

# DECISION ITEM



REPORT OF	MEETING	DATE	ITEM NO
DEVELOPMENT SERVICES	DEVELOPMENT MANAGEMENT COMMITTEE	16 SEPTEMBER 2015	4

## REVISED PREFERRED OPTION VERSION OF THE FYLDE LOCAL PLAN TO 2032

### PUBLIC ITEM

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

#### SUMMARY

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

The Fylde Local Plan to 2032 will contain policies to accommodate all of the growth identified in the borough within the strategic and non-strategic locations for development; including the distribution and phasing of development over the Local Plan period. The plan includes the Council's Revised Preferred Option for allocating sites for housing, employment, mixed uses, commercial, retail, tourism, leisure and recreational development. Alongside all of the policies to accommodate the level of growth required, the Local Plan also includes development management policies such as the protection of the natural environment and heritage assets.

The Local Plan also includes defined town, district and local centre boundaries; together with primary and secondary retail frontages. The boundaries of the Holiday Areas in St Annes and the seafront areas of St Annes and Ansdell / Fairhaven have been reviewed and defined in the Local Plan. Work has been carried out as part of the preparation of the Local Plan to establish whether existing employment locations and allocations should continue to be protected and be carried forward. An update of the open space study, together with a new playing pitch strategy, and facilities review is currently being carried out and will be completed to inform the preparation of the Local Plan, and consequently, the Green Infrastructure network will be identified in the Plan.

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

Infrastructure providers were consulted on the Revised Preferred Options version of the Local Plan, the draft Infrastructure Delivery Plan (IDP) and the maps of the revised preferred option development sites from 18 June to 24 July 2015. This consultation was undertaken to ensure that all of the requisite infrastructure is in place to deliver the level of growth proposed in the Local Plan.

The draft Local Plan is currently the subject of the following technical assessments: Sustainability Appraisal, Habitats Regulations Assessment and a joint Health and Equalities Impact Assessment. The Rural Proofing Assessment has been carried out and is provided as an Information Item to this Committee.

The preparation of the Local Plan has and will continue to take into account the views of the community and stakeholders. Ultimately, the Local Plan, once adopted, will directly or indirectly affect all residents, communities, businesses and visitors within the Borough.

### RECOMMENDATIONS

1. Issue the Revised Preferred Option version of the Fylde Local Plan to 2032 for public consultation in Autumn 2015.
2. That delegated authority is given to the Head of Planning (following consultation with the Chairman and Vice Chairman of the Development Management Committee) to make any further amendments to the text of the Revised Preferred Options version of the Local Plan, the draft Infrastructure Delivery Plan (the IDP) and the accompanying maps.
3. That Committee endorse the proposed approach to consultation as set out in the report.

### CORPORATE PRIORITIES

To Promote the Enhancement of The Natural & Built Environment ( <b>Place</b> )	√	To Encourage Cohesive Communities ( <b>People</b> )	√
To Promote a Thriving Economy ( <b>Prosperity</b> )	√	To Meet Expectations of our Customers ( <b>Performance</b> )	√

### SUMMARY OF PREVIOUS DECISIONS

#### **Cabinet 27 November 2013 – Local Plan Progress Report and Funded Budget Increase Request**

Cabinet RESOLVED to agree to the revised resource plan detailed in appendix to the report and approve a budget increase in the sum of £105,000 (2013/14 £25,132 & 2014/15 £79,868) to be fully funded from estimated additional planning application fee income generated during 2013/14 in the sum of £85,000 and Neighbourhood Planning Grant in the sum of £20,000.

#### **Portfolio Holder Decision 17 July 2014 – Preferred Options – Consultation Feedback**

That the Portfolio Holder approves the content of the Responses Report, to assist in the development of the Revised Preferred Option of the Local Plan (Part 1) to 2030.

That the Portfolio Holder approves the Responses Report for publication on the Council's website.

#### **Cabinet 26 November 2014 – Fylde Local Plan to 2030**

Cabinet RESOLVED to approve Option 3 to prepare a Local Plan Part 1 and Part 2 combined, for Fylde covering a 15 year period from adoption on the grounds that it is the best value revised option and the complete plan is delivered sooner;

Cabinet RESOLVED to approve the resource plan for Option 3 as described at appendix 4 of the report in a total additional sum of £226,700 to be fully funded by a combination of estimated additional planning fee income and by virements from existing approved budgets;

Cabinet NOTED the revised re-phasing of expenditure as set out in appendix 4 to match the revised delivery timetable.

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

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

## **REPORT**

### **THE FYLDE LOCAL PLAN TO 2032**

1. Future development within Fylde will be guided by the plans and policies within the new Local Plan for Fylde, which will run from 1 April 2011 to 31 March 2032, to ensure a 15 year plan from the date of adoption in 2017.
2. The Fylde Local Plan to 2032 – hereinafter referred to as the Local Plan – will include Strategic and Non-Strategic Allocations for new homes and employment land, sites for Gypsies, Travellers and Travelling Showpeople, leisure, retail, tourism and community use, or a mixture of such uses. The Local Plan will also comprise Development Management policies, which will inform decisions on planning applications and appeals; together with policies to protect the natural and built environment and heritage assets.
3. The Local Plan, once adopted, will supersede the current saved policies of the Fylde Borough Local Plan (As Altered: October 2005). Appendix 1 of the Local Plan sets out the policies in the adopted Fylde Borough Local Plan (As Altered: October 2005) and shows:
  - Policies which will be replaced by policies in this new Fylde Local Plan to 2032 including both Strategic and Non-Strategic Allocations and Development Management policies;
  - Policies which have been superseded by the National Planning Policy Framework (the Framework); and
  - Policies which are no longer required.
4. Preparation of the Local Plan has fulfilled the requirements set out in the Planning and Compulsory Purchase Act 2004 and the Town and Country Planning (Local Planning) (England)

Regulations 2012; and has followed the guidance set out in the Framework, published in March 2012, and the Planning Practice Guidance (PPG), issued in March 2014.

5. The Local Plan is built upon the key principle of **sustainable development** and its three dimensions: social, economic and environmental. These dimensions give rise to the need for the planning system to perform a number of roles (the Framework, paragraph 7):
  - **An economic role** – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and co-ordinating development requirements, including the provision of infrastructure;
  - **A social role** – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and
  - **An environmental role** – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.
6. Since the abolition of regional spatial strategies, local plans provide both the strategic and locally specific parts of the development plan, whilst the Framework sets out national policies, which are material considerations in all relevant planning decisions. The Local Plan will not repeat policies contained in the Framework unless there is a locally specific aspect of the Framework that needs to be clarified.
7. Neighbourhood Development Plans may also be produced for parts of the borough by Parish / Town Councils / Neighbourhood Forums and these must be in conformity with the adopted Local Plan and National Policy. Some Neighbourhood Development Plans are being prepared in advance of the Local Plan. Once adopted, neighbourhood plans form part of the development plan for their area.
8. Promoting health and wellbeing, equality, viability, achieving good design and sustainability are **cross cutting themes** promoted through the Framework. The cross cutting themes are integral to all the policies and they run through the Local Plan.
9. The Local Plan is being prepared in close co-operation with Blackpool Council, Wyre Council and Lancashire County Council, which collectively comprise the Fylde Coast sub-region, together with other statutory consultees including the Environment Agency and Natural England and Preston City Council, as part of the Duty to Co-operate on strategic planning issues introduced through the Localism Act and the Framework (paragraph 178).
10. The Local Plan contains a **Spatial Portrait** (Chapter 2) of how the Borough looks and functions now, together with a **Vision for Fylde** (Chapter 3) to the end of the plan period, five **Strategic Objectives** (Chapter 4) and a **Development Strategy** (Chapter 6). The **Vision** and the **Development Strategy** set out how the Council envisages the area will develop over the course of the Local Plan period. It seeks to ensure that new homes, jobs and services required by communities are located in the most sustainable locations and that the mechanisms for delivering the necessary infrastructure, facilities and other development will be provided to make this achievable.
11. The Local Plan identifies four Strategic Locations for Development, in Chapters 6 and 7 which will be the focus for the level of housing and employment growth required in Fylde up to the end of the plan period. The four Strategic Locations are: Lytham and St Annes; Fylde – Blackpool Periphery; Warton; and Kirkham and Wesham. To accommodate the level of growth proposed,

the Local Plan includes a masterplan policy for all of the Strategic Locations to ensure that new development on strategic sites is planned and delivered in an effective manner. It has already been agreed that this masterplan policy be approved for use by the Development Management Committee and the Head of Planning and Regeneration, with immediate effect. In addition, the plan identifies sites for development outside the four Strategic Locations for Development.

12. The Local Plan includes General Development Policies in Chapter 8 on the Green Belt, Areas of Separation, development in the countryside, promoting mixed use development and achieving good design in development.
13. Chapter 9 on the Fylde Economy includes policies on the overall provision of employment land and existing employment sites; the retail hierarchy, which is based upon vibrant town, district and local centres; leisure, culture and tourism development and tourism accommodation in the classic seaside resorts.
14. Chapter 10 on the Provision of Homes in Fylde includes the housing requirement number; allocation of housing land; density, mix and design of new residential development; conversions and change of use to residential; the provision of Affordable Housing; Gypsies, Travellers and Travelling Showpeople's Sites; isolated new homes in the countryside; and replacements of, and extensions to, existing homes in the countryside. It has already been agreed that the policies in the housing chapter be adopted as 'Interim Housing Policies' for use by the Development Management Committee and the Head of Planning, with immediate effect. This will ensure that up-to-date policies, which are in accordance with the Framework, are available for use by the Development Management Committee and the Head of Planning when determining planning applications.
15. Chapter 11 on Health and Wellbeing includes, amongst other things, the provision of community facilities and indoor and outdoor sports facilities.
16. Chapter 12 on Infrastructure, Service Provision and Transport focusses on developer contributions and the Community Infrastructure Levy (CIL); strategic highway improvements; safeguarding Blackpool Airport as an operational airport; enhancing sustainable transport choice and the provision of parking standards. Parking standards are proposed to be the subject of a separate supplementary planning document.
17. Chapter 13 on Water Resource Management, Flood Risk and Addressing Climate Change focusses on flood alleviation, water quality and water efficiency; surface water run-off and sustainable drainage; renewable and low carbon energy generation; decentralised energy networks and district heating systems
18. Chapter 14 on Conserving and Enhancing the Natural, Historic and Built Environment focusses on landscape; biodiversity; protecting existing and providing additional open space and Green Infrastructure; the management and enhancement of open space; and the protection of Heritage Assets including listed buildings, conservation areas and registered historic parks and gardens.
19. A Policies Map will be prepared and will accompany the next version of the Local Plan - Publication Version - when it is issued for consultation in 2016. The Policies Map will include all of the sites allocated for development, together with areas of constraint including the Green Belt, Areas of Separation and nature conservation sites, and infrastructure projects including the M55 (Junction 4) to Heyhouses (St Annes) link road.
20. It is a statutory requirement and best practice that the Local Plan is subject to several technical assessments during its preparation to ensure that it addresses the specific issues of sustainability, impact on international sites of nature conservation importance, economic viability, health, equality and impact on rural areas. Therefore, the following technical

assessments of the Local Plan are currently being undertaken and the results will also be made available for public consultation:

- Sustainability Appraisal (SA)
- Habitat Regulations Assessment (HRA) - Screening Report
- Health Impact Assessment (HIA)
- Equalities Impact Assessment
- Rural Proofing Assessment (complete and presented for information)
- Viability Assessment

21. A draft Infrastructure Delivery Plan for Fylde (IDP), incorporating an Infrastructure Delivery Schedule (IDS), has been prepared to accompany the Revised Preferred Option version of the Local Plan. The schedule highlights uncertainties surrounding funding and delivery, and will therefore impact upon the amount, distribution and phasing of development in the Local Plan. The IDP identifies infrastructure projects which will assist in accommodating all of the growth (housing, employment and mixed use development) proposed in this Local Plan. Infrastructure providers were consulted as part of the plan making process, from 18 June to 24 July 2015, so as to ensure that all of the requisite infrastructure is in place to deliver the level of growth proposed in the Local Plan. Infrastructure providers were asked to make any necessary amendments to update the text in the Revised Preferred Option version of the Local Plan and the IDP and make comments on the schedule, checking that the details are accurate; adding the details of infrastructure projects that have not been included; filling-in any gaps if possible; and making observations on the maps of all of the housing, employment and mixed use development sites. At the same time, statutory consultees, including Natural England, Historic England and the Marine Management Organisation were contacted and asked to read through and provide comments on the draft documents. The comments and changes proposed by the infrastructure providers and statutory consultees have been taken on board and the amended Local Plan and IDP are currently being subjected to technical assessments, including a Sustainability Appraisal and Viability Assessment.
22. Based on the approved timetable, the Local Plan will not be adopted until March 2017. It is not possible to put off the determination of planning applications pending the adoption of the plan. The emerging plan will be a material consideration in the determination of any planning application, however its weight will be limited at this time but will increase as the plan passes through the various stages of its preparation. In order to ensure that development that comes forward ahead of the Local Plan is in accordance with its key principles, in line with the decision of the Committee on 17 June 2015, the housing and masterplanning of strategic locations for development will continue to be used to guide development, but in their amended form.
23. The timetable agreed on 26 November 2014 showed the Revised Preferred Option being put out for consultation on 1 October 2015. It is proposed that the consultation starts on the 15 October. There has been two weeks slippage caused by the fact that the Scope of the Sustainability Appraisal had to be subject to a five week statutory consultation period. This is because the plan has changed from a Part 1 to a complete Local Plan and has a much wider scope.
24. The consultation on the local plan and supporting documents would take place over a period of 7 weeks, rather than the minimum of 6 weeks set out in the Statement of Community Involvement, in order to make an allowance for the school half term holidays which will fall during the consultation period. Access to the documents would be provided by internet, including via local libraries and the Council Offices and would be available for comment for the whole of the consultation period. Drop in sessions are proposed to be held in those areas where

the majority of development is identified in the proposals map, i.e. the strategic locations for development at St Annes, Warton, Kirkham and the Blackpool/Fylde Periphery along with Elswick, Newton, Staining and Wrea Green. These events would take the form of “drop in” sessions to allow local residents to call in throughout the day. The drop in sessions would relate to the plan in general and would not be specific to the location in which they are held allowing residents to obtain information from any of the events if they are unable to attend an event in their local area. None of the sessions would be held during the half term week.

IMPLICATIONS	
Finance	The Council’s approved Revenue Budget for 2015/16 contains provision for the resources required to ensure delivery of the Local Plan in accordance with the decision made by Cabinet on 26 November 2014 and the delivery timescale contained therein. There are no additional finance resource implications arising from this report.
Legal	None
Community Safety	None
Human Rights and Equalities	A joint Health and Equalities Impact Assessment is currently being undertaken. The results of the assessment will be issued for consultation alongside the Revised Preferred Option version of the Local Plan in Autumn 2015.
Sustainability and Environmental Impact	A Sustainability Appraisal is currently being undertaken which will be issued for consultation alongside the Revised Preferred Option version of the Local Plan.
Health & Safety and Risk Management	None

LEAD AUTHOR	TEL	DATE	DOC ID
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LIST OF BACKGROUND PAPERS		
Name of document	Date	Where available for inspection
Fylde Local Plan Evidence Base		<a href="http://www.fylde.gov.uk/council/planning-policy--local-plan-/local-development-framework/evidence-base/">http://www.fylde.gov.uk/council/planning-policy--local-plan-/local-development-framework/evidence-base/</a>

Attached documents

1. Appendix 1: The draft Revised Preferred Option (RPO) version of the Fylde Local Plan to 2032 Available to view at - <http://fylde.cmis.uk.com/fylde/MeetingsCalendar/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/139/Committee/20/Default.aspx>
2. Appendix 2: RPO Housing Allocations and Commitments and Employment Land Allocations Maps and Retail Maps. Available to view at - <http://fylde.cmis.uk.com/fylde/MeetingsCalendar/tabid/70/ctl/ViewMeetingPublic/mid/397/Meeting/139/Committee/20/Default.aspx>