health and wellbeing. The availability of land in the Borough for employment opportunities is limited, and thus this policy seeks to retain the continued employment use of existing employment sites. Criterion 'a' states that accommodation for employment purposes should be flexible and suitable to meet changing future employment needs and provide for the requirements of local businesses and small firms. This will ensure the provision of a wide variety and accessible employment for local communities into the future.

- **Policy H1 - Housing Delivery and the Allocation of Housing Land.**

This policy states that the Council will provide for and manage the delivery of new housing in Fylde by applying a minimum housing requirement of 415 net homes per annum for the plan period. Sufficient land will be made available to deliver a minimum of 8715 new homes up to the end of the Plan period in 2032. This will increase access to high-quality housing for all.

- **Policy H2 – Density and Mix of New Residential Development.**

Provision of good quality housing is essential to good health. It can be argued that access to high quality, affordable housing in neighbourhoods that promote health and wellbeing is one of the most unequally distributed of all of the social determinants of health. This policy sets out the requirements for the density and mix of new residential development in the Borough. It recognises that a broad mix of types and size of homes will be required to reflect the demographics and housing requirements of the Borough and different considerations will arise from developments of different densities. Specialist accommodation will be required to meet the ageing need of Fylde's population. The policy states that at least 20% of homes within residential developments of 20 or more homes should be designed specifically to accommodate the elderly, including compliance with optional technical standard M4(3(2A)) (wheelchair-adaptable dwellings) unless it is proved that this would render the development unviable. This policy is supported by Policy H4- Affordable Housing.

- **Policy H4 - Affordable Housing.**

This policy sets out the requirements for the provision of affordable housing in the Borough. With 'affordable housing' recognised as an important wider determinant of health, all market housing schemes of 10 or more homes will be required to provide 30% affordable housing/starter homes unless viability testing demonstrated that this provision would prevent delivery of the development. The policy proceeds to lay out requirements for the tenure and size and type of affordable housing.

- **Policy H5 – Gypsies, Travellers and Travelling Showpeople's sites.**

- a) This policy sets out the requirements for additional pitches or plots for Gypsies, Travellers and Travelling Showpeople in Fylde up to the end of the Plan period. Where additional need is evidenced and cannot be accommodated in the allocated sites, permission for new Gypsies, Travellers and Travelling Showpeople's sites will be granted where all the criteria in the policy can be met. Criterion 'e' states that the site would not be isolated and should be within or proximate to a settlement which can provide education, health, welfare and employment infrastructure. Local environmental quality with respect to noise and air quality should not have a detrimental impact on the health and wellbeing of Gypsies, Travellers and Travelling Showpeople.

- **Policy INF1 – Service Accessibility and Infrastructure.**

Development will be required to provide essential site service and communications infrastructure and support the infrastructure requirements set out in the Infrastructure Delivery Plan. The policy recognises that for Fylde to protect and create sustainable communities, development proposals should contribute towards improvements to existing infrastructure and provision of new infrastructure, as required to meet the needs of the development. This will allow for the provision of infrastructure that can influence the health and wellbeing needs of the community. These will be secured through a Planning Obligation or the Community Infrastructure Levy (CIL).

- **Policy INF2 – Developer Contributions.**

This policy states that development will normally be expected to contribute towards the mitigation of its impact on infrastructure, services and contribute to the requirements of the community. Developments may be required to contribute towards; affordable housing; community facilities providing for the health, spiritual, recreational, leisure and cultural needs of the community; and enhancing the functionality, quality, connectivity and accessibility of the Green Infrastructure network – the network of natural environmental components and green and blue spaces (such as outdoor sports facilities, open space, parks, allotments, play areas, enhancing and conserving biodiversity and management of environmentally sensitive areas).

- **Policy T4 – Enhancing Sustainable Transport Choice.**

This policy recognises that community health and wellbeing should be improved by providing alternative means of sustainable transport such as walking and cycling. This will be achieved through protecting and enhancing the existing public rights of way network; the

provision of additional footpaths, cycleways and bridleways where appropriate; and safeguarding land for the provision of a continuous footpath, cycleway and bridleway network along Fylde's coastline. Utilisation of these methods will also reduce transport emissions, such as carbon dioxide and other greenhouse gases, again having a positive public health impact.

- **Policy ENV1 – Landscape.**

An increasingly strong evidence base demonstrates the positive effects that access to good quality landscapes has on health and wellbeing. This policy seeks to ensure that development will have regard to its visual impact within its landscape context and the landscape type in which it is situated. Supported by the Lancashire Landscape Character Assessment (2002) development will be assessed to consider whether it is appropriate to the landscape character, amenity and tranquillity in which it is situated. The Council will encourage appropriate landscaping on new development sites, which will complement existing natural features such as hedges and ponds.

- **Policy ENV2 – Biodiversity.**

Biodiversity not only provides life-sustaining goods and services but the conservation and sustainable use of biodiversity can provide significant benefits to people's physical and mental health. This policy is concerned with the protection and enhancement of Fylde's biodiversity and geological assets and interests. Additional information can be found in the Biodiversity SPD.

- **Policy ENV3 – Protecting Existing Open Space (the Green Infrastructure Network).**

This policy protects the existing areas of public open space (identified on the Policies Map) from inappropriate development. This includes parks and gardens, amenity greenspace, children's play areas, local areas and local equipped areas for play, youth provision, allotments and sports pitches. Fylde's Public Rights of Way network, comprising footpaths, byways, cycleways and bridleways will also be protected and opportunities to extend the network will be safeguarded from development.

- **Policy ENV4 Provision of New Open Space (the Green Infrastructure Network).**

This policy sets out the amount of new amenity open space that will be required. Opportunities for movement and activity will be maximised, with new housing developments of ten or more homes being required to provide facilities for children's play. The minimum standards of these areas alter depending on the size of the development. Green open space should be safe, accessible, of high quality and be provided as a single central usable facility. Where there is an identified over-provision of open space in close proximity to the application site, the monies generated from the development of the site and development in close proximity to it will be used to enhance the quality of, and accessibility to, the existing open space network.

## **Neighbourhood Plans**

Neighbourhood Plans give communities greater ownership of the plans and policies that affect their area and gives direct power to develop a shared vision and shape the growth and development of their local area (Planning Practice Guidance, 2014). The Neighbourhood Plans formed by communities within Fylde should be in conformity with the strategic policies presented in the Fylde Local Plan to 2032.

### **St. Annes on the Sea Neighbourhood Development Plan**

The St. Annes on the Sea Neighbourhood Development Plan (NPD) acknowledges the vital role of the provision of Green Infrastructure as a community facility to improve health and wellbeing. Policy EN2 – Green Infrastructure - of the St Annes on Sea NPD states that new open spaces should “be accessible and where possible, connect and enhance the existing green infrastructure network within St. Annes. Provision of open space should be in advance of relevant developments being occupied and should also be accessible to people with disabilities and be dementia friendly.” This is delivered by Policies ENV3 (Protecting Existing Open Space (Part of the Green Infrastructure network)) and ENV4 (Provision of New Open Space (Part of the Green Infrastructure network)) of the Fylde Local Plan to 2032. Additionally, it is also recognised that a well-developed Green Infrastructure network linked with safe pedestrian and cycle networks will serve to encourage greater levels of exercise with consequent benefits to health and wellbeing.

The importance of community facilities is recognised within Policy CH1- Community Facilities of the St. Annes on the Sea NDP, which mirrors Policy HW2 – Community Facilities – of the Fylde Local Plan to 2032. The provision or if necessary the re-provision of high quality community facilities is considered essential for the health and wellbeing, social, educational, spiritual, recreational and leisure and cultural needs of residents, visitors and businesses.

### **Bryning with Warton Neighbourhood Plan**

The provision of access to health services such as GP’s and dentists, is immediately noted as an issue for the Warton community, with residents having to travel at least 2 miles to reach these services. The Bryning with Warton NDP acknowledges that the area is a Strategic Location for Development (Policy SL3) in the Fylde Local Plan to 2032 so for this to be sustainable, community facilities, education provision, local retail centres and health care provision need to be included within the infrastructure delivery schedule and provided for through developer contributions.

Mirroring Policies in the St. Annes on Sea NDP and the Fylde Local Plan to 2032, Policy BWLC12 of the Bryning with Warton NDP focuses on ‘Community, Leisure Facilities and Open Spaces’.

The policy states that proposals to improve and/or provide centrally located community facilities will be supported. There is a recognised lack of provision for young people in Bryning with Warton which is an issue that needs addressing. Enhancing the quality of community facilities and open space will enhance its value to the local community and result in increased usage. This will have a positive impact on the physical and mental health and wellbeing of the residents of Bryning with Warton.

**Q: Are there other documents to which the SPD should refer or which should inform the content of the SPD?**

### **Healthy Places**

The World Health organisation refers to healthy places as:

*“The place or social context in which people engage in daily activities in which environmental, organisational and personal factors interact to affect health and wellbeing.”*

Public Health England defines healthy placemaking as:

*“Placemaking that takes into consideration neighbourhood design (such as increasing walking and cycling), improved quality of housing, access to healthier food, conservation of, and access to natural and sustainable environments and improved transport and connectivity.”*

It is clear from these definitions that there are multiple components required to create a healthy place. As the Design Council (2018) affirms, it “cuts across built environment stakeholders, physical and social infrastructure and fundamental changes are required in order to facilitate a positive impact on health and wellbeing.”

Planning Policy Guidance (PPG) acknowledges that *“a healthy community is a good place to grow up and grow old in”*. In these cases, the community should support healthy behaviours and support reductions in health inequalities.

In 2013, Public Health England (PHE) set up the Healthy Places Programme. This recognised that the places people live and the homes in which they live can have a significant impact on their health and wellbeing.

Although it is difficult to precisely quantify the impact of the natural and built environment on health, there is consistent research to support the notion that a majority of health outcomes can be explained by factors other than healthcare (PHE, 2017). This can include the nature of the places people live, work, learn and spend their leisure time in. The design of buildings, streets, parks and neighbourhoods can support good physical and mental health, help reduce health inequalities and improve wellbeing. Additional information on good design will be provided in the Good Design SPD. These environments should promote active and healthy lifestyles that promote active play and cycling and walking, and create healthy living environments for people of all ages that support social interaction (PPG, 2017).

On the contrary, environments that promote vehicle use, and hostile public spaces contribute to sedentary lifestyles and social isolation, thus increasing the risk of disease.

Therefore, Healthy Places are centred on five aspects of the built and natural environment, which in turn can influence healthy living. These are:

- Neighbourhood design,
- Housing,
- Healthier food choices,
- Natural and sustainable environment, and;
- Transport.

There are many strategies and plans in place across Fylde that encompass these aspects in order to try and improve the health and wellbeing of those living in the area. Opportunities to engage in physical activity are encouraged and promoted through initiatives such as the ‘Walking for Health’ group. This combines physical activity with a social element that is equally important for health and wellbeing. The YMCA’s ‘Your Move’ programme utilises a team of specialists to support over 2000



local adults, children and families in overcoming health conditions and making improvements to their daily lives (YMCA, 2018). One of the biggest plans is the construction of the Healthy New Town Demonstrator, Whyndyke Garden Village. This provides extreme potential to embed 'healthy place' principles from the start of a development process instead of trying to apply them in hindsight. At Whyndyke, community, health and employment facilities will be located close together in a mixed use neighbourhood, as stipulated in Policy SL2 of the Fylde Local Plan to 2032. The Whyndyke Garden Village Board are working to develop a model of healthcare provision, pushing the telehealth care agenda and the use of smart home digital technology, developing healthy community facilities, encouraging physical activity and creating life time homes. The ten guiding 'healthy' principles will be utilised throughout to ensure that features that contribute to healthy places and encourage a state of healthy living are brought into the development at every available opportunity.

This will support the development of healthy places and homes within Fylde, which ensure that health inequalities are considered and addressed when planning, developing and improving the built environment.

**Q: Are there any other ways in which this SPD can achieve healthy places?**

**Healthy Living**

Although people appear to make individual choices about the factors that influence their health, such as their levels of physical activity and their diet, these decisions are influenced significantly by social norms and the range of choices available.

In a report conducted by The Health Foundation (2016) it was suggested that people need to have the physical and psychological capability to perform the behaviour, strong automatic and reflective motivation to engage with the behaviour, and the social and physical environment to engage with the behaviour. Therefore, the way in which a place is designed can clearly influence a person's choice or action. Targeted policy and system changes in a community can help overcome obstacles and barriers to the necessary behaviour change required to health and wellbeing.

Health and wellbeing is embedded throughout the Fylde Local Plan to 2032, and as a result includes a number of Policies that support the provision of healthy places by advocating changes to behaviour and encouraging people to make healthier choices.

For example, a mixed use neighbourhood with well-designed and well established cycle ways and pedestrian footpaths should reduce the need to travel by car and provide the environment for people to actively want to take up more physical means of mobility. Policy GD6 of the Fylde Local Plan to 2032 states that mixed use development should be encouraged particularly on strategic sites. The availability of community facilities can influence people to attend events and join certain groups, as noted in Policy HW2 Community Facilities of the Fylde Local Plan to 2032. This can have a subsequent reduction on the high levels of social isolation in the Borough.

This highlights the importance of 'healthy places' in providing their communities with the opportunities to make healthy choices and carry out actions consistent with a state of 'healthy living'. Both of these themes run consistently throughout the considerations in this SPD Scoping Document.

**Q: Can you think of any other ways in which this Healthy Living SPD can contribute to healthy living?**

**Q: What other elements do you consider contribute to healthy placemaking? What are the highlights of your local area for you and what do you think is missing?**

## **Key Considerations**

### **Healthy Eating (Healthy Living)**

Healthy eating is defined by the NHS (2017) as *“eating a wide variety of foods in the right proportions and consuming the right amount of food and drink to achieve and maintain a healthy body weight.”* The current government guidelines for healthy eating include consuming more fruit, vegetables and starchy carbohydrates, reducing levels of sugar and salt and limited alcohol consumption (NHS, 2017).

The benefits of healthy eating are widely recognised. Keeping active and eating a healthy, balanced diet can help people to maintain a healthy weight, reduce the risk of conditions such as Type 2 diabetes and high blood pressure and is associated with higher academic performances amongst children. However, healthy eating can be influenced by a number of factors including deprivation, a perceived lack of time and a lack of knowledge surround healthy eating. More socially disadvantaged people and households have poorer dietary-related health outcomes and behaviour than more affluent households. Families on low income are less likely to be able to afford fruit and vegetables or experiment with healthy foods.

Other barriers to healthy eating include:

- Perceived cost of healthy or nutritious food,
- Lack of knowledge or education around food preparation and healthy eating,
- Poor accessibility to affordable food,
- Unclear food labelling; and,
- The marketing of high fat and high sugar foods to children.

The SPD will interrogate the evidence in terms of obesity hotspots to provide guidance on what interventions would be most appropriate and where these interventions are best placed.

### **Excess Weight and Obesity<sup>2</sup>**

Obesity is one of the biggest health challenges facing the UK, with significant negative health consequences and a huge wider cost to society. Being overweight or obese is linked to a wide range of diseases including: type 2 diabetes, high blood pressure, some cancers, heart disease and stroke (PHE, 2018). Obesity can also be associated with poor psychological and emotional health and poor sleep (PHE, 2018).

In Fylde, 68.1% of adults (age 16+) have excess weight, which is significantly worse than the England average of 64.8%. This figure should not provide a desired benchmark however, as England has one of the highest obesity rates in Europe. Eight of Fylde's 21 wards have a reception year obesity rate of 10.9% or higher which places them in the worst 20% nationally. These are: Clifton; Freckleton West; Kirkham North; Kirkham South; Medlar with Wesham; Ribby with Wrea; St. John's and Warton with Westby. Despite this, 15% of children (Year 6) are obese which is significantly better than the England average of 19.8%.

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<sup>2</sup> Excess weight is measured using Body Mass Index (BMI). If an adult has a BMI of between 25-29 they are classed as overweight. A BMI of 30+ means that an adult is obese. Child obesity is measured using a different methodology due to the different growth rates among boys and girls at different age levels.

The obesity epidemic in England has attracted considerable policy attention in recent years with the 2008 publishing of 'Health Weight, Healthy Lives' encouraging local authorities to use planning regulations to provide less obesogenic environments. These are environments that promote more activity and healthier eating.

### ***Hot Food Takeaways (Healthy Places)***

Takeaway foods have become increasingly popular and are thought to be a key driver in increasing levels of excess weight and obesity due to their high levels of sugar, salt and fat, as well as low levels of micronutrients. Over 25% of calories are now thought to be consumed outside the home and meals obtained in hot food takeaway outlets often exceed recommended daily requirements for energy, fat, sugar and salt, thereby increasing the risk of becoming overweight or obese if eaten regularly. For this reason, Public Health England's "Healthy People, Healthy Places" strategy supports the governments place based approach to health. It states that *"the government will promote planning powers to local authorities and PCT's to highlight the impact they can have on promoting a healthy weight, for instance through managing the proliferation of fast food outlets, particularly in proximity to parks and schools"*.

Although in some locations, the provision of Hot Food Takeaways can be advantageous where other trades are failing, and bring a footfall into quieter areas this does not outweigh the negative impact they have on health. It is also evident that Hot Food Takeaways are only a small part of the problem and a whole system approach is required in tackling obesity. With the link between planning and health becoming increasingly documented, Lancashire County Council Public Health and Wellbeing team are working with district councils to investigate how certain spatial initiatives, focussing on obesity, can be implemented. Restricting access to unhealthy food is considered a practical and sustainable method of initiating the battle against excess weight and so some Local Authorities have been using the planning system to restrict hot food takeaways.

The Town and Country Planning (Use Classes) Order 1987 (as amended) puts uses of land and buildings into various classes, referred to as 'Use Classes'. There is a distinction between a shop (Class A1), a restaurant and café (Class A3), a drinking establishment (Class A4) for example. Generally, planning permission is required to change from one use class to another. Since 2005, Hot Food Takeaways have been classified as falling within A5 use class.

However, Fylde saw a 22% increase in the number of Hot Food Takeaways between 2012 and 2016. This indicates that action is required to prevent further proliferation. Lancashire County Council have proposed the following principles:

1. A 400m restriction zone surrounding secondary schools,
2. Refusing new A5 uses within wards where more than 15% of year 6 pupils or 10% of reception pupils are classed as obese,
3. Prevent the clustering of A5 uses in deprived neighbourhoods,
4. Presentation of local and national evidence and circumstances; and,
5. Partnership Buy-in.

This aligns with Policy HW1 of the Fylde Local Plan to 2032, where part 'g' supports initiatives to facilitate healthier lifestyles where these can be delivered through the planning system.

The importance of joined up healthy weight strategies are well-acknowledged. There are many opportunities within Fylde to get involved with activities that support the intended outcomes of Hot

Food Takeaway restraints. These include events that promote physical activity, such as the 'Your Move' scheme and the Fylde Health Walk. The opportunities to improve obesity levels through food choice can be further improved through increased education and dietary awareness and more opportunities for people to grow their own food.

**Q: Do you agree that Hot Food Takeaways should be controlled as part of measures to help with obesity?**

**Q: Do you think that there are any other issues in Fylde that result in obesity in children and adults and what do you think can be done?**

### ***Opportunities for Food Growing (Healthy Places and Healthy Living)***

Growing your own food not only helps to save money but it is good for the environment, provides exercise and helps people to make healthier dietary choices. It is also a good mechanism for promoting good wellbeing.

Paragraph 11.21 of the Fylde Local Plan to 2032 states that:

*"Community food growing schemes including the 'landshare' initiative where local landowners lease out their land to local residents to use for food growing purposes, can help counter this [obesity and its associated health issues] by providing fresh, affordable food and also promote physical activity and social inclusion. It is important, therefore, to safeguard allotments and other urban land that can support local food growing."*

This statement suggests that there are numerous benefits to being able to grow your own food. This is supported by a strength of evidence demonstrating the benefits of gardening and food growing for physical and mental health and wellbeing.

To improve physical health, food growing projects can:

- Increase overall levels of physical activity and fitness, burn more calories and thus can contribute to healthy weight management and reduce the risk of obesity; and,
- Increase healthy fruit and vegetable consumption for people that grow food as well as improving people's attitude to healthy eating (Growing Health, 2014).

To improve mental health, food growing projects can:

- Contribute to improved social interactions and community cohesion,
- Reduce the occurrence of episodes of stress, the severity of stress and associated depression; and,
- Alleviate symptoms of dementia and Alzheimer's disease, which can in turn improve circumstances for carers (Growing Health, 2014).

Allotments are the plots of land made available for individual, non-commercial gardening or growing food plants. They provide opportunities for exercise, getting fresh air and increasing consumption of home grown fruit and vegetables. In Fylde at present, housing is relatively low density with a large proportion having their own garden space, reducing the requirement for allotment land. However, future demand may require changes to how allotment space is allocated. This presents an

opportunity the 'designing in' of allotments in new developments. This would provide for people living in gardenless flats to have access to, and reap the benefits of food growing and engaging with the outdoors.

There are a number of allotments in Fylde. These are:

- Moss Hall Lane Allotments
- Mythop Road Allotments
- Shepherd Road Allotments
- Blundell Road Allotments
- Croft Butts Lane and Naze Lane Allotments
- Kirkham Allotments
- Wesham Allotments.

Details of these can be found on the Fylde Borough Council Website.

Fylde Council recognises the importance of formal recreational sites such as allotments and they are consequently protected under Policy ENV3.

Opportunities for growing your own food can also be provided through a variety of mechanisms such as the provision of a garden within the working environment or be catered for by community led projects.

An example of this includes:

- Incredible edible ([incredibleedible.org](http://incredibleedible.org))

Incredible Edible is a network encouraging areas across the UK to become self-sufficient and improve the local community. The Incredible Edible Network was set up in 2012 in response to the popularity of the original group in Todmorden. Since then, the number of Incredible Edible groups in the UK has risen from 25 to over 100.

It seeks to:

- "Engage and inspire new groups who have decided to take up the challenge of creating kinder, more confident, more connected communities through the power of food,
- Build up, empower and connect existing groups to help them continue to deliver ever increasing impact in their own communities; and,
- Act to amplify the grass roots actions in order to inform and influence national and local policy in order that these policies may create kinder communities."

In Rossendale, Lancashire, people visiting Rawtenstall's Whitaker Park can pick their own free fruit and vegetables in the community garden. The garden, 'Incredible Edibles Rossendale' is looked after by volunteers and actively encourages anyone passing to pick and eat the food. This not only impacts on the health and wellbeing of the volunteers, but encourages people not involved in the project to eat fresh, home grown produce.

In Fylde, Incredible Edible Fylde and Wyre is held at Lytham Allotments. Its primary aim is to support adults and older people from a range of backgrounds, including those who are looking for friendship, those suffering from social isolation and loneliness and those who may have disabilities, alcohol misuse problems, weight problems or mental health issues. The Incredible Edible Fylde and Wyre has seen significant successes, such as its involvement in the 'Larkholm for All' project in Fleetwood,

Wyre, where unused land is being transformed into a community garden. The project has been successful in bringing people who use the Larkhome Disability Day Centre, and the local community close together. The importance of the scheme has been recognised in terms of encouraging people who live locally and use the day centre to cook and use the produce from the garden and eat more healthily (Incredible Edible Network, 2018).

### ***Workplace allotments***

There are a variety of workplaces which could be suited to workplace growing projects. The workplace allotment gives staff the opportunity to grow healthy produce, exercise and meet new people.

British Airways has offered employees allotment plots at its headquarters near Heathrow Airport to help improve their general health and wellbeing. There is also a social network page on which people can share recipes for their produce and offer advice on growth strategies. The scheme has also been implemented at Manchester Airport, university sites and other private businesses as an employee benefit.

The Fylde Coast Sub-region comprised of the Fylde, Wyre and Blackpool authorities have strong commuting flows between the three areas, indicating a vibrant and interdependent employment market. Strategic employment sites within the Fylde Borough such as the BAE Systems, Warton and Blackpool Airport Enterprise Zones and other smaller employment areas and businesses provide extensive opportunity to design in work place allotments. Due to the strong commuter flows, this will not only have an impact on the workplace health and wellbeing of employers in Fylde but also transfer healthy behaviours to the wider Fylde sub-region.

As part of the work of the SPD more evidence will be collected by contacting allotment owners to determine allotment demand and to see if there are any other recognised opportunities for food growing.

**Q: Do you know/ are you aware of a recognised need for allotment space within Fylde?**

**Q: Are there any spaces that you feel could be well used as a community garden?**

**Q: Are you aware of any workplaces that have a communal garden that promotes workplace food growing and/or gardening?**

**Q: Are there any other 'best practice' or 'good practice' examples that you feel could be taken up in Fylde?**

### **Smoking and Alcohol (Healthy Living)**

#### **Smoking**

Tobacco smoking is the single largest preventable cause of ill health, premature death and inequalities, killing over 79,000 people each year in England and 1,673 adults aged 35 years and over in Lancashire alone. In Fylde, smoking prevalence in adults and smoking status at the time of child delivery are both worse than the England average.

In 2017 Lancashire County Council Published the National Tobacco Control Plan, which sets a target of reducing adult population level use of Tobacco County wide from 15% to 12%. It clear that

improvements need to be made and a collaborative approach for Tobacco Free Lancashire has been developed by the Directors of Public Health in Lancashire County Council and the neighbouring authorities to share learning and experiences.

Objectives include:

- Health Education setting out clear and consistent messages about tobacco harms and the benefits of a smoke free lifestyle
- Working in partnership with the NHS and wider public sector to target key groups with higher rates of smoking prevalence including:
  - Pregnant women due to the negative health impacts for both mother and baby that come from tobacco use
- Align with the Public Health England (PHE) position that electronic cigarettes are significantly less harmful than tobacco. Although they are not risk free they are a valuable harm reduction tool.

These policy objectives are supported by a wide variety of services which help people who wish to stop smoking. 'Quit Squad', funded by Lancashire County Council provides advice and information on how to quit and the benefits of quitting smoking as well as the dangers of personal and passive smoking. Free consultations with a Quit Squad Specialist Advisor are held in Lytham St Annes, Kirkham and Freckleton every week. These measures help support the Fylde and Wyre CCG's 2030 Vision for Health and Care in Fylde and Wyre in which the improvement of 'Stop Smoking' services and tailoring these to individual needs is of high priority.

## Alcohol

Excessive alcohol consumption is England's second biggest cause of premature mortality behind tobacco use. Regular heavy drinking is associated with a range of additional issues such as anti-social behaviour and an increased risk of physical and mental problems. Long term alcohol misuse can also contribute to social issues such as unemployment and homelessness. In Fylde, 3 wards (St. Leonard's, Ashton and Central) sit within the worst performing 20% nationally for alcohol related hospital admissions. Alcohol consumption is therefore a concern, although alcohol specific stays for under 18's and hospital admissions for alcohol related harm decreased in recent years. Schemes such as the 'Get on Board' alcohol awareness programme have been delivered by AFC Fylde Community Foundation. This has helped young children make informed choices and decisions when it comes to alcohol misuse later in life and may contribute to improved statistics in relation to alcohol consumption and alcohol harm. The Environmental Health Department also conducts work with the local police. Usually involving sending an underage person to purchase alcohol, checks are made on whether underage sales are taking place. If underage sales are found to occur, steps are taken to ensure this doesn't happen again.

Additionally, the use of the planning system can influence reduced alcohol consumption in alcohol selling establishments through the use of Planning Conditions. Enabled by Section 70(1) (A) of the Town and Country Planning Act 1990, it is important to ensure that conditions are tailored to tackle specific problems rather than used to impose unnecessary controls. With this in mind, opening hours of relevant off licenses can be regulated through planning conditions.

**Q: Are there any particular factors within Fylde that you feel influence smoking and alcohol consumption?**

**Q: Are you aware of any successful intervention measures in your area?**

**Q: Are there any other specific policies or information (such as groups and schemes) you feel should be included?**

### **Lifetime Homes (Healthy Places)**

Living in a suitable home is important for a good and healthy later life. However, it is essential that new homes are fitted with features that support living throughout the whole life course. Lifetime homes are ordinary homes that are designed to incorporate 16 Design Criteria that can be applied to new homes at minimal cost ([lifetimehomes.org](http://lifetimehomes.org)). These include:

- Approaches to entrances,
- Communal stairs and lifts,
- Bathrooms; and,
- Circulation space.

Each design feature supports the changing needs of individuals and families at different stages of their lives. The construction of 1400 new dwellings at Whyndyke Garden Village provides opportunity to implement these features from initiation and thus forms the SPD objective to provide lifelong homes at Whyndyke Garden Village that will support people through each stage of their lives. The SPD will set out guidance for lifetime homes.

The Fylde Local Plan to 2032 includes Policy H2 – Density and Mix of New Residential Development. Whilst this determines the density, mix and the specialist accommodation for the elderly, there is a need to go above and beyond to ensure that new dwellings are suitable for people throughout their lives, thus reducing the need for people to relocate as a result of changing needs or situations. Building Regulations in England can ensure that people are able to access and use buildings and their facilities. This is done through the use of ‘Approved Document M: access to and use of buildings, volume 1: dwellings’. Based on the content of this document and discussions with stakeholders it has been suggested that 80% of all new homes at Whyndyke Garden Village meet the optional Building Regulation Requirement M4(2) Category 2 – Accessible /Adaptable dwellings. Discussions on this matter are ongoing.

Although it is essential to remember that lifetime homes are not specifically about catering for the elderly, the elderly population of Fylde is expected to grow. ‘Adapting for Ageing- Good Practice and Innovation in Home Adaptations’ provides a series of home adaptations that will assist older people to live independently in their own home for as long as possible. It can also assist with the inequalities and disabilities that occur as a result of ageing. These adaptations include provision of space and electrics for stair lifts, automatic window controls, digital capabilities, hoists and bathroom features that can be well hidden and storage space. Many elements can be used throughout different life stages and to accommodate different needs such as disabilities. For example, a space for wheelchair storage can be used for pram storage or a space for toys etc.

Facilitated discussions are underway with a variety of stakeholders including Public Health at Lancashire County Council, Fylde and Wyre CCG and building developers and Cassidy and Ashton architects to create a suggested approach to Homes for Life Long Living to be considered by Whyndyke Garden Village Developers. This SPD will further interrogate the evidence to determine what features should be accounted for within new home and provide guidance on their implementation in order to support lifetime living.



**Q: Do you agree that 80% of houses at Whyndyke Garden Village should be accessible/adaptable dwellings?**

**Q: What features do you feel your own house is missing and how would the implementation of these assist you in carrying out your daily activities?**

**Q: Are there any features within your house that make life easier and you feel should be standard in all homes?**

**Q: What features or elements do you think would help a new home become a lifetime home?**

### **Community Facilities (Healthy Places)**

The importance of community facilities is widely recognised in National and Local Planning Policy, as is their contribution towards a state of good health and wellbeing. They can contribute towards community spirit and reduce the need to travel by making communities more self-contained.

NPPF Paragraph 20, criterion 'c' states that strategic policies should set out an overall strategy for the pattern, scale and quality of development, and make sufficient provision for community facilities (such as health, education and cultural infrastructure).

Paragraph 83, criterion 'd' states that planning policies and decisions should enable the retention and development of accessible local services and community facilities, such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship.

The protection of existing and provision of new community facilities where necessary is supported strongly within the Fylde Local Plan to 2032. Strategic Objective 5 (criterion 'h') endeavours to develop socially cohesive, safe, diverse and healthy communities by facilitating access to community facilities, including health and social infrastructure and developing socially cohesive, diverse and healthy communities by investment in existing and the provision of new formal indoor and outdoor sports facilities across the Borough.

Policy HW2 – Community Facilities of the Fylde Local Plan to 2032 states that:

- Development proposals for new community facilities – including developments within the new local centres at Warton, Whyndyke and Whitehills , should be co-located where possible, providing mixed uses and a range of services in one sustainable and accessible location.
- Where new facilities are required independent of new development, co-location should be considered in the most accessible community buildings available, i.e. using a hall or a public house as a venue for a post office, or a healthcare facility several days a week.
- The loss of any community facilities will be resisted unless it can be demonstrated that the facility's continued operation is no longer viable or needed, or can be relocated elsewhere in a location that is equally accessible by the community.

Policy HW3 – Protection and Provision of Indoor and Outdoor Sports Facilities of the Fylde Local Plan to 2032 states that:

- In order to provide appropriate indoor and outdoor sports facilities for the communities of Fylde, the Council will: protect existing indoor and outdoor sports facilities unless they are proven surplus to need, an equivalent or better quality and quantity sports facility will be created and the proposed development is for an alternative sports facility where benefits outweigh the loss of the existing sports facility. All new indoor and outdoor sports facilities will be supported where they are readily accessible by public transport, walking or cycling, and the proposed facilities are appropriate to the size of the settlement.

The Council also produced a Playing Pitch Strategy which will assist any proposals affecting outdoor sporting facilities. Additionally, the overall goal of Fylde Council's Sports Development Plan is to ensure there are more high quality opportunities to participate in sport and physical activity within the Fylde facilities and the wider community. Set out through three key themes it is anticipated that through working with partners, the full potential of community facilities can be realised. Social isolation and inactivity can be impacted through targeted intervention, particularly in areas of deprivation and Fylde residents can benefit from resources to positively impact their health outcomes.

The recently adopted Fylde Local Plan to 2032 provides for the development of 8715 new homes by 2032. This will place pressure on existing community facilities as well as create a requirement for additional community facilities such as schools, sports clubs and high quality open space. These will need to cater for a variety of needs, such as the provision of plentiful opportunities for older people to assist their physical and mental health and wellbeing. Community facilities also have a vital role in helping to promote healthier lifestyles across the Fylde Borough. Park View 4U is a charity based at Park View Playing Fields in Lytham. It raised funds to transform a field into an awards winning park which provides facilities for 3 generational users. It works with many partner organisations such as 'Health Walks, Gardening Clubs, and Sports events to deliver community activities. The Eco Pod community centre provides educational programmes such as Forest and Beach school and Wildlife Watch Club. These activities and events all contribute to improving health outcomes in all ages of the local population. Activity levels are increased, mental wellbeing improved and the educational element allows for an understanding of the local area and contributes to a strong sense of place. There could be scope for an additional facility/facilities elsewhere in the Borough to help maximise the benefits.

An objective of this SPD is to improve activity levels for adults in Fylde by providing opportunities for people to be active and engage in activities in and around the places in which they live. There are current developments within the Borough that lack access to community facilities in close proximity to homes, decreasing opportunities for activity and leisure and encouraging car use. The need for a new secondary school and a new church in Warton have also been recognised. The findings of the Facility Review, prepared by Lancashire Sport Partnership additionally recommends the provision of indoor tennis centres in Fylde, together with approximately 113 more Health and Fitness stations (i.e. treadmills, cycling machines, rowing machines etc), due to current under-provision.

The Council will engage with members of the community, educational facilities and the Education Authority, sports clubs and Town and Parish Councils to assess in greater detail the requirements for community facilities and the improvements to existing facilities as part of the SPD process.

**Q: Are there any areas you feel are lacking in community facilities? If so where and what sort of facilities?**

**Q: Are there any community facilities that you feel work well and why do you think they work well?**

**Q: What are the sort of activities you would like to see held in a community facility? Are there any you take part in now or would be interested in taking part in if there was an increased provision of activities or locations?**

### **Cycling and Walking (Healthy Places and Healthy Living)**

NPPF Paragraph 91, criterion 'c' states that planning policies and decisions should aim to achieve healthy, inclusive and safe places which enable and support healthy lifestyles with layouts that encourage walking and cycling. The Fylde Local Plan to 2032 recognises that providing more opportunities for cycling and walking can offer significant enhancements to health and wellbeing. It additionally recognises that cycling and walking helps congestion and carbon emissions and can provide a low cost means of transport.

In Fylde 78.1% of residents walked and 18.7% of residents cycled at least once per month in the year 2016/17, which indicates that there is potential for improvement. The number of people killed and seriously injured on the roads in Fylde are also significantly worse than average.

Currently, some areas of Fylde are unattractive for cyclists, including the area south of the M55 at Peel Hill, which has poor links to Blackpool and St Annes. Lancashire County Council want to see improvements to the A584 and B5261 corridors to make them attractive to cycle on. The minor road network is key to increasing cycling and improvements to link cycle paths to make it more attractive to cycle from residential areas to schools, town centres and the seafront are paramount. A key link is from the Queensway development (site HSS1) to the coastal cycle route. Improvements to the public realm are recognised to encourage walking. These improvements will be supported by a Local Cycling and Walking Infrastructure Plan.

The Fylde Coast Highways and Transport Masterplan states that the Fylde Coast Cycle Network will build on work already taken between Fleetwood and Starr Gate and in St. Annes, as well as the Blackpool Explorer routes and initiatives that are underway such as the Blackpool Green Corridor initiatives. The completion of the Fylde Coastal Way will be key to the network, which will link the Guild Wheel to the Bay Cycle Way. Lancashire County Council will work towards ensuring that the whole length of the Way is a family friendly, long distance route suitable for all users.

The Fylde Local Plan to 2032 includes cycling and walking within criterion (a) of Strategic Objective 3:

Taking an integrated approach to the location of development with improved accessibility to key facilities (by walking, cycling and public transport) in order to provide the opportunity for a modal shift away from car use.

As a result, the Local Plan incorporates cycling and walking into a number of different policies, which promote improvements to existing pedestrian and cycling infrastructure and its implementation in new developments. There are a number of purposes for this inclusion, including enhancing sustainable transport, improving linkages between key areas and improving health and wellbeing.

Stakeholder engagement could be increased with engagement occurring with businesses, residents and visitor destinations with the aim of getting more people walking and cycling more safely.

Information leaflets could be left in holiday accommodation to ensure visitors are aware of their cycling and walking options. Additionally, information on improvements or local walking and cycling groups could be provided by different means for residents in an attempt to influence uptake.

This SPD will examine the evidence behind the high number of people killed and significantly injured on Fylde's roads and provide guidance on what interventions would be most appropriate and where these interventions are best placed.

As part of the work for this SPD the Council will liaise with Highways at Lancashire County Council to see where and how improvements to pedestrian routes and cycle paths could be made.

**Q: Where do you think the key areas of concern lie?**

**Q: How do you think cycling and walking should be promoted?**

**Q: Do you agree with these areas of concern? Are there any other areas that you feel should be included?**

### **Access to Natural Areas (Healthy Places and Healthy Living)**

It is becoming increasingly recognised that access to natural areas can make a population healthier and happier. Studies have shown that access to nature plays a vital role in achieving good physical and mental health. It is proven to reduce levels of obesity, allergies and emotional stress in children and lowers mortality rates in the elderly.

The Fylde Borough has an abundance of high quality natural areas, such as varied coastal landscapes, historic parklands, wildlife reserves, sports facilities and woodland belts. As much as it is important to create high quality natural areas as a visitor or 'travelled to' destination, it is equally essential that areas are created immediately outside of people's homes that encourage people to go out and enjoy natural areas from their front doorstep. Improvements to the public realm are paramount in kick-starting this process.

The importance of access to natural areas has been well recognised within the Fylde Local Plan to 2032 specifically within Policy ENV3 – Protecting Existing Open Space (Part of the Green Infrastructure network) and Policy ENV 3 – Provision of New Open Space (Part of the Green Infrastructure network). It is however, presented as an ongoing theme throughout.

These Policies work in conjunction with: Policy ENV1 – Landscape and Policy ENV 2 – Biodiversity and are supported by Policy HW2 – Community Facilities and Policy HW3 - Protection and Provision of Indoor and Outdoor Sports Facilities.

The Vision of The Fylde Coastal Strategy 2015-2032 contributes to the provision of high quality coastal areas:

*“To create a unique, high quality destination for residents and visitors, which is based on the conservation and enhancement of the natural landscape and heritage assets of the coastal area of the Borough of Fylde”.*

There are 10 objectives, many of which contribute to the provision of high quality natural spaces for residents and visitors:

- To create an interconnected corridor of green infrastructure along the Fylde coast.

- To improve the quality of our bathing water and beaches.
- To protect, enhance, regenerate and maintain the natural environment and the heritage assets of the Borough.

Additionally, The Fylde Coastal Strategy is made up of ten themes, all of which contribute to the provision of high quality coastal spaces in the Borough.

The Fylde Green Infrastructure (GI) Strategy recognises that GI provides multiple environmental, economic and social benefits by providing a mix of overlapping functions, for example by providing wildlife, recreational and cultural experience, as well as delivering ecological benefits, flood protection and microclimate control. The Fylde GI Strategy presents a SWOT table, identifying strengths, weaknesses, opportunities and threats in terms of creating a high quality GI network in the Borough.

A particular challenge in this area is a lack of funding. As the resident and visitor population of the Fylde Coast grows, it is crucial that funding is made available to ensure provision of high quality natural areas.

This SPD will assess how to encourage time spent in natural areas. Extending opportunities for local schools, businesses, volunteers and residents to get involved in managing their natural environment, expanding opportunities for all ages and abilities to enjoy the Borough's countryside, heritage and wildlife, and the targeting of deprived areas for green infrastructure delivery to improve access to health and environmental quality are a number of ways in which this could be managed. It is also important that Green Infrastructure and natural and open spaces are integrated into the start of all planning and design plans at the strategic level by setting requirements through pre-applications and site allocations.

**Q: What features of natural areas make you to want to spend time outdoors?**

**Q: Are there any particular natural areas in the Borough you prefer to spend your time outdoors? If so, why is this?**

**Q: What opportunities are there to increase the time people spend outdoors? Please think about this in terms of age, as what may influence a child may not influence an elderly person.**

## **Health Impact Assessment (HIA)**

***A 'Health Impact Assessment (HIA) is a tool which allows for evaluating the health impacts of policies, strategies and initiatives'.*** (European Portal for Action on Health Inequalities). The purpose of HIA is to inform decision makers of any adverse health effects that may arise from proposed actions and support identification of appropriate policy options. HIA should aim to enhance the potential positive aspects of a proposal through assessment, whilst avoiding or minimising any negative impacts, with particular emphasis on disadvantaged sections of communities that might be affected.

Policies adopted through the Fylde Local Plan to 2032 will impact on future planning decisions in the Borough and will consequently shape the community. HIA tested policies will ensure that the policies will reflect the health needs of the people in Fylde and set out appropriate standards for new development in the area. The HIA should be conducted at the earliest opportunity whilst the type of assessment would depend on the nature of the policy.

The need for a robust HIA has been recognised in the Fylde Local Plan to 2032:

**Policy HW1 – Health and Wellbeing (Fylde Local Plan to 2032)**

“In order to help reduce health inequalities, the Council will require health impact screening to be undertaken for all major development proposals on strategic sites through the submission of a masterplan. A full independent HIA will be required if the screening demonstrates a need. The HIA’s will be assessed by Lancashire County Council as the public health authority.”

The number of HIAs submitted alongside major planning applications are presented as a Performance Monitoring Indicator for Policy HW1 Health and Wellbeing in the Fylde Local Plan to 2032. Lancashire County Council are currently exploring the provision of a HIA template and guidance document to assist in the production of robust and comprehensive HIAs.

## INFORMATION ITEM

REPORT OF	MEETING	DATE	ITEM NO
DEVELOPMENT SERVICES DIRECTORATE	PLANNING COMMITTEE	14 NOVEMBER 2018	10
<b>MYHOMECHOICE FYLDE COAST REVISED CONSISTENT ASSESSMENT POLICY</b>			

### PUBLIC ITEM

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

### SUMMARY OF INFORMATION

MyHomeChoice is the Choice Based lettings (CBL) system across the Fylde Coast authorities of Blackpool, Fylde and Wyre. It provide a portal where all vacancies for social housing are advertised in one place and households can placed bids for this accommodation. Properties are then allocated using a Consistent Assessment Policy for prioritising the housing need of applicants.

A review was undertaken of MyHomeChoice in 2015/16 which focussed on addressing issues of concern with the current Consistent Assessment Policy (CAP) raised by Registered Providers. The last such review of the Choice Based lettings Scheme (CBL) was undertaken in 2013, following the introduction of the Localism Act 2011. A number of changes were proposed to the current Consistent Assessment Policy to help alleviate delays in the current system for applicants, by bringing in an element of flexibility in ways households can access affordable housing.

This report summarises the six proposed changes that were approved by Environment Health and Housing Committee on the 5<sup>th</sup> June 2018, with an update required in 12 months in relation to allocation of accommodation and applicants registered for rehousing. The changes are to be implemented in the Autumn of 2018.

### SOURCE OF INFORMATION

A review was undertaken by the Fylde Coast Housing Providers Group, attended by Senior Strategic Staff within each partner organisation that work in partnership to manage and operate the Choice Based letting Scheme across the three Fylde Coast Local Authorities.

### LINK TO INFORMATION

<https://fylde.cmis.uk.com/fylde/MeetingsCalendar/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/956/Committee/19/Default.aspx>

<https://fylde.cmis.uk.com/fylde/MeetingsCalendar/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/1025/Committee/19/Default.aspx>

### WHY IS THIS INFORMATION BEING GIVEN TO THE COMMITTEE?

Fylde BC does not own or manage social housing stock, however the local authority still has a role to assess and plan for housing needs across all tenures, make best use of existing stock to meet need, and to plan and facilitate new housing supply to meet identified need. The local authority also has a role to improve access to social housing, for all households, and this is achieved through a single application process.

## **FURTHER INFORMATION**

Contact Kirstine Riding, Housing Services Manager 01253 658569

# **MY HOME CHOICE FYLDE COAST REVISED CONSISTENT ASSESSMENT POLICY**

## **1 Revised local connection requirement**

The proposed change to the system was to enable local connection (and thereby access to the Fylde Coast housing register) to be established through connection to any of the three boroughs, so that people do not fall out of the system if they move from one part of the Fylde Coast to another.

This would mean that residents who have moved between the three Fylde Coast boroughs will now be able to get onto the housing register when previously they may not have met the local connection requirement. However priority will still be given to Blackpool residents for Blackpool homes, Fylde residents for Fylde homes, and Wyre residents for Wyre homes.

## **2 Introduction of two ways of letting**

The new system will offer at least 50% of homes, including those in the shortest supply, only to people in Bands A-C, each of these homes will be offered to the "bidder" with the highest priority. The rest of the homes will be available to everyone on the list and offered on a first come first served basis. This is designed to ensure that people in the greatest need still have access to the most homes, while offering opportunities to everyone who needs to move to move quickly to find a suitable home as soon as it is available.

## **3 How applicants are awarded a priority band**

The proposal is to simplify the priority bands for people with a legally defined housing need so that there are only three bands, with the current bands C and D becoming a single band C. There will be no bands given to everyone else, making application simpler, while still allowing everyone to bid on first come first served homes. Households who do not have a housing need defined in law and were previously in Bands E and F are now placed on the housing register without a formal priority band.

## **4 Restrictions on the use of the system by existing social housing tenants**

The proposal is that existing social housing tenants should not be able to register for a new social housing property unless they have a housing need (Including current under occupancy). The purpose is to prioritise new applicants who are not already housed in social housing.

## **5 Priority to people in paid or voluntary work**

The proposal slightly increases the chances for access to social housing for working applicants, in a similar way that Band E does under the existing system. The proposal is that 20% of homes made available on a first come first served basis will be offered with priority to people in paid or voluntary work. The proposed new policy seeks to strike a balance between meeting the needs of people in the greatest housing need, with providing opportunities for people who are working and often struggling to afford good quality market accommodation

## **6 Flexibility in the sizes of properties that applicants can bid for**

Under the current CAP the number of bedrooms for which applicants are eligible is determined by the size of their households and in line with DWP regulations. Instead of allowing applicants to express an interest in a home that meets their household's minimum needs, the new proposal will allow households, as long as the rent is affordable, to be able to get a home that has one extra bedroom. The intention is to make social housing attractive to a wider range of people.