

Chapter 5

Heritage



5.0 Heritage

5.1 Introduction

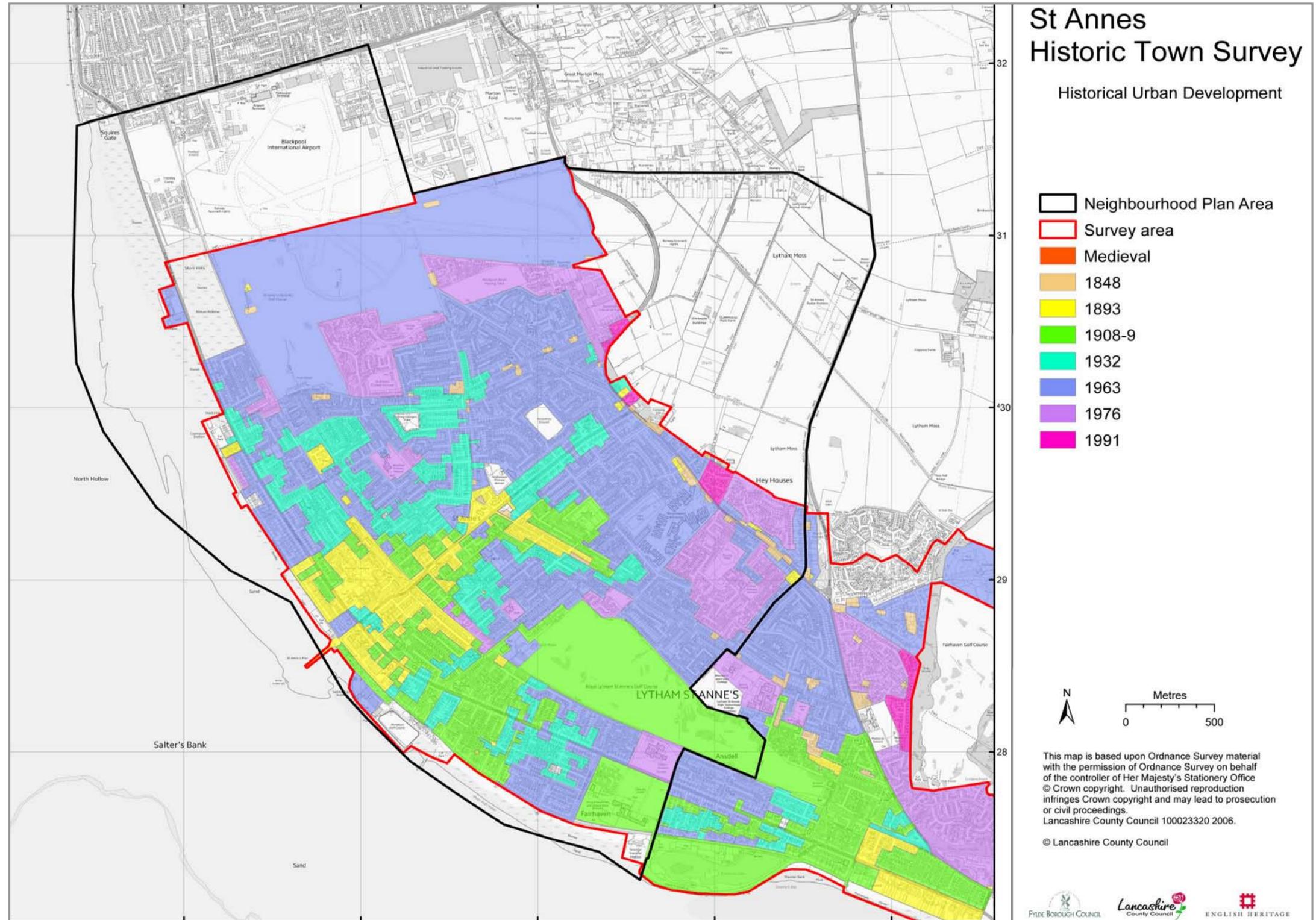
5.1.1 This Chapter describes the historical development of the Town, and the important built heritage legacy which are key elements of the character of St. Anne's today.

The information set out in this chapter is largely taken from the comprehensive study by Lancashire County Council, "Lancashire Historic Town Survey- Lytham St Anne's" 2006. Peter Shakeshaft's book "St Anne's on Sea A History"- 2008 was another important source.

5.1.2 St. Anne's on the Sea still retains much of its Victorian garden town character of tree-lined streets of detached and semi-detached villas set in extensive grounds. The fine Promenade, spacious 'Square' and Ashton Gardens are the town's most prominent assets.

5.1.3 **Figure 5.1** shows the main phases of historical development of St Anne's. By the 1840's there had been only scattered and limited rural development; by the 1890's the core of the resort town had been built; with later phases spreading along the coast and inland. The impact of large scale inter war/ immediate post war (1918 to 1950's) development can also be seen.

Figure 5.1:
St. Anne's Historic Urban Development



5.1.4 Figure 5.2 shows a series of historic maps illustrating the growth of St Anne's.

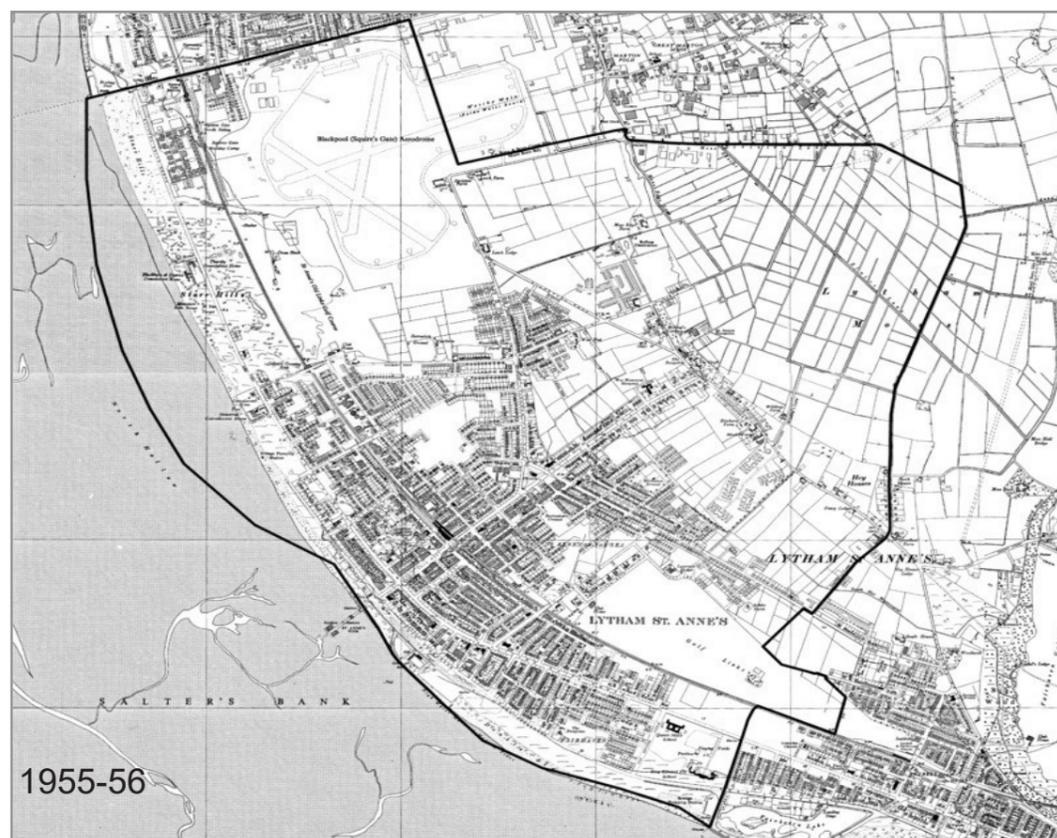
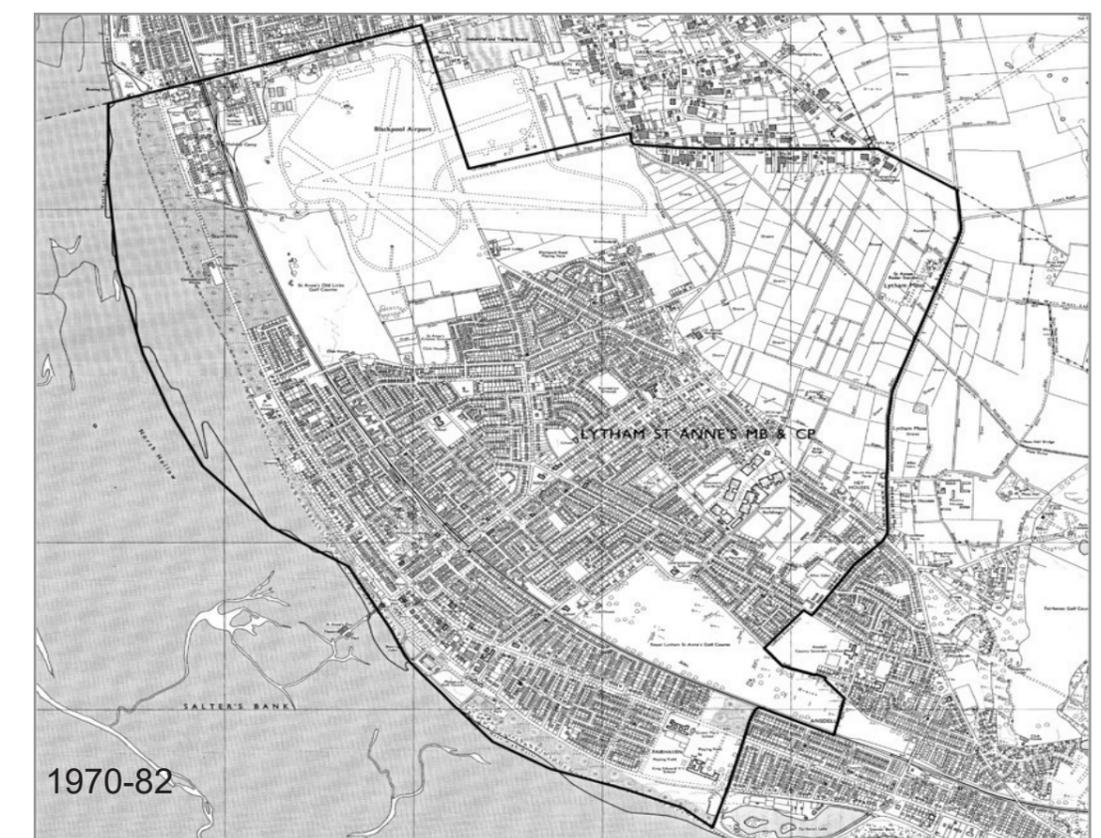
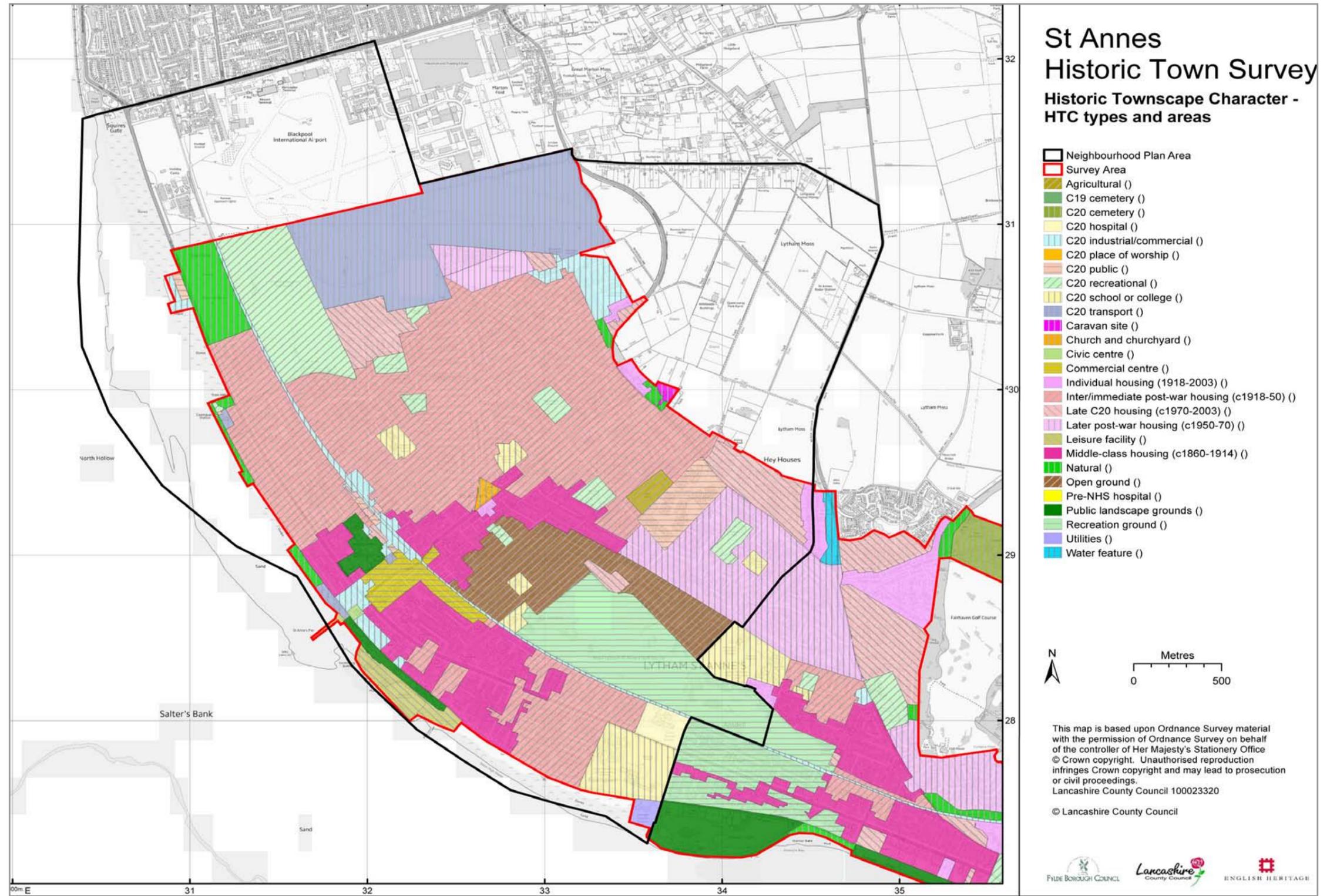


Figure 5.2: Historical Development of St. Anne's



5.1.5 Figure 5.3 shows the key Historic Townscape Character areas of the town. The original core areas of middle class housing and commercial core which contribute significantly can clearly be seen.

Figure 5.3: St. Anne's Historic Townscape



5.2 Initial Development of the Town - Late 19th Century

- 5.2.1 The land on which the town of St Anne's now stands was, historically, the "West End" of the ancient Parish of Lytham, where a settlement, centred around the present day town of Lytham, had almost certainly existed since Anglo- Saxon times. The "West End" included the hamlet of Heyhouses which was farmed, by the monks of Lytham Priory, from at least the 14th century.
- 5.2.2 As early as 1850 the "West End" was viewed by the squire of Lytham, John Talbot Clifton, as land which was 'the raw material from which, like the manufacturers, we are bound to get the greatest return'. And, under the guidance of his land agent, James Fair, a new town was envisaged. In 1862 James Fair was succeeded, as land agent, by his son, Thomas Fair.
- 5.2.3 In the following year (1863), the Blackpool and Lytham Railway Company, promoted by interests favourable to and under the influence



St. Anne's Pier

- of the Clifton family estate, began to operate a single track railway between Lytham and Blackpool. It was an essential stage towards the new town's creation. In 1870 the Clifton estate agreed with the railway company where a new station should be located to serve a new town.
- 5.2.4 A decision had already been made by the Clifton family to build a new church in the area to serve the people of Heyhouses, but it seems obvious now that it was part of a grand plan for the establishment of a new town. On the 4th of June 1872 the foundation stone was laid for this church, which was dedicated to St. Anne. The church thus provided the name for the new town. In the same year a road, the present day Clifton Drive, South, was constructed by the Clifton estate.
- 5.2.5 Two years later, with the linking of the Blackpool and Preston branch lines through Lytham, Elijah Hargreaves, an east Lancashire businessman, approached the Clifton estate for the lease of one square mile of land focused on the railway to the south-west of the church (Ramsbottom 1998b). In response, John Talbot Clifton gave a lease of 1,100 years to the St Anne's-on-Sea Land and Building Company for the purpose of building a new resort, including a hotel, railway station, pier and promenade.
- 5.2.6 The developers were convinced that the new Victorian middle classes, who had become wealthy as a result of the Industrial Revolution, would want to holiday in and retire to a pleasant resort and set about developing St. Anne's on the Sea into a planned 'garden town by the sea'.
- 5.2.7 The first building to be erected in 1875 was the St. Anne's Hotel. This was situated near the

- 5.2.8 The design quality of the resort was a noted selling point in the early twentieth century. In a booklet reviewing Britain's seaside resorts it was stated that "the streets are very wide, the property well built and of excellent design" (Anon 1906, 179).
- 5.2.9 Further detailed information on the historic development of St. Anne's is set out in "St. Anne's on Sea - A History" by local historian Peter Shakeshaft (200*) and the study by Lancashire County Council, "Lancashire Historic Town Survey Lytham St Anne's" 2006.

5.3 Later Stages of Development

Inter & Immediate Post War Housing (1918 to c1950)

- 5.3.1 This character type is spread throughout St. Anne's and mainly comprises large housing estates in St Anne's. These estates tend to feature formal layouts of semi-detached houses and short rows, all with individual front and rear gardens, although there are examples of flats and maisonettes.

Later Post-War Housing (c1950 to c1970)

- 5.3.2 Residential development of the 1950s and 1960s is concentrated in Lytham and is of a tremendously varied character. The larger estates form part of the wider twentieth century suburban development of St. Anne's, and lie adjacent to earlier and later residential areas.

5.3.3 The layouts of the larger estates generally include long avenues, and house-types tend to be homogeneous, although areas of semi-detached houses can include small groups that are detached and vice versa. Houses built in short rows are also present. The detached houses are often set close together. Individual dwellings may have a front and a rear garden, or may have a garden only to the rear.

Late Twentieth Century Housing (c1970 to 2003)

5.3.4 There are a number of late twentieth century housing areas in St. Anne's and these are found throughout the survey area. Some areas contain detached houses, often quite close together, whilst others contain a mix of detached and semi-detached dwellings. There are also flats, sheltered accommodation, staggered rows of houses or garaging within these areas. This character type includes areas of very recent development, built in the



The Porritt Housing Style

early years of the twenty-first century and estates may extend beyond the defined survey area.

5.3.5 Some areas represent redevelopment of the former sites of industrial premises or terraced housing. The larger estates, situated towards the edges of the survey area, tend to be built on previously undeveloped land.

5.4 The Porritt Housing Style

5.4.1 As part of the masterplan the businessman William Porritt ploughed the profits from his family's mills into developing the fine stone-built residential villas along North Promenade now known locally as the 'Porritt Houses'. Strict covenants were enforced by the Land and Building Company to ensure all development was of the highest standard.

5.4.2 Today, the "Porritt" style has become recognised by locals as a strong, popular high quality architectural vernacular.

5.5 Survival

5.5.1 Much of the nineteenth century development in St. Anne's has never been affected by redevelopment, although along the sea front it has not fared so well, losing some of its key buildings like the Majestic Hotel ([see http://www.youtube.com/watch?v=E4Jc2H3CqMY](http://www.youtube.com/watch?v=E4Jc2H3CqMY)).

5.5.2 The quality of the buildings of St. Anne's has ensured that most have survived. The building stock is generally in a good condition; a facet of the town's continuing relative wealth. Many of the nineteenth century luxury villas have been converted, however, from private homes to multiple occupancy retirement and care homes or holiday accommodation.

5.6 Listed Buildings

5.6.1 There are no listed buildings Graded I within the defined urban area of St. Anne's NDP.

5.6.2 There are 19 Grade II Listed structures within the St. Anne's NDP area as set out in [Figure 5.4 \(overleaf\)](#) and [Table 5.1 \(over page\)](#).

What it Means

5.6.3 Listing is not a preservation order, preventing any change. Listing is an identification stage where buildings are recognised as having exceptional architectural or historic special interest, to be considered at the planning stage which may decide a building's future.

5.6.4 Listing does not mean that buildings cannot be altered. Listed building consent must be obtained in order to make any changes to that building which might affect its special interest.

5.6.5 Listed buildings can be altered, extended and sometimes even demolished, if the necessary consent has been obtained

Table 5.1: Listed Buildings within St. Anne's NDP Area

Type	Status	Name	PRN
BANDSTAND	Listed gd II	South Promenade, St Anne's	18344
BANK (FINANCIAL)	Listed gd II	Midland Bank, St. Anne's Road West, St Anne's	18353
BOUNDARY WALL	Listed gd II	Grand Hotel, South Promenade, St Anne's	18345
CHURCH	Listed gd II	Church of St Anne, St. Anne's Road East, St Anne's	18351
CHURCH	Listed gd II	Church of St Thomas, St Thomas Road, St Anne's	18354
	Listed gd II	South Promenade, St Anne's	18347
HOTEL	Listed gd II	St. Anne's Hotel, St. Anne's Road West, St. Anne's	8674
HOTEL	Listed gd II	Grand Hotel, South Promenade, St Anne's	18346
HOUSE	Listed gd II	Nos 1 and 2, Regent Avenue, St Anne's	18355
INSTITUTE	Listed gd II	Public Library, Lytham Institute and Hewitt Lecture Room	18280
LIBRARY	Listed gd II	District Central Library, No 254 Clifton Drive South, St Anne's	18343
LYCH GATE	Listed gd II	Churchyard of Church of St. Anne's, St. Anne's Road East, St Anne's	18352
OFFICE	Listed gd II	292-294 Clifton Drive South, Lytham St Anne's	16333
PIER	Listed gd II	St. Anne's Pier, (South West side), South Promenade, St. Anne's	3643
SHELTER	Listed gd II	South Promenade, St Anne's	18348
SHELTER	Listed gd II	South Promenade, St Anne's	18349
SCHOOL	Listed gd II	Queen Mary School, Clifton Drive, Lytham	7941
SHELTER	Listed gd II	South Promenade, St Anne's	18350
WAR MEMORIAL	Listed gd II	Ashton gardens, St Anne's	18342

5.7 Scheduled Monuments

5.7.1 There are no scheduled monuments within St. Anne's NDP Area.

5.8 Conservation Areas

5.8.1 There are three conservation areas within the defined urban area for Lytham St. Anne's (see Figure 5.4).

5.8.2 In St. Anne's, the area of original development, along St. Anne's Road West, The Crescent and immediate surrounding area forms the Central Town Centre Conservation Area and comprises mainly shops, along with the St. Anne's Hotel.

5.8.3 The St. Anne's Road East conservation area adjoins this to the north-east, and is made up of the late nineteenth and early twentieth century middle-class houses which line the road, as well as St. Anne's Church.

5.8.4 The late nineteenth century area of Porritt Houses and Ashton Gardens is also a conservation area, adjoining the commercial centre to the north-west.



Figure 5.4: Heritage Assets



What it Means

5.8.5 Conservation Areas are designated for their special architectural and historic interest, and special procedures apply to owners who want to make changes to their properties within these areas in order to help protect its character.

Property Alterations: Owners of properties may need permission from the Council before making alterations such as cladding, inserting windows, installing satellite dishes and solar panels, adding conservatories or other extensions, laying paving or building walls.

A Council can change the types of alterations that need permission by making Article 4 Directions and it is advisable that owners contact the Council before making arrangements to starting any work.

Trees: The Council must be notified at least six weeks in advance of any tree felling or pruning work. This is to give the Council time to assess the contribution the tree makes to the character of the conservation area and decide whether to make a Tree Preservation Order. Demolition or substantial demolition of a building within a conservation area will usually require permission from the Council.

5.8.6 Fylde Council is required to prepare character appraisals and subsequent management plans for conservation areas. These are aimed at evaluating their essential characteristics and to subsequently identify future proposals for preserving and enhancing the area. They become important planning documents. None have so far been prepared for the St. Anne's NDC area.

5.9 Registered Gardens

5.9.1 There are two registered gardens within St. Anne's both Grade II. These are Ashton Gardens, laid out in 1874-5, and the Promenade, established as a garden in 1914 (see Figure 5.4 opposite).

5.9.2 Ashton Gardens has been the subject to extensive refurbishment and was the recipient of a significant Lottery Grant in addition to funding support from the Council. It is also supported by the community group, The Supporters of Ashton Gardens. The completed scheme is an important and integral element of the broader regeneration programme for St. Anne's on Sea.

5.9.3 The Promenade Gardens, St. Anne's, occupies a pivotal position on the sea front and is an impressive landscape laid out in the late nineteenth century. It contains open landscape, a rockery, grotto and waterfall, formal areas of lawn with bedding and a number of artefacts including decorative shelters, many of which are listed buildings in their own right. In 2008, a restoration and management plan was prepared and approved in principle by the Borough Council. The gardens are very well



maintained but the general infrastructure requires restoration and repair. It is intended to fully restore the gardens in line with available resources. The cost of full refurbishment is considerable and could be undertaken on a phased basis.

What it Means

5.9.4 The main purpose of The English Heritage 'Register of Historic Parks and Gardens of Special Historic Interest in England' is to celebrate designed landscapes of note, and encourage appropriate protection. It is hoped that, by drawing attention to sites in this way, English Heritage will increase awareness of their value and encourage those who own them, or who otherwise have a role in their protection and their future, to treat these special places with due care" (English Heritage <http://www.english-heritage.org.uk/caring/listing/registered-parks-and-gardens/>)

5.9.5 Registration is a 'material consideration' in the planning process, meaning that planning authorities must consider the impact of any proposed development on the landscapes' special character.

5.10 Other Evidence Documents

Planning Policy Context - Heritage Assets

What the NPPF says

5.10.1 The NPPF advises LPAs to set out ‘a positive strategy for the conservation and enjoyment of the historic environment’ in their Local Plan. Emphasis is placed on ‘sustaining and enhancing the significance of heritage assets’ and recognising that heritage assets are an ‘irreplaceable resource’ and should be conserved ‘in a ‘manner appropriate to their significance’.

5.10.2 Heritage assets are defined in the NPPF as:

“A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest”.

“Heritage assets includes designated heritage assets and assets identified by the local planning authority (including local listing)”.

5.10.3 Heritage assets not designated under statutory regimes, but recognised by the LPA as having heritage significance, do merit consideration in planning matters; with the LPA taking a balanced judgement having regard to the scale of any harm or loss and the significance of the heritage asset.

Local Heritage Listing

5.10.4 Local heritage listing is a means for a community and a local authority to jointly identify heritage assets that are valued as distinctive elements of the local historic environment. It provides clarity on the location

of assets and what it is about them that is significant, guaranteeing that strategic local planning properly takes account of the desirability of their conservation.

5.10.5 In dealing with conserving and enhancing the historic environment **Paragraph 126** says that local planning authorities should set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. In doing so, they should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance. In developing this strategy, local planning authorities should take into account:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
- the desirability of new development making a positive contribution to local character and distinctiveness; and
- opportunities to draw on the contribution made by the historic environment to the character of a place.

5.10.6 **Paragraph 127** says that when considering the designation of conservation areas, local planning authorities should ensure that an area justifies such status because of its special architectural or historic interest, and that the concept of conservation is not devalued through the designation of areas that lack special interest.

Localism

5.10.7 The Localism Act came into force in November 2011. The new Act has the potential to increase the role of communities in determining how planning decisions are made at the local level, including those involving heritage assets. Communities have the potential to play a key role through preparing neighbourhood plans to establish the general planning policies for the development and use of land in a neighbourhood.

5.10.8 The Act also requires local authorities to maintain a list of assets of community value that have been nominated by the local community. As long as they meet the requirements set out in the Act, assets on a local heritage list may also qualify as assets of community value. Further information on the Localism Act can be found on the Communities and Local Government web site: <http://www.communities.gov.uk/localgovernment/decentralisation/localismbill/>

5.10.9 The Victoria Pub in St. Anne’s is currently the only registered community asset in Fylde

5.10.10 Whilst it is the responsibility of Fylde Borough Council as the Local Planning Authority to prepare a Local Heritage List, in conjunction with the Local plan or a Supplementary Planning Document, however, it is appropriate for the Neighbourhood Plan to identify potential Heritage Assets for consideration by the Council, and for such assets to be possibly recognised as Assets of Community Value.

Fylde Local Plan (As Altered: October 2005)

5.10.11 Local Plan policy seeks to achieve in Fylde Borough the necessary balance between the need for development and the protection

- and enhancement of the environment. The Borough Council takes the view that the aim should be to achieve high environmental standards in all built-up areas irrespective of their planning status.
- 5.10.12 **Policy EP1** says that within the urban areas, environmental conditions will be maintained and improved through the development control process. Environmental improvement schemes will be undertaken in the following locations:
1. St. Anne's town centre
 2. Lytham town centre
 3. Kirkham town centre
 4. Freckleton village centre
 5. Wesham town centre
 6. Elswick village centre
 7. Designated conservation areas
 8. Council owned parks and gardens
 9. Other environmentally important areas
- 5.10.13 **Policy EP2** says that development will not be permitted upon open spaces, defined on the proposals map, which are considered to be essential to the setting, character or visual amenities of towns and villages.
- 5.10.14 **Policy EP3** says that new development within, or affecting the setting of a designated conservation area will only be permitted where the character or appearance of the area, and its setting, are appropriately conserved or enhanced.
- 5.10.15 Proposed development should be appropriately designed and should respect the quality of the total environment including: the physical setting of the area, settlement form, townscape, the character of buildings and other structures, the character of open spaces, and any views into or out of the area.
- 5.10.16 The introduction of new uses or buildings will not be permitted where these would be prejudicial to the character or appearance of the area.
- 5.10.17 The demolition of buildings or other built elements will not be permitted where this would involve the loss of an historic or visually important element of townscape except where:
1. The applicant is able to demonstrate convincing evidence that all reasonable efforts have been made to sustain existing uses or find viable new uses, including charitable or community uses and these efforts have failed; or
 2. The building is wholly beyond economic repair; or
 3. Its demolition and redevelopment would produce such substantial benefits for the community that these would decisively outweigh the loss resulting from the demolition;
 4. Where the principle of demolition is accepted by the council, consent to demolish will only be given after a scheme of redevelopment or restoration has been agreed with the applicant and a contract for the carrying out of those works has been entered into.
- 5.10.18 **Policy EP4** says that changes of use, external or internal alterations or additions to a listed building, where there would be an adverse effect on its architectural or historic character, or where the development would prejudice its setting will not be permitted.
- 5.10.19 **Policy EP5** says that the total or substantial demolition of a listed building will not be permitted, unless:
1. It can be demonstrated by the applicant that every possible effort has been made to continue the present use; and
 2. No suitable alternative use for the building including charitable or community use, is practicable; and
 3. The building is wholly beyond repair or its demolition and redevelopment would produce substantial benefits for the community which would decisively outweigh the loss resulting from the demolition;
 4. A detailed scheme for the redevelopment or reinstatement of the site has been agreed and a contract for the carrying out of those works has been entered into.
- 5.10.20 **Policy EP6** says that development within a designated historic park or garden will not be permitted where this would prejudice its quality, character or appearance. Development outside an historic park or garden which would harm its setting will not be permitted.
- 5.10.21 **Policy EP7** seeks to avoid that the removal of local features of quality or craftsmanship will be avoided.
- 5.10.22 **Policy EP8** says that the removal or significant alteration of original or existing shop fronts of particular character and quality will not be permitted and encouragement will be given to their proper repair and restoration.

Development or re-development proposals for commercial frontages will only be permitted where they are compatible with the character of the building of which they form a part and are complementary to the street scene in general.

5.10.22 **Policy EP9** says that advertisement designs will only be permitted where they respect the character and architectural details of the buildings on which they are proposed. The proposed signage must respect the character of the building and the surrounding area in terms of scale, details, siting and the method of illumination.

The Emerging Local Plan

5.10.23 The Fylde Local Plan to 2030 Part 1- Preferred Options paper sets out the following policies relating to preserving and enhancing the built environment.

5.10.24 Policy ENV5 - Heritage Assets: says that heritage assets within Fylde will be protected and enhanced, in line with the relevant policies in the NPPF. The Council will protect and seek opportunities to enhance heritage assets, by:

a) Safeguarding heritage assets from inappropriate development;

Please note the information relating to the emerging Fylde Local Plan has been superceded. Please see separate main addendum to this document: "Planning Policy" November 2015

the Council will protect and seek opportunities to enhance the historic significance of heritage assets, with particular support for initiatives that improve any assets that are recognised as being in poor condition;

c) Supporting development which provides opportunities for learning and regeneration;

- d) Developing a Built Heritage Strategy and Action Plan for Fylde;
- e) Undertaking Conservation Area Character Appraisals and Management Plans;
- f) Identifying and adopting a local list of heritage assets;
- g) Developing policies in relation to other heritage assets.

Built Heritage Strategy for Fylde 2014 – 2020

5.10.25 The Heritage Strategy for Fylde was published in February 2014. It gives a clear indication of a potential strategy to meet the objective of conserving and enhancing the built heritage of St. Anne's.

5.10.26 The objectives of the strategy are stated as:

- To bring about an understanding as to why it important to have a Heritage Strategy for the Borough from an economic, social and cultural perspective.
- To bring about a general awareness of the meaning of 'heritage asset' in the context of the Strategy and to affirm the Council's commitment to protecting existing and potential assets that together will comprise the built heritage of the Borough.
- To promote a general awareness of legislation, planning policy and the important responsibilities and roles of national bodies and organisations in built heritage matters.
- To bring about an appreciation of the diverse heritage assets of the Borough and the steps needed to create a framework for the protection and conservation of these important assets.
- To promote community participation in heritage matters, including the role that

community groups, amenity bodies and individuals might play in the stewardship, promotion and appreciation of the built heritage of the Borough.

- To draw together a series of key issues from the Strategy to form the basis of an implementation programme and action plan to bring about plans, policies and projects aimed at identifying, protecting, managing, conserving and enhancing the heritage assets of the Borough.

5.10.27 The Strategy considers the importance of heritage and introduces the concept of the 'heritage asset'. A review of national planning policy is undertaken and a resume of the major national amenity bodies – and those of a more local nature – who have a direct interest in the conservation and management of the historic environment is set out. The role of the Council, particularly in planning matters, is discussed. The Strategy then reviews the heritage assets of the Borough identifying particular issues relating to them.

5.10.28 Emerging from this broad review are the 'key themes' which identify the principal issues that the strategy addresses and subsequently translates into specific actions for implementation.

5.12 Key Issues

Ref	Key Issues	Comments / Possible Options
1	Listed Buildings:	<ul style="list-style-type: none"> Update list of 'listed buildings Identify 'at risk' buildings Policy to protect the character of listed buildings.
2	Ensuring adequate protection for non-designated heritage assets Should a 'local list of buildings' be identified?	<ul style="list-style-type: none"> Develop a local list; Policy identifying buildings on the list and protecting them.
3	Conservation Areas: Are current Conservation Area boundaries correct or do they need revising?	<ul style="list-style-type: none"> Undertake a 'characterisation study' of St. Anne's to assess the potential for new conservation area designations, extensions to existing areas or other amendments to boundaries. Consider designation of new Conservation Areas Conservation area appraisals and management plans need to be put in place. Ensuring that policies are in place that protect the character of conservation areas.
4	Regeneration Schemes: Are adequate provisions in place to protect and enhance the conservation area based around St. Anne's town centre, the management plan should specifically include proposals aimed at enhancing the economy, vibrancy and vitality of the centre and include proposals for upgrading and managing the public realm. How will further public realm improvements in town centre conservation areas be funded?	<ul style="list-style-type: none"> Specific policy to protect and secure enhancement for the town centre conservation area Policy requiring potential funding contributions from relevant development proposals through Section 106 contributions Proposal in the Implementation Plan to ensure use of Community Infrastructure Levy Include proposals for the delivery and implementation of a management plan in the Implementation Plan. No action
5	Historic Parks and Gardens: Ensuring the future preservation and enhancement of historic parks and gardens	<ul style="list-style-type: none"> Proposal to carry out the assessment in the Implementation Plan Specific policy to protect the character of historic parks and gardens Proposal in the Implementation Plan to ensure use of Community Infrastructure Levy Include proposals for the delivery and implementation of a management plan, including funding arrangements and options in the Implementation Plan. No action
6	Archaeological Sites: Ensure adequate protection of archaeological sites	<ul style="list-style-type: none"> Include specific policy No action
6	Should the NDP identify Assets of Community Value? If so, what protection should it give to them?	<ul style="list-style-type: none"> Consider specific policy to identify Assets of Community Value Proposal in Implementation Plan - consider CIL funding

7	<p>Community participation:</p> <p>Work with Fylde Heritage Forum (if set up), local societies, schools and community/voluntary groups to maximise the opportunity for all sections of the community to actively participate in the development of heritage awareness and inclusion within the development of particular projects.</p>	<ul style="list-style-type: none"> • Inclusion in implementation plan
8	<p>Heritage promotion and publicity:</p> <p>Work with Fylde BC and local societies to develop e.g. guidance notes, exhibitions, heritage open days, web based resources etc</p> <p>The development of an awards scheme to celebrate high standards of design and sensitivity within the historic environment or to specific listed buildings.</p> <p>Consider appointment of heritage champion</p>	<ul style="list-style-type: none"> • Inclusion in implementation plan • Inclusion in implementation plan • Inclusion in implementation plan

REFERENCES & DOCUMENTS REVIEWED

1. Lancashire Historic Town Survey - Lytham St. Anne's- Lancs CC - 2006
2. Built Heritage Strategy for Fylde 2014-20 (Consultation Draft)
3. The National Planning Policy Framework – DCLG-2012
4. Fylde Borough Local Plan, May 2003
5. Fylde Borough Local Plan Alterations Review, October 2005
6. Fylde Local Plan to 2030: Part 1 - Preferred Options - July 2013
7. National planning Practice Guidance-DCLG-204

Chapter 6

Design of the Built Environment



6.0 Design and the Built Environment

6.1 Introduction

6.1.1 St. Anne's is one of the most attractive, popular places to live in the North West of England. As one of the key urban centres in Fylde it is facing significant pressures for growth. The challenge is how to accommodate new development, whilst at the same time enhancing the qualities that make St. Anne's so attractive.

6.1.2 The issues are not just about how the town should grow and where and how to accommodate new development, but what will be the impact of this development on the character and appearance of St Anne's. What kind of town? What kind of neighbourhood's are we creating? Are they safe and attractive? Do they add to the quality and local character of St Anne's? Are they sustainable? Are they well connected to the rest of the town? It is important that new development should stand the test of time.

6.1.3 Over recent decades planning policies generally across the country have failed to prevent standard approaches to new development, and housing in particular. Developers have tended to adopt homogenous designs which have harmed the intrinsic character of towns across the country. To some degree this has also happened to St Anne's.

6.1.4 The agenda is now changing. The Government is now committed to good design and sustainable development, in particular through the preparation of Neighbourhood Development Plans. The creation of quality environments within our towns and cities where people will want to live is seen as one of the most important planning goals of Planning in the 21st Century.

6.1.5 For its part, St. Anne's Town Council is committed to improving the quality of new development and ensuring that community safety and sustainability are key considerations in the design of new places in the town. This means developing places that are safe, attractive, sustainable and well kept. It wishes to promote the principles that have worked well in the past to produce the best and popular vernacular architecture and townscape. However, the Town Council appreciates that this desire to promote good design consistent with the best from our past, needs to be combined with developing principles which allow for genuine contemporary quality and innovation and help conserve resources, reduce waste and prevent pollution.

6.1.6 To do that we need to change our approach to how we develop the built environment in response to quality design and sustainable construction.

6.2 Existing Design Guidance

6.2.1 Section 6.3 below describes the existing (saved Local Plan policies) and emerging Local Plan built environment and design related policies. These policies are not detailed, and are not specifically related to the St. Anne's context

6.2.2 The saved policies of the Local Plan are augmented by a number of Supplementary Planning Documents as described in Table 6.1 overleaf (see also <http://www.fylde.gov.uk/business/planning/advice/supplementary-planning-guidance-supplementary-plan/>)



Photo 6.1:
The Contrasting Design Qualities of 19th Century and Late 20th Century Architecture

Table 6.1: Existing Fylde BC Supplementary Planning Guidance Documents

Document	Specific Relevance to St Anne's	Date	Comments
Policy for New Flat Developments	Borough Wide	June 1989	Much of guidance still relevant, but in need of update, including modern presentation, legislation and review of success of implementation of guide.
Land Off Queensway Development Brief	Yes	Jan 2000	No masterplan requirement-limited design guidance, eg, elevations, materials, road layout.
Windows, Doors and Architectural Joinery	Borough Wide, particularly Conservation Areas	Nov 2001	Update needed in respect reference to Government Policy (new NPPF) and review of success of implementation of guide
Queen Mary School	Yes	September 2002	Development Complete
Policy for Shop Front Design Guide	Borough wide with particular reference to Lytham Conservation Area	September 2004	Still relevant, but would benefit from update and review based on review of success of implementation, modern presentation and materials etc.
St. Anne's Renaissance Design Guide	Yes	September 2004	
606 Clifton Drive North (Revised Development Brief)	Yes	September 2004	Development Complete
The Conversion of Fylde's Traditional Farm Buildings	Borough Wide	September 2004	Much of design guidance still relevant but in need of updating to take account of sustainability issues and legislative/ policy changes.
Extending Your own Home	Borough Wide	Nov 2007	Much of design guidance still relevant but needs updating to take account of subsequent changes to permitted development/ and sustainability issues.

6.3 Planning Policy Context - Design and the Built Environment

What the NPPF says

6.3.1 The NPPF states that:

“the Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.”

“It is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes.”

“Local and neighbourhood plans should develop robust and comprehensive policies that set out the quality of development that will be expected for the area. Such policies should be based on stated objectives for the future of the area and an understanding and evaluation of its defining characteristics.”

Planning policies and decisions should aim to ensure that developments:

- will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
- optimise the potential of the site to accommodate development, create and

sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks;

- respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
- create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and
- are visually attractive as a result of good • architecture and appropriate landscaping.

“Local planning authorities should consider using design codes where they could help deliver high quality outcomes. However, design policies should avoid unnecessary prescription or detail and should concentrate on guiding the overall scale, density, massing, height, landscape, layout, materials and access of new development in relation generally. Planning policies and decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is, however, proper to seek to promote or reinforce local distinctiveness. Although visual appearance and the architecture of individual buildings are very important factors, securing high quality and inclusive design goes beyond aesthetic considerations. Therefore, planning policies and decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment.

Local planning authorities should have local design review arrangements in place to provide assessment and support to ensure high standards of design”.

Fylde Local Plan

6.3.2 The Adopted Local Plan does not contain any general design policies; it does however detail specific design policies in relation to some of the plan topics, such as housing (Policies HL2, HL5 and HL6) and heritage (see above).

The Emerging Local Plan

6.3.3 The Fylde Local Plan to 2030 Part 1- Preferred Options paper proposes the following policies relating to preserving and enhancing the built environment.

6.3.4 **Policy ENV6** - Good Design in New Development: says that new development will be expected to be of the highest standard of design, taking account of the character and appearance of the local area, including the following:

- a) Siting, layout, massing, scale, design, materials, building to plot ratio and landscaping.
- b) Safeguarding and enhancing the built and historic environment.
- c) Being sympathetic to surrounding land uses and occupiers, and avoiding demonstrable harm to the amenities of the local area.
- d) Ensuring parking areas are safe, accessible and sympathetic to the character of the surrounding area and that highway safety is not compromised.

- e) Ensuring densities of new residential development reflect the character of the surrounding area.
- f) Ensuring that the amenities of occupiers of the new development will not be adversely affected by neighbouring uses and vice versa.
- g) Minimising opportunity for crime and maximising natural surveillance.
- h) Providing landscaping as an integral part of the development, protecting existing landscape features and natural assets, providing open space and enhancing the public realm.
- i) Making provision for the needs of specific groups in the community such as the elderly and those with disabilities, in line with the Equalities Act.
- j) Conforming to Building for Life 12 standards for well designed homes and neighbourhoods.

6.3.5 Advertisement designs should respect the character and architectural details of the buildings on which they are proposed in terms of scale, details, siting and method of illumination.

6.3.6 The effects of climate change should be mitigated by the incorporation of energy and water efficiency in new and existing buildings, ‘grey’ water and rainwater harvesting and storage for waste and recyclables.

Please note the information relating to the emerging Fylde Local Plan has been superceded. Please see separate main addendum to this document- "Planning Policy" November 2015

6.4 Key Issues

Ref	Key Issues	Comments / Possible Options
1	<p>Improving the quality of design in new developments There is no specific up to date sustainable design guide/s to protect and enhance St. Anne's special character covering:</p> <ul style="list-style-type: none"> • Housing/ New Build and Extensions • Employment/ Commercial • Community facilities • Public Realm/ street furniture/ Signage • Shop fronts • Car parking 	<ul style="list-style-type: none"> • Develop a design guide for St. Anne's • Consider the need for Supplementary Planning documents or heritage based design guidance • Adopt a design code for new development and areas of public realm • Masterplanning/design code for all major development
2	Reducing clutter and improve design of street furniture	<ul style="list-style-type: none"> • Adopt a Design code for areas of public realm (include in general design code) • Include in design guide for St. Anne's

REFERENCES & DOCUMENTS REVIEWED

1. Various Supplementary Planning Documents adopted by Fylde Borough Council:
 - Policy for New Flat Development – June 1989;
 - Land at Queensway - January 2000;
 - Queen Mary School-2002
 - Windows, Doors and Architectural Joinery - February 2003;
 - Policy for Shop Front Design Guide -September 2004;
 - St. Anne's Renaissance Design Guide -September 2004;
 - The Conversion of Fylde's Traditional Farm Buildings - September 2004;
 - 606 Clifton Drive North (Revised Development Brief) - September 2004;
 - Extending Your Home (SPD) - November 2007
2. The National Planning Policy Framework – DCLG-2012
3. Fylde Borough Local Plan, May 2003
4. Fylde Borough Local Plan Alterations Review, October 2005
5. Fylde Local Plan to 2030: Part 1 - Preferred Options- July 2013
6. The National planning practice Guidelines-DCLG-2014

Chapter 7

Housing



7.0 Housing

7.1 Introduction

7.1.1 This chapter sets out information on the existing housing stock (type, tenure, size, occupation and condition) in the St. Anne's Neighbourhood Development Plan area (NDP), on housing market and development trends, on need for both market and affordable housing, and on committed proposals for new housing development. Where possible it relates to the St. Anne's NDP) area but in many cases it makes use of studies undertaken at the Lytham St. Anne's, Fylde Borough or Fylde coast level which cannot be broken down for St. Anne's.

7.2 Existing Housing Stock

7.2.1 In 2011 there were 14,561 dwellings within St. Anne's, comprising 28% of the Fylde Borough total. The housing stock had grown significantly over the 10 years since the previous census, with 2,286 new homes in Lytham St. Anne's of which 1,412 (62%) were flats, with the rest distributed between detached, semi-detached and terraced house types (343, 244 and 305 respectively)¹. Further information on recent development in St. Anne's is set out below.

7.2.2 **Figure 7.1 (overleaf)** shows a comparison of dwelling types between St. Anne's, Fylde, the North West and England as a whole. St. Anne's has a higher percentage of households in flats, maisonettes and apartments (both in purpose built blocks and in converted or shared houses) than Fylde, the North West and England. The substantial delivery of flats in Lytham & St. Anne's has resulted in almost

¹-A significant proportion of flats in Lytham St. Anne's is from conversion of large period properties.

7.2.3 90% of the borough's flatted stock being located within this area.
7.2.3 St. Anne's has a lower percentage of terraced housing than Fylde, and very much lower than the North West and England. The proportion of detached houses is significantly lower than in Fylde and slightly lower than in England. The proportion of semi-detached houses is similar to elsewhere.

7.2.4 **Figures 7.2. and 7.3 (overleaf)** show types of dwelling within St. Anne's by referring to Census Lower Super Output Areas (LSOA). This shows that LSOAs F004C (Frobisher Drive/St. Anne's Cricket Club area) and F005E (Heyhouses Lane/Clifton Primary School area) have a high proportion of detached houses. LSOAs F004A, F004E, F005A, F005C, F006B, F008F and F008G are characterized by a semi-detached housing. These lie in the area between the two detached housing areas, north and east of the town centre and away from the coast.

7.2.5 Terraced housing is concentrated in LSOAs F005B, F006F (both immediately north-east of the town centre), F004B and F004E. Flats in converted and shared houses are even more concentrated, being found mainly in LSOAs F006G, F006D, F006C and F006E, which cover the town centre and the area to its south and west, including the seafront area. Purpose built flats predominate in this area (especially F006C and F006E) as well as being numerous in F004D, F004B, F005A, F006A, F008G and F008D.

7.3 Housing Tenure

7.3.1 **Figure 7.4 (overleaf)** shows housing tenure for St. Anne's in 2011 as compared to Fylde, North West England and England. From this the following key points can be seen:

- St. Anne's and Fylde have a much higher percentage of dwellings owned outright than the North West and England;
- St. Anne's has a slightly lower percentage of dwellings owned with a mortgage than the Fylde, the North West and England;
- St. Anne's has a higher percentage of private rented housing compared to the Fylde, the North West and England;
- Social renting is much lower in St. Anne's and the Fylde than elsewhere in England.

7.3.2 **Figures 7.5 and 7.6 (overleaf)** show the general distribution of different forms of housing tenure across St. Anne's by LSOA. From these it can be seen that private ownership (outright or with a mortgage) is the dominant tenure in all LSOAs apart from LSOA F006D (which is the town centre). The levels of privately rented tenure are relatively high in LSOAs F006C, F006E AND F006G, which adjoin the town centre and are characterized by a high proportion of flats in converted and shared houses.

7.3.3 The level of private rented housing has increased significantly (by 1,596 households) in the 10 years since the previous census. The only other significant change was the increase in the number of households owning their homes outright (367), together with a corresponding reduction in the number of owner occupiers with a mortgage (419), a

Figure 7.1: Comparison of Housing Typology -% of household spaces (2011 Census)

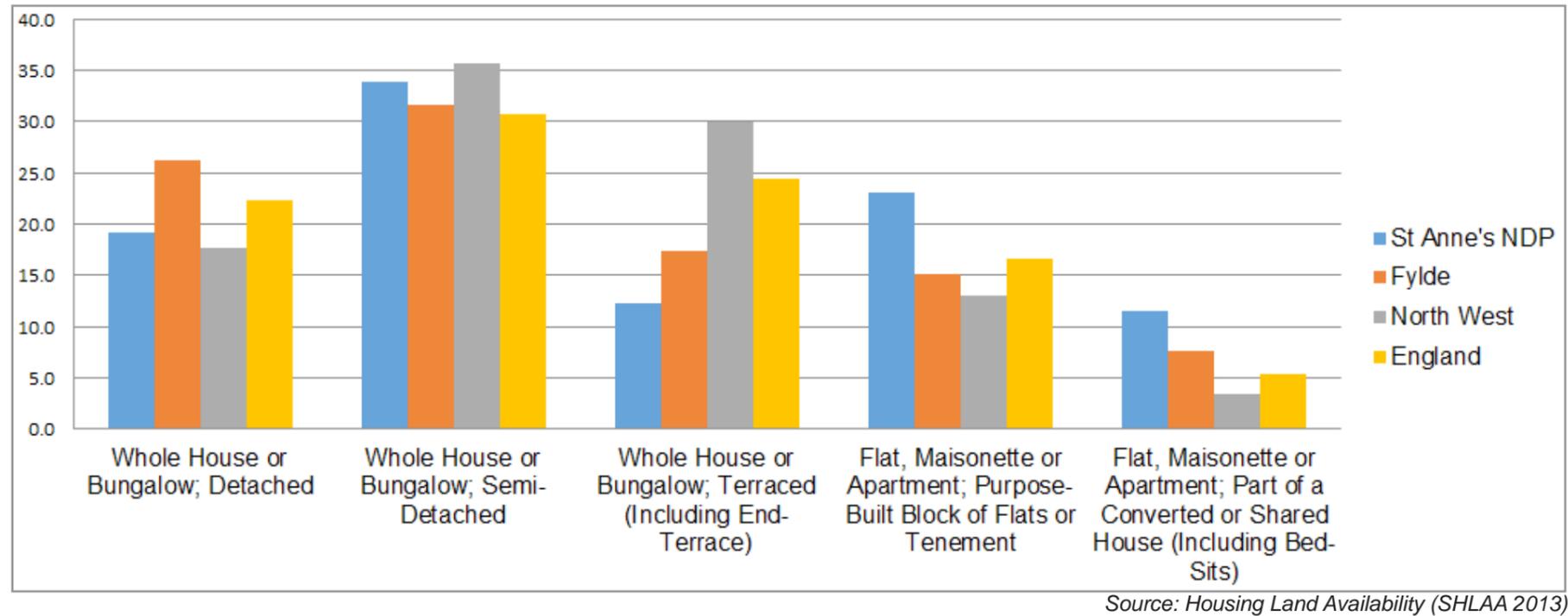
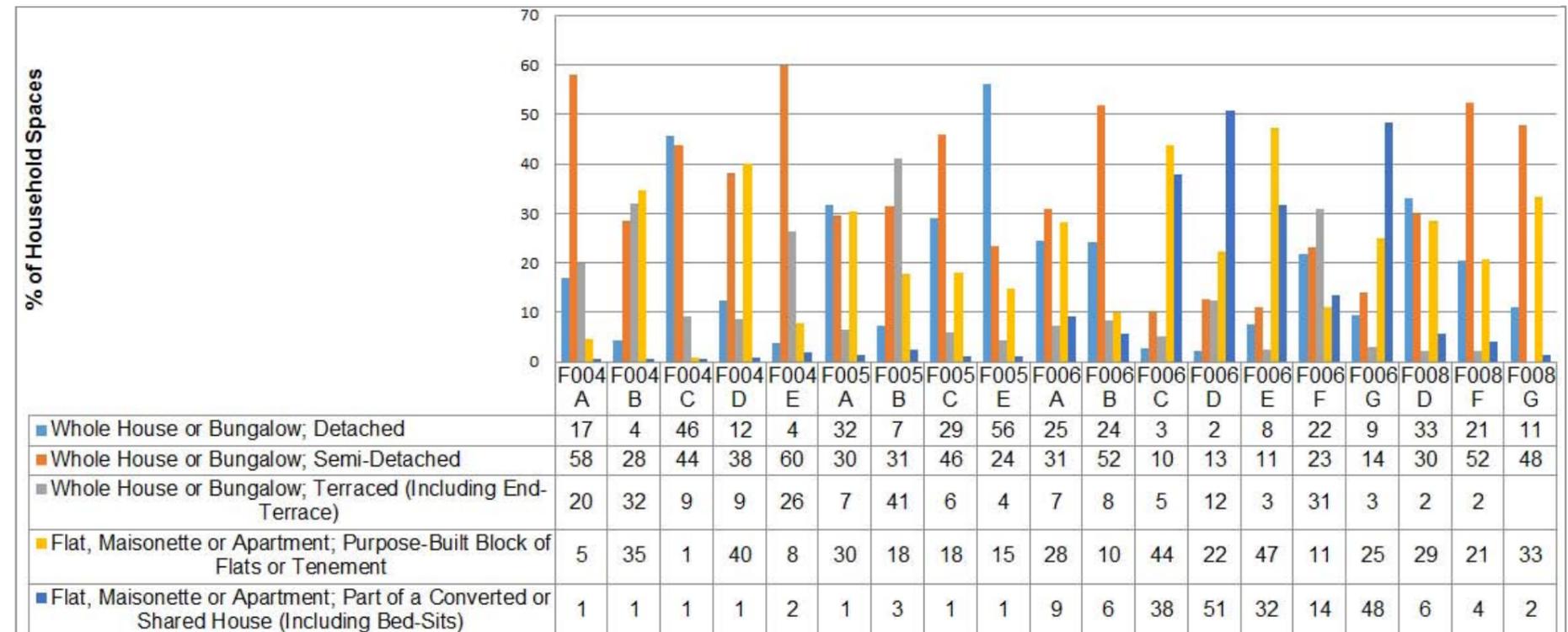


Figure 7.2: Dwelling Types within St. Anne's NDP Area (2011 Lower Super Output Areas)



reflection of both the ageing population and its relative prosperity². The number of households in social rented accommodation increased by 112 over the 10 year period.

7.4 Housing Size and Occupation

7.4.1 On average, households in Fylde contain 2.76 bedrooms. Property sizes, measured by the number of rooms, have grown on average between 2001 and 2011. In 2011, around 35% of the housing stock contained 4 or more bedrooms, and consequently overcrowding is infrequent, with almost 80% of households under-occupied (often occupied by older couples or single elderly persons).

Owned properties are typically larger, with the rented sector containing a higher proportion of smaller properties. Lytham & St. Anne's has a higher than average number of larger properties (15.8% of all properties have 4 bedrooms and 5.1% have 5 bedrooms or more) and of one and 2 bedroom homes (13.3% and 31.2% respectively), although there is a shortage of 3 bedroom properties (constituting 34.3% compared with 42.6% on the Fylde coast and 41.2% in England).

7.4.2 In October 2013, 688 properties in Fylde had been empty for longer than six months, representing a vacancy rate of 1.6%. 65% of such properties were located in Lytham & St. Anne's.

7.4.3 The 2011 Census shows that Lytham St. Anne's contains a relatively high proportion of shared households, 70 in all constituting 14% of all shared households on the Fylde coast.

²The ageing population is also added to from affluent older people from elsewhere in the north west who come to retire.

Figure 7.3: Dwelling Types within St. Anne's NDP Area (2011 Census Lower Super Output Areas)

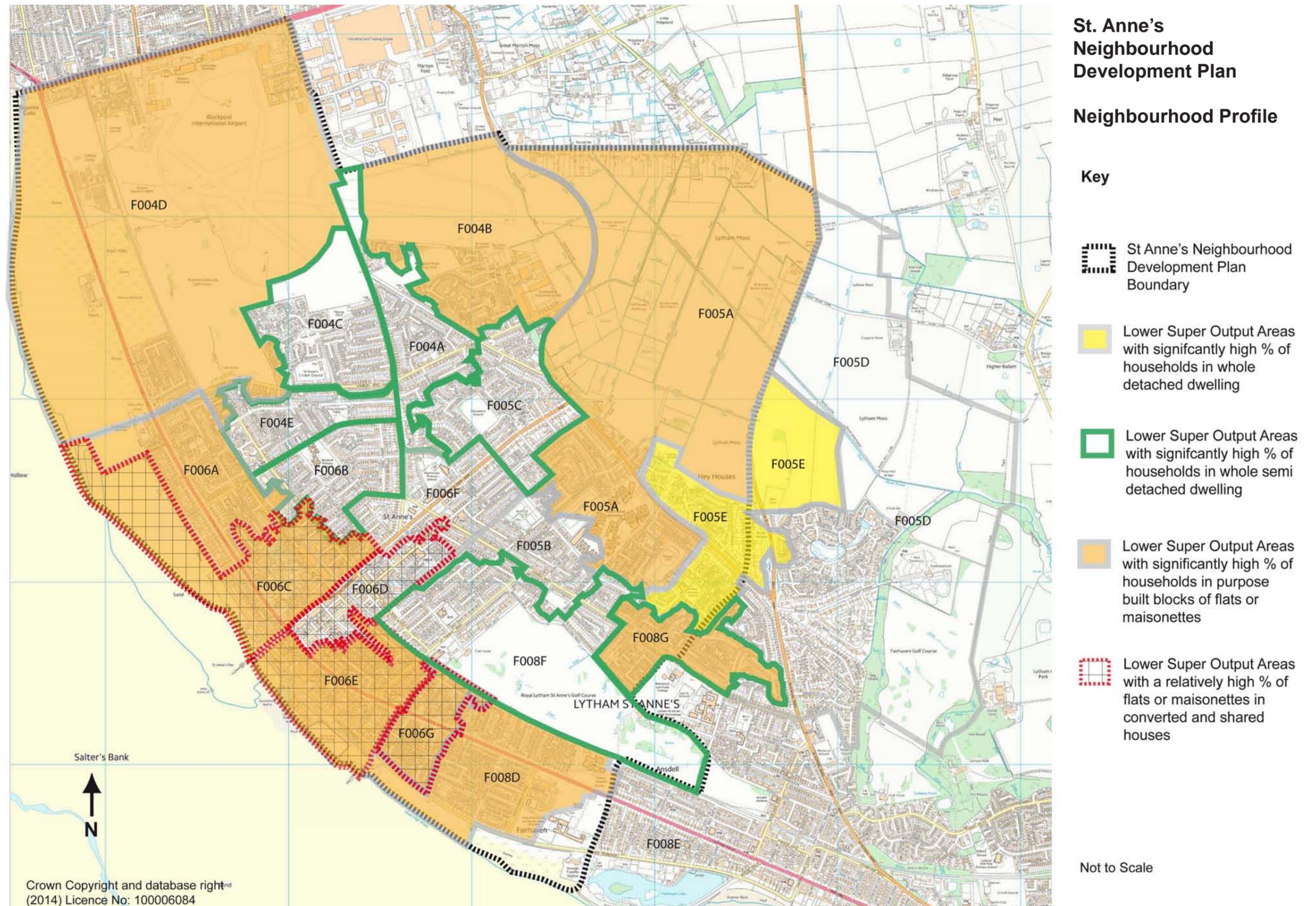


Figure 7.4: Comparison of Housing Tenure (2011 Census)

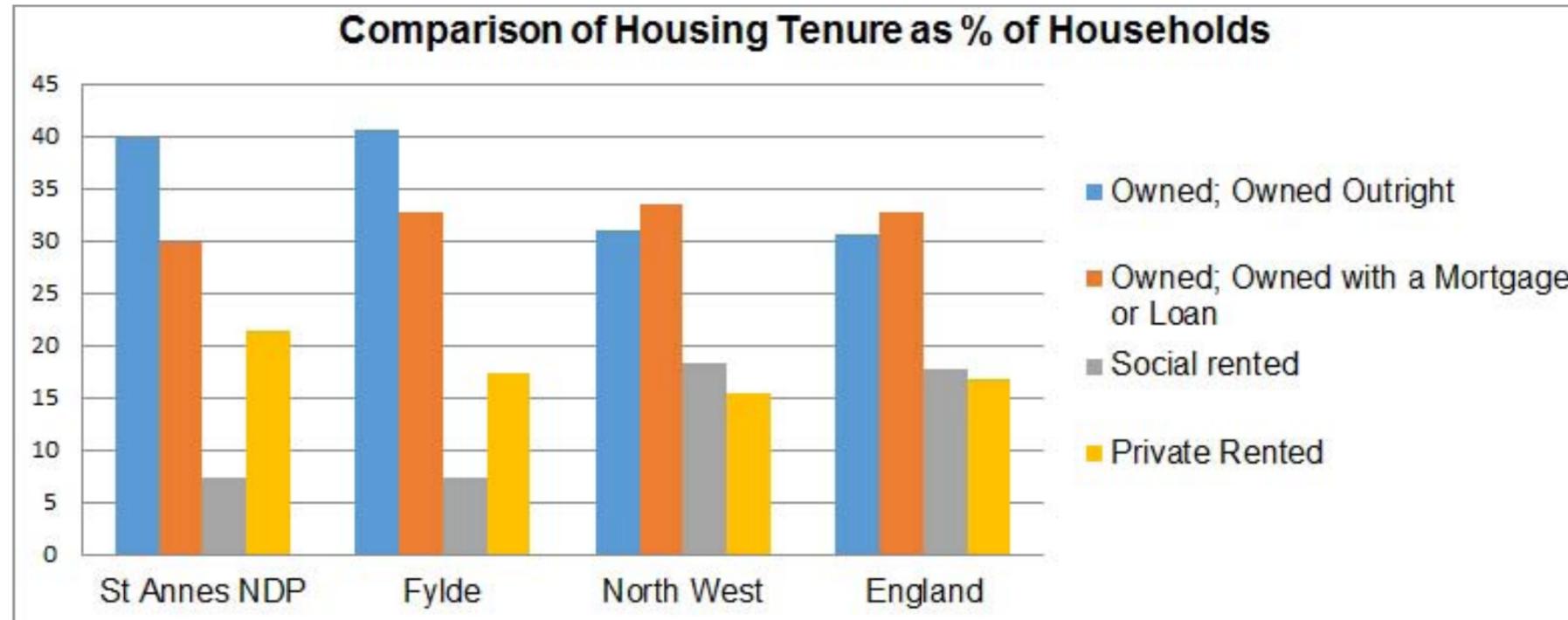
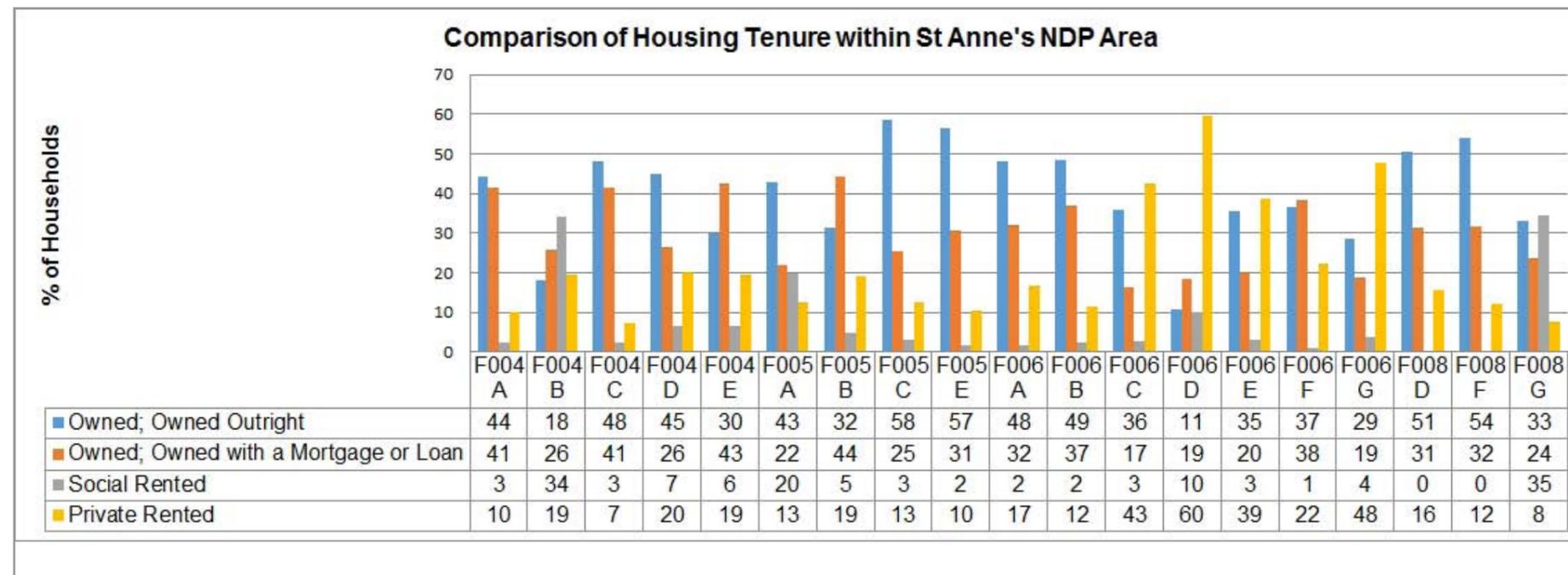


Figure 7.5: Comparison of Housing Tenure within St. Anne's NDP Area (2011 Lower Super Output Areas)



7.5 Housing Age and Condition

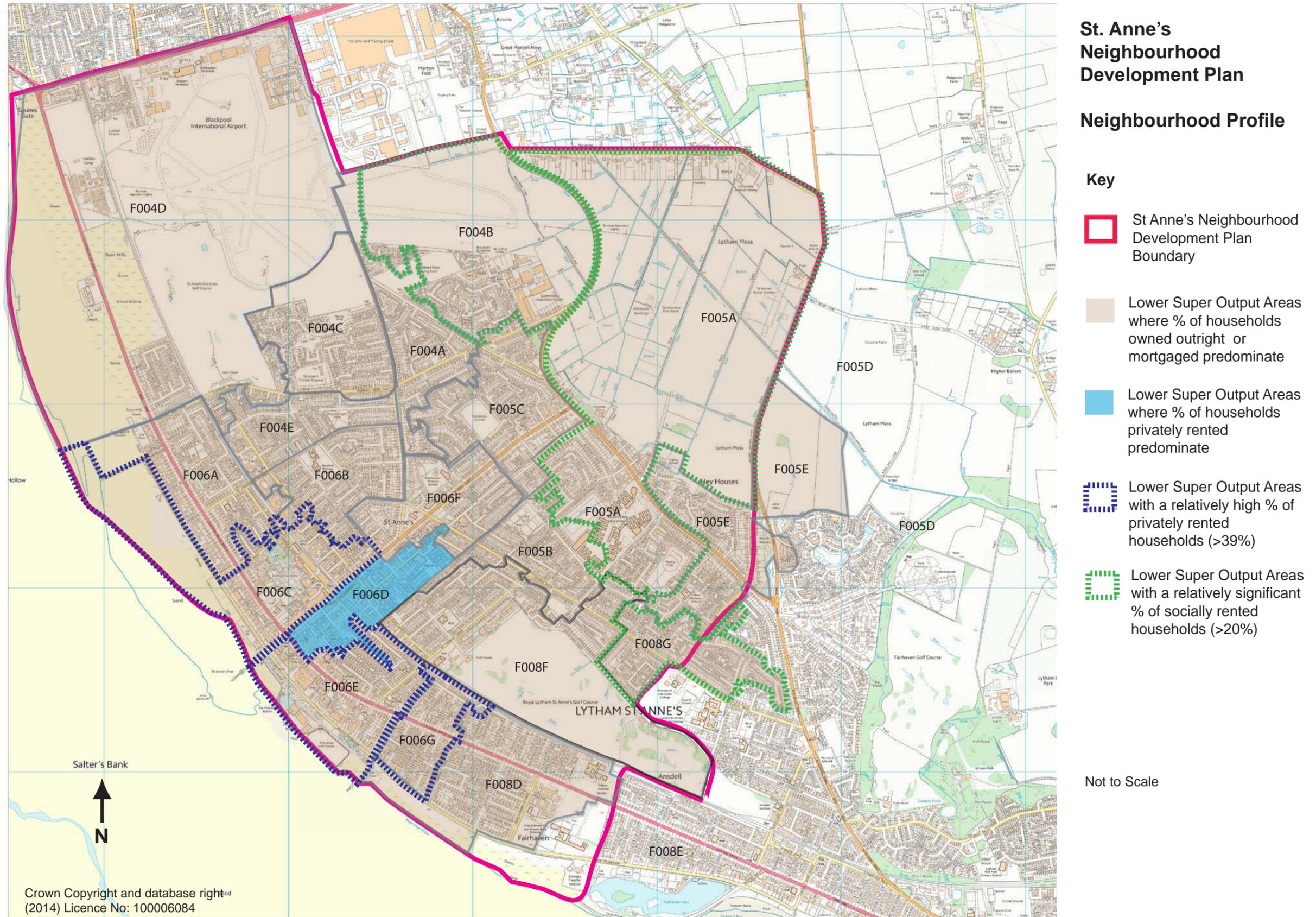
7.5.1 The latest information on house condition of the Private Housing stock in Fylde is set out in the **“Private Sector House Condition Survey 2007-Final Report” -September 2008** (FBC). This indicates that the borough has a more modern stock profile than England as a whole. The greatest proportion of dwellings has been built since 1965, with lower than national average levels built before 1965. The private rental sector accounts for the greatest proportion of pre-1919 dwellings.

7.5.2 This study considered house condition against the Decent Homes Standard and Category 1 Hazards and found that:

- 34% of homes in Fylde could be classified non decent, which is lower than the proportion in England as a whole (37.5%).
- The poor degree of thermal comfort is the primary reason for failure against the Decent Homes Standard. The high level of Category 1 hazards is also related to excess cold³.
- Both the pre 1919 and 1965 to 1980 age groups have non decency rates that are above the Borough average.
- In terms of private properties not meeting the Decent Homes Standard, the highest score is recorded in the Lytham St. Anne's Central Ward at 52% followed by the Lytham St. Anne's South and North areas (both 36%). These figures are affected by the proportion of vulnerable occupiers (i.e. those in receipt of various benefits) in these areas. The Central area is entirely within St. Anne's and

1. Hazards qualifying as category 1 under the Housing Health and Safety Rating System include those that can cause death, lung cancer, permanent loss of consciousness, 80% burn injuries, the loss of a hand or foot, eye disorders, heart attacks and poisoning. Under the Housing Act 2004, these types of hazard create an obligation for local authorities to either force the property to be vacated or to require immediate repair.

Figure 7.6: Housing Tenure within St. Anne's NDP Area (2011 Census Lower Super Output Areas)



so is most of the North area. Only a small part of the South area (part of Fairhaven Ward) is within St Anne's.

- Category 1 hazards are more strongly associated with privately rented dwellings than other tenures. The highest concentration of properties having category 1 hazards was in Lytham St. Anne's Central area, where the rate is 27%.

7.6 Demographic and Economic Trends

7.6.1 The Fylde Coast Strategic Housing Market Assessment (SHMA) Final Report (Feb 2014) describes the following:

- The population of Lytham St. Anne's has grown by 2,279 (5.5%) between 2001 and 2011, contributing all but 260 of the 3.5% population growth in Fylde. Over this ten year period, there has been a consistent level of net in-migration, both internal and international, masking decline caused by natural change, although international migration has fallen since 2007.
- Fylde has the strongest migratory relationship with Blackpool, with a net inflow of residents from the authority across all age groups; there are also strong links with Wyre and Preston; migration patterns show a retention of people in all age groups with the exception of a loss of 15-19 year olds where there is a significant outflow.
- Fylde's population profile shows a relatively old population with a loss of 30-39 year olds in the last 10 years; it is expected to see a further significant increase in the older population over the period to 2030.

- Although Fylde had a moderate population growth between 2001 and 2011, there was a significant (7.8%) increase in the number of households, up by 2,516; this is reflected in the smaller average household size which went down from 2.19 to 2.12, a faster rate than seen nationally.
- Around 60% of residents also work in Fylde, while 80% work within the Fylde Coast. Outside of this area Lancaster and Preston are important employment destinations for Fylde residents.
- Between 2001 and 2011, 530 (1.2%) jobs were lost in Fylde, with over 7,200 job losses in the manufacturing sector in the borough. There has, though, been growth in professional and other service activities, as well as accommodation and food.
- Despite net job loss, unemployment is relatively low, compared to the other Fylde Coast authorities.
- Forecasts are consistent in anticipating net job creation between 2011 and 2030, with the creation of between 990 and 2,807 jobs. The latter forecast expects further growth in the professional, scientific and technical activities sector, as well as retail, allied to further job losses in manufacturing. These forecasts do not take into account policy and strategic objectives such as employment creation associated with the Enterprise Zone at Warton.
- Residents of Fylde have the highest average household income of the Fylde Coast authorities, with benchmarks indicating that property remains among the least affordable in the area across all tenures and sizes.

7.7 Housing Market Trends

- 7.7.1 The SHMA found that there has been a decline in housing market activity since 2007 but that house prices are high in Fylde, relative to the rest of the Fylde Coast, with properties on average invoking a premium of at least £40,000 over comparable properties elsewhere. Lytham St. Anne's has some of the highest house prices on the Fylde coast with a median house price of £175,000 (between March and July 2013) being approximately the same as Garstang and exceeded only by two rural areas (rural east and rural SW) where the market information was skewed. The prices are even higher than other rural areas where there is a predominance of detached housing and significantly exceed the Fylde coast median price of £120,000. The lower quarterly of prices in Lytham St. Anne's is also high with a price of £125,000 compared to the Fylde coast figure of £87,500 and exceeded only by Garstang and the rural areas.
- 7.7.2 These high prices are evident in all house types in Fylde, with even terraced houses and flats being sold at relatively high prices.
- 7.7.3 Rental market values are also relatively high in Fylde, but nevertheless lower than the national average. The median rent for all properties in Fylde is £550 per month and the lower quarterly rent is £450 per month. A one bedroom property in Fylde has a median rent of £400 per month, while 4 bed plus properties have a median rent of £995.

7.8 Recent Development Trends

7.8.1 The SHMA states that Fylde has on average delivered 200 net dwellings per annum over the 10 year period 2003/04 to 2012/13. Unlike the other two Fylde coast authorities, Fylde has returned to pre-recession house building levels, with the completion of 162 dwellings in 2012/13 surpassing the 142 dwellings delivered in 2003/04. Between the 2007/08 peak and the most recent figures in 2012/13, Fylde has experienced a 60% reduction in net completions, greater than the other two Fylde coast authorities; but this was from very high levels of building in 2007-8 (394 dwellings) and 2008-9 (305 dwellings). Between 2003/04 and 2011/12, the proportion of housing delivered by conversions in Fylde ranged from 5% in 2006/07 to 26% in 2007/08. On average, over this nine year period, 14% of net housing completions in Fylde are attributable to conversions.

7.8.2 Of the 16 sub-areas in the Fylde coast SHMA, Lytham St. Anne's has seen the greatest absolute change in housing stock over the inter-Census years with the creation of 2,286 household spaces, reflecting the town's growth and especially the increase in flats, with over 95% of Fylde's new flats being in this sub area, many of them in St. Anne's.

7.8.3 Fylde's Housing Land Availability Schedule sets out what growth has occurred and the following information for Lytham St. Anne's in [Table 7.1](#) is extracted from it. Further analysis would be required to break this down into the figures for St Anne's.

7.8.4 The table shows that housing development has reached a low in the last three years and that the highest level of development was experienced in 2002-03, 2004-05, 2007-08 and 2008-09, with an average of about 21 dwellings being built each month in these years. The first 6 years of the decade were characterized by a large amount of development on both brownfield and greenfield land, the latter mostly accounted for by one large (32 hectare site) which was begun in 1999 (application ref 5/96/0814) and produced over 600 houses. After that date there was hardly any greenfield development, presumably as a result of the moratorium on new development included in the local plan as a result of over-provision in relation to regional planning targets. Instead this encouraged even higher levels of brownfield development, mostly for flats. It should also be noted that a substantial proportion of new housing comes from small sites and from conversions and changes of use.

Table 7.1: Housing Completions in Lytham St. Anne's 2001-2013

	01-02	02-03	03-04	04-05	05-06	06-07	07-08	08-09	09-10	10-11	11-12	12-13	01-13
Gross Total	147	276	139	235	109	145	292	271	133	166	36	72	2021
Dwelling Losses	2	0	6	6	19	1	12	36	41	97	8	7	235
Net Total	145	276	133	229	90	144	280	235	92	69	28	65	1786
Monthly Average	16	22	11	19	8	12	23	20	8	6	2	5	11.5
Gross Total New Flats	47	140	131	79	49	126	171	149	39	84	16	0	1031
Gross Total on Small Sites	58	114	44	134	44	27	65	57	53	25	9	2	632
Gross Total from Conversion/ Change of Use	31	22	15	33	20	6	61	30	44	31	5	47	345
Brownfield completions (net)	97	180	40	130	51	76	280	235	92	69	28	62	1340
Greenfield completions (net)	98	96	93	99	39	68	1	0	0	0	0	3	497

7.9 Housing Needs

7.9.1 The SHMA report includes a detailed analysis of modelling undertaken to understand the potential changing future housing needs across the Fylde Coast and within the individual authorities, linked to the key drivers of the housing market. This takes account of considerations in the NPPF and the then emerging NPPG, as well as other available guidance to assessing 'objectively assessed need' (PAS/LGA, 2013). These include:

- the implications of changing population growth based on demographic factors and historic trends;
- the impact of employment change on future migration and population growth or decline;
- market signals, including the scale of the need for affordable housing and how this aligns with the overall scale of need; and
- that need should not be constrained by supply or capacity factors.

7.9.2 In line with these considerations, the SHMA presented a range of potential dwelling requirements linked to demand generated from household growth. These take account of a range of factors identified as having a direct bearing on the establishment of the objectively assessed needs for housing across the Fylde Coast. This gives an objectively assessed need for between 300 and 420 dwellings per annum in Fylde.

7.9.3 A simple apportionment pro-rata to existing dwellings (28%) would put objectively assessed need for St. Anne's at 84 to 118 per annum, or 1260 to 1770 dwellings over a 15 year plan period.

7.9.4 However, a simple apportionment of this type is an over-simplified approach in that it does not take account of the specific characteristics of St. Anne's, such as the need for affordable housing and for smaller and specialist units to cater for an ageing population. Indeed it might be argued that St. Anne's is not an appropriate basis for such an assessment since it does not constitute a stand-alone housing market area or sub-area and that it can only be considered in the context of the wider area, be that Lytham St. Anne's, Fylde Borough or the whole Fylde coast. Only in this way can it be ensured that the neighbourhood makes its appropriate contribution to the social and economic needs of the area.

7.9.5 This is a complex matter as illustrated by the SHMA when discussing where within the above range the objectively assessed housing need for the Borough and the sub-region should be set. The SHMA states that:

“Due to the complexities of the housing market and the various factors and assumptions which feed into the modelling of future needs, there is no single number which can be identified as conclusively representing the objectively assessed housing needs within the Fylde Coast. The scenarios of population and household change in the SHMA represent a range of alternative futures based upon the application of alternative assumptions relating to the housing market demand and need. They assume that the current economic profile will remain unchanged, in terms of labour force and commuting rates.

Therefore, alternative scenarios were considered to illustrate the impact that adjusting these assumptions would have.

However, for these to be considered further, additional work would be required on the economic prospects of the authorities, particularly Blackpool, and the impact of the spatial delivery of employment opportunities.”

7.10 Affordable Housing Needs

7.10.1 The SHMA states that *“There is a significant level of demand for non-market housing in the Fylde Coast, as evidenced by waiting list data. This relates primarily to higher proportions of lower income households, particularly in urban areas, in the context of rising prices and rents. This has been further compounded by the impact of the recession, with subsequent reductions in income and job losses.”*

7.10.2 The SHMA found that there is an estimated need for 203 affordable homes per year in Fylde, with the majority of this need located in Lytham & St. Anne's. There are currently 138 households on the housing register in priority need for affordable housing across in Fylde, again concentrated in Lytham & St. Anne's. These include households classified as homeless or in temporary accommodation, but exclude existing social tenants requesting a transfer from their current social dwelling.

7.10.3 283 (gross per year) households will require Affordable Housing over the short-term (five years) in Fylde. This does not, however, take account of the supply of stock to absorb demand. The housing needs analysis undertaken for the SHMA indicates that Fylde will need to provide for a net annual Affordable Housing Need of 207 dwellings per annum.

7.10.4 In order to meet the level of affordable housing need in full within a five year time horizon, the rate of development would need to far exceed

any single year's provision as seen over the last ten years. This is extremely unlikely to be realised, and therefore this level of provision should not be reasonably expected to be delivered, although the private rented sector does play an important role in absorbing affordable need.

7.10.5 The analysis in the SHMA has shown that, currently and in the short-term, while a large proportion of need can only be addressed through traditional social housing, there are a number of households in need who could have their needs met in other ways. These could include a limited role for various 'Intermediate' housing products, providing an important step onto the housing ladder in the future. However, the traditional shared ownership model is favourable as delivery would reduce the reliance on social rented housing. This must be balanced with the challenging viability of delivering this product, due to low value returns.

7.11 Specific Housing Needs

7.11.1 Specific housing needs identified in the SHMA are:

- Older people – the population of 65+ residents is expected to grow, with increases of 41.2% in Fylde from 2011 to 2030. There is particular proportional growth forecast in the 85+ age bracket, which will necessitate the provision of specialised accommodation. The tenure of older persons housing also provides an indication of the kind of housing required, with older persons typically opting to own their own home – at a higher rate than seen nationally. There is also a lower level of reliance on the social rented sector for older persons' accommodation, although there are more instances of private renting;

- Households with support needs – a strategic approach will be necessary to ensure that the continued needs of households with support needs including those with a learning difficulty and age related support requirement are met, with sufficient capacity for specialist accommodation where required;
- Gypsies, Travellers and Travelling Show people – the Fylde Coast authorities have commissioned a separate study which will consider the specific needs of Gypsies, Travellers and Travelling Show People.

7.12 Other Evidence Documents

Fylde Housing Action Plan 2010

7.12.1 This presents a vision for Fylde linked to the Fylde Coast Housing Strategy 2009. The vision for Fylde is developed around the latter's themes of Quantity, Quality and People and includes the following relevant issues:

Quantity

7.12.2 In respect of Lytham St. Anne's the issues are:

- The need to provide a broad mix of housing types within larger new developments;
- Some low cost housing for sale;
- High need for social rented housing;
- Maintain and expand upon the upturn in the provision of new affordable housing;
- Priority for social rented homes is for more 2 bed and larger homes;

7.12.3 In Fylde it is difficult for local people on modest incomes to be able to afford to buy or rent a suitable home. These problems especially affect young people looking for their first home, exacerbating the trend of young people

leaving. Young working people find it difficult to afford owner occupation and require some lower cost housing for sale. High cost areas increasingly become enclaves of the old and wealthy, reducing the viability of local services and community life.

7.12.4 The major growth in house prices and rents since 2000 has far outstripped income growth, making housing less affordable to local people, especially in Lytham St Anne's. In the long term, there remains an underlying trend of a lack of sufficient housing to meet total demand from households, suggesting a continuing long term trend of price rises.

7.12.5 The supply of social housing properties falls far short of demand. Fylde has a very small social housing stock at 6% of all and the demand for social housing is currently very high. The amount of properties required to fully meet the current priority needs for social rented housing can never be provided but the work to deliver more affordable homes, meeting clear needs for social renting, will continue. With limited options available the housing benefit subsidised private rented housing stock plays a large and increasing role in housing people on low incomes.

Delivering appropriate, high quality, new developments that support economic prosperity and high quality of life

7.12.6 An appropriate balance of new housing development is needed in terms of quantity, location and types of units, while enabling high quality design, so that the developments contribute to prosperity and quality of life for decades to come. The Local Authority has a critical role to play in setting clear policies and standards, and actively promoting high

quality development. The introduction and use of effective planning policies is a key priority, informed by an understanding of long term goals, the local economy, demographics, and the local housing market.

- 7.12.7 Actions relating to affordability will not only include a commitment to the provision of more affordable homes through the planning system, through RSLs and the HCA, but also to working with local communities, landowners and local charitable trusts to develop affordable housing for local people.

Quality

- 7.12.8 Concentrations of deprivation on social housing estates and in Central Ward St Anne's.
- 7.12.10 One of the two most significant concentrations of deprivation and highest turnover on social housing estates is found in Kilnhouse Lane St. Anne's, where there are still major challenges to improve the neighbourhood environment. Actions are to be developed as part of the work on Area Delivery plans with partner RSLs.
- 7.12.11 Central ward St. Anne's remains a priority to help deliver one of the key aims of the shaping the place project, namely to improve the quality of the housing stock, working with Houses in Multiple Occupation (HMO) landlords to improve standards in Central ward. Further developments on actions relating to neighbourhood renewal will be influenced by decisions on the roll- out of the shaping the place project.

People

Meeting the growing and changing housing support needs of older people

- 7.12.12 Fylde has an old and ageing population, and this has a significant impact on housing market trends. Older people are a highly diverse group, with very different levels of health, incomes, integration within local communities, work, locations and housing conditions. This variation means that provision of housing options will have to be equally varied, and consider the requirements of older people who are active as well as those who are relatively frail. Irrespective of people coming to the area to retire, the number of older people is set to grow significantly as people generally live longer.

- 7.12.13 Services to deliver physical adaptations for older and disabled people and assist with repairs play a valuable role in helping people to lead independent lives within their own homes. However, a significant minority require specialist accommodation.

- 7.12.14 These needs are changing over time because of local population dynamics, but also because of changing preferences and the development of new models of support. Actions include supporting the provision of more housing with care and determining the need for other specialist accommodation options.

Lack of specialist housing and support for "socially excluded" groups

- 7.12.15 Helping people with chaotic lives, such as those with drug and alcohol misuse problems, offenders, and mental health issues is essential to underpin objectives live reducing crime and increasing economic prosperity.

There is a lack of specialist accommodation for many of these groups. We need to determine the type of specialist support required and the extent to which this should be based on specialist accommodation and then address the current under-provision.

Meeting the needs of young people

- 7.12.16 Helping meet the needs of young people runs through all aspects of the People theme. A key issue for Fylde is the recognition of the specific housing needs of economically active young people. Delivery on this aspect will be through the Quantity theme of the action plan, as well as through the delivery of homelessness strategies and appropriate access to social housing.

Strategic Housing Land Availability Assessment (SHLAA) March 2012

- 7.12.17 The SHLAA examines the amount and location of land which is potentially suitable for housing development over the next fifteen years. It is very important to recognise that the SHLAA is not in itself a plan or policy document and will have limited weight within the planning application process. In particular, the inclusion of a site as 'developable' in the SHLAA does not necessarily mean that it will obtain planning permission for housing. The SHLAA identifies potential sites for housing in St. Anne's in the form of:

- Sites within settlements;
- Redevelopment of redundant and vacant employment sites;
- Settlement extensions;
- 'Suitable' sites which are subject to constraints and recommendations to overcome identified constraints.

7.12.18 These sites are listed in Appendix 7.1 to this Chapter. It should be noted that not all sites with a SA prefix in the SHLAA are within the NDP area. These have therefore been excluded from the list.

7.12.19 Some of these sites already have planning permission. Indeed, in defining what should be included in the 5 year land supply, the SHLAA sets a very high test, requiring sites to have planning permission. There is substantial case law to say that this is not necessary and that a land allocation in an adopted or submitted Local Plan together with substantial progress towards implementation is sufficient.

7.12.20 Excluding sites for 5 or fewer dwellings (in accordance with Fylde’s methodology) and completions, the SHLAA contains suitable, deliverable and currently developable sites for 2,460 dwellings in St. Anne’s, of which 1,787 already have planning permission.

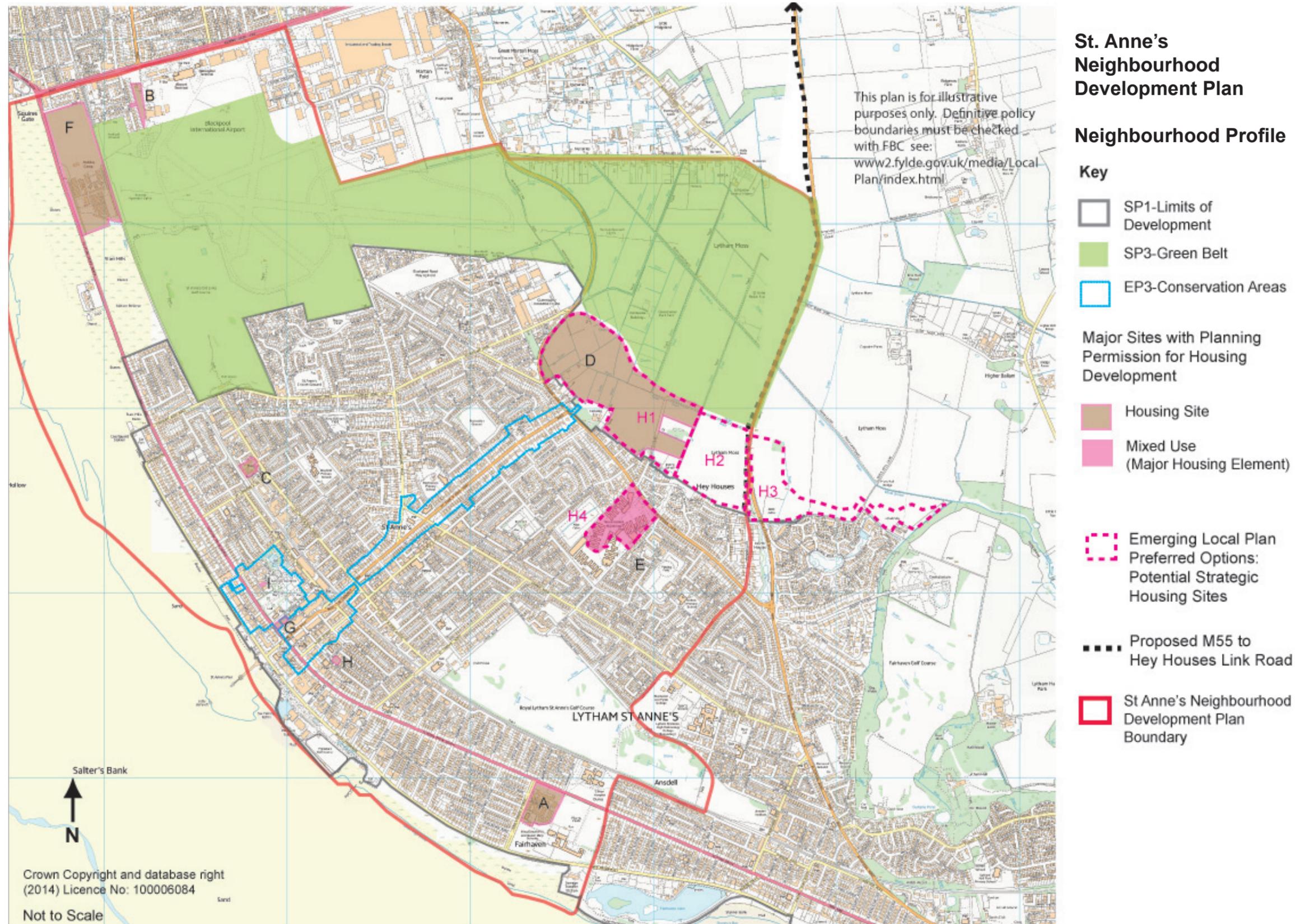
7.13 Current Housing Land Availability

7.13.1 There are several large housing sites with planning permission within the NDP area, with a permitted capacity of 2,168 net of existing dwellings. These are set out in Table 7.2 and illustrated on the map in Figure 7.7. One site (Queen Mary School) is nearly complete but has been included to give a full picture. Excluding dwellings completed, outstanding planning permissions on large sites have an approved capacity of 1985 dwellings.

Table 7.2: Strategic Housing Sites with Planning Permission (31st December 2013)

Plan Ref	Location	Net No of Dwellings	Site Area (ha approx)	Type of App.	Pl. App. Ref.	Affordable Dwellings to be provided	Comments
A	Queen Mary School, Clifton Drive South, St. Anne’s	169	2.9	Full	03/0157 08/0539	Yes Com-muted sum	163 dwellings complete 6 dwellings under construction/not started
B	Land to rear 11-63 (odds), Westgate Road, St. Anne’s	70	0.9	Full	08/0992 12/0499	30%	12/499 is for an extension of time for 08/0992 which has been approved pending a Section106 agreement.
C	Training Centre, St David’s Road North, St Anne’s	32	0.6	O/L Full	09/0502 12/0537	100% RSL scheme	
D	Land South of Queensway, St. Anne’s	1150	36	O/L RM	08/0058 13/0257	0% - 10%	See above
E	Electronic Data Systems, Hey-houses	335	7.3	O/L Full Full	12/0465 13/044813 /0635	10%	Outline for 335 dwellings (12/0465). Reserved matters for 162 dwellings & food store (13/0448). A3/A4 Public house (13/0635)
F	Former Pontins Site, Clifton Drive North	348	15.6	O/L	10/0877 08/1049	30%	Two outline applications approved for up to 275 and up to 73 dwellings. Reserved matters application submitted and withdrawn for 238 dwellings in relation to 08/1049.
G	Conservative Club site, 353 Clifton Drive North / St Georges Road	34	0.25	Full	08/260 11/0312	No	20 dwellings complete 14 dwellings under construction/ not started
H	The Gables, 35-39 Orchard Road	19	0.13	Full	05/0648	see comments	Purchase of 12 open market properties, refurb and disposed to RSL
I	7-8 St Georges Square	11	0.09	Full	10/891	5% contribution	
	Total For Large Sites	2168					
	Total For Large Sites, excluding completions	1985					

Figure 7.7: Major Housing Development Proposals



7.13.2 The largest site at Queensway has outline permission for 1,150 dwellings. A reserved matters application (13/0257) has been received for Phase 1 for 110 dwellings, which includes a new roundabout access from Queensway. The application has been deferred, at Development Management Committee (22/01/14) for applicant and Natural England to resolve ecological matters. The Queensway development is to fund the Heyhouses Link road to the M55 through a Section 106 agreement containing triggers for construction of phases of the road as dwellings are built.

7.13.3 In addition there are some 28 small sites with a total capacity of 41 dwellings gross (23 net of existing dwellings). Of these 6 proposals for flats would provide 19 dwellings. The rest are sites for individual dwellings. Full details of these sites are given in Appendix 2 to this Chapter.

7.14 Planning Policy Context - Housing

What the NPPF says

7.14.1 **Paragraph 17** of the NPPF lists as one of 12 core planning principles that planning should proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth. Plans should take account of market signals, such as land prices and housing affordability, and set out a clear strategy for allocating sufficient land which is suitable for development in their area, taking account

of the needs of the residential and business communities. It further advises that planning should encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value.

7.14.2 **Paragraph 47** says that to boost significantly the supply of housing, local planning authorities should ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area; identifying key sites which are critical to the delivery of the housing strategy over the plan period; identify and update annually a supply of specific deliverable sites over the plan period; for market and affordable housing, illustrate the expected rate of housing delivery through a housing trajectory for the plan period and set out a housing implementation strategy for the full range of housing describing how they will maintain delivery of a five-year supply of housing land to meet their housing target; and set out their own approach to housing density to reflect local circumstances.

7.14.3 **Paragraph 48** advises that local planning authorities may make an allowance for windfall sites in the five-year supply.

7.14.4 **Paragraph 49** says that housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.

7.14.5 **Paragraph 50** says that to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should:

- plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community;
- identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand; and
- where they have identified that affordable housing is needed, set policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified.

7.14.6 **Paragraph 51** says that local planning authorities should identify, and bring back into residential use, empty housing and buildings in line with local housing and empty homes strategies and, where appropriate, acquire properties under compulsory purchase powers. They should normally approve planning applications for change to residential use and any associated development from commercial buildings (currently in the B use classes) where there is an identified need for additional housing in that area, provided that there are not strong economic reasons why such development would be inappropriate.

7.14.7 **Paragraph 52** advises that the supply of new homes can sometimes be best achieved through planning for larger scale development.

7.14.8 **Paragraph 53** says that local planning authorities should consider the case for setting out policies to resist inappropriate development of residential gardens.

Fylde Local Plan

- 7.14.9 The Fylde Local Plan (As Altered) (2005) advises that Fylde is a popular area in which to live and consequently there is high pressure for housing development in the Borough. Its popularity arises from the attractive nature of the Borough, its proximity to large centres of employment and services, its relatively buoyant economy and good communication links. The Borough and in particular Lytham St. Anne's is also very popular for retirement which has been reflected in the high level of retirement flat development.
- 7.14.10 **Policy HL2** outlines the criteria against which housing proposals allowed under Policies HL1 will be considered.
- 7.14.11 (Policies HL3 and 4 relate to rural areas and are not relevant to St. Anne's).
- 7.14.12 **Policy HL5** sets out the criteria for considering planning applications for house extensions.
- 7.14.13 **Policy HL6** deals with design and says that well designed housing schemes which respect the character of the area and provide an attractive, safe and crime free environment for residents will be permitted. Proposals which involve poor designs and/or layouts which would prejudice the character of the area or public safety, or increase the potential for crime will not be permitted.
- Interim Housing Policy**
- 7.14.14 The Interim Housing Policy (IHP) was adopted on 28th July 2008, as an informal policy document. It is a material consideration for the determination of planning applications for new housing. Guidance is included in the IHP to inform discussion and negotiation for

infrastructure provision for affordable housing, public open space and public realm. The IHP operates an urban and a rural option. The Urban Option applies in St. Anne's. This states that planning permission for residential development will be granted subject to all the following criteria:

1. The application site is within the settlement boundary as defined in the Fylde Borough Local Plan (As Altered) (Oct 2005);
2. The application site is not designated for other purposes or protected by policies in the Local Plan;
3. In respect of greenfield sites, the applicant is able to show that there is a need for the development of the site (i.e. that there is less than a 5 year supply of land within the borough as a whole and that the application under consideration would not increase the supply beyond 7 years);
4. The development of the site would not significantly harm the character of the settlement or any other planning interest;
5. In respect of proposals involving 10 dwellings or more, where appropriate, the mix of housing types, sizes and tenures reflects local housing requirements, and is consistent with the findings of the Fylde Housing Needs and Demand Study of January 2008, and the Fylde Coast Strategic Housing Market Assessment. The Council will encourage the provision of low cost market housing as part of the normal mix of market housing.

6. In respect of proposals involving 14 or less dwellings the Council will negotiate for a financial contribution of 5% of the open market value of each dwelling towards the facilitation of affordable housing within the borough. Financial contributions will not be sought in respect of affordable dwellings and conversions to dwellings of spaces above existing premises in defined town centres;
7. In respect of proposals of 15 or more dwellings, the Council will negotiate for 30% of the dwellings to be affordable unless the developer can demonstrate by means of verifiable evidence that the development would not be viable with that percentage. Normally, all the affordable units should be provided as socially rented homes through a named Registered Social Landlord (RSL);
8. Whilst the priority will nearly always be to provide social rented housing (consistent with the findings of the Fylde Housing Needs and Demand Study of January 2008, and the Fylde Coast Strategic Housing Market Assessment) an element of intermediate affordable housing may be appropriate (subject to it being provided at genuinely affordable rents and prices) where the development is:
 - in an area that already has a high proportion of socially rented homes such that this would not be the priority for provision;
 - for 100% affordable housing and is either submitted by a Registered Social Landlord or has financial support by the Housing Corporation.

The Emerging Local Plan

- 7.14.15 In common with many local authority areas, Fylde has witnessed a reduction in housing completion rates and rising house prices. Even with falling house prices, housing prices remain significantly high in relation to incomes. There are widening disparities between the areas with the highest house prices, such as Lytham, and parts of St. Anne's which contain homes in multiple occupation and are in the bottom ten percent nationally in relation to the Indices of Multiple Deprivation. Fylde does not have a history of industrialisation and there is, therefore, a lack of brownfield land, resulting in a requirement to develop some greenfield sites for housing.
- 7.14.16 The Fylde Local Plan to 2030 Part 1- Preferred Options paper sets out the following policies relating to Housing.
- 7.14.17 Strategic Objective 1 is: To Create Sustainable Communities. It says that all development will be located in sustainable locations in order to minimise the use of private transport and avoid areas at risk of flooding. New development will follow sustainable design principles and incorporate sustainable building practices by reducing carbon emissions, maximising water and waste efficiency and ensuring that they are resilient to the effects of climate change. Previously developed sites will be used in preference to greenfield and the quality of the openness of the Green Belt maintained. Developer contributions will be used to ensure development is in line with the objectives of sustainable development.

Please note the information relating to the emerging Fylde Local Plan has been superceded. Please see separate main addendum to this document- "Planning Policy" November 2015

- 7.14.18 A sustainable approach to housing will be taken. This will:
- 1) improve access for all to well designed, good quality, affordable and resource efficient homes across the Borough;
 - 2) meet the specific housing needs of all sections of the community (including affordable, special needs housing and the needs of gypsies and travellers) by providing the right housing type and mix to secure sustainable communities and to improve housing choice. In particular, to provide more homes suitable for families;
 - 3) bring forward a flexible and responsive supply of housing land and buildings in sustainable locations to meet housing requirements;
 - 4) make the best use of previously developed land and buildings, subject to appropriate site investigation and remediation where required, to reduce the loss of greenfield land.
- 7.14.19 **Policy SL1** details strategic locations for development in Lytham St. Anne's, namely (see Figure 7.7):
- H1 - Land at Queensway
 - H2 - Land West of North Houses Lane
 - H3 - Land North of Moss Hall Lane
 - H4 - Former EDS Site, Heyhouses Lane
- 7.14.20 Policy SL2 details strategic locations for development in the 'Blackpool Periphery', including housing development at the former Pontins Holiday Centre.

- 7.14.21 **Policy H1 - Density, Mix and Design of New Residential Development:** says that densities of new residential development will reflect the character of the surrounding area. Residential development within Fylde Borough will normally have a minimum density of 25 dwellings per hectare (dph) net, subject to specific issues relating to the site. Densities of less than 25 dph net will only be permitted where special circumstances are demonstrated. Higher densities (40- 60 dph net or more) will be expected on sites with good access to public transport facilities and services. When considering a proposal for higher density development, the Council will seek to ensure that there is no unacceptable impact on local infrastructure or highway safety, and that adequate open space and car parking can be provided. The achievement of higher density should not be at the expense of good design or the amenity of the occupiers of the proposed or existing neighbouring properties.
- 7.14.22 A broad mix of dwelling types, sizes and tenures, including private rented and buy-to-let, will be required on all large housing sites of over 100 units to reflect the demographics of the Borough as set out in the Fylde Coast Strategic Housing Market Assessment (SHMA). Homes that are affordable to people working within the local community, and those with strong links to the local area, will be encouraged in order to promote the vitality of local businesses and community life.
- 7.14.23 To reflect the demographics of the Borough, specialist retirement accommodation will be permitted if a need is demonstrated within or adjacent to a town centre or strategic location for development, where a range of services is available. This should conform to other policies within the Local Plan.

- 7.14.24 On smaller sites of under 100 units the Council will require a mix that makes a positive contribution to the vitality of the local community. In St. Anne's 2-3 bedroom family homes with private amenity space should be included in the mix, as there is a lack of family accommodation within the existing stock.
- 7.14.25 Conversion of traditional homes to flats and apartments will be resisted in the Lytham and St. Anne's seafront area.
- 7.14.26 When considering proposals for residential development on garden land, stringent caveats will be applied relating to design, character, access, amenity and other issues deemed appropriate by the local authority. Development on garden land should not result in any of the homes relying on what was previously a front garden for all of their private amenity space
- 7.14.27 Design of new residential development will be assessed against paragraphs 56-68 of the NPPF, Policy ENV 6: Good Design in New Development and Building for Life 12. As a minimum, all new housing developments should meet the Homes and Communities Agency 'Design and Quality Standards' which are currently in force.
- 7.14.28 Within new developments of more than 15 homes, at least 25% of market homes should be built to the Lifetime Homes Standards as set out in the Code for Sustainable Homes, unless it is demonstrated that this would render the development unviable.
- 7.14.29 Community Self Build schemes will be encouraged and the Council will reserve the right to refrain from requesting developer contributions for these developments, in order to promote their viability.
- 7.14.30 **Policy H2 - Conversions and Change of Use to Residential:** says that conversions and change of use of redundant buildings to residential use will be permitted where the Council has identified a need for additional housing through the Strategic Housing Market Area Assessment or other later evidence. When considering proposals for residential conversions, careful attention should be paid to the amenity of nearby residents, the character of the immediate area, access to the nearest services, parking provision and design. Residential conversions should protect existing amenity space and should not result in any of the homes relying on what was previously a front garden for all of their private amenity space.
- 7.14.31 **Policy H3 - Affordable Housing:** says that all urban market housing schemes of 15 homes or more and rural market housing schemes of 4 homes or more will be required to provide a minimum of 30% affordable housing, subject to viability testing. Normally this housing should be provided on site. For residential developments within or adjacent to the urban areas, including St. Anne's, the provision of affordable housing will be to meet borough wide requirements.
- 7.14.32 The Council will usually expect the following:

Tenure - the majority of affordable housing provided on a particular scheme should comprise 2 and 3 bedroom social rented or affordable rented homes, with the remainder intermediate.

Lifetime Homes – 25% of all affordable homes will be built to Lifetime Homes standards (these will be in addition to the 25% of market homes as required by policy H1).
- 7.14.34 The Council will take account of viability when assessing individual schemes.
- 7.14.35 **Policy H4 - Gypsies, Travellers and Travelling Show people's Sites:** says that planning applications will be permitted where stated criteria can be met.
- 7.14.36 **Policy H5 - Isolated New Homes in the Countryside:** says that isolated new homes in the countryside will only be permitted in certain stated circumstances.

7.15 Key Issues

Ref	Key Issues	Comments / Possible Options
1	Number of Houses Needed	
1.1	<p>To establish the amount of housing required and assess whether any further land allocations are necessary given the substantial amount of existing planning permissions.</p> <p>Consideration would need to be given to how to establish the total housing requirement for the Neighbourhood over the plan period. Is St. Anne's a meaningful area in which to assess housing need? Is it appropriate to merely apportion the assessed need for the Borough (from the SHMA) pro rata to the existing population?</p>	<ul style="list-style-type: none"> • There is already sufficient land to meet local needs, but the NDP must be in general conformity with the emerging Local Plan, which includes two further sites for new housing. • Possible conflict with Fylde BC Emerging Local Plan
1.2	<p>Are existing commitments meeting needs both from within and from outside St. Anne's? Is it appropriate to do so? If so, to what extent?</p> <p>There is a need to determine a trajectory of housing provision over the plan period so that St. Anne's needs are met as well as making a fair contribution to those of the wider area throughout the plan period.</p> <p>Should the plan seek to allocate land for housing to meet wider needs in the Fylde Coast area?</p> <p>Consider the potential for additional housing to facilitate a more sustainable community, e.g. could additional housing pay for/ bring forward key infrastructure?</p> <p>The plan could consider whether allocations should be made on larger sites (to the east of the town or at Blackpool Airport or on a number of smaller sites.</p>	<ul style="list-style-type: none"> • The situation seems more extreme because FBC have gone from a moratorium on building, to now having a large increase.
1.3	<p>What is the nature of the housing need over the plan period? What type of housing, size and tenure is required? Is there a need for a local housing survey to establish this? If so, how will it find out needs in 10-15 years' time?</p>	<ul style="list-style-type: none"> • Allocations policies are being changed to favour working families.
1.4	Addressing high house prices	<ul style="list-style-type: none"> • Little scope in the plan other than identifying new housing allocations and in addressing affordable housing needs (see below)
2	Type of Housing Needed	
2.1	<p>Affordability for home buyers, especially young people / first time buyers who can be out-competed by older people / those with existing equity, including people moving into the area for the first time.</p>	<ul style="list-style-type: none"> • Good design is no more expensive than bad design. • Influencing the prices would mean involvement at a very early stage.

2.2	Rising needs of the large population of older people for level access homes and adaptations as mobility deteriorates, and for specialist housing with support.	<ul style="list-style-type: none"> • There are more over 60s since the last census so demand is greater for these types of property. • Specify support needs – not just elderly, also adults in general.
2.3	The range of homes available is skewed towards large houses, and smaller flats, with relatively few medium sized family homes A shortage of 3 bed houses has been identified. Have too many flats been provided in development over recent years. Should such development be restricted in future?	<ul style="list-style-type: none"> • Can specific areas in which flat development could be restricted be identified? - YES
2.4	Localised deprivation and concentrated poor conditions in parts of the Central ward of St. Anne's. Relatively high number of shared households.	<ul style="list-style-type: none"> • "Fylde Borough Council should address homelessness issues" statement to be put in neighbourhood plan. • Stigmas of hostels being provided as residents don't want them near them. • Homelessness to be referred to the Community Health theme group. • Restriction of number of takeaways, betting shops and charity shops to be referred to Economy theme group.
2.5	Over-dependence on private rented sector. High cost of privately rented accommodation. Increase in this form of tenancy. Lack of social rented housing. Housing benefit changes likely to increase problems	<ul style="list-style-type: none"> • A landlords' accreditation scheme was suggested for the Town Council to work with FBC in adopting it. However the Town Council does not have the resources to pursue this.
2.6	Challenge to improve thermal efficiency and property conditions in the existing housing stock, including the relatively large private rented sector which has worse conditions on average than other forms of tenure	
2.7	Relatively high number (688) of long term vacancies (Empty properties).	<ul style="list-style-type: none"> • Hard to identify empty homes due to high level of private landlords. • Possible overlap with Fylde BC
2.8	Improving the quality and design of new housing	<ul style="list-style-type: none"> • High value placed on heritage in our town.
2.9	Location of new housing New Housing should be met through mix of high quality brownfield and edge of settlement developments	
2.10	Unightly appearance of Pontin's Site (Existing planning permission for housing)	<ul style="list-style-type: none"> • Site already has PP for housing. Could request Fylde Bc to use S215 powers to improve appearance?

REFERENCES & DOCUMENTS REVIEWED

1. 2011 census
2. Private Sector House Condition Survey 2007-Final Report
3. The Fylde Coast Strategic Housing Market Assessment (SHMA) Final Report (Feb 2014)
4. Strategic Housing Land Availability Assessment (SHLAA) Oct 2012/3
5. Fylde Housing Action Plan 2010
6. NPPF
7. The Fylde Local Plan (As Altered) (2005)
8. Fylde BC Interim Housing Policy
9. The Fylde Local Plan to 2030 Part 1- Preferred Options Paper - July 2013

APPENDIX 7.1

Residential Planning Permissions

APPENDIX 7.1: Residential Planning Permissions at 31 March 2013 (including loss of residential) (Housing Land Availability Study - base date 31 March 2013)

Site No.	Location	Previous Use	Proposed Use	No. Dwellings Gross	Existing Dwellings	No. Dwellings Net	Dwl. Compl. Gross	Dwl. Under Const. Gross	Dwl. Not Started Gross	Site Area	Type of App.	Planning App. Ref.	Brownfield Greenfield	Affordable Dwellings to be provided?
Large Sites														
1A439*	Queen Mary School, Clifton Drive South	School	Flats/Houses	169	0	169	163	6	0	2.87	Full	03/157 08/539	B	Yes C/S
1A594*	The Gables, 35-39 Orchard Road	Hotel	Flats	19	0	19	0	19	0	0.13	Full	05/648	B	Yes H/U
1A658*	353 Clifton Drive North/St Anthony's House, St Georges Road	Conservative Club/ Vacant Offices	Apartments / food-store/ Cons Club	34	0	34	0	34	0	0.25	Full	08/260 11/0312	B	Yes - CS
1A677	Land to rear 11-63 (odds), Westgate Road	Houses	Houses/Flats	72	2	70	0	0	72	0.88	Full	08/992 12/499	B	Yes
	Former Pontins Holiday Camp, Clifton Road North	Holiday Camp	Houses	348	0	348	0	0	348		O/L	08/1049 10/0877	B	
1A755	7-8 St Georges Square	House	Apartments	12	1	11	0	0	12	0.093	Full	10/891	B	Yes
1A760	7-8 St Georges Square	House	Apartments	12	1	11	0	0	12	0.093	Full	10/891	B	Yes
1A782	Land South of Queensway	Land	Houses	1150	0	1150	0	0	1150	35.7	O/L	08/0058	G	0% - 10%
1A783	Electronic Data Systems Heyhouses	Employment Land/ Buildings	Houses	335	0	335	0	0	335	7.28	O/L	12/465	B	Yes - 30%
	Total For Large Sites			2171	3	2168	163	59	1949					
Small Sites														
1A364	76 North Promenade,	Land	House/ Curtilage	1	0	1	0	1	0	0.1	Full	03/0144 04/0246 07/187	G	Yes - CS
1A385	22 All Saints Road	Guest House	House	1	0	1	0	1	0	0.02	Full	03/0568	B	No
1A441	Moss View Farm, Queensway, St. Anne's	House	Replacement House	1	1	0	0	0	1	0.015	Full	04/1198 08/336 11/116	B	No
1A552	3 St. Davids Road South	Flat	Flat	1	1	0	0	1	0	0.018	Full	05/360 07/673	B	No
1A645	117 Heyhouses Lane	House	Replacement House	1	1	0	0	1	0	0.075	Full	07/1078	B	No
1A679	26 St Davids Road South	2 Flats	1 Flat	1	2	-1	0	0	1	0.02	Full	09/0086	B	No
1A685	18 Fairhaven Road	2 Flats	1 House	1	2	-1	0	1	0	0.074	Full	09/469	B	No
1A720	271 Clifton Drive South	1 House	Care Home	0	1	0	0	0	0	0.09	Full	10/0185	B	No
1A721	25 Park Road		Flat	1	0	1	0	0	1	0.034	Full	10/0067	B	Yes /CS

Site No.	Location	Previous Use	Proposed Use	No. Dwellings Gross	Existing Dwellings	No. Dwellings Net	Dwl. Compl. Gross	Dwl. Under Const. Gross	Dwl. Not Started Gross	Site Area	Type of App.	Planning App. Ref.	Brownfield Greenfield	Affordable Dwellings to be provided?
1A734	37-39 St Andrews Road South	Restaurant	5 Flats	5	0	5	0	5	0	0.104	Full	10/380 12/630	B	Yes /CS
1A736	14-16 St Andrews Road South & 2-4 Wood Street		2 Flats	2	0	2	0	0	2	0.025	Full	10/0076	B	Yes /CS
1A737	16 St Georges Road	Office	3 Flats	3	0	3	0	0	3	0.03	Full	10/478	B	No
1A757	357 Clifton Drive North	Garages	Mews House	1	0	1	0	0	1	0.02	Full	11/0027	B	Yes
1A758	28 Derbe Road	Holiday Flats	Perm Flats	4	0	4	0	4	0	0.028	Full	11/0149	B	No
1A759	The Mews Cottage, Back 373 Clifton Drive North	C3	Dwelling	1	1	0	0	0	1	0.007	Full	11/225	B	No
1A785	Leach Lodge Farmhouse, 102, Leach Lane	Land	Dwelling House	1	0	1	0	1	0	0.086	Full	08/455 12/506	G	Yes /CS
1A787	31 Wood Street	1st & 2nd Floors	Flats	4	0	4	1	3	0	0.024	Full	11/229	B	No
1A788	41 Clarendon Road	Dwelling	Replacement House	1	1	0	0	0	1	0.057	Full	11/758	B	No
1A789	35 Bromley Road	Shared House	Flats	3	1	2	0	3	0	0.023	Full	12/319	B	Yes/CS
1A790	4 North Houses Lane	Land	Dwelling House	1	0	1	0	1	0	0.028	Full	11/266	G	No
1A792	Land between 48 to 50 St Patricks Road South	Land	Dwelling House	1	2	-1	0	0	1	0.061	Full	12/632	B	No
1A799	40 Heyhouses Lane	2 Flats	Dwelling House	1	1	0	0	0	1	0.088	Full	12/655	B	No
1A801	2 Sandgate	Dwelling	Replacement House	0	1	-1	0	0	0	0.054	Full	12/673	B	No
1A802	21 Derbe Road and 11 Alexandria Drive	Flat	Pharmacy	1	2	-1	0	0	1	0.072	Full	12/692	B	No
1A803	1 Links Gate	Flats	Dwelling House	1	2	-1	0	0	1	0.072	Full	12/692	B	No
1A805	Rear of 4 Curzon Road	Offices	Dwelling House	1	0	1	0	1	0	0.021	Full	12/526 12/254	B	Yes/CS
1A807	20 Lightburne Avenue	Flat	2 Flats	2	1	1	0	0	1	0.025	Full	5/13/50	B	No
	Total for Small Sites			41	19	23	1	23	16					
	Total For All Sites			2212	22	2191	164	82	1965					

APPENDIX 7.2

SHLAA Sites within the
St. Anne's NDP Area

APPENDIX 7.2: Sites Within The Settlement

Deliverable/ Committed / Complete

BP03	Pontins Holiday Centre, Clifton Drive North,	348
SA50	Electronic Data Systems (EDS), Heyhouses Lane,	250
SA69	Land rear of Pilling Avenue & Grassington Road,	31 complete
SA32	353 Clifton Drive North & St Anthony's House, St Georges Road,	34 20 complete
SA65	Queen Mary School, Clifton Drive South,	169 163 complete
SA66	The Gables, 35-39 Orchard Road,	19

Developable

BP02	Council Car Park & Airport Parking Site, rear 11-63 Westgate Road,	72
SA05	Land rear of 3-17 Heyhouses Lane,	8
SA09	Depot, St Davids Road North,	26
SA10	Fairways Garage, Heeley Road,	20
SA12	Town Hall, South Promenade,	12
SA13	Public Offices, Clifton Drive South,	14
SA23	Land adj. Links Grange, Greenways,	8
SA39	Former Kwik Save, St Davids Road South,	32
SA43	60 & 62 North Promenade,	7
SA46	157 & 159 Inner Promenade,	6
SA57	7 Links Gate,	9
SA70	Newfield House, 5 Fleet Street	7
SA76	Lytham Delivery Office, 270 Clifton Drive South	7

228

Not Currently Developable

BP01	Land off Bridgeside,	13
SA11	Beach Car Park, Clifton Drive North,	19
SA80	YMCA, St Albans Road,	16
SA82	Victoria Hotel, Church Road,	40

Redundant/Vacant Employment Sites

SA75	Land east of Queensway Industrial Estate, Queensway, (EMP1)	82
SA83Pt	Queensway Industrial Estate, Queensway, (EMP2)	23

Unsuitable

SA25	Land rear of 18, 20 & 19 Lancaster Avenue,	7
SA75	Land east of Queensway Industrial Estate, Queensway,	82
SA78	Playing Fields, Blackpool Road North, St Anne's	183
SA83	FBC Depot & LCC Waste Recycling Centre, Snowdon Rd,	23

Small Sites

SA01	Land rear of 52 Highbury Road East,	1
SA02	Land rear of 52 Leach Lane,	1
SA03	Land rear of 60-70 Blackpool Road North,	2
SA04	Land rear of 2 Walter Avenue,	2
SA06	Land east of 37 Knowles Road,	2
SA07	Land east of 70 Glen Eldon Road,	2
SA08	Land adj Keenans Mill, Lord Street,	2
SA14	Warehouse, Avon Street,	2
SA15	Land rear of 18-24 Fairhaven Road,	3
SA16	Land adj. 133 St Andrews Road South,	1
SA17	Land between 5 & 5a Beauclerk Road,	3
SA18	208 Road East,	4
SA19	Land between 54 & 56 Heyhouses Lane,	3
SA22	Land rear of 24 Gisburn Avenue,	1
SA24	Land rear of 33 & 35 Haymarket,	2
SA28	Clinic, Back Headroomgate Road,	5
SA29	Land between 54 & 58 Dorset Road,	2
SA30	Land rear of 39 & 41 Boston Road,	2
SA33	31 St Davids Road South,	1
SA34	50 North Promenade,	4
SA35	Training Centre, corner St Albans Road/Sefton Road,	4
SA36	Land north of Preesall Close,	4
SA37	Land west of Preesall Close,	1
SA38	Land adj. 11 & 12 Nateby Close,	1 complete
SA40	Goodwins Garage, 1-5 St Albans Road,	3
SA41	155 St Andrews Road South,	4
SA42	58 North Promenade,	4
SA44	17 Links Gate,	2
SA45	Land rear of 8 Moorland Road,	1
SA47	Allotment gardens, rear of 1-13 Blundell Road,	4
SA48	Land rear of 182 St Albans Road,	1
SA49	136 St Albans Road,	1
SA58	17 Durham Avenue,	2

SA59	32 Derbe Road,	2
SA60	70 Walter Avenue,	1
SA61	Rear of 33 St Andrews Road South,	1
SA62	67 Clarendon Road,	1
SA63	Rear of 111 Church Road,	1
SA64	Land to side of 43 & 45 Boston Road,	2
SA67	CMVU Depot, Heeley Road,	5
SA71	Vogue Nightclub, Back West Crescent, FY8 1SQ	1
SA72	Rear of 12 Curzon Road,	1
SA73	357 Clifton Drive North,	1
SA74	199 Heyhouses Lane,	1 complete
SA79	Land rear of 116 Headroomgate Road & adjacent 3 Kilnhouse Lane,	1
SA81	61A St Patricks Road North, (Adj. 27 Ryeheys Road)	1
SA84	Land between 48 & 50 St Patricks Road South, Lytham	1

Settlement Extensions

Committed

SA51	Land at Queensway,	1150
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Potentially Suitable

SA54	Land west of North Houses Lane,	340
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Unsuitable

SA52	Moss View Farm, Queensway,	97
SA53	Land north of Queensway,	146
SA77	Land west side of Leach Lane,	139
SA88	Land corner of Division Lane & Queensway,	12

Chapter 8

Economy



8.0 Economy

8.1 Introduction

8.1.1 This Chapter examines the current economic and employment situation in the study area and identifies key economic sectors and drivers. It reviews the wide range of existing economic strategies and policies, and identifies potential key economy issues which the NDP could address.

8.2 Existing Employment Overview

8.2.1 The Fylde Council area is relatively affluent with little evidence of deprivation. Skill levels are above wider area averages and a comparatively high proportion of people work in professional occupations.

8.2.2 Manufacturing accounts for over 30% of employment in Fylde, with advanced manufacturing a particular strength through aerospace and nuclear fuels processing. The area also contains growth orientated service sectors, such as computer and business services, alongside the traditionally strong sectors of tourism, agriculture and the rural economy. Since 1999 Fylde has experienced employment growth of 12.7%, exceeding national and regional comparisons over this period. Unemployment is currently low, with a claimant count rate of 2.1%, the second lowest in Lancashire, and relatively low levels (11.3%) of the working age population claim out of work benefits. The Borough has none of the high levels of deprivation seen in some areas in Lancashire.

8.2.3 Along with Wyre and Blackpool, Fylde is part of the Fylde Coast Sub-region and there are strong commuting flows between the three areas. Strategic employment sites,

such as the Enterprise Zone at Warton Blackpool International Airport, Whitehills and Westinghouse, could provide extensive employment opportunities and support growth in other parts of Fylde.

8.2.4 Councils must support and encourage economic growth including the provision, initially through planning policy, of sufficient employment land and premises. This must be of the right scale, type, location, be readily available for development and be well related to the strategic or local highway network according to the nature of the site and the function of the settlement. Fylde BC now have an up to date Employment Land Review (2012). Within the Fylde Coast area there is a recognised shortfall in employment land, particularly in Blackpool and hence Fylde is proposing to meet the shortfall. Duty to cooperate between the 3 authorities will be required to ensure an employment strategy and policies which reflect the needs and aspirations of the sub region.

8.2.5 Within the NDP area the key employment activities include as illustrated in **Figures 8.1 and 8.2**: Blackpool Airport and associated business parks; Queensway Industrial Estate; town centre retail; and the tourism economy. Whitehills Park is sub regional priority site and is located just outside the NDP area at the end of the M55.

8.2.6 Retail is an important part of the Fylde economy. As town centres provide employment and a centre for leisure, cultural and social activities, the range and quality of the retail offer can contribute directly to the vibrancy of town centres and affect their vitality and viability. Increased mobility and car ownership

has meant people are more likely to travel further to meet their shopping needs, which has resulted in retail centres facing increasing competition from neighbouring centres. The growth of out-of-town centres and the rising level of internet shopping have also increased competition.

8.2.7 St. Anne's is a well maintained and vibrant centre with a strong convenience base, reflected in a relatively high localised convenience goods retention rate. In the comparison goods sector clothing and footwear are slightly under-represented and there are a number of charity shops.

8.2.8 Unfortunately, sites such as the former Pontins Leisure complex have been lost to tourism (74 jobs) and will become residential, and the current redevelopment of the EDS Heyhouses site will see a further loss of employment/offices to retail and residential. Closure of the Island Site (entertainment complex) located on the seafront at St Anne's saw the loss of 24 jobs and is the main undercover leisure facility in St Anne's.

8.3 Proposed Improvements

8.3.1 The Enterprise Zone at Warton, only 6.5 miles from the NDP area, will be a major investment priority and opportunity for the local area, creating new accommodation and jobs.

8.3.2 Whitehills (Industrial) Park, just outside the NDP area is earmarked for further expansion and investment and access will be further improved as a result of the M55 Heyhouses link road.

Figure 8.1: Key Local Employment Sites/Economic Drivers

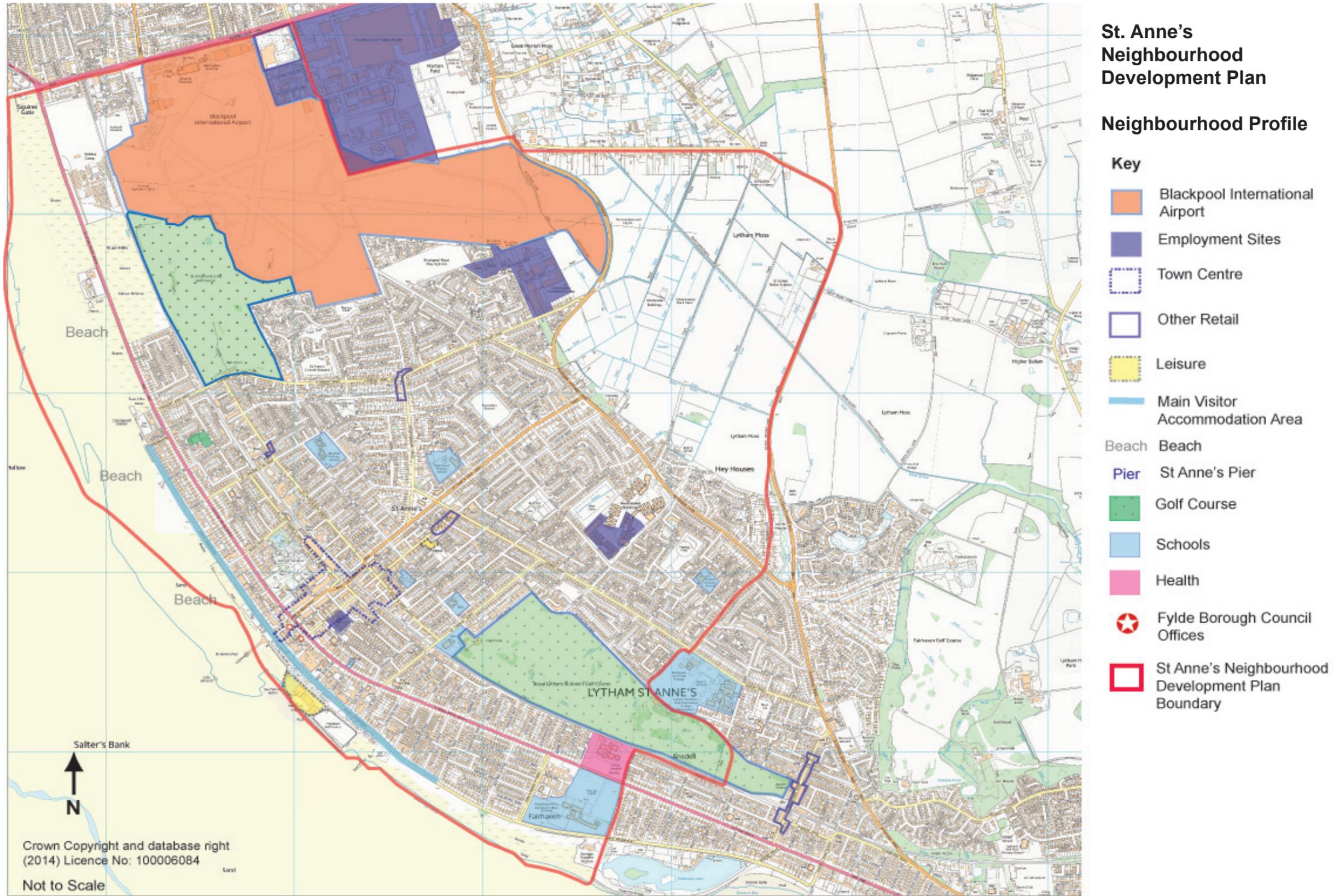
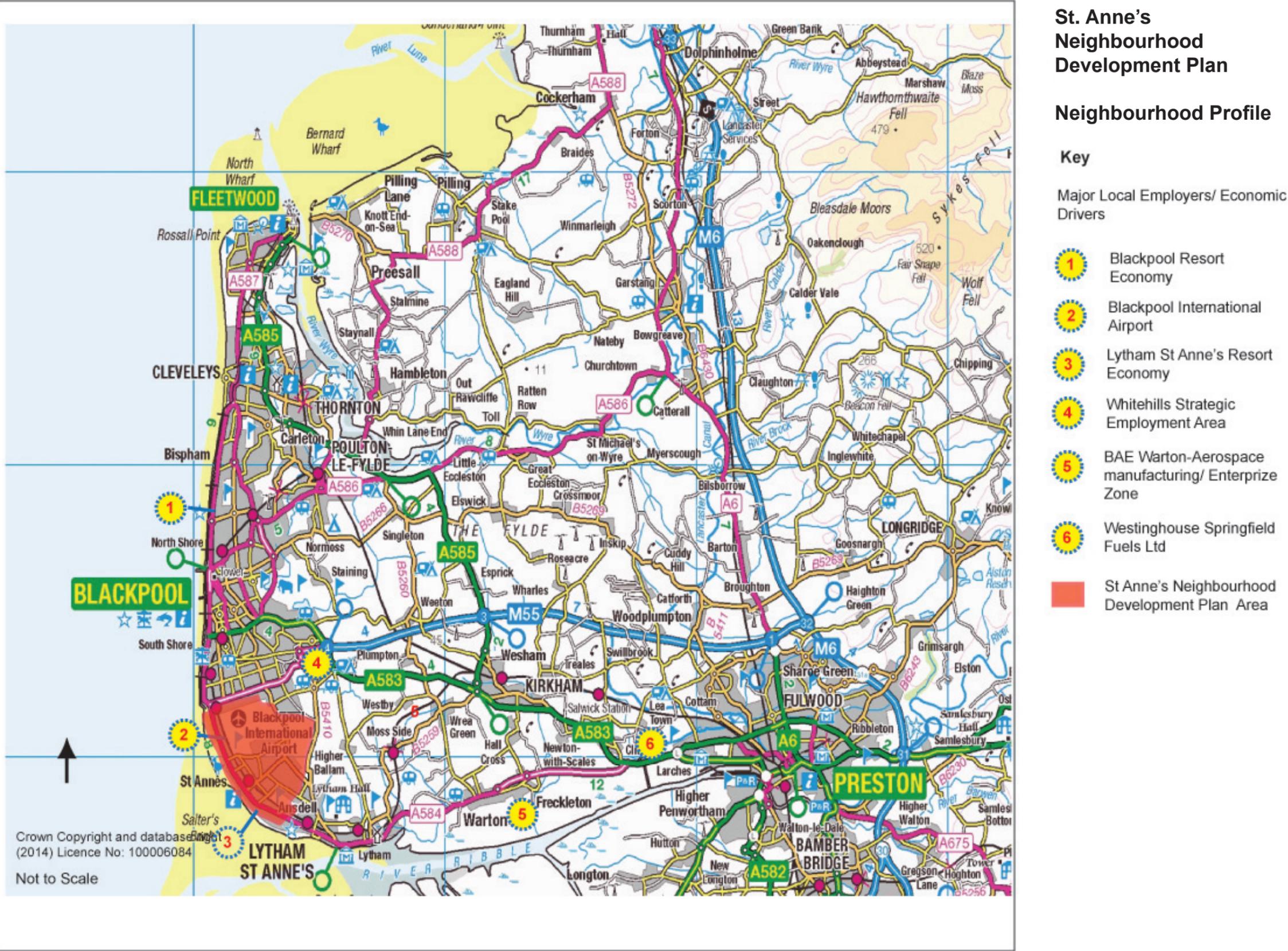


Figure 8.2: Major Sub Regional Employment Sites/Economic Drivers



8.4 Evidence Documents

8.4.1 There is a wide range of economic strategies and action plans available affecting the Fylde coastal area and with some impact on the NDP area. A brief summary of each is included below.

8.4.2 In general the strategies recognise the importance of major employers in the local area such as BAE Systems and Westinghouse and Fylde's strategic importance in linking the conurbations of Blackpool and Preston. Fylde provides a key role in supporting the economic development of Blackpool, through ongoing development at major employment sites such as Whitehills Park and Blackpool International Airport. Whitehills Park and (land around) Blackpool Airport are the main sub-regionally/regionally significant employment areas within the Borough. Other office and industrial sites cater primarily for the needs of local firms. Both St. Anne's and Lytham (along with land off the M55, close to the Blackpool boundary) are a focus for development in Fylde Borough.

8.4.3 22 existing business and industrial areas are identified in the Local Plan and these are focused in St. Anne's, Lytham and Kirkham but there are also a number of edge of settlement and rural employment areas, many in use by single large employers.

Draft Fylde Coastal Masterplan – Fylde BC (2014)

8.4.4 The purpose of the plan is to collate and coordinate all current strategies and policy objectives for coastal protection, water quality, nature conservation, habitat improvement and landscape enhancement, conservation of the built and natural heritage, culture, leisure sport and recreation, tourism and the visitor

economy, access and transportation and develop high level actions to address the major issues affecting the Fylde Coast.

8.4.5 The coast is split into 6 zones, Zone 2 cover St Anne's. Following a review of the Coastal resorts of the NW in 2003 a number were identified as 'regional gems', and worthy of the accolade of the 'Classic Resort', and these included St. Anne's and Lytham. The Classic Resort prototype was due to be trialled in St. Anne's through funding from the former North West Development Agency (NWDA) but the Agency was wound up in 2012. The Lytham St. Anne's 2020 Vision document contains a methodology as to how the concept could be taken forward, which would be a unique way of devising a Quality Accreditation scheme for a resort. This idea is considered to be worthy of developing along with the local business community to result in a 'Classic Charter' which sets out how this quality offer would be developed and implemented. It is considered that there could be significant marketing potential attracted by this idea and ultimately significant economic benefits.

8.4.6 With regard to tourism and the visitor economy the masterplan identifies the key issues of protection of the coastal gem; maintaining a vibrant retail sector; promoting the Green tourism offer; restoration of history and heritage assets; offering something different to Blackpool but similar to Wyre; and poor rail transport links.

8.4.7 Leisure, culture and tourism make up an important industry in Fylde, accounting for 1 in 10 jobs. The Borough attracts over 3m visitors each year, generating nearly £220m spending in the local economy through a total of 4.25m tourist days. More than 75% of these visitors are day-trippers to the traditional seaside

resorts of St. Anne's and Lytham, the attractive market town of Kirkham and the picturesque villages.

8.4.8 The Local Plan is designed to enable appropriate development and flexibility for leisure, culture and tourism operators so that they can invest in or respond to changes in visitor and leisure preferences, whilst protecting the primary holiday areas and seafront locations in order to maintain the character and appearance of this predominantly tourist area. Fylde offers a more traditional, low key tourist offer than its neighbouring resort of Blackpool. Whilst its offer is different from Blackpool, there are obvious mutual benefits for the wider Fylde coast through the greater range of destination types and experiences on offer.

8.4.9 St. Anne's as a traditional seaside town is perfect for young families and discerning visitors who want a more serene break than offered by its neighbour Blackpool.

8.4.10 There is potential to build upon the rural tourism economy and develop greater links with other areas. There are aspirations to develop the Ribble Coast and Wetlands area into a Regional Park and, of particular importance to Fylde, to develop the Coastal Parkway. The Coastal Parkway will develop new opportunities for local people, visitors and businesses to benefit from the area. The Lytham and St. Anne's 2020 Vision and St. Anne's Seafront Master Plan set out the Council's leisure, culture and tourism proposals for Lytham and St. Anne's, including the Classic Resort concept. The Coastal Parkway Masterplan is also emerging for the coastal strip from Starr Gate to Freckleton Marshes.

8.4.11 The key actions are: to maintain a vibrant, diverse visitor economy; and to work in partnership with Visit Lancashire.

8.4.12 In terms of implementation for St. Anne's Town Centre the document sets out the key projects. It recognises that it has been the subject of a significant regeneration programme over the last 15 years and this will continue until complete. The area incorporates the principal holiday accommodation allocation based around The Promenade and Clifton Drive. The objectives for the area include:

- Completion of the public realm regeneration programme for the town centre of St. Anne's through the preparation and implementation of a resort master plan;
- Development of the Classic Resort concept for the resort area and an implementation programme through the formation of a partnership;
- Seek to restore the Grade II listed Promenade Gardens;
- Re-evaluate the Development Brief for the Island Site and consider proposals for the further development of the site with the appropriate form of development;
- Restore and rejuvenate the Grade II listed St. Anne's Piers;
- Develop the Leisure and Recreational Facilities;
- Continue to develop the management plan for Ashton Gardens.

8.4.13 **Retail Study – 2013 Update (Peter Brett Associates)**

Fylde currently has a requirement for an additional 3,369 sq.m of comparison goods sales area floorspace in the period to 2030. This leads to negative requirements for new sales floorspace in the period up to 2021 and modest requirements thereafter in the period to 2030. The figures calculated by our assessment should be treated as a guide and, given the inherent uncertainty over longer term forecasts, we would advise the Borough Council to allow for a reasonable amount of flexibility. This should also allow the Council to take account of any physical and environmental constraints within individual centres. We therefore present our recommended floorspace allowance figures as a range and suggest that the Council should make provision for additional comparison goods sales floorspace over the 2013 to 2030 period as follows:

1,000 to 1,500 sq.m in the town centres of St Annes and Lytham;

500 to 1,000 sq.m in Kirkham Town Centre; and

250 to 500 sq.m for provision across the Borough's district and local centres (this is a global figure and not an allowance for each individual centre).

St Anne's: A well maintained and vibrant centre with a strong convenience retail base. At the time of the 2011 study there was an undetermined planning application for a new foodstore at an out-of-centre location at Heyhouses Lane. Permission has now been granted for this scheme and we understand that this is to be occupied by

Booths following the closure of its store in St Annes Town Centre. There may therefore be a future qualitative requirement for additional convenience goods floorspace within St Annes Town Centre to support its vitality and viability.

In terms of comparison goods, St Annes was considered to be slightly under-represented in the clothing and footwear sub-category and contained a high proportion of charity shops. The vacancy rate in the town centre fell below the national average but some vacant units occupied prominent locations and it was recommended that these were modernised to promote a more diverse mix of retailers in the centre. Our updated assessment indicates that St Annes should provide between 1,000 and 1,500 sq. m of additional comparison goods sales floorspace over the period to 2030. This would allow for the development of a number of good-sized new units to meet the requirements of comparison retailers.

Business and Industrial Land Schedule – Fylde BC (updated March 2013)

8.4.14 This updates the 2012 ELR and covers recent permissions, land lost to other uses, land allocated and completed projects. Notably for the St. Anne's area these include the following key sites:

With planning permission/under construction:

Queensway Industrial Estate (off Snowden Road) – policies EMP 1 and EMP 2 (existing and allocated employment areas)

Site 10: 2.9has residual land for expansion, has planning permission but has expired;
Site 10a: 0.9has. Application for new office development;

	8.4.17	<ul style="list-style-type: none"> • There is a strong pattern of in-commuting, with inflow to Fylde exceeding outflow in the case of every Lancashire local authority area.
<p>Site 13: 0.09has (JM services), proposed warehouse and workshop</p> <p><i>Granted planning permission for other uses:</i></p>	The Study covers all industrial, warehousing and distribution uses, as well as offices. For offices it recognises that the current trend is for smaller office suites as average business sizes fall. There are two strands to this: Micro-businesses (those with less than ten employees) want serviced offices or similar types of easy-in, easy-out schemes that lower their risk of exposure. Whilst small businesses (with 10-49 employees) are looking for offices in the region of 150-300m ² , often they are satellite facilities for larger companies.	
<p>Site 32: EDS 7.28has, Heyhouses Lane – retail (Booths) and residential;</p> <p><i>Non-designated sites:</i></p>		<p>Warton Enterprise Zone</p>
<p>Site 17: Town Hall 0.39has, extension and alterations;</p>		8.4.20
<p>Site 30: 300 Clifton Drive South, B1 use, 0.09has, change of use from non residential D1 to B1.</p>	8.4.18	<p>Around 75ha of the BAE Systems site at Warton is now an Enterprise Zone, along with its sister facility at Samlesbury. The Enterprise Zone proposal is to develop around 15,000 sqm of new B1 and B2 premises at Warton by 2015 (creating 500 new jobs). This accommodation will be directed at attracting advanced manufacturing (and related) inward investment into Fylde. Development phasing beyond 2015 has yet to be determined, pending the completion of the Enterprise Zone Masterplan.</p>
<p>8.4.15</p> <p>In summary terms the borough still has 19.6has of allocated/designated land but perhaps more striking is that since 2001 some 23.8has of employment land has been lost to other uses, with the recent EDS site (7.3has 2/3 for mixed use, 1/3 to remain in employment use) representing 30% of that total.</p> <p>Employment Land and Premises Study – Fylde BC (2012)</p>	8.4.19	8.4.21
<p>8.4.16</p> <p>This report assesses the demand, supply and need for employment land and premises (Use Class B) in Fylde and comprises five main elements: an assessment of the local economy; review of the current portfolio of employment land and premises; identification and appraisal of additional potential employment land which could be used to meet the Borough’s future land needs; assessment of the potential impact of major public and private sector development proposals, notably the Warton EZ; and recommendations on the future allocation of employment land and premises to maintain the Borough’s economic growth.</p>	<p>Some key findings:</p> <ul style="list-style-type: none"> • Fylde is an affluent area with little evidence of deprivation. • Skill levels are above wider area averages and a comparatively high proportion of people work in professional occupations. • Unemployment has increased over recent years but the rate of increase has been far less than elsewhere in Lancashire and the North West. • The manufacturing sector employs the highest proportion of people in Fylde, with much of this accounted for by employment at BAE Systems, Warton and Toshiba Westinghouse’s nuclear fuel production facility at Salwick. • The population of Fylde is relatively self-contained. • In 2001, 66% of the population both lived and worked in the Borough. 	8.4.22

	vacant premises in the Borough to meet these requirements. The only possible shortage is for larger (+1,000m ²) office units.		
8.4.23	Fylde is bordered by the two other Fylde Coast local authority areas, as well as the City of Preston. At present, the greatest impact comes from Blackpool, which has a shortage of employment land and lacks the available space to provide new employment allocations within its boundaries. Blackpool will have to look to its neighbours to meet the shortfalls. In Fylde, Whitehills Park could meet some of this need.		
8.4.24	At 31st March 2012 there was a headline supply of 22.32ha of available employment land, made up of 24 sites. Almost half this land is at Whitehills Park or Blackpool and Fylde Industrial Estate, with six of the sites at Whitehills Park in bank ownership after being repossessed from a local developer. An additional 26.28ha is required based on past take-up rates. The other four forecast models suggest the Borough has a significant oversupply of employment land. This would mean that much of the current land supply is surplus to requirements and could be used for other activities. However these methods take no account of pent-up demand, failures in the property market or land supply constraints in neighbouring Blackpool. They are frequently contradicted by empirical evidence generated by this study, i.e. consultations with property specialists.		
8.4.25	The key recommendations are: <ul style="list-style-type: none"> The Borough Council should protect existing employment sites that are not the subject of consents for alternative uses; 	<ul style="list-style-type: none"> The Council should allocate a further 26-33ha of employment land for the period 2012-2030 - this additional provision does not include demand that might be generated by the increasingly constrained development position in Blackpool. However, Fylde's role as an economic and employment centre serving a wider Fylde Coast area needs to be recognised; The Council should work with Blackpool and Wyre Councils, who are yet to complete updated Employment Land Reviews, to ensure, as directed by the NPPF, that there is a robust employment land evidence base for the Fylde Coast sub-region; The land supply should meet the needs of all the established settlements of Fylde and this includes the provision of freehold land and premises. Areas of search for new supply should initially concentrate upon the west of the Borough (capitalising on Junction 4, M55 and Blackpool Airport) and around Kirkham; There is a need to provide locations for new office sector activity, particularly in the urban areas of Lytham and St Anne's; Continue to encourage rural diversification by allowing the conversion of agricultural space for employment uses. This may require public sector support; Homeworking is an important local employment sector and effective broadband infrastructure is vital and both Lancashire CC and Fylde BC must ensure that Fylde is appropriately served in this respect; Review and monitor this position and undertake the study again in five years, 2030 is a long time into the future, and much will happen before then. 	
		8.4.26	This is no longer a statutory document, but the LEA provides an overview of Lancashire's local economy and plays a role in informing the development of economic strategies and interventions in order to support sustainable economic growth in Lancashire.
		8.4.27	It reports that Lancashire has not benefited from the shift towards office base service sector employment. There is a lack of office space in the County and therefore a need to increase the number of office developments in locations where there is demand, in order to capture a greater share of service sector employment in the future.
		8.4.28	There remains a large amount of industrial space, some of which has become redundant due to the long term decline of manufacturing employment. There is a need to reutilise redundant space and provide appropriate premises to enable existing businesses to diversify and develop higher value activities, as well as to attract higher value companies to the area.
		8.4.29	The Assessment highlights the lack of suitable employment sites in strategic locations which has limited economic growth and hindered inward investment. Many existing employment sites have been developed on an ad-hoc basis, rather than through strategic or economic considerations and as a result are not sufficient for higher value uses. Warton is identified as a key strategic site, critical to diversifying the economic base and creating more jobs.

**Lancashire Economic Assessment:
Lancashire CC (2011)**

Fylde Regeneration Framework – Fylde BC (2010)

- 8.4.30 Draws together the various regeneration projects and proposals and is a regeneration vision for the Borough presenting the known schemes whilst at the same time allowing individuals, community groups or town and parish councils to propose new schemes for consideration.
- 8.4.31 For St. Anne's it covers the eight year programme of physical regeneration of the public realm (including the building fabric) of the town centre. Significant public sector support has been engaged up to 2010 (£5.6m), however, much of the original masterplan remains to be implemented. Since its inception in late 1999 the project has sought to improve the economic circumstance of the town centre through improvements to the public realm. It links to the Resort Action Plan (2001); the St. Anne's Seafront Masterplan (2008); and the Lytham St. Anne's 2020 Vision (Draft) (2010).

Fylde Sub-Region Employment Land Review: Summary Statement – Blackpool Council, Fylde BC and Wyre BC (2010)

- 8.4.32 This document highlights 7 key sites that should be the focus of future employment development, three in Fylde (Whitehills Park, BAE Systems at Warton, and Dock Road, Lytham and one in Fylde/Blackpool, the Airport Business Area.
- 8.4.33 The review states that new employment allocation in the sub-region is likely to focus on Fylde, and as a result of this Blackpool will have increased dependence on Fylde.

Lancashire Economic Strategy Framework of Priorities: Lancashire CC (2010)

- 8.4.34 This is an overarching framework to direct LCC's approach to economic development over future years it is structured around five strategic priorities which are deemed critical to Lancashire's future economic success; Economic Growth, Knowledge and Innovation; Spatial; Skills and Employment; Infrastructure; and Partner Development.
- 8.4.35 Under economic growth, knowledge and innovation, there is a recognition of a shortage of new business accommodation and the need to improve the visitor economy offer.
- 8.4.36 In order to improve the prospects of Lancashire it identifies a number of specific steps that LCC needs to take to ensure the priorities are achieved including ensuring that planning departments work more effectively with businesses, making sure strategic policy supports the achievement of priorities, and taking a more active role in strategic land assembly and the development of investment vehicles.

Lytham St. Anne's 2020 Vision – Fylde BC (2009)

- 8.4.37 Sets out a short and medium term vision for the development of the economy of Lytham St. Anne's as an important constituent element of the Borough of Fylde and the wider region. It includes an overview as to how the coastal towns will engage with the development of the Fylde Coast, particularly in the context of the Visitor Economy and help achieve ambitious targets for visitor growth set out by the sub regional Tourist Board. It sets out some of the key strategic issues. It is prompted

by the signing of the Fylde Coast MAA, the conclusion to the Visitor Economy Pilot studies for the Northwest, the emergence of the Ribble Coast and Wetlands Regional Park and the economic opportunities presented by the hosting of the 2012 Open Golf Championship.

- 8.4.38 It looks at more detailed projects, particularly public realm improvements in St. Anne's in line with the 'Classic Resort' ambition, a term introduced by NWDA who are on longer in existence.
- 8.4.39 The document provides a useful backdrop to the physical improvement both proposed and achieved up to 2009 when funding was available.

Fylde Coast Visitor Accommodation Study (2009)

- 8.4.40 This is a joint study covering the three Fylde Coast authorities. It is a detailed analysis of to provide an evidence base to underpin future planning policy relating to the provision of visitor accommodation on the Fylde Coast. It looks into the quality, quantity and location of visitor accommodation within the Fylde Coast sub-region compared to current demand levels, as well as an appraisal of the future need for visitor accommodation under a number of different scenarios: 1 A marginal increase in staying visitor numbers; 2 A slight decrease in staying visitor numbers; 3 A significant decrease in staying visitor numbers. The report demonstrates that there are more than twice as many serviced and non-serviced bed spaces in Blackpool, Fylde and Wyre as any comparable resort area in the UK, however, based on demand there is an oversupply, particularly in Blackpool, much of which is unaccredited.

8.4.41 Fylde attracts in excess of 3m visitors per year, generating £213M in spending in the local economy. More than three-quarters of these visitors were day-trippers. Nevertheless, the 670,000 staying visitors to the resort generate more than 1.9m visitor nights – broadly in line with regional averages. There was an increase post the 2012 Golf Open. The majority of identified accommodation is in St Anne’s.

8.4.42 The document is useful for information but does not provide any major policy recommendations or proposals.

St. Anne’s Seafront Masterplan – Fylde BC (2008)

8.4.43 Sets out to begin the process of reversing the decline of the study area; to analyse the existing character of the area; to identify constraints and opportunities; and to propose a range of possible solutions, which will form the basis of a new future for St. Anne’s seafront.

Fylde Economic Development Strategy and Action Plan 2008-2021 – Fylde BC (2006)

8.4.44 This strategy outlines a number of economic challenges facing the Borough and includes: a skills gap at the lower end of the occupation scale resulting in a reliance on economic migrants to fill low skill/salary and seasonal employment opportunities; out-migration of the more skilled workforce; a lack of modern office and industrial premises, with most dating from the 1970’s and 1980’s; a number of employment sites have been lost to residential development in recent years; employment land supply is constrained, with no margin for expansion and additional suitable land is therefore needed to meet future demand; poor north-south connectivity and the South Fylde railway line is underutilised.

8.4.45 It also highlights a number of opportunities such as: a skilled and mobile workforce; the regeneration of Blackpool is likely to create employment and increase visitor spend in Fylde’s economy. Fylde has the opportunity to provide a complementary tourism offer focusing on high-value tourism and the image of settlements such as Lytham and St. Anne’s as traditional Victorian resorts; development of Blackpool Airport is both strategically and locally important, offering the opportunity to diversify the economy and provide a catalyst to development; development of the M55 to Heyhouses Link Road will enhance access to Whitehills Park employment site, and improve linkages overall.

8.4.46 The Strategy states that the three drivers of The Fylde Coast’s economy (which includes Blackpool and the Wyre) are: Blackpool Regeneration; Blackpool Airport and St. Anne’s Classic Resort.

8.4.47 Regeneration in Blackpool will act as a catalyst for wider regeneration across the Fylde Coast. Investment at Blackpool Airport will enhance its economic contribution and employment potential. Future investment at St. Anne’s is expected to provide further opportunity for businesses to establish and successfully operate.

8.4.53 The Strategy states that it is important to retain marketable, economically viable employment land. Where sites are no longer economically viable, employment use should be incorporated into mixed-use development, to retain the economic viability of Fylde overall.

8.5 Planning Policy Context - Economy

What the NPPF says

8.5.1 **Paragraph 17** lists as one of 12 core planning principles that planning should proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth. Plans should take account of market signals, such as land prices and housing affordability, and set out a clear strategy for allocating sufficient land which is suitable for development in their area, taking account of the needs of the residential and business communities. It further advises that planning should encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value.

8.5.2 **Paragraph 18** says that the Government is committed to securing economic growth in order to create jobs and prosperity, building on the country’s inherent strengths, and to meeting the twin challenges of global competition and of a low carbon future.

8.5.3 **Paragraph 19** says that the Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth. Planning should operate to encourage and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system.

8.5.4 **Paragraph 20** says that to help achieve economic growth, local planning authorities should plan proactively to meet the development needs of business and support an economy fit for the 21st Century. Planning policies should recognise and seek to address potential barriers to investment, including a poor environment or any lack of infrastructure, services or housing. In drawing up Local Plans, local planning authorities should:

- set out a clear economic vision and strategy for their area which positively and proactively encourages sustainable economic growth;
- set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period;
- support existing business sectors, taking account of whether they are expanding or contracting and, where possible, identify and plan for new or emerging sectors likely to locate in their area. Policies should be flexible enough to accommodate needs not anticipated in the plan and to allow a rapid response to changes in economic circumstances;
- plan positively for the location, promotion and expansion of clusters or networks of knowledge driven, creative or high technology industries;
- identify priority areas for economic regeneration, infrastructure provision and environmental enhancement; and
- facilitate flexible working practices such as the integration of residential and commercial uses within the same unit.

8.5.5 **Paragraph 21 says** Investment in business should not be over-burdened by the combined requirements of planning policy expectations. Planning policies should recognise and seek to address potential barriers to investment, including a poor environment or any lack of infrastructure, services or housing. In drawing up Local Plans, local planning authorities should:

- set out a clear economic vision and strategy for their area which positively and proactively encourages sustainable economic growth; set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period;
- support existing business sectors, taking account of whether they are expanding or contracting and, where possible, identify and plan for new or emerging sectors likely to locate in their area. Policies should be flexible enough to accommodate needs not anticipated in the plan and to allow a rapid response to changes in economic circumstances;
- plan positively for the location, promotion and expansion of clusters or networks of knowledge driven, creative or high technology industries;
- identify priority areas for economic regeneration, infrastructure provision and environmental enhancement; and
- facilitate flexible working practices such as the integration of residential and commercial uses within the same unit.

8.5.6 **Paragraph 22** advises that planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. Land allocations should be regularly reviewed. Where there is no reasonable prospect of a site being used for the allocated employment use, applications for alternative uses of land or buildings should be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities.

8.5.7 **Paragraph 23** says that planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period. In drawing up Local Plans, local planning authorities should:

- recognise town centres as the heart of their communities and pursue policies to support their viability and vitality;
- define a network and hierarchy of centres that is resilient to anticipated future economic changes;
- define the extent of town centres and primary shopping areas, based on a clear definition of primary and secondary frontages in designated centres, and set policies that make clear which uses will be permitted in such locations;
- promote competitive town centres that provide customer choice and a diverse retail offer and which reflect the individuality of town centres;
- retain and enhance existing markets and, where appropriate, re-introduce or create new ones, ensuring that markets remain attractive and competitive;

- allocate a range of suitable sites to meet the scale and type of retail, leisure, commercial, office, tourism, cultural, community and residential development needed in town centres. It is important that needs for retail, leisure, office and other main town centre uses are met in full and are not compromised by limited site availability. Local planning authorities should therefore undertake an assessment of the need to expand town centres to ensure a sufficient supply of suitable sites;
 - allocate appropriate edge of centre sites for main town centre uses that are well connected to the town centre where suitable and viable town centre sites are not available. If sufficient edge of centre sites cannot be identified, set policies for meeting the identified needs in other accessible locations that are well connected to the town centre;
 - set policies for the consideration of proposals for main town centre uses which cannot be accommodated in or adjacent to town centres;
 - recognise that residential development can play an important role in ensuring the vitality of centres and set out policies to encourage residential development on appropriate sites; and
 - where town centres are in decline, local planning authorities should plan positively for their future to encourage economic activity.
- 8.5.8 **Paragraphs 24 to 27** advise on the need to apply a sequential test to planning applications for main town centre uses that are not in an existing centre and are not in accordance with an up-to-date Local Plan. They further advise that when assessing applications for retail, leisure and office development outside
- of town centres, which are not in accordance with an up-to-date Local Plan, local planning authorities should require an impact assessment if the development is over a proportionate, locally set floorspace threshold (if there is no locally set threshold, the default threshold is 2,500 sq m).
- 8.5.9 **Paragraph 28** advises that planning policies should support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development.
- Fylde Local Plan**
- 8.5.10 The Fylde Local Plan (As Altered) (2005) states that economic growth and development, the production of goods and services and the creation of jobs are all vital to the well being of the local community. The importance of the local economy is recognised at all levels of Government and it has been policy for many years to facilitate economic growth in ways that do not prejudice environmental objectives.
- 8.5.11 **Policy SP1** sets out an urban concentration strategy, identifying Lytham St. Anne's as a 'first tier settlement where a large proportion of development in the Borough will be concentrated.
- 8.5.12 **Policy EMP1** allocates land for business and industrial development, including land at Blackpool Fylde Industrial Estate, Whitehills Park (phase 2) and Queensway, St. Anne's.
- 8.5.13 **Policy EMP2** seeks to retain defined business and industrial areas for business and industrial use.
- 8.5.14 **Policy EMP3** sets out the criteria to be used for considering planning applications for business and industrial development outside the defined business and industrial areas.
- 8.5.15 **Policy EMP4** states that business and industrial development will only be permitted subject to the provision of landscaped buffer zones on the relevant boundaries where the site abuts residential development, open countryside or other sensitive land uses. Business and industrial development will not be permitted within a minimum distance of 30 metres from an existing dwelling or other sensitive land-use. Conversely new dwellings will not be permitted within a minimum distance of 30 metres from a business or industrial building. A greater separation distance will be required where class b2 land uses are involved.
- 8.5.16 **Policy EMP5** says that in relation to development proposals for new hazardous installations or for new developments in the vicinity of existing notifiable installations, the health and safety executive will be consulted to determine the likely level of risk involved and to obtain its advice on that risk. New development which would unnecessarily increase the numbers of persons at risk from hazardous installations, will not be permitted.
- 8.5.17 **Policy SH3** seeks to protect the primary shopping frontages at St. Anne's, as defined on the proposals map, by restricting non-Class A1 (retail shop) uses.
- 8.5.18 **Policy SH4** seeks to restrict the secondary shopping frontages at St. Anne's, as defined on the proposals map to town centre uses, including Class A1 (shops) Class A2 (financial and professional services) and Class A3 (food and drink).

8.5.19 **Policy SH5** sets out the criteria for use of upper floors and basements in the primary and secondary frontages in St. Anne's.

8.5.20 **Policy SH6** says that within that part of Wood Street identified on the proposals map, redevelopment or changes of use to restaurants, cafes and public houses, or extensions to such existing uses will be permitted, subject to any external works being in keeping with the character and amenities of the town centre.

8.5.21 **Policy SH10** says that within the local shopping centres and villages, the development of small-scale shopping and other local facilities which would improve the diversity and vitality of the local centre will be permitted.

8.5.22 **Policy SH12** seeks to restrict non-retail uses in local shopping centres and villages.

8.5.23 **Policy SH13** applies a sequential approach to large new retail development to restrict out of town and edge of centre development, unless specified criteria are met. It also seeks to limit large new retail development in business and industrial areas.

8.5.24 **Policy SH14** says that In addition to meeting the requirements of Policy SH13, large new retail developments will be required to meet all the following criteria:-

1. There is no significant adverse impact on the character or visual amenities of the area;
2. The development will not be detrimental to the amenities of adjacent or nearby residents;

3. The location is served by a satisfactory existing level of public transport, or, as a result of investment by the developer, is brought to a satisfactory level of service, before the development is first occupied;
4. The local road network is able to accommodate predicted traffic levels;
5. The site has good access for vehicles, pedestrians and cyclists;
6. The development can be demonstrated to have no adverse effect on overall travel patterns and will not lead to increased dependence on, and use of the motor car.

8.5.25 **Policy SH15** says that small-scale retail uses in locations outside existing retail centres will not be permitted unless the proposed use has special locational requirements

8.5.26 **Policy SH16** permits the development of restaurants, café's and hot food shops within town centres, local centres and village centres providing that specified criteria can be met.

The Emerging Local Plan

8.5.27 In common with many local authority areas, Fylde has witnessed a reduction in housing completion rates and rising house prices. Even with falling house prices, housing prices remain significantly high in relation to incomes. There are widening disparities between the areas with the highest house prices, such as Lytham, and parts of St. Anne's which contain homes in multiple occupation and are in the bottom ten percent nationally in relation to the Indices of Multiple Deprivation. Fylde does not have a history of industrialisation and there is, therefore, a lack of brownfield land, resulting in a requirement to develop some greenfield sites for housing and employment.

8.5.28 **The Fylde Local Plan to 2030 Part 1- Preferred Options paper** sets out the following policies relating to Housing.

8.5.29 **Strategic Objective 4** is: to diversify and grow the local economy by:

1. Diversifying the Borough's economic base in order to reduce reliance on a small number of large employers.
2. Making provision for high quality and readily available sites in sustainable locations that will facilitate the growth of existing local firms and be attractive to new inward investment, including high technology uses.

Please note the information relating to the emerging Fylde Local Plan has been superseded. Please see separate main addendum to this document - "Planning Policy" November 2015

3. Recognising the importance of the Enterprise Zone as a means of achieving economic growth and diversifying and protecting existing employment land and premises, where appropriate.
4. Enhancing town centres through the promotion of mixed uses and focussing on development that attracts a large number of people.
5. Developing a distinctive image of the Borough as a business location, based on existing assets such as BAE Systems, Whitehills and Blackpool International Airport, and developing a vibrant cultural and creative community that will drive economic growth, attract inward investment, develop skills and innovation, create and sustain jobs and support regeneration.
6. Developing a widely recognised image of the Borough as a quality regional tourism destination, based on existing assets such as the high quality hotels and the open coastline (including the emerging Regional Park and the championship golf courses). Maximising the potential of the Visitor Economy.

7. Promoting the classic resort image/ initiative for St Anne's.
8. Promoting the continuing improvement of the vitality and viability of the town centres.
9. Supporting and protecting agricultural and farming operations as a key element of the local economy.
- 8.5.30 **Policy SL2 details strategic locations for development in the 'Blackpool Periphery'**, including employment development at Blackpool Airport.
- 8.5.31 **Policy EC1 - Overall Provision of Employment Land:** allocates land for employment development at Blackpool Airport and seeks to protect existing (identified) employment sites unless it is demonstrated that there is no reasonable prospect of the site being used for employment purposes. No other employment allocations are proposed within the NDP area.
- 8.5.32 **Policy EC2 - Managing Development of Employment Land:** sets out the criteria for assessing all development proposals for employment uses.
- 8.5.33 **Policy EC3 - The Rural Economy:** supports the sustainable growth and expansion of all types of business in the rural areas where this is in accordance with other policies in the Local Plan; seeks to retain continued employment use of existing employment sites; protects the best and most versatile agricultural land outside settlement boundaries; supports the roll out of high speed broadband in line with the Lancashire Broadband Plan; and encourages the promotion and enhancement of rural tourism through rural diversification to create small-scale, sensitively designed visitor attractions and accommodation.
- 8.5.34 **Policy EC4 - Maintaining Vibrant Town and Local Centres:** says that retail and other appropriate town centre development will be encouraged within the defined town centres. Proposals for such development in 'edge of centre' or 'out-of-centre' locations will be considered in line with the National Planning Policy Framework.
- 8.5.35 The Council will produce Town Centre Management Plans which will address the function and accessibility of each town centre, including appropriate public realm schemes. Within the district and local centres, retail and other appropriate town centre uses will be supported where they are appropriate to the scale, role and function of the centre.
- 8.5.36 Within the primary shopping frontages defined in the adopted FBLP, proposals for the change of use from retail (Class A1 of the Use Classes Order) to other uses will be required to meet the following criteria:
- The proposal retains a pedestrian-level shop front with windows and display;
 - Any proposed non-A1 use at pedestrian level should, wherever possible, have operational hours that include at least a part of traditional opening times (9am – 5pm). Uses that involve operational hours in the evening or night should not create inappropriate disturbance to residents or other users of the centre and surrounding areas;
 - Within the primary and secondary shopping frontages policies SH1, SH2, SH3, SH4, SH5, SH7 and SH8 apply until such time as they are replaced by the Local Plan Part 2: Site Allocations to 2030.
- 8.5.37 **Policy EC5 - Leisure, Culture and Tourism Development** says that the Council will plan for leisure, culture and tourism by:
- Promoting St. Anne's as a 'classic resort'.
 - Supporting physical regeneration of Lytham and St. Anne's seafront area to maintain the hotel market and support wider tourism and the local economy.
 - Promoting improvement and enhancement of the man made coastal defences at Pleasure Island, Fairhaven Lake and Church Scar in order to encourage tourism and help maintain flood defences
 - Encouraging daytime and evening business, leisure, cultural and heritage based tourism facilities, such as hotels, restaurants, cinemas, theatres, museums, swimming pools and leisure centres within the town centres.
 - Protecting existing tourism, cultural and leisure assets, such as golf courses and the seaside resort facilities, with a view to helping them to adapt to new challenges.f) Promoting public art and public realm works within settlements and seeking developer contribution funding where appropriate.
 - Promoting beach leisure, activities and events.
- d) Within that part of Wood Street, St. Anne's, identified as food and drink establishments, FBLP Policy SH6 will apply. It shall apply until such time as it is replaced by the Local Plan Part 2: Site Allocations to 2030.

8.5.38 **Policy EC6 - Leisure, Culture and Tourism Accommodation:** says that serviced tourism accommodation (hotels) will be permitted in the primary holiday areas in St. Anne's, as defined on the inset map. Non serviced tourism accommodation uses in these areas will be resisted. Leisure and tourism development will be encouraged in the North Promenade and South Promenade Sea Front area of St. Anne's and at Fairhaven Lake Sea Front area of Ansdell/Fairhaven, as defined on the inset map. Non leisure, culture and tourism uses will be resisted in these areas. A limited increase in static and touring caravan and camping pitches will be permitted in order to enable environmental improvements. Holiday caravan pitches should remain in their original use.

8.6 Key Issues

Ref	Key Issues	Comments / Possible Options
1	Office Accommodation	
1.1	Addressing the increasing lack of good quality office accommodation in the St. Anne's area	<ul style="list-style-type: none"> • Inenco moved to Lytham – future of building • Offices above shops at 1st/2nd floor space not being let • Lack of car park at town centre offices • Physical access to offices above shops • Issue of Absentee Landlords • Internet influence
1.2	Further protection is required to preserve the key office sites following the loss of the EDS site	<ul style="list-style-type: none"> • Need to discuss with Fylde BC • Cost of land in town centre is much more expensive than land outside of town – Whitehills development • For the size of town, quite over developed office market • Consider redeveloping 1st/2nd floor sites above shops
1.3	Provision of car parking at offices	<ul style="list-style-type: none"> • There is a requirement for adequate car parking to be provided at all business parks and business premises
2	Links to Warton EZ	
2.1	As the EZ develops how can the local St. Anne's best benefit from the jobs created	<ul style="list-style-type: none"> • Potential for 2000 new jobs by 2030
3	Employment Land	
3.1	Ensuring the provision of adequate of employment land required? Is there a requirement for additional employment land, if so, or what type of employment uses?	<ul style="list-style-type: none"> • Fylde LL already identified larger sites in St. Annes • 10 hectares at Blackpool Airport to become available for business space. • Should investigate the use of smaller sites (additional evidence required) • Set up dialogue with a land owners

4	Development of Blackpool Airport	
4.1	Is sufficient land available for the Airport to expand either operationally or with complementary development?	<ul style="list-style-type: none"> • Airport physically no need to expand – no more land needed, est. 1 million passengers per annum to 2030, growth has not been achieved • Surplus Land – talks of removing the cross runway on Southern part of Airport • What is protected/what isn't protected • Green belt between Blackpool + St. Anne's is protected – sufficient land on edge of Green belt within airport can be used by 2030 • By 2030 St. Anne's will be developed to the maximum • St. Anne's or Fylde? If houses developed, is the infrastructure going to be built to deal with demand and lessen pressure on St. Anne's?
4.2	Should land at the Airport be released for non-Airport uses	<ul style="list-style-type: none"> • Neighbourhood Plan cannot conflict with Local Plan
4.3	Improving the quality of the environment at the Airport and its environs?	<ul style="list-style-type: none"> • Green belt land within Pontins site (nature reserve/allotments)
5	Town Centre	
5.1	Securing continued and new public realm and other town centre improvements	<ul style="list-style-type: none"> • What improvements can be made? • Charity shops do increase footfall
5.2	Should the town centre boundary be revised?	<ul style="list-style-type: none"> • FBC Local Plan to revisit as part of Local Plan
5.3	Should the boundaries of the primary and secondary shopping areas be revised?	<ul style="list-style-type: none"> • Needs Revising: • Primary: Retail • Secondary: Betting shops etc
5.4	Is there a need to 'future proof' the town centre in terms of flexibility in the use of vacant space e.g. secure uses in the upper floors above town centre shops/premises	<ul style="list-style-type: none"> • This is already being undertaken by FBC
5.5	Are there too many charity shops?	
6	Tourism Economy	
6.1	Securing future beneficial use at the Island site	<ul style="list-style-type: none"> • What plans are in the pipeline from FBC? • Possible overlap with Fylde BC • FBC main landlords of site • Fylde have a casino license • 2008 market test of Hotel on site – failed • Provision for motor home parking points for overnight – tourism economy – removes parking off road

6.2	Accreditation of hotel accommodation	<ul style="list-style-type: none"> • Should/can the Town Council pursue this? • An aspiration for the future i.e. Accreditation + Tourist Information provision
6.3	Should the boundary of the primary holiday area be revised?	<ul style="list-style-type: none"> • Likely overlap with Fylde BC

REFERENCES & DOCUMENTS REVIEWED

1. Draft Fylde Coastal Masterplan - Fylde BC (March 2014)
2. Retail Study Update (2014)
3. Business and Industrial Land Schedule – Fylde BC (updated March 2013)
4. Employment Land and Premises Study – Fylde BC (2012)
5. Lancashire Economic Assessment: Lancashire CC (2011)
6. Fylde Regeneration Framework – Fylde BC (2010)
7. Fylde Sub-Region Employment Land Review: Summary Statement – Blackpool Council, Fylde BC and Wyre BC (2010)
8. Lancashire Economic Strategy Framework of Priorities: Lancashire CC (2010)
9. Lytham St. Anne's 2020 vision – Fylde BC (2009)
10. Fylde Coast Visitor Accommodation Study (2009)
11. St. Anne's Seafront Masterplan – Fylde BC (2008)
12. Employment Land Strategy for Lancashire West (Draft Report): Lancashire Economic Partnership (2006)
13. Fylde Economic Development Strategy and Action Plan 2008-2021 – Fylde BC (2006)
14. The National Planning Policy Framework –DCLG-2012
15. Fylde Borough Local Plan, May 2003
16. Fylde Borough Local Plan Alterations Review, October 2005
17. Fylde Local Plan to 2030: Part 1 - Preferred Options-July 2013
18. national planning Practice Guidelines-DCLG-2014

Addendum: March 2015

Blackpool Airport Enterprise Zone

In March 2015 the Government designated part of the Blackpool Airport Site as an Enterprise Zone. At the time of inserting this addendum the implications for future uses on the site or possible simplified planning regime were not known and will be explored during consultation on the Pre Submission Plan

