

*Plan for Fylde - Plan for the Future*

Fylde Borough Council  
**Text of Regulation 20**  
**Representations in Policy Order**

December 2016



Consultation Responses – Policy Order:

General Comments on the Publication Version	
OC/MISC/08/00833 – National Trust	<p>Thank you for notifying National Trust of the above consultation.</p> <p>Having reviewed the consultation documents, including the report in respect of earlier relevant consultations the Trust has no comments to add to those submitted previously.</p>
OC/ACT/13/02036 – Minority Group - Liz Oades	<p>I am responding to your letter dated 9th August re the above and would be grateful if you would provide the Inspector dealing with the Local Plan with copies of the two Minority Reports, prepared by councillors who are not members of the Conservative administration. I would be obliged if you would confirm, in writing that this will be done. Most of the points my colleagues and I wish to make are contained in the two Minority Reports so I do not see any reason for repeating them.</p> <p>Since the Minority Reports were published submission documents have been prepared which were not available at that time, I then briefly outline below some comments and concerns in relation to some of the documents:</p> <p>Open Space Study Update and Playing Field Strategy. These are poor documents as much of the information within them is inaccurate, I think they are lazy studies and should be redone ensuring that the information is fully accurate.</p> <p>The education figures seem to be inaccurate and I believe that this needs to be revisited.</p> <p>At the Planning Policy meeting held in June there was a discrepancy noted in relation to the population figures within the documents, this should perhaps be looked at again?</p> <p>I look forward to receiving your response.</p>
SCB/SCB/16/02321 – National Grid	<p>We have reviewed the above consultation document and can confirm that National Grid has no comments to make in response to this consultation.</p> <p><b>Further Advice</b></p> <p>National Grid is happy to provide advice and guidance to the Council concerning our networks. If we can be of any assistance to you in providing informal comments in confidence during your policy development, please do not hesitate to contact us.</p> <p>To help ensure the continued safe operation of existing sites and equipment and to facilitate future infrastructure investment, National Grid wishes to be involved in the preparation, alteration and review of plans and strategies which may affect our assets. Please remember to consult National Grid on any Development Plan Document (DPD) or site-specific proposals that could affect our infrastructure.</p>
OC/ISP/08/00692 – Canal and River Trust	<p>Thank you for your consultation on the above</p> <p>Only a small part of the Lancaster Canal passes through the Borough, in generally rural locations not subject to significant development proposals. We therefore have no comments to make on the soundness or legal compliance of the document.</p>

<p>SCB/SCB/08/00355 – United Utilities</p>	<p>Thank you for your consultation seeking the views of United Utilities as part of the Development Plan process.</p> <p>United Utilities has commented on previous versions of the emerging Local Plan. We submitted comments (UU Ref: DC/13/3885) to the first ‘Preferred Options Local Plan and IDP’ consultation in November 2013, and also submitted comments (UU Ref: DC/14/3747) to the subsequent ‘Development Sites’ consultation on 19 November 2014. More recently, we submitted comments (UU Ref: DC/15/1940) as part of its ‘Revised Preferred Options Local Plan and IDP’ consultation.</p> <p>We now write to submit representations (UU Ref: DC/16/3418) to the Council to its emerging Local Plan ‘Publication Version’ consultation in accordance with the deadline of 22 September 2016. Please note that representations submitted previously by United Utilities to the Local Plan and IDP still stand. This letter is therefore supplementary to comments submitted to the above mentioned consultations.</p> <p>United Utilities has met with Policy Officers from Fylde Borough Council previously and made comment on the individual proposed site allocations. We understand from discussions with the Council’s Policy Team that no additional sites are proposed for allocation as part of the ‘Publication Version’ Local Plan, therefore we do not provide additional comments on the individual sites as part of this letter response.</p> <p><b>GENERAL COMMENTS</b></p> <p>United Utilities wishes to highlight that we will seek to work closely with the Council during the Local Plan process to develop a coordinated approach for delivering sustainable growth in sustainable locations. New development should be focussed in sustainable locations which are accessible to local services and infrastructure. United Utilities will continue to work with the Council to identify any infrastructure issues and appropriate resolutions throughout the development of the Local Plan.</p>
<p>OC/AGCN/13/01729 – Story Homes Ltd.</p> <p>Barton Willmore</p>	<p>This section summarises our Client’s representations to the Publication Draft Document of the Fylde Local Plan 2032.</p> <p>In these representations we have considered whether the strategy, policies and allocations proposed by the Council are consistent with the policies of the NPPF, commenting on their deliverability, effectiveness and justification, and providing recommendations how issues identified may be overcome in moving forwards within the Plan.</p> <p>Our Client has significant concerns regarding the overall soundness of the Plan. We do not consider the approach or evidence supporting the Plan to meet the tests of soundness outlined within Paragraph 182 of the NPPF. Fundamental issues with the plan as drafted include:</p> <ul style="list-style-type: none"> <li>- The approach to defining the objectively assessed housing needs represents a departure from national planning policy and guidance;</li> <li>- The overall housing requirement will not provide for a significant boost to housing land supply and fails to support the opportunity to develop the local economy; and</li> <li>- The Plan is ineffective as the assumptions made by the Council in terms of expected delivery rates of a number of strategic sites are unrealistic given the infrastructure required to deliver these sites.</li> </ul> <p>Substantial revisions are required to supporting evidence, proposed policies and proposed site allocations to address the issues identified above. This we consider includes the adoption of a housing requirement of the level required to support projected job growth (440-450 dwellings per annum). The allocation of further sites to deliver housing needs is fundamental in securing a sound and deliverable Plan.</p>

	<p>Furthermore, given the uncertainties of the Elswick Neighbourhood Plan the Council should be looking to allocate sites within Elswick as part of the Local Plan. Land north of Mill Lane, Elswick has a capacity for up to 100 dwellings, with the potential to contribute to the short term supply. The Site is sustainably located and faces no known technical constraints that would prevent its delivery for housing.</p> <p>Our Client was granted outline planning permission for the development of up to 100 dwellings at Land off Willow Drive, Wrea Green in January 2016.</p> <p>Our Client has subsequently submitted a reserved matters application for 86 dwellings which is currently pending consideration. It is their intention to deliver the site within the next 5 years. Our Client therefore supports the inclusion of this site as an allocation within the Local Plan.</p> <p>We trust these representations will be afforded full consideration by the Council. We also reserve the right to appear at the Examination in Public, on behalf of our Client, on the basis of these representations.</p>
SCB/SCB/08/00351 – Environment Agency	<p>We have reviewed the Fylde Local Plan to 2032 and the associated documents insofar as it relates to our remit and we wish to comment as follows:- We are pleased to see that our comments in our previous response (dated 5 January 2016, Ref: NO/2012/103893/CS-03/PO2-L02) to the Revised Preferred Option consultation have been taken on board.</p>
OC/LPD/13/01646 – Gladman Developments	<p>1.1.4 The National Planning Policy Framework (the Framework) sets out four tests that Local Plans must meet to be considered sound at Examination. In order to provide an appropriate basis on which to plan for the borough’s housing needs and to be found consistent with the requirements of national planning policy, the emerging Local Plan will need to be tested at Examination to ensure that it has been prepared in accordance with the Duty to Cooperate, legal and procedural requirements and to assess whether it is sound. The four tests which the Local Plan must meet are as follows:</p> <ul style="list-style-type: none"> <li>- Positively prepared</li> <li>- Justified</li> <li>- Effective</li> <li>- Consistent with national policy</li> </ul> <p>1.1.5 The Planning Inspectorate’s “Procedural Practice in the Examination of Local Plan” provides guidance to local authorities on the examination of local plans. It sets out that the Plan that is published under Regulation 19 is the Plan that the Council intends to submit to the Secretary of State under Regulation 22. The Council should satisfy itself that the document is sound prior to undertaking its Regulation 19 consultation. There does however remain an opportunity for the Council to address the fundamental issues that remain following this Regulation 19 consultation through the production of an addendum (including an updated sustainability appraisal where necessary). Any addendum would need to be the subject of a further round of public consultation by the Council prior to the submission of its Plan (together with any addendum) under Regulation 22. This approach can be effective in enabling an efficient examination timetable and can significantly reduce the likelihood of further changes needing to be put forward by the Council as main modifications during the examination.</p> <p>1.1.6 Gladman requests that it is given the opportunity to discuss the significant objections to the Plan that are contained within these representations at the Examination in Public.</p>
OC/AGCN/13/01758 – Hallam Land Management	<p><b>1. INTRODUCTION</b></p> <p>1.1 Pegasus Group are instructed by Hallam Land Management Ltd (HLM) to make representations to the ‘Fylde Local Plan to 2032: Publication Version’ consultation, which ran between 11th August and 22nd September 2016.</p>

Pegasus Group	<p>1.2 These representations should be read alongside those submitted to the Revised Preferred Options in December 2015, and documents submitted to support the Clifton House Farm Inquiry (Ref: APP/M2325/W/15/3141398) which sat in July 2016.</p> <p>HLM's Land Interests</p> <p>1.3 HLM have held land interests in two associated land holdings to the north and west of Warton for some considerable amount of years which have been promoted through the various stages of the plan process. The sites are known as Blackfield End Farm, and Clifton House Farm. HLM's overall land control in Warton extends to 31.8 ha as illustrated on the plan at <b>Appendix 1</b>.</p> <p>1.4 Blackfield End Farm, which comprises two parcels of land either side of Church Road, to the north of Warton, totals 18.4 Ha. A large section of this site, amounting to 13.2 Ha and defined by the red edge on the plan at <b>Appendix 2</b>, was the subject of an appeal for residential development of up to 360 dwellings (Ref: APP/M2325/A/14/2217060), which went to Public Inquiry in October 2014 and was approved by the Secretary of State on 24th September 2015 (decision letter attached at <b>Appendix 3</b>). Kier Living are preparing a Reserved Matters application which will be submitted within the next month.</p> <p>1.5 Clifton House Farm, which comprises a 13.4 Ha parcel of land, to the west of Warton, beyond the existing caravan park and is accessed off Lytham Road. A 3.74 Ha section of this site, as defined by the red edge on the plan at <b>Appendix 4</b>, is currently subject of an appeal for up to 115 dwellings with details of access provided but all other matters reserved (Ref: APP/M2325/W/15/3141398). The appeal went to a Public Inquiry in July 2016, with the Inspector due to issue his report to the Secretary of State by October 2016 and a final decision due after that.</p> <p><b>Representation Structure</b></p> <p>1.6 The structure of these representations takes the following form:</p> <ul style="list-style-type: none"><li>• In <b>Section 2</b> we describe Warton and the surrounding area;</li><li>• In <b>Section 3</b> we comment on the introductory sections in Chapter 1, which includes comments on the Duty to Cooperate;</li><li>• In <b>Sections 4 and 5</b> we comment on the overarching housing requirement (Policy DLF1) and development strategy in Chapter 6, which also cover parts of Chapter 10;</li><li>• In <b>Section 6</b> we comment on the Warton Strategic Location for Development (Policy SL3) and related masterplanning issues (Policy M1) within Chapter 7;</li><li>• In <b>Section 7</b> we address the general development policies within Chapter 8;</li><li>• In <b>Section 8</b> we address the remaining housing policies in Chapter 10;</li></ul>
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- In **Section 9** we deal with all other relevant policies;
- In **Section 10** we comment on the supporting Technical Assessments including the Sustainability Appraisal; and
- In **Section 11** we summarise and conclude our representations.

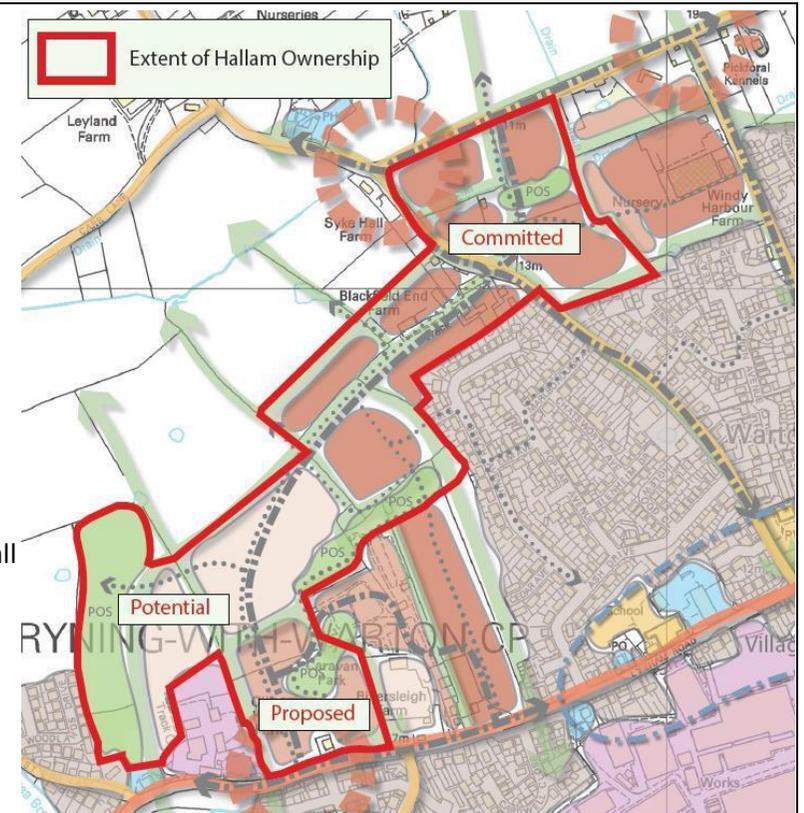
**Appendix 8- Performance Monitoring Framework Fylde Local Plan to 2032:  
Publication Version Representation Hallam Land Management Ltd**  
Page | 30 GL/MAN.0145/R009

9.8 This section notes that Annual Monitoring Reports are a key component for monitoring the Local Plans throughout its plan which we completely agree with. Fylde did produce AMRs in 2015 and 2014, however there was a gap of two years before that where they didn't, and whilst we acknowledge that this was likely due to resourcing issues or duplication in other documents (such as the Housing Land Availability Schedule), we think there should be a specific policy requiring this for all indicators, and not just for housing delivery (as set out in Policy H1).

10.8 Finally, we wish to be kept informed of any further consultations on the Local Plan to 2032 and any associated documents.

**This representation was also accompanied by a number of separate documents, please see:  
Document SD013 – Copies of Regulation 20 Representations (Regulation 22(1)(d) document)**

- Title: Appendix 1 – Full HLM Ownership in Warton**
- Appendix 2 – BEF Site Location Plan (Approved)**
  - Appendix 3 – BEF Decision**
  - Appendix 4 – CHF Site Location Plan (Pending)**
  - Appendix 5 – CHF Signed Planning SoCG**
  - Appendix 6 – West Ox Inspectors Prelim Findings**
  - Appendix 7 – OAN Housing Need Paper, June 16**
  - Appendix 8 – Warton Spatial Masterplan (Rev D)**
  - Appendix 9 – Warton West Spatial Masterplan**
  - Appendix 10 – Moorside Homes Reps**
  - R009 – Publication Local Plan Reps - Final**



OC/NCC/08/00771 – National Farmers Union (NFU)	<p>The NFU feels that it is worth highlighting that farmers are required to be legally compliant across many aspects of their operations, they are required to achieve high standards as a result of agricultural support schemes, meet stringent animal welfare standards as well as high standards imposed on them as suppliers to the food industry.</p> <p>At a time when farmers and landowners along the length of river catchments are being asked to play an increasing role in catchment management and ‘slowing the flow,’ work which will benefit communities along the catchment in reducing flood risk, the NFU feels that it is important to stress the importance of the alignment of plans, strategies and projects dealing with climate change, adaptation and flood risk management. This is to ensure that increasingly vital work right along the catchment by farmers to slow the flow (e.g. tree planting, leaky dams, flood water storage, changed farm practices) which all work to protect communities, are not compromised or undermined by planning policies and poorly designed and sited urban developments. Other work by farmers, where it is appropriate, to clear channels and remove vegetation to help water flow in low lying areas is equally as important as slowing the flow, especially as a consequence of proposed Environment Agency withdrawal in certain areas.</p> <p>Unsustainable development up and down the catchment as well as disconnected plans and priorities can contribute to devastating consequences caused by flooding in rural and urban communities.</p>
<b>Chapter 1 – Introduction</b>	
Paragraph 1.1	
OC/AGCN/13/01729 – Story Homes Ltd.	The Introduction to the Publication document identifies the Local Plan will cover the period from 1 April 2011 to 31 March 2032, a 21 year time frame.
Barton Willmore	As stated on the Council’s website the Local Plan is expected to be adopted in March 2017. As stated in our previous representations, the Council has already slipped a few months against the timetable for production however, even if adopted in 2017 the Local Plan would still be drawn up over the required timescale of at least 15 years. Therefore, Story Homes maintain their support of the Council’s approach to identifying a suitable plan period.
Paragraph 1.9	
OC/IB/13/02027 - CAPOW	It has not been possible to use Neighbourhood Plans to overcome this issue since all drafts of the Local Plan require such Neighbourhood Plans to FOLLOW the Local Plan and therefore cannot pre-empt it by taking such plans forward in isolation and FAR more quickly. All submitted draft Neighbourhood Plans have been ignored from an application approval basis. This makes those who have gone through this routine feel that democracy has been ignored and that their time has been totally wasted!!!! Approvals in the interim have caused the need for Neighbourhood Plans to be significantly amended and to be out of date, but NOT through Policy amendments! (Paragraph
Paragraph 1.10	
OC/IB/13/02027 - CAPOW	It has not been possible to use Neighbourhood Plans to overcome this issue since all drafts of the Local Plan require such Neighbourhood Plans to FOLLOW the Local Plan and therefore cannot pre-empt it by taking such plans forward in isolation and FAR more quickly. All submitted draft Neighbourhood Plans have been ignored from an application approval basis. This makes those who have gone through this routine feel that democracy has been ignored and that their time has been totally wasted!!!! Approvals in the interim have caused the need for Neighbourhood Plans to be significantly amended and to be out of date, but NOT through Policy amendments! (Paragraph
Paragraph 1.11	
SCB/GD/15/00080 – Historic England	Paragraph 1.11 – this paragraph states that a Neighbourhood Plan may require Strategic Environmental Assessment (SEA) if the plan area contains sensitive natural assets that may be affected by its content. Significant effects upon the historic environment may also trigger the need for SEA.
<b>Paragraph 1.18 – Duty to Cooperate</b>	

**Duty to Co-operate**

The Council has not fully discharged its requirements under the Duty to Co-operate.

4. The HBF is pleased to note that the Council has undertaken meetings and joint work in relation to the duty to co-operate. These are briefly outlined in paragraphs 1.18 to 1.22 of the consultation document. This is supplemented by the Council's August 2016 '*Statement of Compliance with the Duty to Co-operate*' background paper. The background paper identifies that numerous meetings and consultations upon the emerging plan have taken place and joint evidence has been produced. It is also noted that a memorandum of understanding has been signed between the authorities of Blackpool, Fylde and Wyre which indicates how they will continue to work together on strategic issues and details the governance arrangements. This has resulted in Fylde agreeing to accommodate around 14ha of employment land to meet Blackpool's requirements. This is encouraging and indeed was referenced within the Inspectors report upon the Blackpool Core Strategy.
5. The key strategic concerns for the HBF relate to housing need and delivery. It is noted (paragraph 3.21) that Fylde Council suggest they can meet their own housing needs within their own boundary and as such has not requested assistance from neighbouring authorities.
6. In terms of neighbouring authorities requesting assistance from Fylde paragraph 3.22 of the background paper indicates that Wyre Council has requested assistance from Fylde in meeting its objectively assessed housing needs (OAN). The Council's response is less than encouraging. Whilst indicating that they will continue to discuss this issue with Wyre Council there is no firm commitment to assist in meeting the needs of the neighbouring authority. We have serious concerns with this approach.
7. Fylde and Wyre are joined by Blackpool within the wider Housing Market Area (HMA). Due to its constrained nature and tight boundary, it is unlikely Blackpool would be able to assist meeting any unmet needs from Wyre. To ensure the full needs of the wider HMA are met will therefore require Fylde to play a key role. The Fylde Local Plan, as currently presented, does not provide any flexibility to deal with this issue of unmet needs from neighbouring authorities.
8. The HBF recognise that Wyre Council is still at a relatively early stage of Local Plan production and as such clarity over the exact nature of unmet need remains uncertain. The HBF agrees that the Fylde Local Plan should not be delayed indefinitely, however, it is anticipated that Wyre will be in a position to provide more detailed information in early 2017. This is likely to be prior to the examination of the Fylde Local Plan and well before its adoption. Therefore any delay would not be significant.
9. The Council will also note that the Blackpool Core Strategy Inspector's report required a main modification (paragraph 9) to ensure that joint working continued with regards to housing and meeting the full needs of the HMA. Given the request from Wyre Council and the fact it is highly unlikely to meet its OAN in full it is considered that the Fylde Local Plan should go further than this by identifying the quantum of assistance it is willing or able to provide. Ideally the Fylde Local Plan would also provide clarity upon not only the amount but the location of such development. The unmet housing needs of Wyre Council could be accommodated in reasonable proximity to the administrative boundary and could benefit from the infrastructure improvements identified in the plan, including the Strategic Highway Improvements identified at Policy T1.

	<p>10. The HBF also remains concerned that the housing implications of the Lancashire Enterprise Partnership (LEP) ambitions to create 50,000 new jobs over the period 2015 to 2025 LEP Strategic Economic Plan is not fully addressed in the ‘<i>Statement of Compliance with the Duty to Co-operate</i>’ or the plan.</p> <p>11. In summary the HBF notes that significant work has been undertaken in relation to the duty to co-operate. We do, however, have concerns regarding the efficacy of the plan in meeting the needs of the HMA, particularly with regards to Wyre, and the economic growth ambitions of the LEP.</p>
<p>Paragraph 1.24</p>	
<p>SCB/LA/08/00391 – Wyre Council</p>	<p><b>This representation was also accompanied with 4 separate attachments relating to letters to and from both Council’s.</b></p> <p><b>Thank you for the opportunity to make representations on the publication version of the Fylde Local Plan. Wyre Council has looked at the publication version of the Plan and the various supporting documents published for consultation.</b></p> <p><b>Our comments relate primarily to whether the Publication version of the Local Plan is sound and meets the tests set out in paragraph 182 of the NPPF and in particular whether the Local Plan is “positively prepared”, “justified” and “effective”. As stated in paragraph 182 the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development.</b></p> <p><b>It is Wyre Council's view that the Fylde Local Plan is unsound and has not complied with the Duty to Cooperate, (DTC).</b></p> <p><b>Paragraph 3.36 of the Statement of Compliance within the DTC states that Fylde Council is not aware of any objections to the overall soundness of the emerging Local Plan and states that no concerns have been expressed by Wyre regarding the level of co-operation undertaken by Fylde Council.</b></p>

Wyre Borough Council takes issue with that statement. Although there has been co-operation between the two Council's, Wyre considers that Fylde in preparing the Local Plan has failed to properly consider whether unmet housing needs arising in Wyre can be met in Fylde. Fylde has not positively engaged with Wyre on this issue. Consequently the Fylde Local Plan fails the tests of soundness set out in paragraph 182 of the NPPF and it is therefore unsound.

Paragraph 156 of the NPPF sets out the strategic priorities that a Local Plan should cover; this includes the provision of homes needed in the area. Paragraph 178 confirms that public bodies have a duty to cooperate on planning issues that cross administrative boundaries, particularly those listed in paragraph 156. It is clear that housing provision is a key strategic priority to be considered under the DTC.

As set out in the Fylde Statement of Compliance with the DTC, both Wyre and Fylde

Councils are part of the Fylde Coast DTC meeting group, and both authorities are signed up to the Fylde Coast DTC Memorandum of Understanding (MOU). The MOU sets out the key issues for DTC between the Fylde Coast Authorities, the first of which is housing.

The MOU to which both authorities are signatories states "*we will work together to [...] reach a consensus on housing provision across the Fylde Coast sub-region*". Unfortunately this goal has not been achieved and as such Wyre Borough Council considers it necessary to now formally object to the Fylde Local Plan.

There has been on-going collaboration through the Fylde Coast DTC group over a number of years and this has led to the production of a shared housing evidence base: the Fylde Coast Strategic Housing Market Assessment (SHMA), and addendums. The SHMA covers the 3 Fylde Coast Authorities (Blackpool, Wyre and Fylde) and reflects the Housing Market Area that covers the Fylde Coast. The SHMA identifies the Objectively Assessed Need (OAN) for the Housing Market Area and presents this broken down by District/Borough. Originally it was envisaged that each Local Authority would be able to meet its own OAN within its boundaries. Indeed this was still the position during the Blackpool Core Strategy examination in May 2015. At the time Wyre had no evidence that it would not be able to meet its OAN within the Borough boundary.

However, as work has progressed on the Wyre Local Plan and the evidence base has been brought together it has become clear that Wyre will not be able to meet its own needs in full within the Borough boundary. Wyre has raised this issue with all neighbouring authorities individually under the DTC and at meetings of the MoU Fylde Coast officer and joint officer and Member groups.

In terms of engaging with Fylde, Wyre alerted Fylde to the possibility of not being able to meet its own OAN at a DTC meeting between the authorities on the 8<sup>th</sup> May 2015. The minutes reflect that whilst at this point in time it was not confirmed that Wyre would need assistance it was raised as a potential future issue.

The issue was discussed at a Fylde Coast DTC meeting on 3<sup>rd</sup> July 2015 where it is minuted at that meeting that the housing requirements would be a challenge. At this meeting Wyre confirmed they would be carrying out a Green Belt review. At the Fylde Coast DTC meeting of 22<sup>nd</sup> September 2015 Wyre confirmed that a formal approach would be made to neighbouring authorities for assistance with meeting Wyre's housing requirements in writing.

Officers of Fylde Council have also been present at the Lancashire Development Plan Officers Group (DPOG) meetings where Wyre has raised its inability to meet its housing needs. Also, Wyre has held frequent meetings with Lancashire County Council and Highways England representatives to discuss highways capacity constraints in the Borough, and how to maximise the amount of Wyre's needs that can be met within an improved highways network. Officers from Blackpool and Fylde have attended most of these meetings and have been fully engaged in the discussion and it has been acknowledged at these meetings that any unmet need in Wyre will need to be considered by neighbouring authorities.

In addition to the various meetings listed above where this issue has been raised, Wyre has formally written to Fylde under the DTC banner requesting assistance in meeting its portion of the Fylde Coast Objectively Assessed Need (letter dated 4<sup>th</sup> May 2016 attached and thereafter referred to as 'Letter A' ). Following a response from Fylde (dated 18<sup>th</sup> May 2016 thereafter referred to as 'Letter B'), Wyre again wrote to Fylde in a letter (dated 24<sup>th</sup> May 2016 thereafter referred to as 'Letter C'). No further communication has been received from Fylde.

The written correspondence between our authorities is noted in the Statement of Compliance with the DTC at paragraph 3.22<sup>1</sup>. Paragraph 3.23 sets out what the main constraints faced by Wyre are; reflecting the content of Letter 'A'; and the agreed constraints set out in the Memorandum of Understanding.

Paragraph 3.24 – 3.26 of the DTC Statement explain that the exact number of units not able to be delivered within Wyre is currently unknown and states that Fylde is committed to continuing to work with Wyre. These three paragraphs sum up the consideration that has been given to meeting the unmet need arising in Wyre in the published documents. It is Wyre's position that Fylde has not proactively engaged with Wyre on a strategic issue for which Fylde has joint responsibility; that is the housing need within the Fylde Coast Housing Market Area. Although the need to avoid delaying the Local Plan process is shared it cannot be used to submit plans that are not positively prepared and which do not consider fully the housing need within the Housing Market Area.

In Letter 'A' Wyre advised Fylde that highway capacity poses a severe restriction on meeting housing needs within the Borough and that it is likely that the Local Plan will only be able to accommodate two thirds of the total figure of 9580 dwellings. This would not have come as a surprise to Fylde since Fylde officers attended highway meetings with LCC and HE discussing the highways situation in Wyre. The figure was also referred to the last joint officer and Members MoU meeting in June 2016. Although the exact amount of unmet need is not known, Fylde is aware of the broad scale of unmet need and Policies in the Fylde Local Plan should have been flexible to respond to anticipated needs over the Plan period (NPPF paragraph 21). The NPPF at paragraph 21 further refers to policies being 'flexible enough to accommodate needs not anticipated in the plan and to allow rapid response to changes in economic circumstances'. It is clear that the NPPF requires Local Plans to be flexible.

The only consideration of this strategic issue that has been shared with Wyre is the Letter 'B' and the discussion at the last joint Officer and Members MoU meeting. Letter 'B' considers a number of challenges faced by Fylde which appear to be offered as reasons why Fylde cannot assist in meeting Wyre's unmet housing need. I consider these in turn below.

First the letter lists the capacity of junctions 3 and 4 of the M55 as an area of concern. The letter states that Fylde has received a holding objection from Highways England concerning these junctions. In Letter 'C' it was explained that it was Wyre's understanding that the reason for the HE objection was that Fylde had not produced sufficient evidence to support the Local Plan position and was undertaking further work to establish the constraints to junction 3 and 4 from growth within Fylde. As the Local Plan has been published, it is assumed that the holding objection has been lifted. No highways evidence has been published in support of the Local Plan and none has been shared with Wyre. The highways situation in Fylde was raised as an issue at the last MoU meeting in June and reference was made to highways evidence in preparation. It is understood that such evidence is still in preparation. Wyre has not been invited to any highway meetings that you would have had with LCC and HE. Wyre expects that any such evidence should include consideration of any potential mitigation measures that could be delivered to support further development. It is perplexing why Fylde has published its Local Plan when the evidence supporting it is not in place. There is no evidence that consideration has been given to accommodating any additional need in the Housing Market Area arising in Wyre in terms of what the maximum capacity of these junctions is.

Second, letter 'B' raises the issue of commuting that would result if identified need in Wyre is met in Fylde. Most of Wyre and Fylde are in the same Housing and Economic Market Areas

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<sup>1</sup> The correspondence is also referred to in the Housing Requirement Paper 2016, where the text is essentially the same as the DTC Statement.

which implies an accepted level of cross boundary movement. The Government must consider such commuting within the HMA acceptable as would result from a housing requirement being met in an adjoining local authority. In any event, as noted in Letter 'C' the greatest net out commuting from Wyre for work is to Fylde. Also as you will be aware the joint Fylde Coast Strategic Housing Market Assessment (SHMA) does not seek to alter existing commuting patterns, which is an accepted best practice in SHMA methodologies. The 2013 Joint SHMA carried out sensitivity testing around commuting (Paragraph 8.4 onwards) and specifically considered a scenario assuming a balanced commuting rate. If such an approach was accepted by the joint authorities then a greater amount of housing would have to be provided within Fylde. However there is a variety of factors influencing where people choose to live in relation to where they work and Wyre does not advocate that provision of housing within the HMA should seek to balance commuting patterns. It must also be remembered that commuting information is relative to administrative boundaries and in practice crossing administrative boundaries – e.g. 'commuting' may involve a shorter journey than if travelling to work within a single Borough. As set out in Letter 'C', Wyre do not consider this matter to be a restrictive constraint that would prevent housing delivery in Fylde.

Third, Letter 'B' lists wintering wildfowl as a potential constraint that may prevent Fylde from assisting Wyre in meeting unmet housing needs. It is stated in the letter that the impact of developing further sites on wintering wildfowl would need to be assessed and if necessary mitigated or compensated. Wyre agrees that the impact on wintering wildfowl will have to be assessed. No evidence has been shared with Wyre as to whether this exercise has been undertaken. Letter 'B' also states that Natural England had expressed concern regarding the potential impact of the scale of development currently proposed in Fylde. Natural England's comments (appendix D to the publication version Habitats Regulation Assessment) would appear to relate primarily to the fact that there was not sufficient information in the draft HRA to conclude that there will be no 'Likely Significant Effects'. The concern was not regarding the overall quantum of development proposed in the Plan but ensuring adequate assessment.

The Housing Requirement Paper indicates that development is constrained by ecological matters, that being functionally linked land associated with international designations. This is a definitive statement that is not supported by evidence in the Habitat Regulation Assessment Screening.

There is no evidence that alternative growth options have been assessed. Further sites should be considered and their individual and cumulative impact established. Without such an assessment, there appears to be no evidence to justify constraining development due to the presence of 'functionally linked' land. It would not be until mitigation and compensation measures are considered as part of the Appropriate Assessment stage (if required following Screening stage) that sites could be discounted due to functionally linked land.

Fourth, Letter 'B' describes how you arrived at your OAN figure and suggests that if additional land is to be made available then the question is whether it could be used to achieve a higher OAN for Fylde rather than address unmet need in Wyre. It is a perplexing argument because it implies that your Local Plan is setting an OAN figure below what it actually is. It is as if the figure of 370 dwellings represents the housing requirement rather than the OAN figure.

Letter 'B' goes on to suggest that there is value in discussing further why Wyre is seeking to deliver the full OAN at the higher end of its range (400 – 479 dwellings) given the number of constraints. In essence Fylde has questioned whether the 479 figure is the appropriate OAN figure. Letter 'C' explains why Wyre considers the figure of 479 dwellings a year to be the appropriate OAN. This matter was further discussed at the last joint officer and

Members MoU meeting. As stated above the OAN figure should not be influenced by constraint considerations. I refer you to the Court of Appeal decision in the Hunston Properties case<sup>2</sup>; the essential point in Hunston was that the assessment of 'full objectively assessed needs of market and affordable housing in the housing market area' as required by NPPF paragraph 47 should be an objective assessment and not constrained by the application of constraints.

Whilst Wyre in no way wishes to delay the progress of the Fylde Local Plan, the lack of further communication after Letter 'C' and the last joint Officers and Members MoU meeting on the 22<sup>nd</sup> of June which specifically discussed the situation in Wyre and the lack of evidence to support the reasons why Fylde asserts that it cannot help in meeting our unmet housing need in Wyre leads the Council to conclude that insufficient consideration has been given to the strategic issue of meeting the housing need within the joint HMA. At the last joint officer and Member MoU meeting the issues arising in Wyre were discussed including the need for Fylde and Blackpool to evidence their position with regards to meeting need arising in Wyre within the HMA.

There has not been any further engagement with Wyre since the meeting to share any information on constraints within Fylde. Paragraph 3.24 in your Statement of Compliance with the Duty to Co-Operate, implies that your approach to this issue is to wait until all other neighbouring authorities have considered capacity to assist Wyre before you undertake the exercise to consider whether there is suitable and deliverable land in Fylde to assist with Wyre's requirements. Such an approach would not work. Each adjoining authority needs to consider how they can assist individually before there is a joint discussion. As referred to in the last MoU meeting Fylde and Blackpool have joint responsibilities in meeting the need within the joint HMA.

Wyre in its attempt to meet its OAN in full, has carried out a Green Belt Study and has considered expanding a number of villages in some cases doubling their current size. Wyre has left 'no stone unturned' in its attempt to accommodate the OAN. It is as a last resort that Wyre has asked neighbouring authorities for assistance and in that Wyre must ensure that neighbouring authorities give this matter proper consideration.

#### Sustainability Appraisal

The Sustainability Appraisal of the Publication version includes an assessment of the housing allocations, including an assessment of alternative options that have been discounted. Appendix J covers the sites that have been assessed for sustainability and Appendix K provides a commentary why the sites have not been taken forward.

Following a review of the sites sustainability scoring key themes for discounting sites include:

1. A theoretical 'upper development limit' has been set for each settlement. As far as can be seen there is no explanation/justification for setting an upper growth limit. The justification contained in the Sustainability Appraisal does not limit the capacity of any settlement due to infrastructure or site specific constraints. Furthermore, there does not appear to be evidence in the sustainability appraisal that reviews the impact of different growth scenarios for settlements to justify such an approach.

For example, no further allocations are made in Wrea Green and Weeton as existing commitments have reached Local Plan capacity. However as stated above there do not appear to be any planning reasons preventing further expansion.

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<sup>2</sup> R (Hunston Properties Ltd) v SSCLG and St Albans City and District Council [2013] EWCA Civ1610

2. Some of the discounted sites have similar scores to other sites allocated within the same strategic location. In some cases, the higher score of the site that is allocated appears to be due to that site benefitting from an approved planning permission that has secured sustainability measures and enhanced the site sustainability score. The Local Plan could secure similar measures to make these alternative sites as sustainable as the allocated sites. Thus these alternative sites could achieve a higher sustainability appraisal score than that shown in the SA. The SA does not appear to have considered how sites can be made sustainable.
3. 'Too much development in this area would be unsustainable/ have negative implications on the Borough's settlement'. There is no explanation as to the basis of the statement. As stated above a site can be made sustainable if it incorporates similar measures to the strategic sites such as the approved Whyndyke Farm.
4. There is no landowner or developer interest. Have landowners been contacted to ascertain their interest beyond contacting landowners who submitted a site through the 'call for site'? It is not clear from the evidence whether if insufficient developable sites were submitted through the 'call for sites', whether Fylde carried out an exercise identifying suitable land and then contacting those landowners to ascertain their availability.

5. Sites assessed in Elswick and Warton amount to a capacity of over 500 dwellings and are discounted because the sites will be considered through the preparation of a Neighbourhood Development Plan. As stated above sites in Warton and Elswick could be deliverable but are discounted because of a theoretical upper limit set in the Local Plan restricting growth in to these settlements.

Furthermore it appears that the Local Plan abdicates responsibility to Neighbourhood Planning to allocate land in Elswick. There is also no certainty that sites will be delivered through the Neighbourhood Planning process and the Local Plan has no 'fall back' position thus affecting its own deliverability.

6. Sites are not included because of a Development Management Committee decision. No planning justification is provided why such sites could not be developed. It is assumed that the decision related to the refusal of planning permission. It is feasible that if a site was previously refused permission, for example due to a technical constraint which could be overcome by a different scheme or different design, that it could be a valid alternative/additional site.

7. Three sites are discounted at Little Singleton because they are located in the countryside. Little Singleton could be defined as a settlement and the settlement boundary could look to include such allocations. It is noted however that there is an allocation at Little Eccleston which is also located in countryside. I understand that the site has planning permission but its allocation gives it a different status.

The above show that Fylde could assist Wyre in meeting housing need within the Joint HMA. As Wyre is not publishing its Local Plan until later in the year when the highways evidence is complete, Fylde could allocate reserve sites in order of priority to be released in support of the Wyre Local Plan in meeting housing need within the joint HMA.

#### Fylde Infrastructure Delivery Plan (IDP)

The published Infrastructure Delivery Plan (IDP) makes reference at several points to "Wyre CIL" funding to be used to support various highways improvements on the M55 and A585.

There has been no engagement with Wyre regarding the inclusion of potential Wyre CIL funds as a funding source in the Fylde IDP. References to Wyre CIL should be deleted.

The IDP makes reference to the Great Eccleston Health Centre and acknowledges that it serves the needs from Elswick and Little Eccleston. An allocation proposes 25 dwellings in Little Eccleston and another 50 at Elswick. It appears that the IDP does not consider the capacity at the Great Eccleston Health Centre in terms of cumulative impact of growth in Great Eccleston, Little Eccleston and Elswick. It is not clear whether Fylde has had discussions with Greater Preston CCG which covers Great Eccleston as there is no reference to it. This matter was raised in our representations on preferred options but no information has been shared with Wyre. Wyre is in the process of confirming with Greater Preston CCG the requirements for the Great Eccleston Health Centre and if it will require expansion this needs to be acknowledged in the IDP and Fylde Local Plan so as to secure financial contributions from development in Elswick and Little Eccleston.

It is also not clear from the IDP whether Fylde has had discussions with the Local Education Authority about the implication from development in Fylde for schools in Great Eccleston. The existing primary school on Copp Lane does have some capacity but it is not sufficient to accommodate growth both in Great Eccleston and Elswick/Little Eccleston.

#### Conclusion

Wyre is disappointed that Fylde did not positively engage on strategic matters and cross boundary infrastructure matters before publishing the Local Plan. Insufficient evidence has been shared with Wyre in support of Fylde's position. It appears that Fylde has rushed to publish the Local Plan without the evidence in place to enable effective consultation on the draft plan and without giving due consideration to the housing needs within the joint Housing Market Area.

Fylde's apparent response to the significant deficiency in deliverable housing land supply in Wyre to meet identified needs within the joint HMA, is to do nothing until the exact number is known and after other Local Authorities have indicated what assistance can be offered to Wyre. Fylde has published its Local Plan without any further engagement with Wyre on this issue and whilst the evidence in support of its position is not complete.

There are a number of references in the NPPF to the need for Local Plans to be flexible and most relevant to the matter in hand is paragraph 14 which states "Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change". The Fylde Local Plan should have made provision for the anticipated shortfall in Wyre by allocating reserve sites.

Wyre has no alternative than to object to the Fylde Local Plan on soundness grounds that it has not been positively prepared, it is not justified and it is not effective as required by the tests of soundness.

#### Paragraph 1.28

SCB/LA/08/00388 –  
Blackpool Council

#### **Duty to Cooperate**

Fylde Council has engaged with Blackpool Council on an ongoing basis during the preparation of the Local Plan, as part of the Duty to Cooperate process. Blackpool Council has also made representations at all of the formal Fylde Local Plan consultation stages.

The Fylde Coast Authorities (Blackpool, Fylde and Wyre) and Lancashire County Council hold regular Duty to Cooperate meetings to discuss strategic issues and a formal Memorandum of Understanding between the authorities has been agreed. The Fylde Coast Authorities have worked together

<p>OC/AGCN/16/00065 – Strategic Land Group</p> <p>Turley Associates</p>	<p>on a number of evidence base documents to support the Local Plan process in each of the districts. In addition Blackpool and Fylde Councils have cooperated on strategic employment matters and the accommodation of unmet Blackpool employment need.</p> <p><u>Legal and Policy Context</u></p> <p>There is a legal requirement for Local Authorities to cooperate in respect of various matters when plan-making. This is set out at S.33A of the Planning and Compulsory Purchase Act 2004 (as amended) and in ‘the Framework’.</p> <p>It places a legal duty on local planning authorities and other public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local and Marine Plan preparation in the context of strategic cross boundary matters.</p> <p>Local planning authorities should make every effort to secure the necessary cooperation on strategic cross boundary matters before they submit their Local Plans for examination.</p> <p><u>Duty to Cooperate in the Context of the FLP</u></p> <p>In this case Fylde has set out the activities which it considers to demonstrate compliance with the duty in the ‘Statement of Compliance with the Duty to Co-operate’ (SoC) document.</p> <p>The SoC (and the FLP) states that Wyre made a written request in May 2016 that Fylde assists it in meeting its OAN. Its ability to meet its OAN is constrained by environmental, policy (Green Belt) and infrastructure issues.</p> <p>Fylde’s response<sup>1</sup> is that the extent of the unmet need is unknown at present as is the ability of neighbouring authorities to accommodate it. The FLP therefore makes no provision for it as drafted.</p> <p>National planning policy and guidance aims to ensure that the needs arising in a particular housing market area (HMA) are met in that HMA<sup>2</sup>. One of the authorities in the Fylde Coast HMA (Blackpool) has recently adopted its Local Plan (in January 2016); its ability to plan to accommodate any further growth is therefore limited. Furthermore, the administrative boundaries of Blackpool are tightly constrained and it has been unable to accommodate all of its own growth within its boundary, with a substantial area (14ha) of employment land requirement to be met within Fylde. Fylde is the only authority within the HMA which is at a sufficiently early stage of the plan-making process to effectively plan to accommodate this need. The possibility of any of Wyre’s need being met by authority areas other than Fylde is limited. Any suggestion to the contrary is flawed and would run counter to this approach.</p> <p>In addition, the SoC<sup>3</sup> contradicts the suggestion elsewhere in the SoC and in the FLP that Fylde can assist, stating that ‘Fylde is not able to accommodate any unmet needs of neighbouring authorities if such a request is made’. This conflicts with the principles of the DtC and contradicts Fylde’s claims around future cooperation.</p> <p>Furthermore, no evidence is provided as to the basis on which Fylde cannot accommodate an amount of Wyre’s requirement. Paragraph 181 of the Framework states that co-operation should be ‘a continuous process of engagement from initial thinking to implementation, resulting in a final position where plans are in place to provide the land and infrastructure necessary to support current and future levels of development’.</p>
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	<p>We do not dispute that Fylde have carried out the initial thinking, having prepared evidence jointly with the Fylde Coast Authorities. However, there is a significant gap in the process, notably the implementation through to a final position, evidenced by Wyre’s request not being addressed nor attempts being made to do so. This is clearly contrary to what is envisaged by the Framework which requires the DtC to be followed throughout the process.</p> <p>Not only does this flaw go to the legal compliance of the Plan, but it raises implications for the housing requirement and the proposed spatial distribution. In short, the FLP is not being positively prepared, is not justified, is not in accordance with national planning policy and is wholly inconsistent with the principles of sustainable development.</p> <p>On the basis of the above SLG contend that Fylde has not fully discharged its Duty to Cooperate, raising fundamental questions of the legal soundness of the plan.</p> <p>These representations are made in respect of the Fylde Council Local Plan Publication Draft to 2032. They address various aspects of the plan relating to its legal compliance and soundness.</p> <p>They demonstrate that the FLP, as drafted, is unsound having not been prepared in accordance the Duty to Cooperate, notably in failing to take account of a request from Wyre Council – one of the three Fylde Coast Authorities, along with Blackpool and Fylde - to accommodate an element of its housing requirement.</p> <p>Significantly the plan also fails to make adequate provision for the full and objectively assessed housing need (OAN) (for Fylde and an appropriate portion of Wyre’s requirement). It is therefore also contrary to the principles of sustainable development as applicable to the plan making process and is not (i) positively prepared, (ii) effective, (iii) justified or (iv) consistent with national planning policy.</p>
SCB/SCB/08/00351 – Environment Agency	We have reviewed the Duty to Cooperate Report and we are satisfied that our involvement has been appropriately recorded.
OC/LPD/13/01646 – Gladman Developments	<p>The Duty to Cooperate (DtC) is a legal requirement established through Section 33(A) of the Planning and Compulsory Purchase Act 2003, as amended by Section 110 of the Localism Act. The DtC requires local planning authorities to engage constructively, actively and on an ongoing basis with neighbouring authorities on cross-boundary strategic issues through the process of plan preparation. As demonstrated through the outcome of the 2012 Coventry Core Strategy Examination and the 2013 Mid Sussex Core Strategy Examination, if a Council fails to satisfactorily discharge its DtC then a Planning Inspector must recommend non-adoption of the Plan. The issue of effective cooperation is not a matter than can be rectified through modifications.</p> <p>Gladman recognise that the DtC is a process of ongoing engagement and collaboration<sup>2</sup>. As set out in the PPG, it is clear that the Duty is intended to produce effective policies on cross boundary strategic matters. In this regard, the Council must be able to demonstrate that it has engaged and worked with its neighbouring authorities, alongside their existing joint work arrangements, to satisfactorily address cross boundary strategic issues, and the requirement to meet any unmet housing needs. This is not simply an issue of consultation but a question of effective cooperation to ensure that the HMAs housing needs are met in full.</p> <p>Gladman note that the Council is seeking to work with its neighbouring partners in the HMA to meet its requirement under the Duty. As highlighted in section 4.2 of this response, the OAN evidence will need to be revisited to take account the most up-to-date projections that are available (i.e. 2014-based). These projections provide the starting point for determining OAN and will likely alter the level of housing needed over the plan period.</p>

	<p>Further §3.23 – 3.26 of the Council’s Duty to Cooperate Statement of Compliance documents states that that the Council is unable to assist due to the uncertainties relating on outstanding evidence studies relating to highway capacity, flood risk and green belt. Table 13 of Appendix 1 also states that Flyde is unable to accommodate any unmet needs if such a request is made. This seems contrary to the Council’s statement at §3.26 which suggests that the Council is committed to working with Wyre and its other neighbours, once the evidence base relating to Wyre’s constraints is complete.</p> <p>Gladman take this opportunity to highlight the Inspector’s interim findings to the Warwick Local Plan, where the Inspector found that the net shortfall of 4,680 dwellings was a significant figure and in those circumstances saw no basis in the Framework for an approach which having identified the OAN for the HMA, does not meet it in full3. Unless the Council update its housing needs evidence base and address the distribution of these issues then the Plan will likely be found inconsistent with the requirements of national planning policy with regards to effective joint working on cross boundary strategic issues, specifically the unmet needs of neighbouring local planning authorities.</p>
<p>OC/AGCN/13/01758 – Hallam Land Management</p> <p>Pegasus Group</p>	<p><b>3. DUTY TO COOPERATE ISSUES (CHAPTER 1)</b></p> <p>3.1 We object on the basis that the Council has not discharged its requirements under the duty to cooperate.</p> <p>3.2 We welcome the fact that Blackpool, Fylde and Wyre have signed a memorandum of understanding to indicate how they will continue work together on strategic issues. This has resulted in Fylde agreeing to accommodate 14 Ha of employment land to meet Blackpool’s requirements (noted in para 9.11), which is evidence that the plan has been positively prepared in respect of employment land.</p> <p>3.3 However, Council’s must also provide evidence of joint working in respect of housing delivery, in accordance with paragraph 178 of the NPPF. This is particularly important in the context of Fylde given that it forms part of a wider Housing Market Area (HMA) with the adjoining local authorities of Blackpool and Wyre, and has been subject of a full Strategic Housing Market Assessment, the Fylde Coast SHMA (first published in February 2014, with 2 subsequent addendums).</p> <p>3.4 Blackpool acknowledge this on-going duty in their Core Strategy, which was adopted in January 2016, with paragraph 5.23 confirming they will <i>“continue to work with the neighbouring authorities of Fylde and Wyre through the Duty to Co-operate to ensure the overall housing needs of the housing market area are met in full.”</i> This is particularly relevant as Blackpool is a physically constrained area due to its coastal location, with limited land for growth and history of under delivery, therefore there is a good possibility that Fylde may have to accommodate some of Blackpool’s future need if this trend of under delivery continues.</p> <p>3.5 Furthermore, as noted in paragraph 1.24, Wyre Council wrote to Fylde in May 2016 and requested Fylde’s assistance in meeting their OAN as they have major deliverability concerns due to highway capacity, flood risk and green belt constraints. Wyre have identified an OAN figure of 479 dpa based on the findings of the Fylde Coast SHMA, but they have yet to confirm the precise level of unmet need that will need to be delivered outside Wyre as a result of these constraints.</p> <p>3.6 Fylde acknowledge that this issue is important, but note that they cannot afford it to delay their plan, so they propose to address this at a later date through joint-working, once Wyre have completed the relevant evidence to confirm the level and apportionment of unmet need.</p>

	<p>3.7 We raise serious concerns with this approach, as the clear deliverability constraints in Wyre and Blackpool suggest that Fylde will have to accommodate the majority if not all of the unmet need arising from the wider HMA, which will have a major bearing on the housing strategy in the Fylde Local Plan, and therefore we do not consider that the plan has been positively prepared in this respect.</p> <p>3.8 It is therefore recommended that the Local Plan address this matter as soon as possible, ideally by incorporating Wyre’s unmet need into the submitted plan, either by adopting a working estimate or by waiting for the precise level of need to be confirmed, which is likely to be early 2017 (the two key pieces of evidence base work are due to be complete in November 2016 and January 2017 respectively).</p> <p>3.9 If this is not considered practical, then it is suggested that, at the very least, Fylde Council provide a detailed statement of co-operation on this matter with a clear timetable and mechanism for early review of the Fylde Local Plan.</p> <p>3.10 In deciding on the most suitable approach, we would refer to the Inspectors Preliminary Findings (Part 1) from the West Oxfordshire Local Plan, dated 15th December 2015 (Ref: IN-015), attached at <b>Appendix 6</b>). In section 7 of this document, the Inspector discusses the apportionment of Oxford City’s unmet need to the four remaining authorities in the Oxfordshire HMA, and asserts (at para 7.7) that if a plan were to proceed to adoption without having regard to any apportionment that had been made, it would immediately be out of date. This suggests that if Fylde’s apportionment of Wyre’s unmet need is confirmed before the Plan is adopted, which seems likely, then it should include provision for this now.</p> <p>10.7 There are also serious concerns about the soundness of the plan on the basis that it fails to take account of unmet need across the Housing Market Area, whilst the supporting Sustainability Appraisal fails to properly assess the chosen option and reasonable alternatives.</p>
<p>OC/AGCN/16/00631 – Carrington Group  JohnsonMowat</p>	<p><b>Duty to Co-operate</b> Carrington Group has had regard for the August 2016 ‘Statement of Compliance with the Duty to Co-operate’ background paper and it is noted (§3.21) that Fylde Council suggest they can meet their own housing needs within their own boundary and as such has not requested assistance from neighbouring authorities.</p> <p>In terms of neighbouring authorities requesting assistance from Fylde §3.22 of the background paper indicates that Wyre Council has requested assistance from Fylde in meeting its OAN. The Council’s response is less than encouraging. Whilst indicating that they will continue to discuss this issue with Wyre Council there is no firm commitment to assist in meeting the needs of the neighbouring authority. Whilst Carrington Group have serious concerns about this approach, our land holdings located which border both administrative areas (east of Poulton-le-Fylde) provide an opportunity for Fylde Council to assist Wyre Council with its OAN. Our draft proposals are set out under the subheading ‘Opportunities’ below.</p>
<p>OC/AGCN/16/00620 – Taylor Wimpey  Cushman and Wakefield</p>	<p><b>Duty to Cooperate</b> We acknowledge the response to this issue provided in the Council’s RPO Consultation: Responses Report, however it is maintained that the Council should provide a detailed statement upon the cooperation that has occurred to date and how the plan seeks to respond to the wider housing requirements for the joint Housing Market Area (HMA) and Lancashire Enterprise Partnership (LEP) ambitions to create 50,000 new jobs and 40,000 new houses.</p> <p>The Council will note that the Blackpool Core Strategy Inspector’s report required a main modification (paragraph 9) to ensure that joint working continued with regards to housing and meeting the full needs of the HMA. This is entirely valid given Fylde and Wyre are joined by Blackpool within the wider Housing Market Area (HMA).</p>

	<p>The Council’s Housing Requirement Paper 2016 and the PV Local Plan state that Wyre Council wrote to Fylde Borough Council in May 2016 under the Duty to Cooperate to request that Fylde Council assist in meeting Wyre’s OAN (479 dpa).</p> <p>Fylde Council note in the paper that the evidence base in relation to the justification for Wyre Council not being able to meet their OAN is incomplete and the exact extent of unmet need is unknown. Further the Council states it is unclear to what extent other neighbouring authorities will be able to assist. Fylde Council concludes that it is committed to working with Wyre Council and its other neighbours, once Wyre Council’s evidence base is complete, however TWUK note that no additional provision has been included in the OAN or the housing requirement figure identified within the PV.</p> <p>This is particularly concerning, given that it is unlikely Blackpool would be able to assist meeting any unmet needs from Wyre due to its constrained nature and tight boundary, which means that to ensure the full needs of the wider HMA are met Fylde must play a key role. The Fylde Local Plan, as currently presented, does not provide any flexibility to deal with this issue of unmet needs from neighbouring authorities.</p> <p>It is recognised that that Wyre Council is still at a relatively early stage of Local Plan production and as such clarity over the exact nature of unmet need remains uncertain, however, it is anticipated that Wyre will be in a position to provide more detailed information in early 2017. This is likely to be prior to the examination of the Fylde Local Plan and well before its adoption. Therefore any delay would not be significant. Given the request from Wyre Council it is considered that the Fylde Local Plan should go further than this by identifying either the quantum of assistance it is willing to provide, or providing a mechanism to enable an early plan review once the scale of the unmet need from Wyre is identified.</p> <p>In conclusion, the lack of progress of Wyre’s Local Plan evidence base is insufficient justification for not satisfying the ‘Duty’ in direct conflict with paragraph 182 of the NPPF. Any failure to meet the Duty to Cooperate is a breach against the regulations set out within the Localism Act 2011, which places a legal duty on local planning authorities to engage constructively, actively and on an ongoing basis<sup>1</sup>. Furthermore, the Local Plans Expert Group (LPEG) (March 2016) recommended revision to the soundness tests of the NPPF to emphasises the expectation that needs should be met, and where authorities have failed to reach sufficient agreement on meeting and distributing housing needs by March 2017, the Government should take and use powers to direct the preparation of a high level Joint Local Plan for the HMA.</p> <p>It follows that in this regard TWUK raises significant concerns about the inadequacy of Fylde’s proposed housing requirement as addressed in greater detail below.</p>
<p>OC/AGCN/15/02235 – Hollins Strategic Land LLP</p>	<p>Para. 1.24 of the eLP confirms that Wyre Council (WC) wrote to FBC under the DtC to request that FBC assists WC in meeting its objectively assessed need (OAN). Para. 1.26 correctly states that the evidence base in relation to WCs issues (predominantly highways related) is incomplete and para. 1.28 confirms that FBC is committed to working with WC once the evidence base is completed.</p> <p>It is understood that Lancashire County Council (LCC) Highways Department wrote to WC on 31/08/16 to inform WC of the highways related issues WC will face in meeting its OAN. The letter is has not yet been published but will be relevant to the eLP</p> <p>The eLP is due to be submitted in December 2016 and adopted by March 2017. This is an optimistic timetable. Whilst it is important that the eLP is not delayed, it is considered that FBC must ensure that it takes full account of the DtC and delays the progress of the eLP until the WC evidence base has been completed. It is of benefit to FBC to do this so as to ensure the long term robustness of the eLP.</p>

	<p>This is particularly so given Wyre also wrote to other authorities and the responses did not suggest that they could assist WC in meeting its OAN1. FBC would seem the most likely authority to have the land capacity to assist WC given it has the least constraints. As stated in the eLP, the DtC is the first test of soundness. If the eLP timetable progresses as proposed, the DtC may not be able to take full account of the WC evidence base and the Inspector will not be able to examine the plan.</p> <p><b>This representation was also accompanied by a separate document, please see: Document SD013 – Copies of Regulation 20 Representations (Regulation 22(1)(d) document) Title: Publication Version Local Plan to 2032 Representation Statement Hollins Strategic Land September 2016</b></p>
<p>SCB/PC/08/00411- Singleton Parish Council</p>	<p>Singleton Parish Council feels there is an urgent need for consultation between the two authorities of Wyre and Fylde. The two authorities should be looking together at what facilities there are available for both areas and how these are going to be affected by both proposing adjacent developments. Issues need to be addressed such as schools, health services, flooding etc.</p> <p>At the moment the plans include 240 houses for Great Eccleston in Wyre, 220 houses for Elswick in Fylde, 25 houses in Little Eccleston in Fylde and more planned for Inskip in Wyre. Like many neighbouring villages, Singleton does not have a health centre and residents travel to Great Eccleston or Poulton-le-Fylde in Wyre.</p> <p>There is now often a 3-week waiting list to see a GP at the Great Eccleston surgery, which serves neighbouring parishes of Elswick, Inskip, Little Eccleston, St. Michael's-on-Wyre and Churchtown. It is already struggling to cope.</p> <p>The needs of one borough should not detrimentally affect the other.</p>
<p>Paragraph 1.30</p>	
<p>OC/AGCN/15/02235 – Hollins Strategic Land LLP</p>	<p><b>Local Plan Timetable for Adoption</b> Figure 1 of the eLP states that the LP will be submitted in December 2016, examined in January 2017 and adopted by March 2017. This is considered to be an overly ambitious timetable and it should be amended.</p>
<p>Paragraph 1.34</p>	
<p>OC/ACT/13/02036 – Minority Group - Liz Oades</p>	<p><u>INTRODUCTION</u></p> <p>Future development within Fylde will be guided by the plans and policies within the Fylde Local Plan to 2030 which is why it is so important that they are acceptable to our communities, and they command the widest possible support from Fylde’s Borough Councillors and residents.</p> <p>To help to refine and select the Preferred Options from the five scenarios that were proposed last year, a Local Plan Steering Group was formed. All Councillors welcomed this move because it widened participation in the process. Potentially, it gave greater democratic input to, and the promise of more broadbased support for, the decision making process to develop the new Local Plan.</p> <p>Sadly, the promise of democratic input offered by this process became a sham when dissenting voices proposing amendments were disregarded.</p>

As a result, the non-Conservative Councillors on the Steering Group felt unable to support several of the policies that were chosen as 'preferred'. We attempted to amend these policies through democratic methods but have been advised that the Preferred Options would be decided by the Cabinet Portfolio Holder for Planning and Development and, as he does not agree with our amendments, the Policies will not be altered. It is therefore necessary for us to make our position clear in this minority report.

#### POLICY AMENDMENTS

Non-Conservative members of the Local Plan Steering Group support much of the Preferred Options Consultation Document but, regrettably, we cannot support it in its entirety. Our chief areas of concern are summarised below.

We cannot, and do not, take ownership of the Local Plan Part 1: Preferred Options document in its present form as we believe that Greenfield land should only be built on as a last resort. We now outline those areas of the Preferred Options document which we believe must be amended:-  
(Comments Listed by Policy)

#### CONSIDERING THE PREFERRED OPTIONS AT COUNCIL

After the Cabinet Portfolio Holder for Planning dismissed the above concerns in Steering Group meetings, he alone approved the Preferred Options for public consultation. Before doing so however, he sought endorsement of his decision by a Special Meeting of the Full Council.

At that meeting, non-Conservative Councillors attempted to get amendments made to the Plan before it went out to public consultation. The following amendments were proposed and defeated and the voting record was as shown below:-

Votes for the proposals (17) Councillors Keith Beckett, Julie Brickles, David Chedd, Maxine Chew, Alan Clayton, John Davies, Charlie Duffy, Tony Ford, Kath Harper, Howard Henshaw, Karen Henshaw, Paul Hodgson, Linda Nulty, Elizabeth Oades, Louis Rigby, Elaine Silverwood, Heather Speak.

Votes against the proposals (22) Councillors Brenda Ackers, Ben Aitken, Christine Akeroyd, Frank Andrews, Tim Armit, Tim Ashton, Fabian CraigWilson, David Donaldson, David Eaves, Susan Fazackerley, Trevor Fiddler, Gail Goodman, Nigel Goodrich, Angela Jacques, Cheryl Little, Barbara Nash, Edward Nash, Albert Pounder, Dawn Prestwich, Richard Redcliffe, Thomas Threlfall, Vivienne M. Willder.

1. Councillor Elizabeth Oades proposer; Councillor Charlie Duffy seconder:

“We believe that the evidence base is, in part, flawed in relation to the housing need numbers, housing numbers and employment land assessments and, therefore, cannot be relied upon and that the three areas should be reassessed and corrected.”

2. Councillor Elizabeth Oades proposer; Councillor Charlie Duffy seconder:

“Policy nH3 Affordable Housing – Paragraph two: that the wording of the last sentence be altered to “the provision of affordable housing will be to meet the need for those settlements”.”

3. Councillor Elizabeth Oades proposer; Councillor Charlie Duffy seconder:

“Maps of land assessed but not included in the Plan. Last two pages: that these sites should be removed from the maps as they give an indication that development would be acceptable in these areas.”

4. Councillor Heather Speak proposer; Councillor Maxine Chew seconder:

Policy GD2, chapter 8, Area of Separation: that this Policy should apply to several areas of the Borough, not just Wrea Green, we would like to see this Policy amended to reflect this.”

5. Councillor Alan Clayton proposer; Councillor Keith Beckett seconder:

“Add the following to the ‘Challenges’ Table on page 199 in relation to “H13 – Land north of Mowbreck Lane, Wesham (housing):”to be deferred subject to the decision of the Secretary of State”.

#### FINAL RESOLUTION

The final vote saw the Portfolio Holder’s decision endorsed for public consultation but, as will be seen, a significant number of councillors present were unable to support it;

Those voting for the endorsement were (23) Councillors Brenda Ackers, Ben Aitken, Christine Aykroyd, Frank Andrews, Tim Armit, Tim Ashton, Fabian Craig Wilson, David Donaldson, David Eaves, Susan Fazackerley, Tony Ford, Gail Goodman, Nigel Goodrich, Angela Jacques, Cheryl Little, Barbara Nash, Edward Nash, Albert Pounder, Dawn Prestwich, Richard Redcliffe, Thomas Threlfall, Vivienne Willder.

Those voting against the endorsement were (16) Councillors Keith Beckett, Julie Brickles, David Chedd, Maxine Chew, Alan Clayton, John Davies, Charles Duffy, Kath Harper, Howard Henshaw, Karen Henshaw, Paul Hodgson, Linda Nulty, Elizabeth Oades, Louis Rigby, Elaine Silverwood, Heather Speak.

#### CONCLUSIONS

At the Special Council Meeting, we proposed the above amendments to the Plan before it went to public consultation, but the Conservative Administration at Fylde refused to support those amendments.

In consequence, 41% of Councillors present at the meeting were unable to support, and refused to endorse, the Portfolio Holder’s decision to approve the ‘Fylde Local Plan to 2030: Part 1 – Preferred Options’ for public consultation.

## CONSULTATION

This Minority Report has shown how and why the Preferred Options that are now presented do not enjoy broad support from Fylde's Borough Councillors.

It is issued:

- to assist members of the public in the consultation process;
- to highlight areas of concern that we believe have not been adequately researched and/or addressed;
- to explain why a significant proportion of Councillors voted against its endorsement.

The Plan is now out to public consultation, and events are being held in different areas of the Borough to enable residents to respond.

After the last public consultation many people responded, but a number of the responses were discounted by Fylde as they were not in technical planning parlance.

It is therefore very important that residents make their views known about the Policies in this plan but that they use the correct terminology. Independent/Ratepayer and Liberal Democrat councillors successfully amended the proposed consultation process to ensure that in all methods of consultation, and at every opportunity, full guidance will be provided on the format in which comments should be submitted.

If, however, any resident requires help with this, please contact one of your local councillors who will be pleased to assist.

The following Borough Councillors support this Minority Report:-

Councillor Keith Beckett Councillor Julie Brickles Councillor David Chedd Councillor Maxine Chew Councillor Alan Clayton Councillor Peter Collins  
Councillor John Davies Councillor Charles Duffy Councillor Peter Hardy Councillor Kath Harper Councillor Paul Hayhurst Councillor Karen Henshaw  
Councillor Howard Henshaw Councillor Paul Hodgson Councillor Ken Hopwood Councillor Linda Nulty Councillor Liz Oades Councillor Louis Rigby  
Councillor Elaine Silverwood Councillor Heather Speak.

**This representation was also accompanied by two separate documents, please see:**

**Document SD013 – Copies of Regulation 20 Representations (Regulation 22(1)(d) document)**

**Title: Fylde Borough Council**

**Policy development Scrutiny Committee**

**Employment Land and premises**

**Minority Report**

**Produced by a minority of Scrutiny Committee members**

**September 2014**

**Title: Minority Report  
On the Fylde Local Plan to 2030  
Preferred Options Consultation Document  
An Alternative Perspective  
June 2013**

**Paragraph 1.40 – Evidence Base**

SCB/PC/08/00412 –  
Treales Roseacre &  
Wharles Parish  
Council

Whilst it is acknowledged that there is much to commend in the work that has been conducted to compile this proposed Local Plan, the Plan is not sound, because, in particular areas, it has not gathered up-to-date relevant information, the evidence base, to support the Local Plan. This is particularly so in the case of taking into account of the consequences of national Government policy with regard to Shale Gas :-

Government National Policy was issued in August 2015 stating that :

The consequences of the reasonable alternatives, based on proportionate evidence; which relating to Shale Gas development has not been demonstrated to have been considered in its evidence base. It is not justified and, therefore, not Sound.

It is recognised that Fylde Borough Council (FBC) is not the Minerals Planning Authority (MPA) for the Fylde. Fylde Borough will, however, be subject to the potential range of consequences of the decisions that the MPA may conclude for Shale Gas development in the Fylde.

Whilst the proposed Local Plan acknowledges “The potential for shale gas has been identified across the Fylde Coast area with exploration wells”. (at para 1.52), there is no assessment presented in the evidence base of: an assessment of the reasonable alternatives; the consequential benefits and disbenefits of Shale Gas development; and their consequential impacts on the Local Plan.

Such development could impact the five strategic objectives set out in the proposed Local Plan

1. To create sustainable communities

Housing demand and the profile of that demand could be affected by Shale Gas development. The specification of appropriate employment land with the required infrastructure already provisioned for activity like shale gas development could be affected.

One scenario might involve the highlighting of previously developed land which has already been provisioned for the needs of heavy industrial processes such as those associated with Shale Gas development. These would include: excellent utilities and heavy HGV access infrastructures; and the required environmental and community protection for noise, visual intrusion, light, air emissions, and water pollutions.

The Department for Energy & Climate Change (DECC) highlights in Onshore oil and gas exploration in the UK: regulation and best practice Dec 2015 p8

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/503067/Onshore\\_UK\\_oil\\_and\\_gas\\_exploration\\_England\\_Dec\\_15.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/503067/Onshore_UK_oil_and_gas_exploration_England_Dec_15.pdf)

“Advances in directional drilling (involving record-breaking offsets up to 11km) have enabled the development of the Wytch Farm field onshore and offshore Dorset. ....Horizontal drilling has also allowed the operator to choose drilling locations away from environmentally sensitive areas. “

Given DECC’s statement, the whole of the Fylde peninsula could be accessed from a very small number of already developed, appropriately provisioned heavy industrial process locations. These could be some 22km apart within Fylde Borough and associated adjacent authorities. As a result of DECC’s statement - the applicable Government Regulatory department - there is, therefore, no necessity to operate from surface works

in residential or rural areas. This should be an alternative scenario for consideration, as could the scenarios where all development is proposed to take place in inadequately provisioned rural or residential locations. In each case the consequences on the Local Plan including infrastructure, housing, environmental, social and employment impacts

The sustainable development of Shale Gas is subject to the total completion of the safety recommendations concerning Shale Gas development issued by:-

- The Royal Society, in a report commissioned by the Government Chief Scientist in 2012, titled Shale gas extraction in the UK: a review of hydraulic fracturing June 2012 (10 recommendations),
- <https://royalsociety.org/topics-policy/projects/shale-gas-extraction/report/>
- Public Health England in 2014 in a report titled, the Shale gas extraction: review of the potential public health impacts of exposures to chemical and radioactive pollutants, by Kibble et al. (8 recommendations)

<https://www.gov.uk/government/publications/shale-gas-extraction-review-of-the-potential-public-health-impacts-of-exposures-to-chemical-and-radioactive-pollutants> and the Director of Public Health for Lancashire commissioned Potential Health Impacts of the Proposed Shale Gas Exploration Sites in Lancashire on the Fylde in 2014 (61 recommendations).  
<http://council.lancashire.gov.uk/documents/b11435/Potential%20Health%20Impacts%20of%20the%20Proposed%20Shale%20Gas%20Exploration%20Sites%20in%20Lancashire%2006th-Nov-2014%2014.pdf?T=9>

## 2. To maintain, improve and enhance the environment

In the scenario where Shale Gas development takes place in the Fylde countryside, such development will be in conflict with :-

- Objective 2a, as it will not protect, restore and enhance the quality, character and distinctiveness of the biodiversity, landscape and countryside of Fylde’.; nor
- Objective 2g as it would not protect the best and most versatile agricultural land’; nor
- Objective 2i as it does not promote renewable and low carbon energy (as defined by the Business, Innovation and Skills Department March 2015 report - “THE SIZE AND PERFORMANCE OF THE UK LOW CARBON ECONOMY” page 8  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/416240/bis-15-206-size-and-performance-of-uk-low-carbon-economy.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/416240/bis-15-206-size-and-performance-of-uk-low-carbon-economy.pdf)); nor
- Objective 2l, as such development would not have regard for the identity, character and setting of the rural settlements.
- It would require potentially considerable action as a result of Objective 2k, ensuring that infrastructure is available to enable new development, whilst protecting and enhancing the natural and built environment.

## 3. To make services accessible

In the event of scenarios which assume that Shale Gas fracking sites are located in the countryside, there may be considerations from the impact of large volumes of large HGV traffic along narrow rural lanes.

## 4. To diversify and grow the local economy

Shale Gas development might be considered to positively contribute to Objective 4a and may prompt requirements under Objective 4b. Shale Gas development appears to be in not supportive of, or in conflict with, Objectives 4 c, d, e, f, g, h, l, j, k. The consequences of scenarios on these objectives should be assessed.

5. To develop socially cohesive, safe, diverse and healthy communities

The imposition of Shale Gas development on communities not supportive of this, is in conflict with Objective 5a.

The adverse health and well-being impacts identified by the Director of Public Health for Lancashire would indicate that there could be additional demands on health and social infrastructure arising in scenarios including the imposition of shale gas development on adversely affected communities.

There are a number of alternatives that should be considered for their potential consequences to the proposed Local Plan :

The proposed Local Plan evidence base in the Strategic Housing Market Assessment 2014 refers to a 2011 Regeneris report "Economic\_Impact\_of\_Shale\_Gas ".

([http://www.cuadrillaresources.nl/wp-content/uploads/2012/02/Full\\_Report\\_Economic\\_Impact\\_of\\_Shale\\_Gas\\_14\\_Sept.pdf](http://www.cuadrillaresources.nl/wp-content/uploads/2012/02/Full_Report_Economic_Impact_of_Shale_Gas_14_Sept.pdf)),

It was commissioned by Cuadrilla, the licence holder of the two Petroleum Exploration and Development Licences (PEDLs) within Fylde Borough. It quotes 1700 jobs (direct, indirect and induced) being created in a scenario assuming the development of 40 well pads across Lancashire over 9-12 years i.e. 42.5 jobs per well pad.

In 2014, Cuadrilla submitted its planning applications for fracking sites, named Preston New Road and Roseacre Wood in Fylde Borough. As a result, Fylde Borough Council was a consultee and objected to the proposals. In the Environmental Statements for these applications (see Section 7 Assessment, page 157 of RW\_ES\_Vol1\_Environmental\_Statement June 2014 –

<http://www.programmeofficers.co.uk/Cuadrilla/CoreDocuments/CD20/CD20.11.PDF>). The total jobs per well pad were stated as being 11 full-time equivalent (FTE) direct, indirect and induced jobs across Lancashire over 10 years. A more up to date evidence dataset.

Cuadrilla's PEDL areas cover approximately 1000km<sup>2</sup> and Fylde Borough covers 166km<sup>2</sup>, i.e. 17% . It might be a reasonable scenario to consider that 17% of 40 well pads, involving 11 jobs per pad over 10 years i.e. 74.8 direct, indirect and induced jobs will across Lancashire will be active on well pads in Fylde Borough. If we assume that Fylde Borough residents form 17% of those Lancashire wide jobs, then the total employment benefit to Fylde using the latest evidence from Cuadrilla commissioned date would be 12.7 FTE direct, indirect and induced jobs over a 10 year period. This scopes the employment benefit arising from shale gas development to Fylde Borough.

The latest DECC public opinion survey "ENERGY AND CLIMATE CHANGE PUBLIC ATTITUDES TRACKER Wave 18", July 2016,

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/541106/Summary\\_of\\_key\\_findings\\_BEIS\\_Public\\_Attitudes\\_Tracker\\_-\\_wave\\_18.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/541106/Summary_of_key_findings_BEIS_Public_Attitudes_Tracker_-_wave_18.pdf)

highlights that 31% of people "oppose "fracking". 21% support and 48% neither support nor oppose.

Reasonable alternative scenarios to be assessed would include that up to 31% of people no longer choose to:

- retire in the Fylde (28% of the total Fylde population of 76,000 is over 65), giving rise to a potential loss of 6597 homes required in the Fylde (assuming sole occupancy);

- commute from the Fylde and instead relocate to nearer their work locations (13,303 journeys per day), giving rise to a potential loss of 4124 homes required in the Fylde;
- visit the Fylde (1 in 10 direct jobs are in the visitor economy, 3000 direct jobs), giving rise to a potential loss of 930 direct jobs, plus associated indirect and induced jobs). What alternative economic development interventions would require to be included in the Local Plan?;
- buy Fylde food. Note that no agri-food economic activity data is presented in the Fylde Economic Strategy. In the event of even a perceived food production contamination incident arising from Shale Gas development, this would adversely affect the reputational attractiveness of food production in the Fylde area, adversely impacting agriculture supply chain related jobs. In that event, considerable measures would be required to diversify the rural economy. This may arise from ground water contamination from spills or failed well containment, contaminating land and ground water. By way of analogue, the adverse reputational consequences of the BSE crisis, had significant negative economic impacts extending even internationally in relation to the UK livestock production sector, where consumers had readily available alternatives.

One could also consider whether the 21% of people who indicated that they support shale gas development would move to or visit the Fylde directly to experience the effects of Shale Gas development.

In addition there are a number of other shortcomings in the relevance, completeness and lack of up to dateness of evidence:-

- The Health Impact Assessment referred to in the evidence base makes no reference to the extensive body of work of the Director of Public Health for Lancashire assessment of health impacts arising from proposed shale gas developing in the Fylde. It should.
- The Economic Development Strategy and Action Plan covering 2008-2021, (<http://www.fylde.gov.uk/assets/legacy/getasset?id=fAA3ADUAMAA0AHwAfABUAHIAdQBIAHwAfAAwAHwAO>) referred to in the evidence base, is not the latest published strategy document published on the Fylde Borough Council Web-site, which claims to cover 2012-2030. (<http://www.fylde.gov.uk/assets/files/4354/Fylde-Borough-Council-Economic-Development-Strategy-Final.pdf>)
- It is noted that the Fylde Vision makes reference to the development of “an energy logistics park”, which is not explained, or referenced in any other part of the Local Plan. This is not justified and the plan is not Sound

For the reasons given above, the proposed Local Plan is not Sound in its lack of assessment of the reasonable alternatives, nor in its failure to use up to date relevant evidence in respect of the potential impacts of Shale Gas development. For the plan to be effective over the plan period, these assessments should be conducted with the up to date relevant evidence.

The Local Plan needs to explicitly :-

1. Take account of National Policy, specifically relating to Shale Gas
2. Ensure that the evidence base is relevant, complete and up to date
3. Consider the reasonable alternative scenarios relating to shale gas development in and around the Fylde.
4. Consider the benefits and disbenefits arising from the scenarios
5. Consider the implications throughout the plan; and the consequential impacts upon the evidence base and throughout the proposed Local Plan, such that the appropriate interventions should be incorporated within a further issue of the Local Plan.

<p>OC/LPD/13/01646 – Gladman Developments</p>	<p>Sustainability Appraisal</p> <p>In accordance with Section 19 of the Planning and Compulsory Purchase Act 2004, policies set out in Local Plans must be subject to a Sustainability Appraisal (SA), and also incorporate the requirements of the Environmental Assessment of Plans and Programmes Regulations 2004 (SEA regulations).</p> <p>The SA/SEA is a systematic process that should be undertaken at each stage of the Plan’s preparation, assessing the effects of the emerging Local Plan proposals on sustainable development when judged against all reasonable alternatives. The Council should ensure that the future results of the SA clearly justify its policy choices. In meeting the development needs of the area, it should be clear from the results of this assessment why some policy options have progressed, and others have been rejected. This must be undertaken through a comparative and equal assessment of each reasonable alternative, in the same level of detail for both chosen and rejected alternatives. The Council’s decision making and scoring should be robust, justified and transparent.</p>
<p>Paragraph 1.52</p>	
<p>SCB/SCB/08/00363 – CPRE – Fylde District</p>	<p><b>IMPACT OF SHALE GAS EXPLORATION/EXPLOITATION ON THE COUNTRYSIDE</b></p> <p>With reference to <i>Shale Gas Exploration, Production and Distribution</i> (1.52/1.53) in the opinion of CPRE, the FLPPV grossly understates the planning responsibilities associated with exploration and exploitation <u>which will fall to Fylde Council</u>.</p> <p>The FLPPV acknowledges that applicants must receive permission for exploration and exploitation from Lancashire County Council under their Mineral and Waste Planning powers. But exploration and exploitation will necessitate significant infrastructure, such as:</p> <ul style="list-style-type: none"> <li>• water and waste pipelines;</li> <li>• pumping stations, storage tanks and lagoons;</li> <li>• electricity and gas supply networks;</li> <li>• site access roads;</li> <li>• buildings, lighting and fencing.</li> </ul> <p>We believe that the policies of the new Local Plan must be sufficiently robust to protect the existing settlements and the countryside and Green Belt through measures such as:</p> <ul style="list-style-type: none"> <li>• Impact on tranquillity, ie. noise and visual disturbance especially to habitations</li> <li>• Control of flaring of gas</li> <li>• Undergrounding of services, pipelines etc.</li> </ul> <p><b>POTENTIAL FYLDE COUNCIL FRACKING REGULATION RESPONSIBILITY</b></p> <p>CPRE has been recommending that if consent is given at sites in Fylde that Lancashire County Council should ensure that fracking stays within the specified target formation. This is because the Environmental Permit fails to adequately address this issue, with higher risks associated with the activity as a result. The Oil &amp; Gas Authority say this issue will be dealt with via the Hydraulic Fracturing Plan, but importantly this document will not be public and therefore CPRE sees that a key area of regulation is not going to be transparent.</p>

In making this recommendation, we are well aware that the Planning Practice Guidance for the National Planning Policy Framework (PG) states that local authorities are not to duplicate the work of the regulatory authorities. However, the PG also states that local authorities have a responsibility to be satisfied that the regulatory authorities can and will address the issues which would normally be considered their responsibility (ref. ID: 27-112-20140306, par. 112). Since we have demonstrated both the EA and the OGA are failing to exert the necessary regulation, it becomes the responsibility of the Lancashire County Council (as the Minerals Planning Authority) to make good that deficit. But if Lancashire County Council fails to enforce a planning condition that is readily enforceable as part of the land use planning regime, it would fall to the responsibility of Fylde Council. It would be easy to do as it only requires that a planning officer inspects, at times of their own choosing, the records of the Hydraulic Fracturing Plan as actually executed (the relevant documents are required by the EA to be available on site).

We recommend that the Local Plan should recognise the above responsibilities of Fylde Council.  
Please refer to our Branch policy for information...

<http://www.cprelancashire.org.uk/campaigns/energy-and-waste/climate-change-and-energy/in-depth/item/2255-cpre-lancashire-policy-on-shale-gas>

Paragraph 1.53

OC/IB/15/00769 –  
Mrs Richardson

**– Originally indexed to Chapter 3: The Local Plans vision for fylde – web comment**

FBC is already acutely aware of the oil and gas industry's interest in the Fylde as an area suitable for unconventional off shore extraction of oil and gas as it sits on top of the Bowland Shale with potential reserves of shale gas in particular.

Although only two planning applications have so far been submitted, for up to 4 exploratory wells at each of two sites (Roseacre Wood and Preston New Road), currently awaiting a decision from the Secretary of State after LCC's decision to refuse planning permission, it would be extremely likely (if sufficient reserves are found) that the industry would then want to move to a full scale production scenario which would involve hundreds of sites, thousands of wells, across our most precious rural areas.

Roseacre Awareness Group are concerned that FBC does not appear to have fully considered the full, long term impacts that such a large, onshore, unconventional gas extraction industry would have on the Fylde, in particular on agriculture and tourism, and call for a full independent assessment and inclusion in the local plan and planning policies.

This is a very high, spatially intensive industry which would have significant impacts on the environment, people's health and well-being and jeopardise our climate change targets.

In particular there could be significant detrimental impacts on our existing agriculture, food production and tourism sectors/economy and infrastructure. It would also have considerable local impacts such as thousands of HGV movements on our country lanes, noise and light pollution and risks to air, land and water, property prices, seismicity and others.

DEFRA's own report on the Impacts on the Rural economy states that

- Environmental impacts on the landscape are another consideration. Shale gas development may transform a previously pristine and quiet natural region, bringing increased industrialization. As a result rural community businesses that rely on clean air, land, water, and/or a

	<p>tranquil environment may suffer losses from this change such as agriculture, tourism, organic farming, hunting, fishing, and outdoor recreation.</p> <ul style="list-style-type: none"> <li>Impacts likely to be mixed with short term positive economic gains from employment and energy that need to be balanced against the costs that may affect certain groups, such as businesses involved in tourism, local house price impacts and increased congestion</li> </ul> <p>Recently Victoria, Australia announced a permanent legislative ban which will protect the clean, green reputation of Victorias agriculture sector, which employs more than 190,000 people. This will provide much-needed certainty to regional communities. The decision ends the anxiety felt by Victorian farmers about the environmental and health risks associated with fracking</p> <p>Mark Ogge, Principal Adviser at the Australia Institute said that Queensland's experiment in unconventional gas had demonstrated that the economic benefits promised by the gas industry had largely failed to materialise, while negatively impacting other industries. Research had found that for every 10 new gas jobs, 18 agricultural jobs were lost.</p> <p>FBC need to undertake a full, independent assessment of the future implications of a full scale oil and gas extraction industry on the Fylde's infrastructure and economy and how this will actually affect the agriculture and tourism sectors in the Fylde and take account of this in the Local Plan, Coastal Strategy and planning policies.</p> <p>RAG also ask that FBC make adequate representations to EFRA's current consultation on Rural Tourism and also the Treasury's consultation on the Shale Gas Wealth Fund.</p>
<b>Chapter 2 – A Spatial Portrait of Fylde</b>	
SCB/LA/12/00960 – Lancashire County Council (LCC)	The spatial portrait section references Blackpool Airport EZ. The reference should be expanded to set out explicit support for the EZ
Paragraph 2.29	
SCB/LA/12/00960 - Lancashire County Council (LCC)	<p><b>Chapter 2: Spatial Portrait of Fylde</b></p> <p>Suggested addition to paragraph 2.29</p> <p>Lytham and St Annes are predicted to have a significant shortfall of primary school places within the next five years. Therefore, further primary school provision will be required if housing demand and/or births continue to increase at the same rate. There is a shortage of secondary school places in the Fylde District.</p>
Paragraph 2.35	
SCB/SCB/13/01517 – Lancashire Enterprise Partnership (LEP)	The spatial portrait section references Blackpool Airport EZ. The reference should be expanded to set out explicit support for the EZ.
Paragraph 2.38 or 2.39	
SCB/LA/12/00960 - Lancashire County Council (LCC)	Suggested addition to paragraph 2.38 or 2.39

	Further primary school provision will be required if housing demand and/or births continue to increase at the same rate. There is a shortage of secondary school places in the Fylde District.
<b>Paragraph 2.46</b>	
SCB/LA/12/00960 - Lancashire County Council (LCC)	<p>Suggested addition to paragraph 2.46 or add new paragraph</p> <p>There are sufficient projected primary school places available in the Freckleton and Warton areas within the next five years. However, a number of schools are close to capacity and, should development come forward in these areas and births continue to increase, the available places will soon be absorbed. There is a shortage of secondary school places in the Fylde District.</p>
<b>Paragraph 2.57</b>	
SCB/LA/12/00960 - Lancashire County Council (LCC)	<p>Suggested addition to paragraph 2.57 or add new paragraph?</p> <p>There are sufficient primary and secondary school places available in the Kirkham and Wesham area within the next five years. However, a number of schools are close to capacity and, should development come forward in these areas and births continue to increase, the available places will soon be absorbed and new provision will be required.</p>
<b>Chapter 3 – A Vision for Fylde</b>	
OC/AGCN/15/02088 - Warton East Developments  Satnam Group	<p>“A VISION FOR FYLDE TO THE YEAR 2032”, is sketchy and partial, does not address the role of Warton in the development hierarchy for the borough and fails to specify a balanced and appropriate scale of housing growth at the settlement. <b>This should be amended to set out more clearly for the reader the vision for Warton within the plan period.</b></p>
OC/AGCN/13/01729 – Story Homes Ltd.  Barton Willmore	<p>The development strategy for Fylde should support and facilitate sufficient employment and housing growth across the Borough up to 2032. Overall, our Client is generally supportive of the Vision for Fylde up to 2032.</p> <p>Notwithstanding the above, our Client continues to have the following objection to the Vision which would ensure greater consistency with the wider development strategy contained in the Publication document and the NPPF.</p> <p>The Vision makes reference to the fact that by 2032, Fylde will:</p> <p><b>“...have continued to develop as a dynamic, prosperous place to live and work through boosting the delivery of sustainable homes and economic growth within the four Strategic Locations for Development, supported by the necessary facilities, services, infrastructure and access to modern telecommunications. New homes of an appropriate type and mix to address affordability, an ageing population and family needs will be located within sustainable locations.”</b></p> <p>Story Homes supports the Council’s Vision to boost the delivery of sustainable homes to meet the Borough’s affordable and market housing needs. However, as drafted, the Vision only refers to the four Strategic Locations. The role of Tier 1 and Tier 2 Rural Settlements in achieving the Council’s development strategy is understated, even though the Council expects such settlements to play a significant role in delivering the overall strategy.</p>

	<p>The Council considers Tier 1: Larger Rural Settlements and Tier 2: Smaller Rural Settlements to represent sustainable locations for growth, as noted in Policy S1 of the Local Plan as well as the commitment to deliver large non-strategic development sites at Newton (Tier 1) and Clifton (Tier 2). It is therefore our Client’s consideration that reference should be made to them within the overall Vision for the Borough. Accordingly, we would suggest the following amended wording:</p> <p><b>“have continued to develop as a dynamic, prosperous place to live and work through boosting the delivery of new homes and employment growth within all of the four Strategic Locations for Development and in the Tier 1: Larger Rural Settlements and Tier 2: Smaller Rural Settlements.”</b></p> <p>As drafted, the Vision is unsound because it has not been positively prepared. The importance of delivering new housing in sustainable locations across the Borough is understated and is inconsistent throughout the Plan.</p>
<p>OC/IB/10/01031 – Fred Moor</p>	<p>There are several aspects of the vision and strategic objectives I am unable to support. The vision is excessively aspirational and euphoric; it uses jargon that would be better suited to an advertising brochure and – in its attempt to present itself as being as unquestionably good as motherhood and apple pie – it rambles into areas well outside the sort of change that is capable of being effected by land use planning. But in doing so, it affords the camouflage from which a claimed justification for Fylde’s intentional misinterpretation of the number of dwellings needed, and the scale of employment land that will be necessary, emerges.</p> <p>There would be far more than could be included here, so I have only included three examples.</p> <p>In terms of changing the tone of the Vision to become more realistic and planning relevant, the deletion of unnecessary words and phrases (such as the following example) should be undertaken e.g. <i>“Fylde will have enhanced <del>its unique qualities including</del> its historic and built environment.”</i> The original wording sounds more like an advertising brochure than a local plan.</p> <p>The most important modification needed is to use a more realistic and less politically optimistic assumption of the extent of the ‘growth’ that is necessary or desirable in Fylde. The present Vision is the fundamental driver for the unnecessary and unsustainable increase in built development in Fylde.</p> <p>The Vision should also better recognise the value and importance of Fylde’s agricultural industry. Spatially this is by far Fylde's biggest industry, yet the Council has no local data from which it can adequately assess either the quality or the importance of Fylde’s agricultural land. The Vision should include a commitment to at least begin a local assessment of the quality and importance of the agricultural land within Fylde.</p>
<p>Paragraph 3.4</p>	
<p>SCB/SCB/13/01517 – Lancashire Economic Partnership (LEP)</p>	<p>The Vision for Fylde refers to an energy hub located "close to" Blackpool Airport Enterprise Zone. One of the key purposes of the EZ is to develop an energy hub. This is acknowledged in paragraph 9.7 Fylde Energy Hub where it is stated that Blackpool Airport Enterprise Zone will become a centre of excellence for the energy sector. The wording of the vision is at odds with this and should describe the energy hub as being part of the EZ.</p> <p>The Vision for Fylde refers to an energy hub located "close to" Blackpool Airport Enterprise Zone. One of the key purposes of the EZ is to develop an energy hub. This is acknowledged in paragraph 9.7 Fylde Energy Hub where it is stated that Blackpool Airport Enterprise Zone will become a centre of excellence for the energy sector. The wording of the vision is at odds with this and should describe the energy hub as being part of the EZ.</p>

<p>SCB/LA/12/00960 – Lancashire County Council (LCC)</p>	<p><b>Chapter 3, Pages 27 and 28. Section 3.4 A vision for the Fylde to year 2032 – Paragraph 9.</b></p> <p>Suggested additional text is highlighted.</p> <p>To overcome existing traffic congestion and to accommodate all of the development proposed in Fylde to the year 2032, the M55 (Junction 4) to Heyhouses Link Road between Whitehills and St Annes will have been completed; <b>as would improvements on M55 Junction 4</b>; and congestion on the A585 trunk road will have been resolved through the delivery of the M55 to Fleetwood Corridor Improvements (formerly known as the Blue Route). The Preston Western Distributor Road, to a new Junction 2 on the M55, will have been delivered and opened. The construction of the Preston Western Distributor Road will improve road access to the Lancashire Advanced Engineering and Manufacturing (AEM) Enterprise Zone at BAE Systems, Warton, and to the wider Fylde Coast sub-region.</p> <p><b>Chapter 3 – A Vision for Fylde</b></p> <p>The Vision for Fylde refers to an energy hub located "close to" Blackpool Airport Enterprise Zone. One of the key purposes of the EZ is to develop an energy hub. This is acknowledged in paragraph 9.7 Fylde Energy Hub where it is stated that Blackpool Airport Enterprise Zone will become a centre of excellence for the energy sector. The wording of the vision is at odds with this and should describe the energy hub as being part of the EZ.</p>
<p><b>Chapter 4 – Strategic Objectives</b></p>	
<p><b>Strategic Objective 1</b></p>	
<p>OC/AGCN/13/01729 – Story Homes Ltd.</p> <p>Barton Willmore</p>	<p>Our Client supports the Council’s aspirations to deliver the majority of development in sustainable locations where services are available, and where facilities can be supported. However, Strategic Objective 1 only makes reference to the four Strategic Locations for Development as sustainable locations for growth.</p> <p>Similarly to the Vision, paragraph 4.5 of Strategic Objective 1 should be amended to include reference towards directing development to all sustainable settlements within the district, including Tier 1: Larger Rural Settlements and Tier 2: Smaller Rural Settlements.</p> <p>Our Client supports the amendment to paragraph 4.5 to encourage the effective use of brownfield land, rather than the prioritisation as was referred to in the Preferred Options. This would be in conjunction with Paragraph’s 17 and 111 of the NPPF which <u>encourages</u> the effective use of land by re-using land that has been previously development.</p>
<p><b>Strategic Objective 2</b></p>	
<p>OC/AGCN/13/01729 – Story Homes Ltd.</p> <p>Barton Willmore</p>	<p>Our Client is generally supportive of Strategic Objective 2 as it is consistent with the key principles of the NPPF. Our Client supports the amendment to point 12 of the objective to remove the focus on <u>retaining</u> the identity, character and setting of the rural settlements.</p>
<p><b>Strategic Objective 3</b></p>	
<p>OC/AGCN/13/01729 – Story Homes Ltd.</p> <p>Barton Willmore</p>	<p>Story Homes is supportive of Strategic Objective 3 within the Local Plan, as it supports the protection and provision of public transport, key services and facilities in Tier 1: Rural Settlements, through the allocation of new housing development. However, Strategic Objective 3 should also make reference to supporting Tier 2: Smaller Rural Settlements, particularly as settlements such as Elswick support a number of local services including a convenience store, village hall and bus service. Paragraph 55 of the NPPF encourages housing to be located where it will enhance or maintain the</p>

	vitality of rural communities and it is imperative that all sustainable rural settlements are encouraged to grow through the allocation of new housing development.
SCB/LA/12/00960 – Lancashire County Council (LCC)	Suggested additional bullet point in  <b>Chapter 4, Page 31 - Strategic Objective 3: To make services accessible by:</b>  G. Seek to resolve congestion and capacity issues on M55 Junction 4 exacerbated by development over the Local Plan period.
<b>Strategic Objective 4</b>	
OC/AGCN/13/01729 – Story Homes Ltd.  Barton Willmore	Our Client supports the Council’s aspirations to develop the local economy and meet local employment needs.
SCB/SCB/13/01517 – Lancashire Economic Partnership (LEP)	This objective recognises the strategic importance of the Lancashire Enterprise Zone at BAE Systems Warton and Samlesbury. It should also include the strategic importance of the Blackpool Airport Enterprise Zone.
SCB/LA/12/00960 – Lancashire County Council (LCC)	This objective recognises the strategic importance of the Lancashire Enterprise Zone at BAE Systems Warton and Samlesbury. It should also include the strategic importance of the Blackpool Airport Enterprise Zone
<b>Strategic Objective 5</b>	
OC/AGCN/13/01729 – Story Homes Ltd.  Barton Willmore	Story Homes supports the Council’s aspirations to develop socially cohesive, safe, diverse and healthy communities as it is consistent with the NPPF.
<b>Chapter 5 – National Policy</b>	
<b>Policy NP1 – Presumption in favour of Sustainable Development</b>	
OC/AGCN/13/01729 – Story Homes Ltd.  Barton Willmore	The delivery of sustainable development is at the heart of national planning policy set out within the NPPF. Our Client maintains their support for the need for high-quality sustainable development.  It is noted that the Publication document has adopted the “Model Policy” published by the Planning Inspectorate intended for use by local planning authorities in applying the presumption in favour of sustainable development expressed in the NPPF. Our Client supports this approach.
OC/IB/10/01031 – Fred Moor	Concerned about the wording:  <i>“The Council will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible,”</i>  Insert the words in red  The Council will always work proactively with applicants <i>and the local community</i> jointly to find solutions which mean that proposals can be approved wherever possible,

	<b>Justification:</b> Working exclusively with developers on pre-application advice breeds distrust within the community and frequently results in protests that can be both costly and avoided if community involvement were to take place as part of the pre-application process.
<b>Chapter 6 – The Development Strategy</b>	
OC/AGCN/13/01729 – Story Homes Ltd.  Barton Willmore	This Section comments on the Council’s development strategy, the main body of which is set out in Chapter 6 of the Publication Draft Document.  Our Client continues to support the need for significant employment and housing growth in Fylde. However, remains concerned that the development strategy has not been positively prepared. We amplify these concerns below.
OC/AGCN/10/01017 – Administrators for Greenhurst Investments  Indigo Planning	Chapter 6 of the Local Plan sets out the development strategy for the borough. Greenhurst agrees that Lytham and St Annes is a strategic location for development and a Key Service Centre as defined by Policy S1. Nearly a quarter of the requirement (1,839 dwellings) is proposed to be accommodated within the Lytham and St Annes Strategic Location for Development. However, it should be recognised that whilst identified for growth, the area has a number of constraints to accommodate development comprising: <ul style="list-style-type: none"> <li>• Very limited opportunities of previously developed land within the settlement boundaries;</li> <li>• Historic parks and gardens;</li> <li>• The seafront restricting growth to the west;</li> <li>• The Ribble Estuary designated as a Special Protection Area and a Ramsar site to the south;</li> <li>• An internationally renowned golf course; and</li> <li>• Green belt land to the north and east.</li> </ul>
<b>Para 6.3</b>	
SCB/GD/15/00080 – Historic England	Paragraph 6.3 – Historic Parks and Gardens are identified as a possible constraint to development. Whilst this might sometimes be the case, it should be noted that other heritage assets might also be constraints. These might more commonly include Scheduled Ancient Monuments and other nationally important archaeology where preservation in situ is usually the preferred outcome. Not all heritage designations constitute a constraint however. Development in relation to listed buildings and conservation areas may in many circumstances be desirable even. The tests of acceptability in relation to proposals affecting heritage assets are to be found in the NPPF, where harm to these assets must be weighed in relation to the delivery of demonstrable public benefits which cannot be met in any other way.
<b>Para 6.5</b>	
OC/ACT/13/02036 – Minority Group - Liz Oades	At the rear of the Preferred Options Consultation there are maps of sites which appeared in Fylde’s SHLAA document as possible additional sites for development. We proposed that these maps be removed as we feel that they give an indication that development might be acceptable in these areas. The Conservative Administration refused to remove them.  We believe that Brownfield or surplus employment land should be used for development, not open countryside and we think that there is enough of this type of land to accommodate housing and employment needs. Whilst we accept that the Government is making life very difficult for District Councils by insisting on a five year land supply for house building in Local Plans, we contend that there are better ways of allocating land which would result in Greenfield sites outside settlement boundaries being protected thereby preserving the individual character of our towns and villages.
<b>Para 6.9</b>	
OC/IB/13/02027 - CAPOW	We note that Wrea Green is shown as a Tier 1 Rural Settlement. This is despite a reduced number of bus service routes to the Village (down to one) and acceptance by FBC’s own Planning Policy Manager that there is no scope to increase the VERY limited services in the central (Conservation Area) location. Given these facts and the fully subscribed Village Primary School, we would like to see this status re-evaluated as services are NOT

	<p>comparable with other Tier 1 Rural Villages such as Staining or Elswick (the latter has since been removed as a Tier 1 Village, despite it having far superior facilities including a Doctor’s surgery). It is unclear what constitutes a Tier 1 Village, it cannot be size alone.</p> <p>Recent housing approvals in Wrea Green – some 43% increase in 5 years – have made the Village, with its limited facilities and no room to grow these in the Central and Conservation Area, unsustainable. Further growth would exacerbate this even more.</p>
<p><b>Policy S1 – The Proposed settlement Hierarchy</b></p>	
<p>OC/AGCN/15/02088 - Warton East Developments</p> <p>Satnam Group</p>	<p>“POLICY S1, THE PROPOSED SETTLEMENT HEIRARCHY”, is supported as it sets the role of Warton as a Local Service Centre in the plan period. The policy fails to specify that housing will form part of the development envisaged for Warton. <b>This should be amended to set out more clearly for the reader the scope and range of intended development at Warton within the plan period.</b></p>
<p>OC/IB/13/02027 - CAPOW</p>	<p>We note that Wrea Green is shown as a Tier 1 Rural Settlement. This is despite a reduced number of bus service routes to the Village (down to one) and acceptance by FBC’s own Planning Policy Manager that there is no scope to increase the VERY limited services in the central (Conservation Area) location. Given these facts and the fully subscribed Village Primary School, we would like to see this status re-evaluated as services are NOT comparable with other Tier 1 Rural Villages such as Staining or Elswick (the latter has since been removed as a Tier 1 Village, despite it having far superior facilities including a Doctor’s surgery). It is unclear what constitutes a Tier 1 Village, it cannot be size alone.</p> <p>Recent housing approvals in Wrea Green – some 43% increase in 5 years – have made the Village, with its limited facilities and no room to grow these in the Central and Conservation Area, unsustainable. Further growth would exacerbate this even more.</p>
<p>OC/AGCN/13/01729 – Story Homes Ltd.</p> <p>Barton Willmore</p>	<p>Policy S1 establishes a hierarchy of settlements to inform new development across Fylde.</p> <p>The Revised Preferred Options document identified Wrea Green and Elswick as Tier 1: Larger Rural Settlements, which our Client supported.</p> <p>Following the Revised Preferred Options consultation, the Council published a “Settlement Hierarchy Background Paper” (SHBP) in March 2016. As a consequence of this Paper, the Council has chosen to downgrade Elswick from a Tier 1: Larger Rural Settlement to a Tier 2: Smaller Rural Settlement on the basis it scored below Singleton and Weeton (proposed Tier 2: Smaller Rural Settlements) in terms of accessibility.</p> <p>Our Client objects to the downgrading of Elswick to a Tier 2: Smaller Rural Settlement as it is considered the accessibility scoring within the SHBP is misleading as it fails to consider all of the amenities available in the village. As such the Policy has not been positively prepared and is considered inconsistent with national policy.</p> <p>Our Client wishes to make the following comments in relation to the methodology utilised in the SHBP and subsequently set out our case as to why Elswick should be designated as a Tier 1: Larger Rural Settlement.</p> <p><u>SHBP Methodology</u> <i>Assessment Criteria</i></p> <p>Section 3 of the SHBP confirms each settlement has been assessed against the accessibility criteria and scoring system set out within the former North West of England Plan Regional Spatial Strategy to 2021 (“RSS”) and the former Joint Lancashire Structure Plan. The Council contests that the</p>

<p>principles used in the RSS remain sound and so the criteria and scoring in that document can be used to provide an indication of the weight that can be given to different themes.</p> <p>Whilst our Client accepts that accessibility criteria from the RSS provides a good starting point, the assessment should be based upon up-to-date policies contained within the NPPF not the revoked regional strategy.</p> <p>The NPPF does not define specific criteria for assessing accessibility, however, it does identify core principles and key local services which contribute to the sustainability of a settlement. This includes all of the criteria used within the SHBP assessment, however, it also includes a number of other important local services.</p> <p>Paragraph 28 of the NPPF states: <b>“...To promote a strong rural economy, local and neighbourhood plans should:</b></p> <ul style="list-style-type: none"><li>• <b>Promote the retention and development of local services and community facilities in villages, such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship.”</b> (own emphasis added)</li></ul> <p>Paragraph 70 of the NPPF also states: <b>“To deliver the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:</b></p> <ul style="list-style-type: none"><li>• <b>Plan positively for the provision and use of shared space, community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments...”</b> (own emphasis added)</li></ul> <p>It is clear that the NPPF considers sports venues (including outdoor), cultural buildings, public houses and places of worship as key community assets that contribute to the sustainability of a settlement. The Council should therefore seek to update the SHBP to include an assessment of the additional criteria identified in paragraphs 28 and 70 of the NPPF.</p> <p><b>Scoring</b> In terms of scoring, the SHBP states population, bus services, shops, primary schools and open space are regarded to have the biggest influence on the position of each settlement in the settlement hierarchy, therefore, attribute a maximum score of 5 in line with RSS guidance. However, the scoring system fails to recognise the importance placed of other amenities identified in the NPPF including public houses, community halls, places of worship and sports venues. The scoring system should therefore be revised to reflect the emphasis the NPPF places on these services and facilities.</p> <p><b>Services and Facilities Available in Elswick</b> Taking into account the full range of amenities available in Elswick, the village is more comparable with other Tier 1: Larger Rural Settlements rather than other Tier 2: Smaller Rural Settlements.</p> <p>Similar to other Tier 1: Larger Rural Settlements, Elswick has a convenience store, village hall, 2 x public houses, a church, open space and outdoor sports facilities. This includes a children’s playground, sports field, tennis courts, bowling club and equestrian centre. The population size of Elswick is also reflective of other Tier 1: Larger Rural Settlements</p>
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	<p>(Staining, Wrea Green and Newton).</p> <p>The only reason Elswick scores marginally less than other Tier 1: Larger Rural Settlements is due to the fact it does not have a primary school within 800m of the village centre. It is noted whilst Staining, Wrea Green and Newton all have their own primary school, Copp C of E School is the 'local' school used by most families in Elswick. The school is located 1.2km to the north of the village, within the acceptable walking distance to a school and is accessible via safe pedestrian routes. Elswick should therefore be considered as having easy access to a primary school.</p> <p>Accordingly, when comparing the availability of other amenities in Elswick to other Tier 2: Smaller Rural Settlements. Clifton has no amenities except a convenience store/post office. Singleton has a church, public house and village hall but has no convenience store or sports provision and Weeton has a public house, village hall and mobile library but has no convenience store, church or sports provision. Paragraph 28 of the NPPF emphasises the importance of convenience stores, churches and sports provision as key community assets within rural communities.</p> <p>Compared to some other rural settlements, Elswick along with Clifton also benefit from the best rural public transport opportunities in the Borough which promotes and facilitates sustainable non-vehicular travel.</p> <p>The village is served by three bus services, the 75A, 76 and 80, providing services to Preston, Blackpool, Fleetwood, Poulton-le-Fylde, Lytham St. Annes and Great Eccleston. In addition to the public bus services, the local bus stops are also served by 6 different school bus services for secondary education facilities during the peak hours. Whilst there is no bus service past 6pm, this service is not so infrequent for it to be considered impractical for day-to-day use for work, school and trips to the supermarket etc. Furthermore, developer contributions from any future housing growth in the village may increase the viability of the service and lead to an expanded service beyond 6pm.</p> <p>It is also worth noting at this point, despite being a Tier 2: Smaller Rural Settlement, Clifton has a housing allocation of more than 100 dwellings, even though it is less sustainable than Elswick with only a convenience store and post -office within the village. There is no clear justification as to why Clifton can take 100 dwellings and Elswick only 50.</p> <p>As drafted the Policy has not been positively prepared and is considered inconsistent with national policy as the SHBP fails to take into account a number key amenities identified within the NPPF as part of their assessment. It is clear from our comments that the services and amenities available in Elswick are more comparable with those in Tier 1: Larger Rural Settlements rather than Tier 2: Smaller Rural Settlements. For the reasons set out above, our Client considers Elswick should be elevated within the settlement hierarchy back to a Tier 1: Larger Rural Settlement.</p>
<p>OC/LO/15/01209 – John Coxon</p> <p>Smith &amp; Love Planning Consultants</p>	<p>The proposed Settlement Hierarchy set out in Policy S1 has been established based on work undertaken in connection with the Settlement Hierarchy Background Paper (March 2016). Using a scoring system, the background paper ranks the Borough's 19 settlements based on their sustainability credentials.</p> <p>This background paper was published following consultation on the Revised Preferred Options (RPO) in Nov/Dec. 2015. RPO Policy S1 designated Elswick as a Tier 1 Larger Rural Settlement. Following the findings of the background paper Elswick was downgraded to a Tier 2 Smaller Rural Settlement together with Singleton, Staining and Weeton. These settlements generally contain few key facilities and services than the larger rural settlements. The revised classification is supported based on the general findings of the background paper.</p>

	<p>However, there is an error in the scoring system relating to Elswick relating to its bus service. Furthermore, of the four Smaller Rural Settlements it is considered that Elswick is incorrectly aligned with Clifton as the smaller of these settlements when its sustainability credentials are more akin to Staining and Singleton. This weighting is reflected in the distribution of housing set out in Policy SL5 Development Sites Outside the Strategic Locations for Development – see comments relating to Policy SL5. Proposals for development will be supported as set out in Policy SL5 Development Sites outside the Strategic Locations for Development. The Settlement Hierarchy Background Paper forms part of the evidence base for this policy.</p> <p>The Settlement Hierarchy Background Paper uses a scoring system to assess the sustainability credentials of each settlement in the Borough awarding points for key services and facilities. All 19 settlements are then ranked in order of sustainability. Elswick is ranked in 14th position. The Table on page 16 of the background paper ranks the Smaller Rural Settlements as follows:</p> <p>Singleton 14=  Weeton 14=  Elswick 13  Clifton 10</p> <p>Of the four Smaller Rural Settlements it is considered that Elswick is incorrectly aligned with Clifton as the smaller of these settlements when its sustainability credentials are more akin to Singleton and Weeton being just one point behind these settlements. In addition, whilst there is not a primary school within the defined settlement boundary of Elswick, Copp C of E Primary School is just 800m from the village and is well used by families in the village. There is also an additional bus service which operates in the village that is not referred to in the background paper – see below. For these reasons Elswick’s sustainability credentials are more akin to those of Singleton and Weeton.</p>
<p>OC/AGCN/16/00066 – Telereal Trillium</p> <p>Smith &amp; Love Planning Consultants</p>	<p>Telereal Trillium fully supports the inclusion of the Whitehills area (as defined by the proposed settlement boundary under draft Policy GD1) as a Local Service Centre in the proposed Settlement Hierarchy.</p> <p>Located on the Fylde-Blackpool Periphery, Whitehills is a highly sustainable and strategic location for sub-regional scale mixed use growth, and provides the opportunity to accommodate a diverse range of uses. It also benefits from excellent access by a range of transport modes, to large parts of the Borough and neighbouring Blackpool and the Fylde Coast, including the M55, the pending Heyhouses Link Road, Blackpool Airport and public transport connections.</p>
<p>OC/LO/15/02228 – Mr &amp; Mrs McSorley</p> <p>Smith &amp; Love Planning Consultants</p>	<p>Mr and Mrs McSorley fully support the inclusion of Newton as a Tier 1 Larger Rural Settlement in the proposed Settlement Hierarchy.</p> <p>Newton is a sustainable village and a suitable location for growth, and provides a number of essential local community services and facilities including a primary school, village hall and sports field, a post office and convenience store, public house and regular public transport connections to Kirkham, Lytham and Preston.</p> <p>It is a popular village and an attractive residential area for both working families and retired and older people, and as developer interest and recent and current planning applications demonstrate, there is a very good prospect of new housing development being delivered in the short term.</p>
<p>OC/LO/16/00169 – Mr A Bradshaw</p>	<p>3.1 This policy sets out the proposed settlement hierarchy for the emerging local plan and comprises Key Service Centres, Local Service Centres, Larger Rural Settlements and Smaller Rural Settlements.</p>

<p>Emery Planning</p>	<p>3.2 Wrea Green is identified as a Larger Rural Settlement through the Publication Local Plan. The next highest tier, Local Service Centres, are recognised as being well-placed to provide for future local housing and employment needs and this tier includes Freckleton, Warton and Wesham.</p> <p>3.3 The Council published a Settlement Hierarchy Background Paper in March 2016 with the purpose being that it would inform the emerging local plan. This paper forms part of the evidence base for the Publication Local Plan. Overall, Wrea Green has been scored by the Council as the 7th most sustainable settlement within the Borough with a score not dissimilar to Freckleton and higher than that for Warton, both of which are identified as Local Service Centres.</p> <p>3.4 The Appendix to the Settlement Hierarchy Background Paper shows how each settlement has been scored in relation to accessibility to bus services. Wrea Green appears to have been assessed incorrectly at page 27 as the relevant table suggests that the settlement benefits from only one bus service (no. 76) with eight destinations, thereby providing a score of 9 points. However, Wrea Green also benefits from the no. 61 bus service with a further two buses per hour to an additional five destinations (Marton, Clifton, Lea, Ashton-on-Ribble and Preston City Centre). The total bus accessibility score for Wrea Green should therefore be 17 and this would affect the overall sustainability rating of the settlement. Rather than applying points depending upon the number of destinations, regardless of the size and nature of those destinations, the scoring criteria should be weighted in order to recognise the importance of regular bus services to major centres such as Preston City Centre (e.g. no. 61 from Wrea Green). Such an approach would serve an actual planning purpose in recognising the true accessibility of such settlements.</p> <p>3.5 Wrea Green benefits from services including a primary school, shops, a public house, a hotel, restaurants, post office, church and a large public open space within the centre of the settlement. Furthermore, the settlement is located only two miles away from Warton Aerodrome, a recognised major employment through the emerging local plan of national importance, and as discussed above it benefits from regular bus services to Preston City Centre, Kirkham and Blackpool. Furthermore, the settlement is identified through Policy SL5 of the Publication Local Plan for 249 new dwellings over the plan-period and the number of committed sites reflecting the sustainable nature of the settlement. Conversely, the settlement of Freckleton, which is an identified Local Service Centre, is identified through Policy SL5 for just 26 dwellings over the plan-period.</p> <p>3.6 We consider that Wrea Green should be recognised as a Local Service Centre in order to reflect the number of committed housing sites and the wide range of services available within the settlement together with its excellent accessibility to principal centres such as Preston City Centre, Kirkham, Lytham, Blackpool and the Warton Aerodrome.</p>
<p>OC/IB/12/00964 – Keith Halliwell</p> <p>JWPC Ltd.</p>	<p>The representations relate to the Local Plan document, the Settlement Hierarchy Background Paper and the Proposals Map.</p> <p>The Settlement Hierarchy Background Paper dated March 2016 forms part of the evidence base. One of its two recommendations is that as Elswick, which was originally identified as a Tier 1 settlement, scores below the Tier 2 settlements of Singleton and Weeton in the Settlement Hierarchy (based on services and facilities) it should be redesignated as a Tier 2 settlement in the emerging Local Plan. We object to the proposed change for the village of Elswick to a Tier 2 settlement on the basis that the scoring criteria is flawed.</p> <p>A direct comparison between the Settlement Hierarchy scoring of the four settlements now proposed in the Local Plan as Tier 2 gives final figures as follows:</p> <p>Clifton - 10</p>

Elswick - 13  
Singleton - 15  
Weeton – 14

A direct comparison of the three highest scoring settlements (Elswick, Singleton and Weeton) shows that Elswick outperforms the other two in all categories, with the single exception being access to a Primary School. Being within 10 minutes of a primary school accounts for five points, which is a highly influential number for these settlements when the overall outcome range of the three settlements is between 13 and 15. Both Weeton and Singleton score 5 points for this category of their overall total of 14 and 15 respectively. Elswick scores 13 alone without the 5 points for a primary school.

However, the nature of this single category allowing for five points is skewed as the potential score is either a 5 or a 0, with Elswick scoring 0. Page 13 of the Paper states that this is because Copp C of E Primary School, north of Elswick is more than the 800 metres from the village. The school is approximately an 850 metres walk from the village, linked directly from the centre along Copp Lane. Using the Council's methodology means that had the school been 50 metres closer, the score for Elswick would be 18, rather than 13. This strict assessment of distance and skewed scoring methodology allowing only for a score of 0 or 5, impacts so significantly on the outcome of the overall score that it provides an unjustified methodology for assessing the settlement hierarchy. Elswick outscores the other villages in Tier 2 significantly on the majority of the other services and facilities and also has the largest population of these villages.

We object to the Settlement Hierarchy as proposed, and seek that Elswick reverts to its previous proposed Tier 1 position in the Settlement Hierarchy in Policy S1 of the Local Plan.

Policy GD1 Settlement Boundaries provides details of development to be allowed at the areas shown on the proposals map. However, Policy DLF1 and Policy SL5 may result in additional development beyond the existing tightly drawn settlement boundaries. We specifically seek amendment to the settlement boundary of Elswick to allow for growth of the village during the plan period. We also propose a specific expansion of the settlement boundary to the north, to accommodate development closest to the nearby primary school, thus providing for new greenfield development in the more sustainable part in the village. A plan is shown at the end of this representation as an indication of land that is available for development. The tightly drawn settlement boundary, with all land adjacent being designated in the countryside

(Policy GD4), has the potential to conflict with the proposals in the plan for providing 50 new dwellings, or more should the settlement hierarchy be revised back to a Tier 1 settlement.

We also wish to object to the following policies that relate to new housing development:

- H2 – Density and Mix
- H4 – Affordable Housing
- ENV4 – New Open Space

The policies above are incredibly prescriptive policies that individually and together have the potential to restrict development from being delivered, through providing direct limits on the lowest density of development on a site, the minimum amount of open space and specific type and sizes of market and affordable housing. As the policies will be relevant to the majority of new housing developments over the plan period, the restrictions could seriously hinder delivery through providing a too prescriptive brief for a large number of sites. In order to significantly boost the supply of housing, consistent with national policy, local authorities need to attract land owners to release sites and housebuilders to build them. Minimum limits of 30 dwellings per hectare and the percentage of 1 or 2 bedroomed dwellings, with the addition of providing elderly and affordable accommodation, and specific amounts of open space, can severely hinder the delivery of sites, thus making the Local Plan ineffective.

Obviously the Council needs to maintain an element of control to development, but we would suggest that only larger significant or strategic sites should be considered relevant for all of these policies relating to new housing. What assessment has the Council done regarding the amount of land required to deliver, for example, a site of fifteen new dwellings against these policies. Such a site would require on site children’s playspace, 30% affordable homes, restrictions on the size of units and a net minimum density of 30 dwellings per hectare. Such cumulative restrictions on sites of up to a few hectares could reduce the rate of overall housing delivery by making them unattractive to developers and for landowners to release for development at a time when the Council needs to increase delivery to meet a rolling five year supply of housing and the increased requirement over the plan period.

An alternative approach would be to provide much of this detail directly to the proposed strategic development site, where appropriate, and provide less prescriptive policy for smaller sites, or increase the threshold at which they become a consideration.



OC/LO/15/02109 –  
Metacre Ltd.

De Pol Associates

**Policy S1 and DLF1**

Policy S1 sets out the Council’s Settlement Hierarchy which seeks to provide a basis for creating sustainable communities. This is also repeated in policy DLF1. This representation objects specifically to the location of the settlements of Kirkham/Wesham and Treales within the settlement hierarchy. There is also an objection to the policy’s restrictions on development within the rural area, although this is covered in a separate representation.

**Kirkham / Wesham**

In spatial planning terms there is no discernible difference between Kirkham and Wesham, which is essentially one main urban area separated only by a railway line. Indeed Kirkham and Wesham is regarded as a single settlement in the current adopted Local Plan and paragraph 5.13 of the Council's SHLAA, under the settlement profiles section, states that "*Wesham: is a separate town in name but effectively forms part of Kirkham*".

Notwithstanding this, the publication Local Plan now proposes to treat Kirkham / Wesham as two separate settlements, with Kirkham identified as a Key Service Centre and Wesham as a Local Service Centre. It is considered that Kirkham / Wesham should not be separated within the proposed settlement hierarchy and should be considered jointly as a single Key Service Centre. Whilst these comments were made to the previous consultation versions of the plan, they were simply acknowledged in the Council's Responses Report rather than any counter justification being provided.

If the Council are to continue to treat Wesham as a settlement in its own right, it should be defined as a Key Service Centre in the policy's proposed settlement hierarchy. Wesham will perform the role of a Key Service Centre over the lifetime of the Local Plan following the completion of the Mill Farm Sports Village development. The site will enhance the existing service provision with the creation of employment opportunities together with a range of retail, leisure, sport and recreational facilities. Wesham will therefore serve a wider catchment area. Indeed Paragraph 2.52 of the emerging Plan confirms that the delivery of Mill Farm "*will provide well designed employment premises within a sustainable location*" and "*will contribute towards a responsive supply of employment land to meet requirements.*" Recent developments in Wesham have also enhanced housing opportunities and Wesham benefits from good transport links to surrounding areas. Wesham therefore meets the Council's definition of a Key Service Centre

#### **Treales and other smaller rural settlements**

In the current adopted Local Plan the villages of **Treales**, Wharles and Little Eccleston have defined settlement boundaries, within which development is permitted. However, the publication version now excludes these settlements from the hierarchy and the proposals map shows them washed over by countryside. As such they would be subject to policy places significant restrictions on development.

Whilst it is acknowledged that the Council's *Settlement Hierarchy Background Paper* has sought to undertake a sustainability appraisal of settlements across the Borough, this assessment has been made entirely on the basis of accessible local services and facilities. Accessibility is only one factor in a wider set of considerations when determining whether a settlement can deliver sustainable development.

Furthermore, the Background Paper provides a score for each settlement and it would appear that any settlement achieving less than 10 points has been discounted as not sufficiently accessible for the delivery of sustainable development. Clifton received a score of 10 points and has been designated as a Tier 2 Settlement, whereas Treales, which received a score of 9, has been discounted. It is considered that 10 points is an arbitrary figure and should be not a 'cut-off' as to whether a site has the potential to deliver sustainable development.

The Background Paper should simply be used as a sustainability tool to assist with determining the overall settlement hierarchy and in the decision making process, rather than essentially ruling out certain settlements for the delivery of any housing.

Such an approach is contrary to Planning Practice Guidance on Rural Housing which states that "*all settlements can play a role in delivering sustainable development in rural areas – and so blanket policies restricting housing development in some settlements and preventing other*

	<p><i>settlements from expanding should be avoided unless their use can be supported by robust evidence.”</i> In this setting, the Council should not be essentially precluding development within, or adjacent to, rural settlements by showing them washed over by countryside.</p> <p>Whilst this objection relates specifically to Treales, it would apply to all rural settlements outside of the Tier 1 and Tier 2 hierarchy, particularly those previously identified as being suitable for development in the adopted Local Plan.</p> <p>Policy S1 is therefore unsound as it is not <i>consistent with national policy</i>, as paragraph 182 of NPPF states that the plan should enable the delivery of sustainable development in accordance with the policies in the Framework. The current approach to housing delivery in the rural settlements is contrary to PPG which is clear that all settlements can play a role in delivery sustainable development in rural areas.</p> <p>Kirkham and Wesham ought to be defined jointly as a Key Service Centre, or Wesham ought to be defined as a Key Service Centre in its own right.</p> <p>The settlements of Treales, Little Eccleston and Wharles ought to be reintroduced to the settlement hierarchy as Tier 2 Settlements.</p> <p>In this context it is relevant to note that policy DLF1, Table 2 ‘Distribution of Development to 2032’ confirms that to deliver the Borough’s housing requirement 998 dwellings will need to come forward from windfall development over the plan period. This must clearly be a minimum figure in order to ensure the Borough’s housing requirements are delivered, rather than a ceiling to development, as to do otherwise would conflict with the NPPF. Without further housing allocations there is also likely to be a need for more windfall development, as for reasons highlighted in other representations the delivery of the strategic housing allocations has already slipped.</p>
<p>OC/AGCN/13/02020 – Oyston Estates</p> <p>Cassidy and Ashton</p>	<p>Policy S1 sets out an appropriate Settlement Hierarchy in so far as it identifies Lytham and St Annes as two of the three Key Service Centres for the Borough and also identifies Whyndyke as a Local Service Centre.</p> <p>This approach accords with the principles of sustainable development and therefore complies with the requirements of the NPPF.</p> <p>None in this regard, although greater emphasis should be placed on targeting new development towards the Key Service Centres.</p>
<p>OC/LPD/15/02217 – Wainhomes Ltd.</p> <p>Emery Planning</p>	<p><b>3. Policy S1</b></p> <p>3.1 This policy sets out the proposed settlement hierarchy for the emerging local plan and comprises Key Service Centres, Local Service Centres, Larger Rural Settlements and Smaller Rural Settlements.</p> <p>3.2 Wrea Green is identified as a Larger Rural Settlement through the Publication Local Plan. The next highest tier, Local Service Centres, are recognised as being well-placed to provide for future local housing and employment needs and this tier includes Freckleton, Warton and Wesham.</p> <p>3.3 The Council published a Settlement Hierarchy Background Paper in March 2016 with the purpose being that it would inform the emerging local plan. This paper forms part of the evidence base for the Publication Local Plan. Overall, Wrea Green has been scored by the Council as the 7th most sustainable settlement within the Borough with a score not dissimilar to Freckleton and higher than that for Warton, both of which are identified as Local Service Centres.</p> <p>3.4 The Appendix to the Settlement Hierarchy Background Paper shows how each settlement has been scored in relation to accessibility to bus services. Wrea Green appears to have been assessed incorrectly at page 27 as the relevant table suggests that the settlement benefits from only</p>

one bus service (no. 76) with eight destinations, thereby providing a score of 9 points. However, Wrea Green also benefits from the no. 61 bus service with a further two buses per hour to an additional five destinations (Marton, Clifton, Lea, Ashton-on-Ribble and Preston City Centre). The total bus accessibility score for Wrea Green should therefore be 17 and this would affect the overall sustainability rating of the settlement. Rather than applying points depending upon the number of destinations, regardless of the size and nature of those destinations, the scoring criteria should be weighted in order to recognise the importance of regular bus services to major centres such as Preston City Centre (e.g. no. 61 from Wrea Green). Such an approach would serve an actual planning purpose in recognising the true accessibility of such settlements.

3.5 Wrea Green benefits from services including a primary school, shops, a public house, a hotel, restaurants, post office, church and a large public open space within the centre of the settlement. Furthermore, the settlement is located only two miles away from Warton Aerodrome, a recognised major employment through the emerging local plan of national importance, and as discussed above it benefits from regular bus services to Preston City Centre, Kirkham and Blackpool. Furthermore, the settlement is identified through Policy SL5 of the Publication Local Plan for 249 new dwellings over the plan-period and the number of committed sites reflecting the sustainable nature of the settlement. Conversely, the settlement of Freckleton, which is an identified Local Service Centre, is identified through Policy SL5 for just 26 dwellings over the plan-period.

3.6 We consider that Wrea Green should be recognised as a Local Service Centre in order to reflect the number of committed housing sites and the wide range of services available within the settlement together with its excellent accessibility to principal centres such as Preston City Centre, Kirkham, Lytham, Blackpool and the Warton Aerodrome.

**This representation was also accompanied by separate documents, please see:  
Document SD013 – Copies of Regulation 20 Representations (Regulation 22(1)(d) document)  
Title: Emery Planning  
Representations  
Fylde Local Plan Publication Plan  
For Wainhomes Developments Ltd.  
Title: Appendices 1-9 of Statement**

**Policy DLF1 – Development Locations for Fylde**

OC/IB/15/02199 –  
Martin Clayden

Further revise the plan to achieve compliance to stated objectives in term of transport, education and related aspects of sustainability. Please provide evidence of how Council Objectives may be met. Presently it is apparent that any proposed expansion of the scale identified for Elswick will be in violation of these Objectives.

**Question 5 Attachment**  
It is encouraging to see that Elswick has been downgraded to a Tier 2 Smaller Rural Settlement and that this re-assessment has been in terms of sustainability. However Elswick remains targeted for up to 50 properties, and is also subject to the flawed (and contradictory) Story Homes proposal for “up to 100 homes”.

The Sustainability Main Report issued with this Consultation states (page 21) that “There is relatively poor public transport provision in rural areas. Attempts of rural partnerships to improve rural bus services have been largely unsuccessful”.

	<p>And on Page 18 the same Report states “High levels of educational attainment and aspiration should be maintained. It should be ensured that sufficient school places are available for resident children and young people”. Similarly the Report states (on page 50) the Objective of “SA Objective 6: Improve sustainable access to basic goods (Policy GD6)”.</p> <p>In this context Elswick scored low in sustainability assessments taken at the beginning of the Local Plan process and has no school, no health centre, dentist or pharmacy and only one small newsagents shop. The nearest health centre is 1.5 miles away and the nearest supermarket is 6 miles away. Elswick has recently lost the bus service to Blackpool. There is very little employment opportunity/industry in Elswick with most people being employed in Blackpool or further afield.</p> <p><b>Traffic</b> Potential new homeowners would have severely limited public transport opportunities, so must travel for basic needs (employment, food provision and health), by private means – cars. This leads to a failure under the Climatic Factors and Energy Objectives stated on Page 19 of the Report (bullet point 5), and a failure under the Transportation Objective on page 21 (bullet point 1 – failure to encourage a move away from the private car), and exacerbating the Transboundary Issue Bullet Point 5 – A585 Traffic.</p> <p><b>Education</b> For 50 (150) new homes to be occupied by families there will be a substantial number of children of school age. It is impossible to understand how the objective for the provision of “sufficient school places” will be met.</p> <p>The above points are illustrative of how the Proposed Local Plan is unsound.</p>
<p>OC/AGCN/15/02088 - Warton East Developments</p> <p>Satnam Group</p>	<p>“POLICY DLF1, DEVELOPMENT LOCATIONS FOR FYLDE”, is supported.</p>
<p>OC/AGCN/15/02258 – Persimmon Homes Lancashire</p>	<p>Persimmon Homes Lancashire are grateful for the opportunity to respond to the Consultation on the Publication Version of the Fylde Local Plan.</p> <p>Persimmon support the amends made following our previous comments on the Strategic Objectives. We appreciate that the intervening time from the Issues and Options has been used productively to update much of the evidence base. We note the recent release of the 2014 population projections and assume that the evidence will again be updated accordingly in due course.</p> <p>In addition, we note the Wyre have requested that Fylde consider taking some of their housing numbers. Some further clarification is required on this. We also remain concerned that the housing figure identified does not provide the opportunity to meet the affordable housing demand identified in the evidence base. It is felt that further commentary is required on this matter.</p> <p>Policy Specific Comments: <b>DLF1 – Existing Land Uses.</b> It is appreciated what the intention of this policy was, but development in most cases will change and therefore prevent the existing land use continuing. A change of wording is recommended. This is also repeated within Policy GD7 at point’t’.</p>

	<p><b>General Points</b></p> <p>In order to plan positively, the shortfall in delivery over the past plan period would suggest that identification of general areas for further, future development after the plan period, or as preferred reserve sites should delivery fall during the plan, would be prudent.</p> <p>This response should also be read in conjunction with our response to the Preliminary Draft Charging Schedule for the Community Infrastructure Levy (CIL).</p> <p>Persimmon Homes are happy to discuss the contents of this response if required &amp; would like to be kept informed of any forthcoming consultation in regards to the Local Plan. We would also like to be informed in the Local Plan Examination in Public with a view to participating in the hearings associated with the items covered in this response.</p>
<p>OC/AGCN/13/01729 – Story Homes Ltd.</p> <p>Barton Willmore</p>	<p>Paragraph 47 of the NPPF requires local planning authorities to:</p> <p><b>“...boost significantly the supply of housing.”</b></p> <p>Fundamental to the soundness of the Local Plan is that the local planning authority should meet their:</p> <p><b>“...full objectively assessed needs for market and affordable housing in the housing market area.”</b></p> <p>Our Client’s previous representations to the Revised Preferred Options document objected to the proposed housing requirement. The document proposed to deliver 370 dwellings per annum, however, our Client felt this did not reflect the economic aspirations of the Borough or its partners in driving the economic growth of the area.</p> <p>Subsequently, the Council has chosen to utilise the same housing requirement within their Publication Draft Document, which identifies a housing requirement of 7,768 dwellings (370 dwellings per annum) over the plan period 2011 to 2032. Our Client, therefore, continues to object to Policy DLF1.</p> <p>The large scale of the Fylde-Blackpool Periphery Strategic Location means that it may be developed by multiple housebuilders. Whilst this would increase the overall output of housing units achieved per year in comparison to a smaller sites, the annual delivery rate from these sites must not be overestimated as increased local market competition can serve to dampen delivery rates typically achieved. The rate of delivery from these sites must not therefore be assumed to increase incrementally at a rate which is consistent with sites of one or two developer outlets, but decreased proportionately with each new additional developer to take account of the effects of market saturation. Whilst the application of these recommendations would represent a cautious approach, it would significantly strengthen the position of the Council especially where a ‘Strategic Site’ achieves exceptional delivery rates.</p> <p>The Council must also recognise that the delivery of the strategic sites at Queensway (HSS1), Whyndyke Farm (MUS2) and Cropper Road (MUS1 and HSS5) will be difficult due to their scale and complexity. Such sites may be subject to multiple landownerships, and/or require a significant amount of upfront investment to enable their delivery (such as new road infrastructure, utilities and education provision). Lead -in times for the delivery of</p>

these sites can be significantly prolonged, and as a result cannot be reasonably expected to contribute to short term supply needs. A detailed critique of the deliverability of each site within the four Strategic Locations is made within Section 5 of this report.

Our Client contests that the Council must look to allocate additional sites within the Local Plan which are suitable, available and deliverable and will help to achieve the Borough's objectively assessed needs.

The Council should consider allocated sites within Tier 1 and Tier 2 rural settlements such as Elswick as part of the Local Plan process. The allocation of sites in Elswick should not be left until the Neighbourhood Plan, for which there is no certainty will come forward.

Allocating more sites within these settlements will ensure more housing comes forward earlier in the plan period. This in turn will help to address the lack of a five year supply currently faced by the local authority. Our Clients land at Mill Lane is suitable, available and deliverable within the first five years of the plan period, it should therefore be allocated within the local plan.

Overall, our Client objects to the proposed spatial distribution of development as it is not positively prepared, justified, effective or consistent with national policy.

OC/AGCN/08/00312  
 – Royal Mail Group Ltd.  
 Cushman and Wakefield

**Background**

Royal Mail is the UK's designated Universal Postal Service Provider, supporting customers, businesses and communities across the country. This means it is the only company to have a statutory duty to collect and deliver letters six days a week (and packets five days a week) at an affordable and geographically uniform price to every address in the UK. Royal Mail's services are regulated by Ofcom.

**Royal Mail Properties**

Royal Mail owns the following properties within the Borough of Fylde which may be affected by the proposals:

- Lytham St Annes Delivery Office, 270 Clifton Drive South, Lytham St Annes, FY8 1AA (BE 2583)
- Preston West Delivery Office, 9-10 Kirkham Trading Park, Preston, PR4 3AB (BE 2609)

**Representations**

The subject of this representation is to make Fylde Borough Council aware of Royal Mail's operations within the borough and to provide comments on the Council's Publication Version of the Fylde Local Plan.

**Housing Growth**

Fylde's Local Plan Publication Version sets out an ambition to bring forward the delivery of 7,891 new homes over the plan period, to 2032 (Policy H1). Policy DLF1: Development Locations for Fylde sets out the proposed spatial distribution for new strategic housing locations. Policies SL1-SL4 set out specific housing requirements for each of the four strategic locations. This approach is proposed to bring forward between 840 to 1,839 new homes within each strategic location.

	<p>The quantum of new homes being delivered within these locations could result in the need for Royal Mail to extend their existing Delivery Offices and/or require a new Delivery Office to be built. As a rule of thumb, every 400 new dwellings equates to 1 new postal round/ 'walk', and where housing developments comprise 1,000 new dwellings in one area, this could trigger the need for a new Delivery Office. It is imperative that this is kept in mind throughout the development of the Local Plan and as planning permissions for the new communities are implemented, particularly in the context of Royal Mail's statutory duty to provide efficient mail sorting and delivery for the Fylde administrative area.</p> <p>Royal Mail must continue to be informed about future proposals particularly in relation to the scale of housing development and the timetable for the new development to ensure appropriate business planning. Suitable sites will need to be identified and secured for new facilities to allow the Group to continue to comply with their statutory duty to maintain a universal service.</p> <p><b>Conclusion</b></p> <p>Royal Mail would welcome further engagement with Fylde Council, particularly with regards to future provision to ensure suitable sites are identified and secured to develop the required facilities to serve the proposed new communities within Lytham St Annes, Blackpool Periphery, Warton, and Kirkham and Wesham Strategic Locations.</p> <p>Royal Mail also wish to ensure any proposed highway/ infrastructure works do not impact on the efficiency of their operations, and that suitable notice is provided in advance of any construction and/or diversion works associated with the proposed new highway schemes. This will ensure that Royal Mail's operations will not be prejudiced and that they can continue to comply with their statutory duty to maintain a 'universal service' for the UK pursuant to the Postal Services Act 2000.</p> <p>We formally request that this letter is given full consideration in the preparation of the Fylde Local Plan and we would appreciate it if you could keep Cushman &amp; Wakefield informed of the plan making process to ensure we are able to respond appropriately.</p>
<p>OC/AGCN/16/02122          – Mr D.          Haythornthwaite          PWA Planning</p>	<p><b>Policy DLF1</b></p> <ol style="list-style-type: none"> <li>1. It is considered that the failure of the Council to make any specific housing land-use allocations within the settlement of Wrea Green is inappropriate, given the scale and significance of the settlement. It has been acknowledged that Wrea Green performs the function of a larger rural settlement and indeed it is the largest of these settlements identified within the Borough, arguably performing the function of a local service centre.</li> <li>2. The Council have chosen only to 'allocate' within the emerging local plan, those approved housing sites, most of which were granted following appeal. Although such approved schemes will help to meet current and future needs within Wrea Green and the wider Borough, such sites are likely to have been largely completed before 2020, particularly taking into account the demand for housing in this area, meaning that there will be a period of 10-15 years where no development is planned for within the settlement.</li> <li>3. The lack of alternative housing land allocations, even where these are phased to ensure that development does come forward beyond 2020, demonstrates a failure of the emerging local plan. This is particularly the case, given that there are no insurmountable reasons that would indicate that additional land could not be provided for on the edge of the settlement in a manner consistent with the delivery of sustainable development.</li> </ol>

	<p>4. It is therefore considered that the local plan is <b>unsound</b> on the basis that it is not “<b>positively prepared</b>” in that it is not demonstrated that it is prepared based on a strategy which will meet needs, consistent with achieving sustainable development.</p> <p>5. In order to rectify this situation, it is requested that additional land use allocations, specifically for residential development, are made on the periphery of Wrea Green. Such allocations should then be reflected within <b>Policy DLF1</b> – which currently only identifies sites on the edge of Newton (Tier 1) and Clifton and Elswick (Tier 2).</p> <p>6. Specific details of suitable sites to meet this need are referred to within other representations made by PWA Planning.</p>
OC/IB/08/00556 – Anthony Guest	<p><b>The selection of Warton as an SLD is unsound and possibly illegal.</b></p> <p><b>The process of consultation prior</b> to the issue of the Local Plan Preferred Options document that first proposed selection of Warton as an SLD was unsound because the Preferred Options draft bore little relation to previous options presented and failed to reflect responses from the consultation process. No alternative SLD locations were proposed for consideration and the selection of Warton appears unjustified.</p> <p>Local Groups issued a Joint Statement of Declaration of Unsound Planning Consultation in August 2013 and a group of 20 Borough councillors issued a Minority Report refusing to endorse the Preferred Options draft.</p> <p><b>The process of producing Masterplans</b> that was planned as a precursor to moving forward with the Warton (and other) SLDs failed to be progressed by the Council. Reference in Policy SL3 to Masterplans....’where they do not have planning permission’ is frankly deceitful given the absence of masterplans and the Council’s recent failure to contest the granting of planning permission. The impact of the development being undertaken in Warton set against the paucity of infrastructure planning and investment represents a disgraceful abnegation of the planning process.</p> <p><b>It is notable that while justification</b> is provided for development at the SLDs at Lytham and St Annes, Fylde-Blackpool periphery, and Kirkham and Wesham, no justification is put forward for strategic development at Warton. The only reference, in paragraph 6.19, says that Warton <b>will become</b> a more sustainable location for development <b>over the lifetime of the Plan</b>. This clearly acknowledges the current unsuitability of Warton as a sustainable location for the extensive development envisaged for an SLD.</p> <p>In identifying Warton as an SLD without the means or will to protect it from accelerated and unsustainable development the Council has done a great disservice to the residents of Warton and it is difficult to see how the process can have been legally compliant.</p> <p>Delete Policy M1 since it is meaningless and incapable of meeting the need it was set up to meet. Leaving ineffective and irrelevant policies in place often leads to unforeseen consequences.</p> <p>Delete Policy SL3 since the situation on the ground has far outstripped the capacity or will of the borough to apply the masterplan disciplines it envisages and the policy serves no other purpose.</p> <p>Institute an Inquiry into the processes that have led to the current uncontrolled development at Warton. The matter is relatively complicated and not well addressed in the Local Plan Publication Version</p>

GCB/BS/08/00325 – Home Builders Federation (HBF)	Housing requirement is not justified or positively prepared.
OC/AGCN/16/00066 – Telereal Trillium  Smith & Love Planning Consultants	<p>Telereal Trillium fully supports the inclusion of the Whitehills Local Service Centre (as defined by the proposed settlement boundary under draft Policy GD1) within the Fylde-Blackpool Periphery Strategic Location for Development (Policy SL2), together with the proposed broad distribution and allocation of housing growth and commercial development to it, as set out in Table 2.</p> <p>Located on the Fylde-Blackpool Periphery, the Whitehills area is an established, highly sustainable and strategic location for sub-regional scale mixed use growth, and provides the opportunity to accommodate a diverse range of uses. It also benefits from excellent access by a range of transport modes, to large parts of the Borough and neighbouring Blackpool and the Fylde Coast, including the M55, the pending Heyhouses Link Road, Blackpool Airport and public transport connections.</p>
OC.LO.15.02112 – BAE System  Cass Associates LLP	<p>The paragraph refers to the provision of a local retail centre being developed within Warton on previously developed land owned by BAE Systems on Lytham Road. There is land on the BAE Systems Warton Aerodrome site that has been unused for some years and that is currently surplus to operational requirements which is located adjacent to Lytham Road. This land, along with the whole Aerodrome site, is designated within the Lancashire Enterprise Zone where land is to be used primarily to promote advanced manufacturing and engineering (AEM). BAE Systems acknowledge that the provision of a retail centre within this location could also support and enable the aspirations of the Enterprise Zone by providing key facilities and services to those employed within the Enterprise Zone. Any aspiration for such uses on land within the Enterprise Zone will need to be considered and agreed by the LEP, Lancashire County Council and other stakeholders.</p> <p>"Warton will have a recognised Local Service Centre over the lifetime of the Local Plan with a local retail centre which will be developed around the existing facilities at Lytham Road and Church Road in consultation with landowners, Lancashire County Council, Lancashire Enterprise Partnership and Bryning with Warton Parish Council. With the..."</p>
OC/AGCN/16/00119 – Britmax Developments  Indigo Planning Ltd.	<p><b>Chapter 6 - Policy DLF1 Development Locations for Fylde</b></p> <p>In terms of the proposed locations to accommodate future development, there should be flexibility for windfall sites to come forward outside of Strategic Locations. The test should be as to whether or not the windfall sites are suitable and sustainable not solely whether they are within Strategic Locations. Imposing a restriction on windfall sites not being able to come forward outside of Strategic Locations is no a justified approach as there will be suitable sites, such as Great Birchwood, which can make a contribution to meeting future development needs.</p> <p>The final part of the draft policy seeks to ensure that new development would not prevent/undermine the operations of existing land. Clarification is required to make it clear that the purpose of this part of the policy relates to ensuring neighbouring uses are compatible and can co-exist without any detriment to amenity or existing operations/activities.</p> <p>This policy should not seek to prohibit the redevelopment of sites that are in active use as this would not be a positively prepared or justified approach to the location of future development.</p> <p>Sites in active use can still be in need of redevelopment whether this is through refurbishment/renovation or total redevelopment which might be linked to the viability of the existing use/operation. The existing use of a site might not always remain as being the most suitable or preferable continued use and future policies on location and distribution of growth need to be sufficiently flexible to reflect this.</p>

<p>OC/LO/16/00143 – James Hall &amp; Co Ltd.</p> <p>Smith &amp; Love Planning Consultants</p>	<p><b>Policy DLF1 &amp; Table 2</b></p> <p>Draft Policy DLF1 and Table 2 set out the proposed spatial distribution of planned new development across the Borough for the plan period. The majority of housing growth is concentrated in the four Strategic Locations for Development and the identified Tier 1 and Tier 2 settlements defined as Non-Strategic Locations for Development. The balance of the supply (12.6%) is expected to be delivered by unallocated small sites and windfall sites, and the policy states; Windfalls and non-strategic sites will occur within the Strategic Locations for Development. An allowance should be made for non-strategic sites within the Strategic Locations for Development and within and adjacent to Tier 1: Larger Rural Settlements and Tier 2: Smaller Rural Settlements.</p> <p>Small housing sites and windfall housing development will occur across the Borough and the policy should permit them on this basis and not exclusively within the Strategic Locations for Development and within and adjacent to the Tier 1 and Tier 2 settlements as the proposed policy wording implies.</p> <p>In this respect, there is a clear conflict with draft Policy GD5 which identifies and permits the redevelopment of large developed sites in the countryside (outside any settlement) for mixed use development, which can include residential development. New housing delivered on these sites would clearly form part of the windfall / small sites allowance for the Borough.</p> <p>The approach also conflicts with that taken in draft Policy SL5 which sets out the schedule of proposed dwellings to be completed outside the Strategic Locations for Development over the plan period. This acknowledges and supports development at “Other Locations” within the Borough that are not within or adjacent to Local Service Centres or Tier 1 and Tier 2 settlements. Similarly, paragraph 7.21 of the supporting text also states; <i>There may be smaller schemes / infill schemes for sites of less than 10 homes, which are factored into allowances and not specified for each settlement or other location.</i></p> <p>The Local Plan should take a consistent approach towards the location of small site and windfall new housing development. The wording of the part of draft Policy DLF1 relating to “Windfalls and Small Sites Allowances” should be revised to clarify this as follows;</p> <p>Windfalls and non-strategic sites will occur within the Strategic Locations for Development. An allowance should be made for <u>windfalls and</u> non-strategic sites within the Strategic Locations for Development and within and adjacent to Tier 1: Larger Rural Settlements and Tier 2: Smaller Rural Settlements, <u>and in other sustainable locations across the Borough.</u></p>
<p>OC/LO/15/02228 – Mr &amp; Mrs McSorley</p> <p>Smith &amp; Love Planning Consultants</p>	<p>Mr and Mrs McSorley support the proposed general distribution of new housing across the Borough.</p> <p>The Local Plan evidence base makes clear there is insufficient land available within existing settlement boundaries to meet objectively assessed housing needs in Fylde, and sustainable development must therefore take place on suitable greenfield sites on the edge of existing settlements.</p> <p>As a Tier 1 Larger Rural Settlement, additional greenfield development at Newton is therefore required and supported. Newton is a sustainable settlement that can accommodate appropriate additional growth and the development of further housing will help to sustain and foster local community services and village facilities.</p>

<p>OC/AGCN/16/00065 - Strategic Land Group</p>	<p>Policy DLF1 of the FLP identifies Fylde’s employment and housing land requirements over the plan period. Between 2011 and 2032 Fylde is to accommodate a minimum of 7,768 net additional dwellings and 60.6 ha (gross) of employment land. The housing requirement is considered further in Section 5 of these representations.</p>
<p>Turley Associates</p>	<p>Policy DLF1 also identifies the locations for where development is going to take place, with supporting text and policies SL1 – 5 elaborating, including details of the number of dwellings and amount of employment land to be accommodated in each location.</p> <p><u>Strategic Locations</u></p> <p>The locational strategy of the FLP is underpinned by four strategic locations, including the Blackpool-Fylde Periphery (BFP). Development of these sites is stated by the plan to ‘help ensure that the Plan’s Development Strategy, Vision and Strategic Objectives are achieved in order to accommodate the level of development and growth required within the lifetime of the Local Plan’.</p> <p>The Local Plan is clear that development should occur in the most sustainable parts of the borough4; it follows therefore that the Strategic Locations are considered to fit such a description. Indeed this is the case when an assessment of the range of facilities and services within and in close proximity is carried out.</p> <p>Furthermore, the FLP recognises that the sustainability of most of these locations can be expected to improve as development comes forward, as it seeks to ensure the delivery of local services such as small shops, community centres and on-site open space on the larger sites. The FLP expects that encouraging mixed use development on the larger sites in the Strategic Locations will reduce the need to travel.</p> <p>A prime example of this, of relevance to the SLG land, is that two local centres, a primary school and employment form part of the planning permission for a mixed use development on land at Whyndyke Farm (MUS2). Other large developments in the BFP are expected to add to the range of facilities in this area.</p> <p><u>Proposed Housing Requirement</u></p> <p>SLG objects to policy DLF1 on the grounds that it has not been positively prepared or adequately justified in the context of the Framework in that it fails to fully respond to the indicators of need and demand and fails to take account of the core planning principles (Paragraph 17) and the requirement to plan positively and that:</p> <p>“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.”</p> <p>It also fails to accord with the requirement of the Framework to take steps to ‘significantly boost housing supply’.</p> <p>Equally Policy SL2 does not ensure that there is ‘sufficient flexibility to adapt to rapid change’ as required by Paragraph 14 of the Framework.</p> <p>It is not therefore in accordance with national planning policy, is not positively prepared, justified or effective. On this basis it is considered that the plan is unsound.</p>

<p>OC/LO/12/00968 – Mactaggart &amp; Mickel</p> <p>Colliers International</p>	<p>Policy DLF 1 also indicates that the four Strategic Locations will accommodate the majority of new development and that non-strategic developments will occur at the edge of Tier One – Larger Rural Settlements.</p> <p>Mactaggart &amp; Mickel are of the view that their landholding at Moss Side Lane, Wrea Green is a site that can accommodate a non-strategic development of 50 units or thereabouts. These Tier One – Larger Rural Settlements.</p> <p>The local plan therefore fails to provide the housing numbers and allocated sites required to accommodate the future housing requirements for the Borough and insufficient Tier One – Larger Rural Settlements have been allocated.</p>
<p>OC/LPD/13/01646 – Gladman Developments</p>	<p>To ensure a sufficient supply of deliverable and developable housing land to meet the borough’s OAN in full, we submit that the Local Plan should allow for a further degree of flexibility and should be now seeking to direct future growth to a range of locations to provide greater certainty that the housing requirement is met. Crucially, a large proportion of the borough’s growth is directed to urban extensions, to which Gladman have fundamental concerns regarding timing and delivery. It is considered that the borough contains a range of suitable and sustainable settlements that are able to accommodate additional housing growth to meet the borough’s housing needs. It is our position that further growth should be directed to these settlements as this will provide greater flexibility and surety that the borough’s housing needs will be delivered in full.</p> <p>Gladman support the inclusion of Policy DLF1 as it conforms with the Framework and the recognition of the national policy imperative which seeks to significantly boost the supply of housing. In particular, we commend the Council’s use of the word ‘minimum’ in relation to the overall housing target of 7,768 dwellings as this provides a degree of flexibility and does not limit the amount of sustainable growth opportunities coming forward over the plan period. Gladman remind the Council of the need to ensure that this approach is reflected throughout the policies within the Local Plan.</p> <p>Policy DLF1 provides the overarching strategy for the spatial distribution throughout the borough. Notwithstanding the above, the Council should be mindful that all settlements can play a positive role in securing the borough’s full OAN. Whilst it is recognised that the major settlements continue to play a key role in accommodating future development within the borough, this should not be at the expense of ensuring that the housing and employment needs of other settlements are met. §55 of the Framework seeks to promote sustainable development in rural areas to maintain and enhance the rural vitality and viability of these areas. It is therefore essential that the needs of all sustainable rural settlements across the borough are apportioned meaningful growth to ensure their ongoing vitality and viability.</p> <p>Whilst it is recognised that some of the borough’s settlements are small scale and consideration of the setting and character of a particular settlement is important, these issues must be balanced against the needs of the local community for new housing, including affordable housing and the need to ensure the long term viability of services and facilities within the village.</p> <p>Policy DFL1 makes the provision that windfalls and non-strategic sites will occur within the strategic locations for development and non-strategic sites within locations for development within and adjacent to Tier 1: Larger Rural Settlements and Tier 2. Gladman are keen to ensure that this is fully reflected throughout the Local Plan, these policies should not contain any unsubstantiated limitations that may preclude the delivery of sustainable development. In this regard, we do not consider it effective or justified that the Council’s proposed figure on non-strategic development sites (10-99 homes) to accord with the minimum housing target.</p>

Careful consideration then needs to be given to the spatial strategy that forms the basis of distribution across the borough. All sustainable settlements should be able to meet their own housing and employment needs as well as contributing to the wider borough requirements. A flexible approach to delivering the development needs of the district will ensure the Plan's ultimate deliverability and success. Whilst it is noted that the Council seeks to direct growth to a number of sustainable settlements, it is concerning to see that the proposed development management policies do not reflect the policy wording in Policy DLF1.

OC/AGCN/13/01758  
– Hallam Land  
Management  
  
Pegasus Planning

**5. OVERALL DISTRIBUTION STRATEGY (CHAPTER 6)**

5.1 We object to the overall distribution strategy and particularly Warton's apportionment of the total housing requirement. We also object to the Council's claimed supply.

**Broad Distribution of Development (Table 2)**

5.2 Below we have set out the proportion of housing allocated to each area, compared to the proportions within the Preferred Option Local Plan from 2013.

*Figure 5.1 – Proposed Distribution of Development (Comparison with 2013 Preferred Option)*

Development Location/ Type	2016 Publication Plan		2013 Preferred Option	
	No	%	No	%
SL1 – Lytham and St Annes SLD	2,311	29.3%	1675	24.5%
SL2 – Fylde-Blackpool Periphery SLD	2,310	29.2%	1085	15.9%
SL3 – Warton SLD	840	10.6%	1160	17%
SL4 – Kirkham and Wesham SLD	1141	14.5%	775	11.4%
Non-Strategic Locations for Development Allowances and unallocated sites	762	9.7%	2,131	31.2%
	998	12.6%		
Allowances and unallocated sites	998	12.6%		
<b>TOTAL</b>	<b>7,891</b>		<b>6,826</b>	

5.3 This demonstrates that the distribution strategy has changed significantly since 2013, with a notable decrease in the proportion of development allocated in the Warton Strategic Location for Development, and increases across the other three SLDS, something we address in more detail in section 6.

OC/AGCN/16/00620  
– Taylor Wimpey UK  
Ltd.  
  
Cushman &  
Wakeman

On this basis, we request further clarification as to how the scores produced in the Strategic Site Assessment have been utilised in determining which sites are taken forward for an allocation as either a strategic or non-strategic site allocation. This is due to high scoring sites, such as 'Land North of Weeton Road, Wesham' and 'Land South of Weeton Road, Wesham', in the Strategic Site Assessment not being taken forward for an allocation despite other considerably lower scoring sites, which are thus less sustainable, being allocated for development.

<p>OC/IB/12/00964 – Keith Halliwell</p> <p>JWPC Ltd.</p>	<p>We support Policy DLF1 in its approach to allow for non-strategic sites within and adjacent to Tier 1 and Tier 2 settlements.</p>
<p>OC/AGCN/13/02020 – Oyston Estates</p> <p>Cassidy &amp; Ashton</p>	<p>The identification of Lytham and St Annes, and the Fylde- Blackpool Periphery as Strategic Locations for Development is supported.</p> <p>The majority of new housing allocations should be concentrated in these locations in order to accord with the principles of sustainable development.</p>
<p>OC/AGCN/15/02235 – Hollins Strategic Land LLP</p>	<p><b>Policy DLF1</b></p> <p>Table 2 states that Kirkham will provide 14.5% of the total housing supply. This is less than half of the provision in the other Key Service Centre, Lytham. Whilst it is acknowledged that Lytham is a larger settlement, it should not take twice as much as Kirkham. The eLP confirms that Kirkham is a vibrant centre that has the busiest railway station in the borough and offers sustainable public transport connections across the Fylde coast sub region as well as the regional and national rail network through Preston. Furthermore, the eLP confirms that Kirkham town centre is in need of regeneration, which requires additional footfall that can be provided via new housing.</p> <p>The Rural Area (including Local Service Centres) is only scheduled to provide 9.7% of housing, despite the eLP confirming that affordable housing in the Rural Area is a significant issue. Settlements such as Newton with Scales are not scheduled to accommodate the full amount of development that the eLP considers they can take; there is an opportunity to provide more sustainable development by maximising development opportunities in the Rural Area. The amount of development in the Rural Area should be increased.</p> <p>Table 2 sets out total figures, whereas policy DLF1 confirms that the figures are minimums. It is considered that Table 2 should be amended so that it too confirms that figures are minimums.</p> <p><b>This representation was also accompanied by a separate document, please see:</b>  <b>Document SD013 – Copies of Regulation 20 Representations (Regulation 22(1)(d) document)</b>  <b>Title: Publication Version Local Plan to 2032</b>  <b>Representation Statement</b>  <b>Hollins Strategic Land</b>  <b>September 2016</b></p>
<p>OC/AGCN/16/00782 - Mr Chris Hill</p> <p>De Pol Associates</p>	<p>These representations concern the provision of services and a Local Centre in Warton which will meet the needs and requirements of the development proposed by the Local Plan publication version. These representations highlight concerns that the identified location for a local centre in Warton is not sufficient to provide the necessary infrastructure to support the development proposed. These representations propose the relocation of the proposed Local Centre to land to the north of the Lytham Road roundabout as identified on the accompanying plan.</p> <p>Policy DLF1 identifies Warton as one of the four strategic locations for development which will contribute towards the delivery of 7,768 new homes to be delivered over the plan period. Policy S1 identifies Warton as a Local Service Centre and that the settlement will have improved services by the end of the plan period.</p>

Policy SL3 identifies that the allocated sites in Warton will deliver 840 homes over the plan period. This policy also makes reference to the requirement for a new local retail centre to support the proposed housing development.

Policy EC5 of the plan proposes a new local centre at Warton. The Policies map articulates this proposal through the use of a blue triangle icon located approximately at the junction of Church Road and Lytham Road. It is considered that the identification of this location for the necessary Local Centre is not sound and does not meet the requirements of the plan.

The location proposed as the new Local Centre currently benefits from a limited range of services including a small convenience store, public house and a small terrace of retail and service uses. It is considered that the current range of services and floorspace available at this location would not be sufficient to meet the needs of Warton and provide a suitable Local Centre. This is recognised both in policy S1, as identified above, and The Infrastructure Delivery Plan August 2016 which states, in paragraph 9.12, that “there is currently a lack of shops and community facilities” and that “the provision of retail facilities and services appropriate to its scale and function will improve Warton as a sustainable location to live”.

It is considered that the location identified for the Local Centre has limited potential to provide the range of services and retail facilities necessary to improve sustainability at Warton and support the proposed residential development. The area at the junction of Church Road and Lytham Road is constrained by relatively dense development and there are no identified opportunities to provide the services and facilities necessary to create the proposed Local Centre. The existing premises and buildings around the Church Road/Lytham Road junction are unlikely to appeal to meet modern retail requirements and therefore not appeal to retail and service operators. The allocation of this area restricts the form of Local Centre which could be provided to the disbenefit of the village and as such will not increase the sustainability of the settlement, an important element of the plan.

The site to which these representations relate could accommodate a modern purpose built Local Centre which could be developed and designed to meet the needs of Warton and accommodate the requirements of modern retailers. The site at land to the north of the Lytham Road roundabout is accessible and would provide scope for a range of retail and community uses. Land to the north of the subject site is currently subject to an appeal for 350 dwellings under reference APP/M2325/W/15/3004502). If approved this development would provide for the containment of the subject site and effectively result in it forming part of the settlement of Warton with development on all sides. Whether the representations relating to the allocation of the site as a Local Centre are accepted or not it would be logical to amend the settlement boundary to include the subject site. In the setting of an approval of land to the north the subject site would serve no function with a countryside designation.

It is considered that the Local Plan is not sound when considered against the tests outlined in paragraph 182 of National Planning Policy Framework (NPPF) for the following reasons:

- The proposed Local Centre site at Warton has not been assessed to establish whether it can meet the infrastructure requirements of the proposed housing allocations for the settlement. Given the constraints at the location identified for the Local Centre there is limited opportunities to meet the recognised lack of services and facilities to deliver the plan. By contrast the site submitted in these representations would provide scope for a range and variety of services which would meet infrastructure requirements and provide for a sound plan.
- The location of the proposed Local Centre is not justified. The location which currently accommodates a limited range of services and facilities has been identified but it would appear that consideration has not been given to a new location which could provide modern purpose built

facilities to operate alongside the existing limited range of services in the settlement. This alternative strategy of a new facility should be considered a more appropriate strategy. **Policy S1 and DLF1**

Policy S1 sets out the Council's Settlement Hierarchy which seeks to provide a basis for creating sustainable communities. This is also repeated in policy DLF1. This representation objects specifically to the location of the settlements of Kirkham/Wesham and Treales within the settlement hierarchy. There is also an objection to the policy's restrictions on development within the rural area, although this is covered in a separate representation.

#### **Kirkham / Wesham**

In spatial planning terms there is no discernible difference between Kirkham and Wesham, which is essentially one main urban area separated only by a railway line. Indeed Kirkham and Wesham is regarded as a single settlement in the current adopted Local Plan and paragraph 5.13 of the Council's SHLAA, under the settlement profiles section, states that "*Wesham: is a separate town in name but effectively forms part of Kirkham*".

Notwithstanding this, the publication Local Plan now proposes to treat Kirkham / Wesham as two separate settlements, with Kirkham identified as a Key Service Centre and Wesham as a Local Service Centre. It is considered that Kirkham / Wesham should not be separated within the proposed settlement hierarchy and should be considered jointly as a single Key Service Centre. Whilst these comments were made to the previous consultation versions of the plan, they were simply acknowledged in the Council's Responses Report rather than any counter justification being provided.

If the Council are to continue to treat Wesham as a settlement in its own right, it should be defined as a Key Service Centre in the policy's proposed settlement hierarchy. Wesham will perform the role of a Key Service Centre over the lifetime of the Local Plan following the completion of the Mill Farm Sports Village development. The site will enhance the existing service provision with the creation of employment opportunities together with a range of retail, leisure, sport and recreational facilities. Wesham will therefore serve a wider catchment area. Indeed Paragraph 2.52 of the emerging Plan confirms that the delivery of Mill Farm "*will provide well designed employment premises within a sustainable location*" and "*will contribute towards a responsive supply of employment land to meet requirements.*" Recent developments in Wesham have also enhanced housing opportunities and Wesham benefits from good transport links to surrounding areas. Wesham therefore meets the Council's definition of a Key Service Centre

#### **Treales and other smaller rural settlements**

In the current adopted Local Plan the villages of **Treales**, Wharles and Little Eccleston have defined settlement boundaries, within which development is permitted. However, the publication version now excludes these settlements from the hierarchy and the proposals map shows them washed over by countryside. As such they would be subject to policy places significant restrictions on development.

Whilst it is acknowledged that the Council's *Settlement Hierarchy Background Paper* has sought to undertake a sustainability appraisal of settlements across the Borough, this assessment has been made entirely on the basis of accessible local services and facilities. Accessibility is only one factor in a wider set of considerations when determining whether a settlement can deliver sustainable development.

Furthermore, the Background Paper provides a score for each settlement and it would appear that any settlement achieving less than 10 points has been discounted as not sufficiently accessible for the delivery of sustainable development. Clifton received a score of 10 points and has been

	<p>designated as a Tier 2 Settlement, whereas Treales, which received a score of 9, has been discounted. It is considered that 10 points is an arbitrary figure and should be not a 'cut-off' as to whether a site has the potential to deliver sustainable development.</p> <p>The Background Paper should simply be used as a sustainability tool to assist with determining the overall settlement hierarchy and in the decision making process, rather than essentially ruling out certain settlements for the delivery of any housing.</p> <p>Such an approach is contrary to Planning Practice Guidance on Rural Housing which states that <i>“all settlements can play a role in delivering sustainable development in rural areas – and so blanket policies restricting housing development in some settlements and preventing other settlements from expanding should be avoided unless their use can be supported by robust evidence.”</i> In this setting, the Council should not be essentially precluding development within, or adjacent to, rural settlements by showing them washed over by countryside.</p> <p>Whilst this objection relates specifically to Treales, it would apply to all rural settlements outside of the Tier 1 and Tier 2 hierarchy, particularly those previously identified as being suitable for development in the adopted Local Plan.</p> <p>Policy S1 is therefore unsound as it is not <i>consistent with national policy</i>, as paragraph 182 of NPPF states that the plan should enable the delivery of sustainable development in accordance with the policies in the Framework. The current approach to housing delivery in the rural settlements is contrary to PPG which is clear that all settlements can play a role in delivery sustainable development in rural areas.</p> <p>Kirkham and Wesham ought to be defined jointly as a Key Service Centre, or Wesham ought to be defined as a Key Service Centre in its own right.</p> <p>The settlements of Treales, Little Eccleston and Wharles ought to be reintroduced to the settlement hierarchy as Tier 2 Settlements.</p> <p>The local centre should be relocated to the location identified on the accompanying plan (Ref: DPA_01).</p>
<p>Para 6.21 – Table 2</p>	
<p>OC/AGCN/15/02088 - Warton East Developments  Satnam Group</p>	<p>“TABLE 2: DISTRIBUTION OF DEVELOPMENT TO 2032”, is not supported. The rationale for the proposed distribution of housing between the local service centres and the remainder of the borough is flawed and not reliable. The attached NLP report on housing and demographic matters (unopposed by the council at the recent public inquiry) sets this out in detail. The distribution should be amended to reflect the potential for sustainable development at Warton. <b>Thus the % of housing provided at Warton should increase</b>, irrespective of the requirement figure used (see later representations).</p>
<p>OC/LO/16//143 – James Hall &amp; Co Ltd.  Smith &amp; Love Planning Consultants</p>	<p><b>Policy DLF1 &amp; Table 2</b></p> <p>Draft Policy DLF1 and Table 2 set out the proposed spatial distribution of planned new development across the Borough for the plan period. The majority of housing growth is concentrated in the four Strategic Locations for Development and the identified Tier 1 and Tier 2 settlements defined as Non-Strategic Locations for Development. The balance of the supply (12.6%) is expected to be delivered by unallocated small sites and windfall sites, and the policy states; Windfalls and non-strategic sites will occur within the Strategic Locations for Development. An allowance should be made for non-strategic sites within the Strategic Locations for Development and within and adjacent to Tier 1: Larger Rural Settlements and Tier 2: Smaller Rural Settlements.</p>

	<p>Small housing sites and windfall housing development will occur across the Borough and the policy should permit them on this basis and not exclusively within the Strategic Locations for Development and within and adjacent to the Tier 1 and Tier 2 settlements as the proposed policy wording implies.</p> <p>In this respect, there is a clear conflict with draft Policy GD5 which identifies and permits the redevelopment of large developed sites in the countryside (outside any settlement) for mixed use development, which can include residential development. New housing delivered on these sites would clearly form part of the windfall / small sites allowance for the Borough.</p> <p>The approach also conflicts with that taken in draft Policy SL5 which sets out the schedule of proposed dwellings to be completed outside the Strategic Locations for Development over the plan period. This acknowledges and supports development at “Other Locations” within the Borough that are not within or adjacent to Local Service Centres or Tier 1 and Tier 2 settlements. Similarly, paragraph 7.21 of the supporting text also states; <i>There may be smaller schemes / infill schemes for sites of less than 10 homes, which are factored into allowances and not specified for each settlement or other location.</i></p> <p>The Local Plan should take a consistent approach towards the location of small site and windfall new housing development. The wording of the part of draft Policy DLF1 relating to “Windfalls and Small Sites Allowances” should be revised to clarify this as follows;</p> <p>Windfalls and non-strategic sites will occur within the Strategic Locations for Development. An allowance should be made for <u>windfalls and non-strategic sites within the Strategic Locations for Development and within and adjacent to Tier 1: Larger Rural Settlements and Tier 2: Smaller Rural Settlements, and in other sustainable locations across the Borough.</u></p>
<p>OC/LO/12/00698 – Mactaggart &amp; Mickel</p> <p>Colliers International</p>	<p>Mactaggart &amp; Mickel believe that the distribution of non-strategic sites at under 10% of the housing requirement, 762 units is too low a percentage. Whilst the principles of focussing the majority of development in the strategic locations are recognised and supported, in seeking to provide 80% of the total housing provision is too firm a concentration. If there are delays to infrastructure provision associated with these strategic locations then it will have a disproportional impact on housing delivery within the plan. The provision of ‘allowances and unallocated sites’ is greater at 12.6%, 998 units, which does not represent a sound planning approach.</p> <p>Mactaggart &amp; Mickel believe that further deliverable and developable housing sites require to be allocated in the Borough to be consistent with the NPPF, meeting the housing requirements in full.</p> <p>Mactaggart &amp; Mickel have a site for a non-strategic development will occur at the edge of Tier One – Larger Rural Settlements in Wrea Green</p>
<p><b>Chapter 7: Strategic Locations for Development</b></p>	
<p>OC/LO/15/02109 – Metacre Ltd.</p> <p>De Pol Associates Ltd.</p>	<p><b>Policy SL1 and SL5</b></p> <p>NPPF paragraph 14 confirms that Local Plans should positively seek opportunities to meet the development needs of their area and should be able to meet objectively assessed needs with sufficient flexibility to adapt to rapid change. NPPF 17 also identifies one of the core planning principles of the planning system, which it states should underpin both plan-making and decision-taking, being to proactively drive and support sustainable development to deliver the homes that the county needs, with every effort made objectively to identify and then meet these needs. Moreover NPPF 47 requires local planning authorities to ‘boost significantly’ the supply of housing, which includes using “<i>their evidence base to ensure that their Local Plan meets the full objectively assessed needs for market and affordable housing in the housing market area</i>”.</p>

NPPF 47 also requires local planning authorities to identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements. Moreover under the terms of NPPF 49 if a Local Plan cannot demonstrate a five year supply it will be out-of date the moment it is adopted and NPPF 14 will be triggered with regards to decision taking. This undermines the purpose of Local Plans and is at odds with the requirement in the NPPF for plans to be kept up-to-date.

In this context, and for the following reasons, it is considered that policies SL1 to SL5 of the Local Plan fail to allocate sufficient land to deliver the above requirements and as such the Local Plan fails the test of soundness.

- The Local Plan allocations are based on a requirement to deliver just 370 dwellings per annum (dpa) over the plan period and as highlighted in a separate but related representation to policies H1 and DLF1, this 370 dpa figure fails to make adequate provision for economic growth and would also result in a serious and significant level of under-provision of affordable housing. As such the Local Plan fails to meet the economic and social elements of sustainability advocated in NPPF and in so doing is not consistent with national policy. It is also not positively prepared as it is not based on a strategy which seeks to meet full objectively assessed development requirements
- The 370 dpa figure takes no account of the identified un-met housing needs arising from Wyre Borough Council, as highlighted to the Council in accordance with the Duty to Cooperate. This represents a fundamental flaw in the plan's preparation and raises concerns as to the lawfulness of the Plan. The Plan also fails the tests of soundness as it has not been positively prepared, in so far as it is not based on a strategy which seeks to meet unmet requirements from neighbouring authorities, nor is it based on effective joint working on cross-boundary strategic priorities. This is also addressed in more detail in the separate representation to policies H1 and DLF1.
- Irrespective of the above, the Local Plan fails the requirement in NPPF 47 to identify sufficient deliverable sites to provide five years worth of housing based on the proposed 370 dpa figure. As such the local Plan is not consistent with national policy.
- Similarly, the Local Plan fails to allocate sufficient land to ensure that the housing needs of the Borough are delivered over the plan period. As the first two matters have been expanded upon in other related representations it is not considered necessary to repeat the case here. However, the third and fourth matters are expanded upon below. Without prejudice to the representations highlighting that the Local Plan's 370 dpa figure is too low, when calculating the five year requirement based on the 370 dpa target the following generally appears to be accepted by the Council:
  - The five year period is 31st March 2016 to 1st April 2021
  - The housing shortfall (based on 370 dpa) at 31st March 2016 was 802 dwellings
  - There has been a record of persistent under delivery of housing and thus the 20% buffer advocated in NPPF paragraph 47 is applicable.

With regards to addressing the 802 dwelling shortfall, National Planning Practice Guidance confirms that local planning authorities should aim to deal with any housing undersupply within the first 5 years of the plan period where possible. Furthermore pushing any previous housing undersupply to later stages of the Plan period would compound under delivery in direct contrast to significantly boosting the housing supply as required by NPPF 47. Any housing shortfall should therefore be made up as quickly as possible and within the next five year housing period to accord with the aspirations of the NPPF. Indeed for some time the Council have accepted this position when calculating their five year housing supply position, as demonstrated in their 'Five Year Housing Supply Statement' for 31st March 2016.

On this basis, and applying the baseline requirement of 370 dwellings p/a, the five year housing requirement is 3,183 dwellings, i.e.:

a	5yr basic annual housing requirement (5 yrs x 370 dwellings)	1,850
b	Dwelling shortfall at 31 <sup>st</sup> March 2016	802
c	Adjusted five year requirement (a + b)	2,652
d	20% buffer	531
e	Five Year Housing Requirement (c + d)	3,183 (636.6 p/a)

It is noted that the Council's 5yr position statement refers to the requirement being 3,181 dwellings. The difference relates to whether you round the figures up or down to the nearest whole number.

The Council's Housing Trajectory at Appendix 2 of the Local Plan indicates a supply of 3,546 dwellings as being deliverable between the five year period 2016-2021. This supply is disputed. Without fully assessing the entire identified supply, when the suggested delivery is adjusted to reflect the following identified sites the supply of housing falls below the aforementioned 5 year requirement. This is also before taking into account the fact that the 370 dpa baseline requirement figure is considered too low in any event.

#### Coastal Dunes Blackpool Airport (site HSS4)

The Trajectory suggests that 300 houses will come forward from this site over the next 5 years at a rate of 60 dwellings per annum from 2016/17 onwards. This entire site is being built out by one developer (Persimmon Homes), who according to the housing trajectory has only managed to deliver 13 dwellings from the site in 2015/16. Expecting a single developer to build out 60 dwellings per annum on this site is unrealistic and a more appropriate delivery rate would be 30 dwellings per annum. This is particularly the case given that the site is being built out in two phases, with only one phase actually having full permission (outline and RM approval). The other phase has still to get RM / full approval. On this basis this site is only likely to deliver 150 dwellings over the five year period and not the 300 suggested in the trajectory.

#### Whyndyke Farm (site MUS2)

The Trajectory suggests that 150 dwellings will come forward from this site over the 5 year period, with 30 dwellings coming forward in 2018/19 rising to 60 dwellings per annum thereafter, presumably on the assumption that there will be two developers. This site is a strategic site for 1,310 dwellings and it is understood that outline planning permission has still yet to be granted as the s.106 Agreement has yet to be completed. Furthermore the applicants are landowners and not developers, meaning that once outline permission is granted there will be a need for marketing and contracts to be drawn up with preferred developers, who will then need to obtain Reserved Matters approval for their respective stages of development. There is also a significant list of pre-commencement conditions on the outline approval which require discharging, many of which require additional surveys to be undertaken and mitigation measures agreed with relevant bodies. Furthermore it is understood that due to a consultation response from Highway England the internal distributor road, details of which have yet to be approved, must be implemented before any residential development is completed. This is on top of other pre-development requirements relating to off-site highway improvements and infrastructure works. Taking this into account it is highly unlikely that this site will start to deliver housing within the next 18 months, which is what is suggested in the Council's housing trajectory. Even a slippage of just 1 year would result in 60 dwellings falling from the identified five year housing supply.

#### Queensway, St Annes (HSS1)

The Trajectory suggests that 270 dwellings will come forward from this site over the 5 year period, starting with 30 dwellings in 2016/17 followed by 60 dpa thereafter. This is a strategic site which was originally granted outline planning permission on appeal in June 2012 for 1,150 dwellings. The

development of the site is also subject to conditions requiring significant highway infrastructure to be delivered. This includes no residential development until a new Queensway Roundabout junction and the western section of a proposed access road is delivered, whilst only a proportion of development is permitted until the residual length of the access road and a section of the M55 Link Road is completed. In the four years since outline permission was granted the only Reserved Matters approval relates to 110 dwellings, which was granted permission in April 2015 and this has yet to commence. Although a Reserved Matters application has now been submitted for the remainder of the site, it is understood from discussions with the planning consultant advising the applicant that they do not envisage any houses being delivered from this strategic site until October 2017 at the earliest. This is because the details of the aforementioned highway infrastructure works have still to be agreed and will need to be implemented. The housing trajectory in the Local Plan has therefore clearly slipped by at least 1½ years, which results in at least 90 dwellings falling out of the five year supply.

#### Sunnybank Mill, Kirkham (site HS28)

The Trajectory suggests that 15 dwellings will come forward from this site over the next 5 years. This site comprises redundant industrial buildings where the Council resolved to approve outline planning permission some 11 years ago subject to a s.106 Agreement, which was never entered into. For land to be included within the five year housing supply NPPF 47 confirms that the land has to be deliverable, with footnote 11 confirming that for this to be the case sites must be deliverable now, offer a suitable location for development now, and be achievable “with a realistic prospect” that housing will be delivered on the site within 5 years. The history of this site indicates that there are constraints which are clearly affecting the deliverability of this site and unless the Council provide robust evidence to demonstrate why this site has a realistic prospect of being delivered it should not be included within the five year supply. Indeed the Council’s SHLAA refers to the site (KI01) as not being currently deliverable.

#### Empty Homes

The Trajectory makes an allowance for 50 homes coming forward during the five year period. It is acknowledged that the NPPF encourages local authorities to bring empty housing and buildings back into residential use and that the PPG confirms that empty homes can help to contribute towards meeting housing need. However it also confirms that it would be for individual local authorities to identify and implement an empty homes strategy and that counting empty homes being brought back into use against housing need would have to be robustly evidenced. This includes testing the deliverability of the strategy and avoiding double counting. It is not considered that the Council has provided the necessary robust evidence to justify including an allowance for empty homes. These should therefore be deleted from the five year supply.

#### Elswick Neighbourhood Development Plan (NDP) Allocation

The Trajectory includes 40 houses coming forward over the five year period from Elswick NDP allocations, starting from 2017. It is understood that the Elswick Neighbourhood Area was only approved in August 2016 and that the production of a draft plan has yet to start. For land to be included within the five year housing supply NPPF 47 confirms that the land has to be deliverable, with footnote 11 confirming that for this to be the case sites must be deliverable now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within 5 years. Given the status of the Elswick NDP this 40 dwelling allowance appears to be little more than an assumption that additional housing land will be allocated and it cannot reasonably be said that this NDP will be progressed at a sufficient speed to conclude that these 40 dwellings is a realistic prospect. Furthermore the land cannot be said to be deliverable now if it is neither allocated nor has planning permission. These 40 houses should therefore be excluded from the five year supply.

Simply adjusting the Council’s housing trajectory to take into account the above sites would reduce the identified five year supply by 405 dwellings to 3,141. This means the Local Plan does not have a demonstrable five year housing supply based on the aforementioned five year requirement.

	<p>This is also taking an optimistic view on the large strategic sites, excludes consideration of the deliverability of the remaining identified supply and excludes allowances for sites with planning permission not coming forward. In this regard the Council's March 2016 Five Year Housing Supply Statement applies a 10% deduction on the existing and potential supply to allow for the fact that many sites with planning permission either do not come forward. In addition to the above it is considered that the 370 dpa baseline figure does not represent the FOAN for housing in any event (see separate representations) and thus the five year housing requirement is even higher and the shortfall even more pronounced.</p> <p>There is not therefore a deliverable five year housing supply, contrary to the NPPF. Furthermore, policy DLF1 identifies the objectively assessed need as being 7,768 dwellings between 2011-2032, based on 370 dpa. For the Local Plan to be positively prepared it should incorporate sufficient flexibility to adapt to rapid change and so this 7,768 dwelling requirement should be seen as a minimum requirement and sufficient land should be allocated to incorporate an adequate buffer in case allocated sites fail to come forward, or fail to deliver dwellings at the rate anticipated. This is particularly the case given that the Local Plan acknowledges the limited availability of suitable residential development opportunities within the current settlement limits and the need to identify greenfield settlement extension sites. If the allocated sites fail to deliver the housing required the tight settlement boundaries and restrictive countryside policies would curtail the ability to find alternative sites over the course of the Plan period to address any shortfall in provision. As already highlighted there is a clear objective in the NPPF to deliver the housing needs of the Borough and to boost significantly the supply of housing. The OAN is a minimum requirement to deliver.</p> <p>In this context the Housing Trajectory confirms at Appendix 2 highlights that 7,891 dwellings will be delivered over the plan period from existing completions / commitments, allocated sites in policies SL1-SL5, together with allowances for small sites and windfalls, empty homes and potential allocations in the Elswick Neighbourhood Plan. This is just 123 dwellings above the minimum requirement and as such the Local Plan fails to provide a sufficient buffer to ensure that the housing needs of the Borough are delivered over the plan period.</p> <p>This is before any detailed consideration is given to the robustness of the evidence suggesting that the proposed allocated sites would actually deliver the number of dwellings suggested, nor the robustness of the evidence relating to the windfall sites and the re-occupation of empty homes. Indeed, and as already highlighted, the delivery of the two large strategic sites at Queensway and Whyndyke Farm has already slipped which means they will deliver at least 150 dwellings less over the Plan period than what is identified in the Trajectory. If the Trajectory is adjusted accordingly then the Local Plan would only be delivering 7,741 dwellings over the plan period, i.e. less than the minimum requirement based on 370 dpa, which is considered too low to start with.</p> <p>This failure to allocate sufficient housing land, including sufficient deliverable land to meet the five year housing requirement, means the Local Plan fails the test of soundness and does not comply with the duty to co-operate.</p> <p>Additional land should also be allocated for housing development in policies SL1 to SL5 in order to deliver the Borough's housing need, including a continuous deliverable five year housing supply. In this regard please see separate site specific representations to these individual policies proposing the allocation of additional housing sites.</p>
<p>OC/AGCN/13/01729 – Story Homes Ltd.  Barton Willmore</p>	<p>It is anticipated that four 'Strategic Locations' will deliver 80% (6,602 dwellings) of the Council's total housing requirement. In principle our Client is in agreement that the four 'Strategic Locations' will provide the principle source of employment, services, shops and public transport in the Borough, and are therefore the most suitable and sustainable locations at which to meet a large proportion of the future development needs of the</p>

	Borough. However, as per our previous representations, our Client has concerns over assumptions made by the Council in terms of expected delivery rates and whether these larger strategic sites, Queensway (HSS1), Whyndyke Farm (MUS2) and Cropper Road (MUS1 and HSS5) in particular will deliver the proposed number of dwellings within the plan period.
<b>Paragraph 7.4</b>	
SCB/GD/15/00080 – Historic England	<p><u>Chapter 7: Strategic Locations for Development</u></p> <p>Paragraph 7.4 – <b>unsound</b> – masterplans and design codes should also address the issue of heritage conservation. This requires an assessment of the extent to which the historic environment should be safeguarded, and may go as far as to conclude that a site should be avoided altogether because of unacceptable impacts upon it. Policy M1(r) articulates the test better than the commentary which accompanies it. In order to conform to NPPF policy, however, it should be recognised that even where public benefits are identified, and cannot be met in any other way, they are still required to outweigh the harm to any heritage assets affected.</p>
<b>Policy M1 – Masterplanning the Strategic Locations for Development</b>	
OC/AGCN/15/02088 - Warton East Developments  Satnam Group	<p>“POLICY M1, MASTER PLANNING THE STRATEGIC LOCATIONS FOR DEVELOPMENT”, is not supported. Master plan and design codes are not required for each of the strategic development locations, and the policy appears to be a recital of basic development control policies and procedures that would apply in any event. The policy is not required. <b>The policy should be deleted.</b></p>
OC/LB/16/00608 – Next Plc.  Peter Brett Associates	<p>This representation has been prepared by Peter Brett Associates on behalf of our client Next PLC. It is submitted in response to the Publication Version of the Fylde Local Plan and relates primarily to the strategic location for development at ‘Whyndyke Farm’ at the Fylde-Blackpool border.</p> <p>This representation addresses the following policies and their inherent soundness:</p> <ul style="list-style-type: none"> <li>• M1 Masterplanning the Strategic Locations for Development</li> <li>• SL2 The Fylde-Blackpool Periphery Strategic Locations for Development</li> <li>• GD6 Promoting Mixed Use Developments</li> <li>• EC1 Overall Provision of Employment Land and Existing Employment Sites</li> <li>• EC4 Blackpool Airport Enterprise Zone</li> </ul> <p>Policy M1 Masterplanning the Strategic Locations for Development sets out the Council’s expectations for the production of masterplans for allocated sites. We support Policy M1 and in particular note the requirement for masterplans to meet all the stipulated criteria, including the following:</p> <p><i>‘d) High quality design should be included and development should be designed to encourage cohesion within the site and seek to minimise the impact on neighbouring properties;</i></p> <p><i>e) A wide range of local employment opportunities should be provided that offer a choice of jobs and training prospects;</i></p> <p><i>f) An appropriate level of retail, leisure, social, cultural, community and health facilities should be provided that meet local needs of the residents of the development, but does not undermine existing town, district or local centres or neighbouring key service centres or local service centres.’</i></p>

	<p><b>Conclusion</b></p> <p>In conclusion whilst we support the allocation of the Whyndyke Farm site as a strategic location for mixed use development as set out in Policies M1, SL2 and GD6 we nevertheless have objections to the scale and distribution of employment allocations within the Local Plan, and the possible difficulties associated with their delivery given the constraints imposed by Policy EC1.</p> <p>We consider that a more flexible approach to the form of commercial development that can come forward should be advocated which would assist with delivery, allow for enabling development to be brought forward (as is the case in Policy EC4) and to comply with the NPPF.</p>
<p>OC/AGCN/15/02258 – Persimmon Homes Lancashire</p>	<p>Persimmon Homes Lancashire are grateful for the opportunity to respond to the Consultation on the Publication Version of the Fylde Local Plan.</p> <p>Persimmon support the amends made following our previous comments on the Strategic Objectives. We appreciate that the intervening time from the Issues and Options has been used productively to update much of the evidence base. We note the recent release of the 2014 population projections and assume that the evidence will again be updated accordingly in due course.</p> <p>In addition, we note the Wyre have requested that Fylde consider taking some of their housing numbers. Some further clarification is required on this. We also remain concerned that the housing figure identified does not provide the opportunity to meet the affordable housing demand identified in the evidence base. It is felt that further commentary is required on this matter.</p> <p>Policy Specific Comments:</p> <p><b>M1 – Masterplanning Strategic locations.</b> A significant number of the strategic locations for development are already subject to planning permission. It is therefore assumed that at these locations adoption of masterplans and design codes by the Council, separately than via the planning application process is not appropriate. The requirement to adopt Design Codes &amp; Masterplans as Supplementary Planning Document is unnecessarily cumbersome and does not represent positive planning. The production and approval of such documents as part of the first application on those sites (where that hasn't already occurred) would be more effective and justified.</p> <p>This is particularly the case as the outline for masterplans set out in the policy are considered overly prescriptive. A masterplan is about setting the principles of development, and not for example, setting the detail of Secured by Design or detail of the long term management of landscape areas. There are a number of requirements of the masterplan that are also not appropriate if the masterplan is to be required ahead of a formal planning application – an archaeological investigation for example.</p> <p><b>General Points</b></p> <p>In order to plan positively, the shortfall in delivery over the past plan period would suggest that identification of general areas for further, future development after the plan period, or as preferred reserve sites should delivery fall during the plan, would be prudent.</p> <p>This response should also be read in conjunction with our response to the Preliminary Draft Charging Schedule for the Community Infrastructure Levy (CIL).</p> <p>Persimmon Homes are happy to discuss the contents of this response if required &amp; would like to be kept informed of any forthcoming consultation in regards to the Local Plan. We would also like to be informed in the Local Plan Examination in Public with a view to participating in the hearings associated with the items covered in this response.</p>

<p>OC/AGCN/13/01729 – Story Homes Ltd.</p> <p>Barton Willmore</p>	<p>The Council proposes to introduce a policy to manage the process and preparation of masterplans and design codes for development within the four Strategic Locations for Development. Policy M1 of the Local Plan requires masterplans and design codes to meet a set of 25 criterion.</p> <p>In our previous representations, our Client raised concern that this policy is unduly onerous as drafted and does not contain sufficient flexibility, particularly as some of the assessment criteria are subjective and will require a degree of professional judgement. Given that development must satisfy all 25 criterion, this would appear to leave little room to manoeuvre should a proposal fail to satisfy one criterion, even if it satisfies the remainder.</p> <p>Our Client maintains that the Council should consider the introduction of the term “where possible”, which would afford applicants and the Council greater flexibility in the consideration of development proposals. This would allow the Council to retain control of new development whilst ensuring that the requirements of this policy do not hinder the viability of development. At the very least, the policy should provide the flexibility to overcome any conflict with criteria which would render a development proposal unviable.</p> <p>The time required to prepare and adopt a masterplan also needs to be considered, as this has the potential to stall sites from delivering early in the plan period.</p> <p><b>Strategic Locations for Development</b></p> <p>Policies SL1 to SL4 of the Plan identifies four ‘Strategic Locations’ for development across Fylde. These include Lytham St. Annes, the Fylde-Blackpool Periphery, Warton and Kirkham and Wesham.</p> <p>Our Client has concerns over assumptions made by the Council in terms of expected delivery rates and whether the larger strategic sites, Queensway (HSS1), Whyndyke Farm (MUS2) and Cropper Road (MUS1 and HSS5) will deliver the proposed number of dwellings within the plan period given the significant amount of upfront investment and infrastructure required.</p> <p>Our Client wishes to comment upon the proposed allocated sites in Chapter 7 of the Publication Draft Document as follows. We reserve the right to revise and update these comments as and when necessary in the future.</p> <p>Such sites may be subject to multiple landownership, and/or require a significant amount of upfront investment to enable their delivery (such as new road infrastructure, utilities and education provision). Lead-in times for the delivery of these sites can be significantly prolonged, and as a result cannot be reasonably expected to contribute to short term supply needs. A detailed critique of the deliverability of each site within the four Strategic Locations is made within Section 5 of this report.</p>
<p>OC/IB/08/00556 – Anthony Guest</p>	<p><b>The selection of Warton as an SLD is unsound and possibly illegal.</b></p> <p><b>The process of consultation prior</b> to the issue of the Local Plan Preferred Options document that first proposed selection of Warton as an SLD was unsound because the Preferred Options draft bore little relation to previous options presented and failed to reflect responses from the consultation process. No alternative SLD locations were proposed for consideration and the selection of Warton appears unjustified.</p>

	<p>Local Groups issued a Joint Statement of Declaration of Unsound Planning Consultation in August 2013 and a group of 20 Borough councillors issued a Minority Report refusing to endorse the Preferred Options draft.</p> <p><b>The process of producing Masterplans</b> that was planned as a precursor to moving forward with the Warton (and other) SLDs failed to be progressed by the Council. Reference in Policy SL3 to Masterplans...’where they do not have planning permission’ is frankly deceitful given the absence of masterplans and the Council’s recent failure to contest the granting of planning permission. The impact of the development being undertaken in Warton set against the paucity of infrastructure planning and investment represents a disgraceful abnegation of the planning process.</p> <p><b>It is notable that while justification</b> is provided for development at the SLDs at Lytham and St Annes, Fylde-Blackpool periphery, and Kirkham and Wesham, no justification is put forward for strategic development at Warton. The only reference, in paragraph 6.19, says that Warton <b>will become</b> a more sustainable location for development <b>over the lifetime of the Plan</b>. This clearly acknowledges the current unsuitability of Warton as a sustainable location for the extensive development envisaged for an SLD.</p> <p>In identifying Warton as an SLD without the means or will to protect it from accelerated and unsustainable development the Council has done a great disservice to the residents of Warton and it is difficult to see how the process can have been legally compliant.</p> <p>Delete Policy M1 since it is meaningless and incapable of meeting the need it was set up to meet. Leaving ineffective and irrelevant policies in place often leads to unforeseen consequences.</p> <p>Delete Policy SL3 since the situation on the ground has far outstripped the capacity or will of the borough to apply the masterplan disciplines it envisages and the policy serves no other purpose.</p> <p>Institute an Inquiry into the processes that have led to the current uncontrolled development at Warton. The matter is relatively complicated and not well addressed in the Local Plan Publication Version</p>
<p>OC/AGCN/10/01017 – Administrators of Greenhurst Investment  Indigo Planning</p>	<p>We object to Policy M1 which requires masterplans and design codes to be prepared by developers for each allocation site within the Strategic Locations for Development and adopted as Supplementary Planning Documents. The need to agree these with the council before an application, particular for an outline scheme will result in unnecessary delays, going against the government’s initiative to reduce and streamline the planning process. It will act as an unnecessary regulatory barrier to growth. In any event, many of the requirements of Policy M1 are national and local validation requirements anyway and would be provided with a planning application. In this respect the policy not only requires doubling-up, but would become out-of-date quite quickly, particularly given reports such as ecological surveys have a two-year expiration date.</p>
<p>OC/AGCN/13/01758 – Hallam Land Management  Pegasus Group</p>	<p><b>Masterplanning Warton (Policy M1 &amp; SL3)</b></p> <p>6.36 Moving on to how such development might be accommodated within Warton, we refer back to HLM’s existing proposals within Warton and compare them against the requirements of Policy M1 and Policy SL3.</p>

6.37 Policy M1 stipulates that masterplans and design codes will be prepared by prospective developers for each allocation site in Strategic Locations for Development, in line with a number of criteria, which will then become Supplementary Planning Documents (SPDs) following approval by the Council.

6.38 It is highly questionable if SPD's are necessary for any of the Strategic Locations for Development for several reasons. Firstly, the requirements of these documents can be achieved through the detailed development management criteria set out within this document. Secondly, SPD's form an additional layer of policy and complexity, which will inevitably lead to delays in implementation, particularly if they are required for every allocation, as there are 57 separate allocations proposed over the 4 SLD's, which is clearly unworkable. Thirdly, given that Fylde cannot currently demonstrate a 5 year supply then these policies would not be applicable to housing delivery anyway, in accordance with paragraphs 14 and 49 of the NPPF.

6.39 As such, it is recommended that references to SPDs are removed and far greater clarity is provided as to the nature and type of masterplanning required for each of the different SLDs and individual allocations.

#### **Conclusions on Warton Strategic Location for Development**

6.48 It is clear that that significant additional housing land for as much as **3,450 dwellings** will need to be made available within Fylde by 2032 for them to meet their full housing needs and economic growth aspirations.

6.49 Much of this additional housing will need to be accommodated within the four Strategic Locations for Development, with particular pressure on Warton, given the green belt and drainage constraint in other strategic locations, and the evidence supporting the 2013 Preferred Options document has already confirmed that Warton could accommodate at least 1,160 dwellings. This represents an uplift of 320 from the 840 currently proposed in the plan, which equates to 15% of the additional 3,450 required, and it likely that Warton may be required to support even higher provision, with Officers already supportive of developments that would take the total towards 1,300.

6.50 In summary, this section and the supporting plans have demonstrated that a minimum of 320 additional dwellings (including up to 280 within the Clifton House Farm site) could be accommodated within Warton as part of a masterplanned approach that meets the requirements and criteria of Policies M1 and SL3, whilst also protecting against the speculative development that has been allowed in Fylde in recent years due to the Council's inability to demonstrate a 5 year supply.

**6.51 Therefore, we strongly object to the allocation of just 840 homes within the Warton Strategic Location for Development, and suggest this is increased to a minimum of 1,160, with the whole of the Clifton House Farm site/ Allocation H8 included, in line with previous evidence from the 2013 Preferred Options, to help meet the total level of supply required to meet the borough's needs to 2032.**

#### **Policy SL1 – Lytham and St Annes Strategic locations for Development**

OC/AGCN/13/01729  
– Story Homes Ltd.

Barton Willmore

#### HSS1 – Queensway, St. Annes

Site HSS1 is situated to the north of St. Annes, between Heyhouses Way and North House Lane, and Kensington Developments has been granted outline planning permission for residential development of up to 1,050 dwellings in 29th April 2009 (App Ref: 08/0058).

Kensington Developments were subsequently approved permission for reserved matters in April 2015 for 110 dwellings (App Ref: 13/0257). A further reserved matters application was submitted by Kensington Developments in June 2015 for 927 dwellings (App Ref: 15/400). When the

Revised Preferred Options document consultation took place in December 2015 this application was pending a decision, this remains the case. No other applications have been submitted since December 2015.

The Housing Trajectory at Appendix 2 of the Publication Draft Document assumes that this site will deliver 30 dwellings in 2016 and 60 dwellings per annum between 2017 and 2032. Our Client has previously raised concerns in relation to the delivery assumptions being applied by the Council relating to the delivery rates of this site.

It remains our understanding that Kensington Development's (the applicant for the outline and reserved matters applications), intends to develop this whole site alone. The Council has not provided any evidence as part of the Local Plan to suggest to the contrary. As a developer within Fylde, our Client considers the consistent delivery of 60 dwellings per annum on this site to be unrealistic for one developer, in reality it is more likely to be 30 dwellings per annum at best.

The delivery of this site is also reliant on the implementation of the new M55 Junction 4/Heyhouses Link Road. The Infrastructure Delivery Plan (August, 2016) confirms the Council has now secured funding for the new link road from Section 106 Contributions, LEP Local Growth Fund and Highways England and is expected to be delivered by 2019.

Notwithstanding this, the first phase of development for 110 dwellings is reliant upon the delivery of the roundabout at the junction of Queensway and Kilnhouse Lane to obtain access. We understand a temporary access will be available for preloading of the site to take place, however, as work is yet to begin on the roundabout, it is highly unlikely the site will deliver any dwellings within the next two years. Optimistically, our Client expects that this site will not deliver dwellings until at least 2019 once a suitable access into the site can be achieved.

In summary, our Client considers it unlikely that the full 1,150 dwellings will be delivered within this plan period. At a more realistic delivery rate of 30 dwellings per annum with dwellings being delivered on site from 2019, it is expected the site will deliver at best 390 dwellings over the plan period leaving a shortfall of 540 dwellings. To ensure the full objectively assessed housing of this plan period are met in full there will be the need for further sites to be allocated.

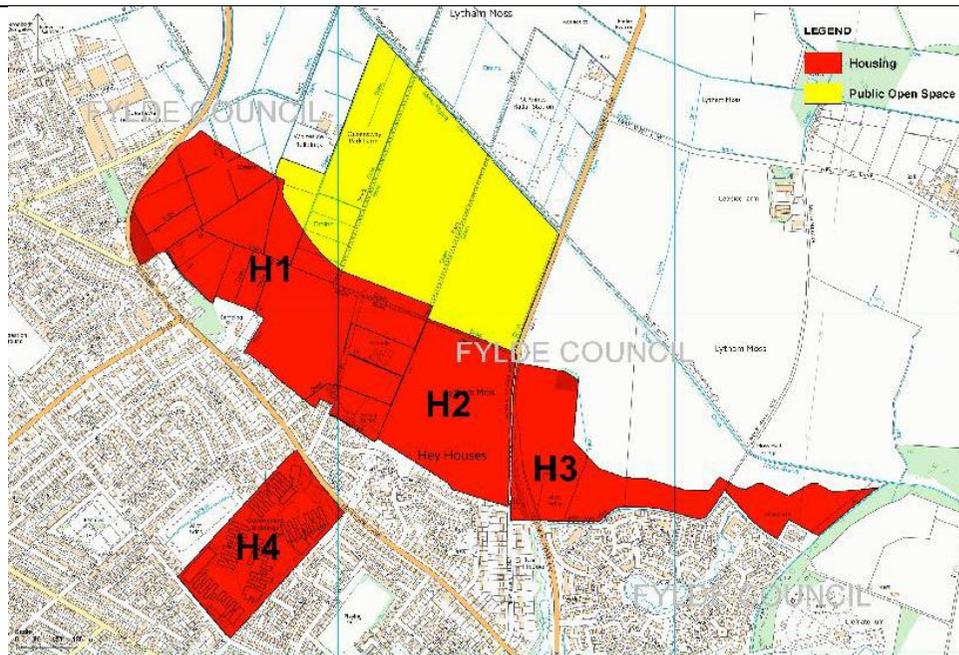
#### MUS4 – Heyhouses Lane, St. Annes

Site MUS4 is a mixed use development site located off Heyhouses Lane and is allocated for 322 dwellings. It was previously referenced as HSS2 as part of the Revised Preferred Options consultation and was allocated for 250 dwellings. Two thirds of the site benefits from planning permission for a supermarket, public house and 162 dwellings. This development commenced in 2014 and is expected to be complete in 2020.

The remaining part of the site is occupied by Electronic Data Systems (EDS). Our Client previously objected to the allocation of this part of the site within the Local Plan as the Council had failed to provide any evidence that the site was available. Since then, an outline planning application has been submitted on this part of the site for the development of up to 160 dwellings (App Ref: 15/0787). Our Client therefore accepts that this site is now available and will contribute towards Fylde's housing requirement within the plan period.

#### HSS3 – Lytham Quays, Lytham

	<p>Site HSS3 is a residential site on the eastern boundary of Lytham and has planning permission for 120 dwellings. Development commenced in 2007/2008 and is now complete. Our Client accepts that the dwellings constructed from 2011 onwards will contribute towards Fylde’s housing requirement within the plan period.</p> <p><u>HS1 – Queen Mary School, Clifton Drive South, St. Annes</u></p> <p>Site HS1 was not previously allocated within the Revised Preferred Options document; however, development commenced on this site in 2011 and the 41 dwellings are due to be completed by 2017. Our Client does not contest the deliverability of this site within the plan period.</p> <p><u>Other Site Allocated with Lytham St. Annes</u></p> <p>Our Client does not wish to make comments in relation to the remaining sites allocated for development as part of Policy SL1.</p>
<p>OC/AGCN/13/02020 – Oyston Estates  Cassidy &amp; Ashton</p>	<p>The specifics of this objection are outlined in the statement submitted in response to Policies SL1/H1/GD1.</p> <p>In order to fulfil the goal of sustainable development, and allocate sufficient land in appropriate locations, the Settlement boundaries should be revised to incorporate land at North Houses Lane which should be allocated for development.</p> <p>This approach is supported by the Examiner into the St Annes Neighbourhood Plan who recommended incorporating that area of the land within that Plan area into the settlement boundary.</p> <p>See statement relating to Policies SL1/H1/GD1</p> <p>The proposed allocation of land at North Houses Lane would conform entirely with the development strategy of the local plan and represent a more sustainable form of development than alternative sites proposed as it would form a sustainable urban extension to the principle settlement in the Borough. In order to properly consider the merits of the allocation, and given the scale of the area for development and the potential contribution to housing land supply, it is necessary to appear at the oral examination of the Local Plan.</p>



## Introduction

1.1 Cassidy + Ashton has been instructed by Oyston Estates to make representations in respect to the Fylde Publication Local Plan.

1.2 This Statement relates in particular to representations in respect to Policies SL1, GD1 and H1.

1.3 The representations concern the failure to allocate two sites which were previously allocated in the Fylde Local Plan to 2030 Part 1: Preferred Options as H2 (Land West of North Houses Lane) and H3 (Land North of Moss Hall Lane), but that were deleted from the Revised Preferred Options and have remained deleted in the Publication Local Plan. The failure to allocate these sites renders the Local Plan unsound. In addition there are concerns in respect to the housing requirement set out in the plan.

1.4 For ease of reference, the sites will be referred to as H2 and H3 throughout this Statement. It is contended that there was no justification for deleting sites H2 and H3 and that they should be reinstated as allocations in the Fylde Local Plan. The location of these sites is shown in Figure 1.

## Site Context

2.1 The sites lie to the east and west of North Houses Lane, immediately to the north of the built up area of Lytham St Annes which is identified as comprising two out of the three Key Service Centres under Policy S1 – Settlement Hierarchy, and which are therefore the most sustainable locations for new development in the Borough.

2.2 The sites themselves consist of land grazed by sheep and have an urban fringe character about them being dominated by the existing residential estates to their immediate south.

2.3 The sites lie immediately adjacent to the approved scheme for 1,150 dwellings [shown as H1 on Fig.1] which Kensington Developments have been due to commence for some time, subject to a resolution of the funding issues pertaining to the proposed Lytham Moss Link Roads.

2.4 The sites lie within a short distance of a range of services and facilities such that their development would accord with the principles of sustainable development. They would also represent a logical rounding off of the built up area.

2.5 The majority of the sites lie within the Lytham Moss Biological Heritage Site but they are entirely outside of the Flood Zone. The issue pertaining to the Biological Heritage Site will be examined further later in this statement. There are no other material constraints to the development of these sites.

### **Development Proposal**

3.1 The sites would be developed in a phased fashion with H2 developed first to assist in providing funding to the Link Road and ensure its early delivery, and H3 to follow.

3.2 The sites would provide a total in the region of at least 750 dwellings to accord both with Healthy New Town Principles and St Annes Garden Village design principles, following the lead provided by Whyndyke Garden Village, to provide a healthy and sustainable form of development.

3.3 In addition to a mix of housing which would include an appropriate mix of both size and tenure, there would also be the provision of a local centre which would benefit both the new development, the existing development to the south and the emerging Kensington development, thus generally improving the opportunity to reduce car dependence in the wider area as a whole.

3.4 The development would make a substantial contribution to housing land supply in the most sustainable location in the Borough, would contribute to the early delivery of the Moss Link Road, and make a substantial contribution to the local economy. An indication of the potential layout of the site is shown in Fig. 2. Planning applications for the two sites are due to be submitted later in 2016.



Fig.2 Indicative Masterplan of the Development Area

### **Planning Policy Background**

4.1 The sites were originally allocated for development in the Fylde Local Plan Preferred Options 2013.

## Justification

7.5 Development of the strategic sites included in Policy SL1 will improve access to well-designed, good quality, affordable and resource efficient homes to serve the Borough's key service areas. The sites contribute towards the development of dynamic and prosperous communities through the delivery of sustainable homes. The allocation of the sites will contribute towards a flexible and responsive supply of housing land in sustainable locations to meet the Borough's housing requirements.

7.6 The Strategic Housing Land Availability Assessment 2012 update (SHLAA) demonstrates that there is not enough land within the defined settlements to meet the Borough's housing requirement and that some sustainable sites on the edge of settlements will need to be allocated for housing.

7.7 Development will need to protect and enhance features of nature conservation value, such as field ponds, or if their loss is unavoidable, seek to replace such features.

### West of North Houses Lane, St Annes (site H2)

7.21 This residential site comprises large agricultural fields on the edge of the built-up area of St Annes. A small part of the site in the north west corner falls within Flood Zones 2 and 3.

7.22 The site cannot be developed until after the implementation of the M55 to St Annes link road, which is scheduled for completion in 2016. In addition, due to wastewater deficiencies in the Lytham and St Annes area, the site is phased towards the end of the Plan period. It is therefore anticipated that development could start on this site in 2021, with completion by 2027.

### North of Moss Hall Lane, St Annes (site H3)

7.23 This residential site is situated on the edge of the built-up area of St Annes. It mainly comprises agricultural land and some allotments. Small parts of the site fall within Flood Zones 2 and 3 and woodland protected by a Tree Preservation Order is contained within the site.

7.24 Half of the site is situated within a Mineral Safeguarding Area in the emerging Lancashire Minerals and Waste Local Plan: Main Modifications to the Site Allocation and Development Management Policies Local Plan. Lancashire County Council recommends that site surveys are undertaken for the site before development takes place, in order to assess the extent and quality of the reserves and whether there is a case for prior extraction.

7.25 The site cannot be developed until after the implementation of the M55 to St Annes link road, which is scheduled for completion in 2016. Also, due to wastewater deficiencies in the Lytham and St Annes area, the site is phased towards the end of the Plan period. It is therefore anticipated that development could start on this site in 2026, with completion by the end of the Plan period. This is later than Land West of North Houses, St Annes, in order to enable consistent phased housing delivery in line with the Borough's housing requirement throughout the Plan period.

4.2 In allocating the sites, the Preferred Options stated:

## Lytham and St Annes Strategic Location for Development

### Policy SL1

#### Lytham and St Annes Strategic Location for Development

Proposals for development of the following strategic sites identified on the inset map will be supported as follows:

Site	Dwellings completed during Plan period	Projected commencement date
H1 - Land at Queensway (housing)	860	2015
H2 - Land West of North Houses Lane (housing)	340	2021
H3 - Land North of Moss Hall Lane (housing)	140	2026
H4 - Former EDS Site, Heyhouses Lane (housing)	335	2014
<b>Total</b>	<b>1,675</b>	

4.3 Subsequently, the sites were deleted, in the Revised Preferred options, because the sites were designated as a Biological Heritage Site (BHS). From information provided by LERN (Lancashire County Council) the sites were designated in 2010 and were therefore already Biological Heritage Sites when they were allocated in the Preferred Options in 2013. The justification and evidence behind these sites being deleted in the Revised Preferred Options, given they were previously allocated, has not been provided by the Local Planning Authority.

4.4 The description of the Lytham Moss BHS designation states:

“The site is of ornithological importance as a winter feeding ground for flocks of Pink-footed Geese and Whooper Swans with bird numbers exceeding 0.5% of the British wintering population.”

4.5 It is noted that at the time of the preparation of the Publication Local Plan, the Borough did not have a Five Year Housing Land Supply, meaning that additional allocations should be provided in sustainable locations.

### **Planning Issues**

5.1 At paragraph 47 the National Planning Policy Framework is clear that Local Authorities should boost significantly the supply of housing and to identify key sites which are critical to the delivery of housing over the plan period. The failure to do so and in particular the failure to allocate the sites known as H2 and H3 renders the Plan unsound.

5.2 Given that it is accepted that sustainable greenfield sites on the edge of settlements will need to be allocated for housing, these should in the first instance be concentrated on the Key Service Centres and Strategic Locations for Development.

5.3 Sites H2 and H3 are located immediately adjacent to the settlement boundary of St Annes [and H2 is now proposed to be incorporated within the settlement boundary] and also adjacent to the housing commitment of Kensington Developments at Queensway. The sites are well related to the built form of St Annes, and would be seen in this urban context, particularly when the adjacent sites are constructed and the area is more urbanised.

5.4 The allocation of sites H2 and H3 for housing would deliver sustainable development and would perform an economic, social and environmental role. These sites would contribute significantly to the ‘Vision for Fylde to the year 2032’ and would also have the following additional benefits:

- Significant financial contributions to planned highway and transport infrastructure which will secure funding and facilitate early delivery of the Moss link road. No other sites in Lytham St Annes would be able to derive such levels of financial contributions to aid the costs of the link road for the benefit of the public and community of St Annes.
- Significant education contributions to Lancashire County Council to fund primary and secondary school places in Lytham St Annes
- Supply of housing, including much needed Affordable Homes for the Borough and Starter Homes which are high on the Government’s Agenda
- New Home Bonus payment and Council Tax revenue
- Economic growth with the creation of jobs through construction and the multiplier effect
- Sustainable location on the edge of the Borough’s largest key settlement, with access to a range of services, amenities and transport options
- Proximity to a range of employment, leisure and tourism opportunities to support a sustainable community
- Biodiversity enhancement and habitat creation
- A scheme of high quality design with the use of renewable technologies and sustainable urban drainage systems
- Green infrastructure and open space

5.5 It should also be recognised that positive pre-application discussions had previously been undertaken with senior officers of Fylde Borough Council in order to bring forward these sites on a phased basis for residential development and to deliver the key infrastructure that the area needs.

5.6 It is clear that the only constraint on the sites that may prevent them being suitable for residential development, given their previous allocation, their sustainable location in the main settlement of the Borough and their potential to contribute to the early delivery of the Lytham Moss Link Road are the association with the Lytham Moss Biological Heritage Site. If this issue can be suitably addressed there is no reasons why the sites cannot be allocated for residential development.

5.7 This position was acknowledged during the debate in respect to the emerging St Annes Neighbourhood Plan which included consideration of Site H2 [H3 is outside of the Neighbourhood Plan area]. The Examiner's Report has now been issued [August 2016] and recommends that site H2 be deleted from Open Countryside and included within the Settlement boundary of Lytham St Annes.

5.8 The Examiner concluded [Appendix, CA1]:

*"The final boundary issue which I have to address relates to land at Lytham Moss. Again I heard at the hearing that this land is being promoted for residential development on behalf of the landowner. In terms of the coherence of the settlement boundary, the arguments are just as compelling, as the previously referred to ie that it is the Green Belt boundary that should be the limit of the urban area. It could be argued that the logical urban edge will be the North House Lane to the east and the Green Belt to the north. However equally I am aware that there are ecological issues affecting Lytham Moss, as the land is used for grazing of overwintering birds, in this case the pink footed goose. It is identified as a Biological Heritage Site as well as being part of a wider network of linked sites of ecological importance. That, in itself, is not a reason to exclude it from changes to the settlement boundary and the consideration of any proposal would be required to have regard to the ecological impact on the site and protected species, at any application stage. In my consideration I am also conscious that at the present time Fylde Council as local planning authority cannot identify a five-year housing supply. I heard evidence at the hearing, that the latest position was that there was a 4.8 year housing supply base-dated to 31st March 2016. Therefore, in accordance with paragraph 49 of the NPPF, policies which affect the supply of housing land, which would include the designation of land as countryside outside the Green Belt, will not be considered up to-date, even upon the point of the making of the plan. I also have had regard to the role of the green belt is to prevent the unrestricted sprawl of large built-up areas and to prevent neighbouring towns on merging into one another.*

*Therefore, the incorporation the land identified as Countryside outside the Green Belt, into the settlement boundary would offer the town the flexibility to be able to meet its housing needs over the next 15 years, which are unlikely to diminish, but within the defensible line of the town's Green Belt. That would also be in line with the approach advocated in paragraph 52 of the NPPF. This does not mean the presumption in favour of residential development would by necessity override any ethological designation but that will have to be a matter that will be dealt with at the planning application stage. Therefore, my conclusion is that the settlement boundary should be amended, by the removal of the designation of land as "open countryside outside Green Belt" on the Proposals Map. The settlement boundary should therefore follow the boundary of the Green Belt.*

*Recommendation: That the land shown as Open Countryside outside the Green Belt be deleted and the land included within the Settlement Boundary on the Proposals Map."*

5.9 The land within H2 should therefore be incorporated within the Settlement Boundary for the reasons set out by the Neighbourhood Plan Examiner.

5.10 Turning to the Ecological Issues, it is accepted that it is Pink Footed Geese and to a lesser extent, Whooper Swans, that are the main factors of importance for the Lytham Moss BHS.

5.11 To address this issue, and give due consideration to the relationship of the proposed development sites to the areas of ecological interest, experienced ecologists were appointed to undertake targeted bird surveys to identify the use of the sites and the surrounding fields, by wintering birds, namely Pink Footed Geese (PFG), Whooper Swans and Bewick's Swans. The surveys were carried out during 2014/ 2015 for 12 months. The results of the surveys have been mapped and these are illustrated at Figures 3 and 4. The maps show that PFGs and Whooper swans and Bewick's swans were not observed on the sites during the surveys. Additionally, no Bewick's swans were observed on the sites or on neighbouring fields, which is consistent with their decline generally in Britain.

5.12 The findings of the surveys, i.e. the absence of these birds on sites on H2 and H3, are wholly consistent with the findings of recent bird surveys of 2014 /2015 which accompanied the planning application for part of site H2 (LPA ref:14/0580 Valentines Kennels) and also the Queensway Reserved Matters applications.

5.13 Despite the inclusion of sites H2 and H3 in the overall BHS designation, the sites have no substantive value as feeding ground for Pink Footed Geese and Whooper Swans and the justification for the designation of the site is no longer applicable. Accordingly, there allocation for residential development would not have any detrimental impact upon the ecological value and role of the BHS in relation to these two key species.

5.14 The presence of wintering birds on neighbouring land does not prohibit the development of sites H2 and H3, as recommended disturbance distances for Pink Footed Geese and Whooper Swans would be accommodated as part of any residential scheme, including biodiversity enhancement. There is also scope for additional land in the ownership of the client to be provided as conservation land, which is similar to the approach taken in the adjacent Queensway development by Kensington.

5.15 Accordingly, it has been adequately demonstrated that the sites known as H2 and H3 are not constrained by the presence of Pink Footed Geese or Whooper Swans and therefore they should be allocated for residential development.

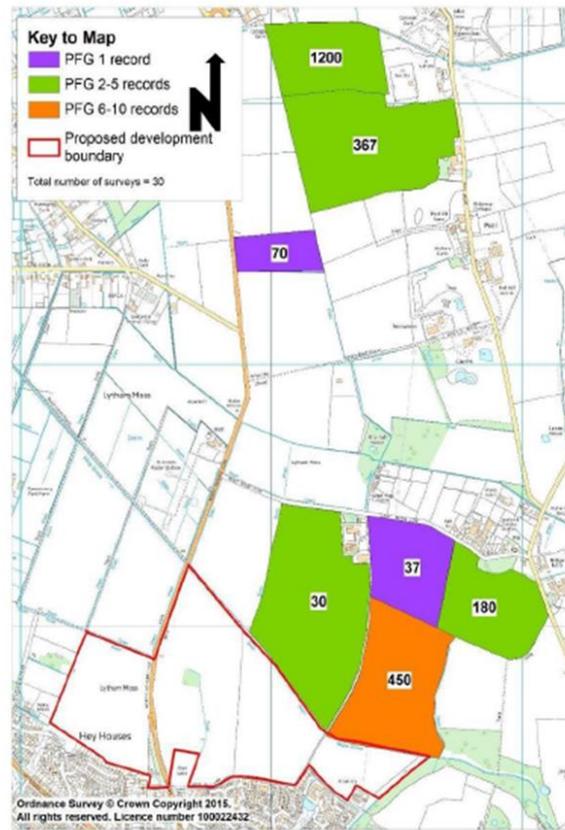


Fig. 3 – Mapped Survey Data for Pink Footed Geese (Occurrence and Maximum Numbers per Field)

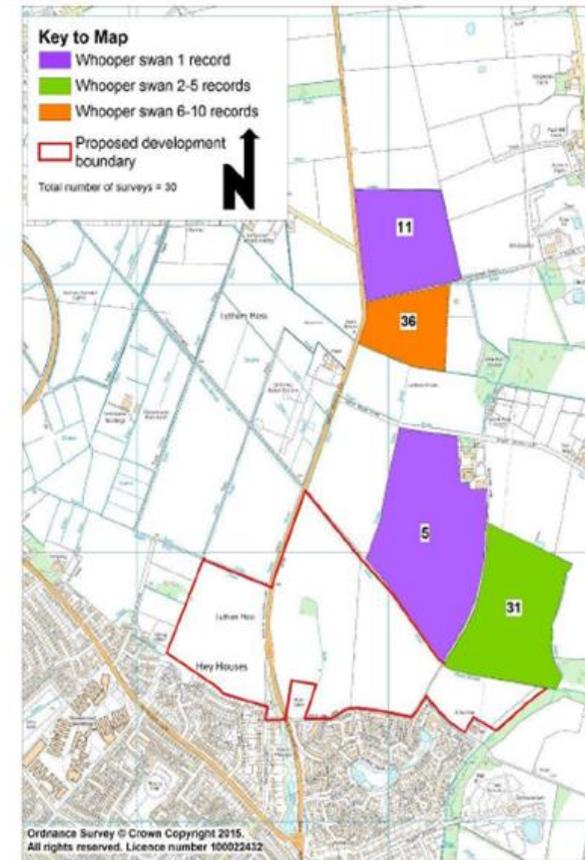


Fig 4 – Mapped Survey Data for Whooper Swans (Occurrence and Maximum Numbers per Field)

## Conclusion

6.1 Policies SL1, GD1 and H1 of the Fylde Publication Local Plan are unsound in that they do not allocate land previously known as sites H2 and H3 for residential development. They also do not accord with the recommendation of the St Annes Neighbourhood Plan Examiner's Report.

6.2 The area known as H2 is now recommended to be included in the settlement boundary of St Annes [H3 lies outside the St Annes Neighbourhood Plan area].

6.3 It is accepted that the only constraint is ecological and the sites have been shown not to be of importance for Pink Footed Geese and Whooper Swans.

6.4 In the absence of any other constraints the sites should be allocated in accordance with the principles of sustainable development.

## APPENDIX CA1

### EXTRACT FROM ST ANNES NEIGHBOURHOOD PLAN EXAMINER'S REPORT

John Slater Planning

Furthermore, pooled obligations are limited to 5 contributions per project. Equally the issue of whether CIL is collected, is not derived from a specific neighbourhood or local plan policy but it is a requirement for payment in consequence of a Council adopting its CIL Charging Scheme. Similarly, the allocation of CIL receipts is a budgetary decision of the spending authority whether it be the Town Council or the Borough Council. It is not a policy for the use and development of land. My usual practice throughout this report will be to recommend the deletion of those elements of the neighbourhood plan policy and rather rely upon the overarching neighbourhood plan policy, DEL1.

#### The Neighbourhood Plan Policies

##### Policy GP1: Settlement Boundary

The plan proposes the same settlement boundary as established by the 2003 Local Plan. This was produced at a time when there was a moratorium on new housing development in the borough. Most of the land outside the settlement boundary is Green Belt, which plays a strategic role in maintaining the gap between Blackpool and St Anne's, apart from being small section to the east of Wildings Lane. NPPF advice is that it is only the local plan that can change green belt boundaries. Therefore, the only areas which lie outside the settlement boundaries and the Green Belt, are the site of the former Valentines Kennels, Lytham Moss and the paddocks to the south, which is used for the keeping horses, as well as the land on the west side of Wildings Lane, which appear to now form part of the curtilage of the adjoining residential property. As objections have been submitted to the inclusion of some of the sites, it is appropriate from me to consider whether I should recommend changes to the settlement boundary.

The primary change, from the 2003 Local Plan settlement boundary that the Town Council is proposing, is the inclusion of land at Queensway, the Kensington development, which has been granted outline planning permission.

In terms of the former Valentine Kennels site, I note that planning consent was refused for residential development, earlier this year, but not on the grounds that this site lies outside of the settlement boundary. It is to be surrounded on three sides by the new housing development. The main reason for the Development Management Committee's refusal, (which was contrary to the planning officer's recommendation) was to the principle of access to the site being from Wilding Lane, rather than being fully integrated into the adjoining residential development. Bearing in mind the need to maximise the supply of housing land and the fact that a certain amount of the site

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is previously developed land, they will be a presumption in favour of the residential development in any event. Therefore, it seems this site which, falling outside the Green Belt, could usefully be included within the settlement boundary. I do note the designation of the Kennels site as local green space and I will address that issue at the appropriate juncture. I also note that its designation as a Biological Heritage site was on the basis of there being a breeding colony of tree sparrows but the nesting box scheme no longer has been maintained and their population has accordingly declined. These are matters that need to be fully assessed at development management stage.

I understand that there is a planning application on the land to the south which is used for grazing horses. However, that land will be surrounded on three sides by housing and so its incorporation within the settlement would constitute a logical rounding off.

The final boundary issue which I have to address relates to land at Lytham Moss. Again I heard at the hearing that this land is being promoted for residential development on behalf of the landowner. In terms of the coherence of the settlement boundary, the arguments are just as compelling, as the previously referred to ie that it is the Green Belt boundary that should be the limit of the urban area. It could be argued that the logical urban edge will be the North House Lane to the east and the Green Belt to the north. However equally I am aware that there are ecological issues affecting Lytham Moss, as the land is used for grazing of overwintering birds, in this case the pink footed goose. It is identified as a Biological Heritage Site as well as being part of a wider network of linked sites of ecological importance. That, in itself, is not a reason to exclude it from changes to the settlement boundary and the consideration of any proposal would be required to have regard to the ecological impact on the site and protected species, at any application stage.

In my consideration I am also conscious that at the present time Fylde Council as local planning authority cannot identify a five-year housing supply. I heard evidence at the hearing, that the latest position was that there was a 4.8 year housing supply base-dated to 31<sup>st</sup> March 2016. Therefore, in accordance with paragraph 49 of the NPPF, policies which affect the supply of housing land, which would include the designation of land as countryside outside the Green Belt, will not be considered up-to-date, even upon the point of the making of the plan. I also have had regard to the role of the green belt is to prevent the unrestricted sprawl of large built-up areas and to prevent neighbouring towns on merging into one another.

Therefore, the incorporation the land identified as Countryside outside the Green Belt, into the settlement boundary would offer the town the flexibility to be able to meet its housing needs over the next 15 years, which are unlikely to diminish, but within the defensible line of the town's Green Belt. That would also be in line with the

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	<p><b>John Slater Planning</b></p> <p>approach advocated in paragraph 52 of the NPPF. This does not mean the presumption in favour of residential development would by necessity override any ethological designation but that will have to be a matter that will be dealt with at the planning application stage.</p> <p>Therefore, my conclusion is that the settlement boundary should be amended, by the removal of the designation of land as "open countryside outside Green Belt" on the Proposals Map. The settlement boundary should therefore follow the boundary of the Green Belt.</p> <p><i>Recommendation</i></p> <p>That the land shown as Open Countryside outside the Green Belt be deleted and the land included within the Settlement Boundary on the Proposals Map.</p> <p><i>Policy GP 2: Demonstrating viability</i></p> <p>This is a useful policy which sets clear criteria for the consideration of planning applications involving the loss of valued facilities. It offers a clear hierarchical approach. My only concern is that market lead housing schemes in retail areas is considered as a last resort. Government policy, as set out in paragraph 23 of the NPPF, recognises that residential development has a role in town centres, alongside retail, leisure, commercial, office, tourism, cultural and community uses. Furthermore, it also recognises that "residential development can play an important role in ensuring the vitality of centres"</p> <p>I therefore do not consider that discounting residential to the use of last resort is necessarily in line with Secretary of State advice, particularly as there are limited opportunities for new residential development within the borough. This gain affects my consideration of the basic conditions.</p> <p>This concern can be addressed by the deletion of the paragraph after subsection c). It also requires the deletion of the final sentence in the justification.</p> <p><i>Recommendations</i></p> <p>Replace the Submission version of the Policy with that shown in Suggested Changes</p> <hr/> <p>Report of the Examiner into the St Anne's on the Sea Neighbourhood Development Plan Page 14</p>
<p>OC/AGCN/10/01017 – Administrators of Greenhurst Investment  Indigo Planning</p>	<p><b>Policy SL1</b></p> <p>We <b>object</b> to Policy SL1 "Lytham and St Annes Strategic Location for Development". Our objection is threefold: firstly, we do not agree with the overall number of homes and employment sites (see comments on Chapter 6 above); secondly we do not agree with the locations of anticipated development; and thirdly, we do not agree with the projected commencement dates for a number of sites. Our comments are focused on Site ES1 "Queensway Industrial Estate" which our client owns and which is listed as a strategic site for employment development.</p>

OC/LO/15/02116 –  
Rushcliffe Properties  
Ltd. (in liquidation)  
c/o Ideal Corporate  
Solutions

Emery Planning

### **3. Policy SL1**

3.1 Policy SL1 (Lytham and St Annes Strategic Location for Development) sets out a number of proposals for development of the following strategic sites identified on the Inset Maps. Our client's site at Valentine's Kennels lies outside but adjacent to allocation HSS1 (see location plan at EP1).

3.2 We consider that the boundary of allocation HSS1 has been too narrowly drawn having regard only to the planning approval on the 'Queensway' site, and erroneously excludes other adjacent land which is wholly appropriate for development and, if included would form a much more logical development parcel. Furthermore it would assist the local planning authority in meeting its deficiency in housing land by including the number of houses to be completed within the plan period on this site from 1,150 to 1,200.

3.3 We note that our client's site was included within the draft allocation as presented to the Development Control Management meeting on the 16 September 2015 but was rejected by members for inclusion in the Consultation version of the Revised Preferred Options document. The committee meeting minutes record:

*5. Revised Preferred Option Version of the Fylde Local Plan to 2032 By way of introduction, the Chairman, Councilor Trevor Fiddler made reference to two sites (Valentine's Kennels and land east of Wildings Lane, St Annes) that had been proposed for inclusion for housing by officers in the Revised Preferred Options Document. He went on to say that the Council had previously accepted their deletion when it agreed the draft version of the Revised Preferred Option at the Development Management Committee on 16 June 2015 and sought the committee's agreement that these two areas of land should not be included in the Revised Preferred Option Local Plan to 2032.*

3.4 Accordingly the Committee resolved that the proposed site allocations at Valentine's Kennels and land east of Wildings Lane be deleted from the Revised Preferred Options Document.

3.5 We consider that this exclusion is inappropriate and that as suggested by officers our client's site at Valentine's Kennels should be included within allocation HSS1, or in the alternative included as a separate allocation for residential development.

### **St Anne's on the Sea Neighbourhood Plan**

3.6 It is important to note that a Neighbourhood Plan has been prepared for St Annes, and was recently subject to independent examination. A copy of the examiner's report is appended at EP2. The examiner concluded that the Valentine's Kennels site should be included within the amended settlement boundary. The examiner also concluded that the proposed Local Green Space designation on the site should be deleted, as it does not the criteria of being demonstrably special to the local community or holds a particular local significance.

3.7 It is not yet clear when or whether the Neighbourhood Plan will be taken to referendum, prior to being made. However irrespective of whether the plan is ultimately made, the examiner's report is a material consideration which should be taken into account in the preparation of the Local Plan.

### **Valentine's Kennels**

3.8 The site lies to the east of Wildings Lane and is currently vacant. The site is accessed via Wildings Lane (adopted highway). The site is currently designed as open countryside in the Fylde Borough Local Plan (As Altered) (Oct 2005). It features a number of buildings and is partly previously developed land.

	<p>3.9 The site was the subject of an outline planning application for residential development of up to 53 dwellings (application ref: 14/0580). The application was presented to Development Management committee with a recommendation for approval on Wednesday 9th December, but was refused contrary to officer recommendation. A copy of the committee report which confirms that the proposals are considered to represent sustainable development in accord with the NPPF is attached at appendix EP3. A copy of the illustrative layout plan is provided at EP4. A copy of the decision notice is appended at EP5. An appeal has been submitted against the refusal, and a public inquiry is scheduled to take place in March 2017 (appeal ref: APP/M2325/W/16/3150723).</p> <p>3.10 The stated reason for the non-allocation of the site is set out at page 14 of the 2016 Site Assessment Background Paper. It is stated that the site is not included within the plan as the majority of the site is designated as a biological heritage site. In response, the Council is fully aware from the recent application that the reasons for the designation no longer apply to the site. The designation was on the basis of there being a breeding colony of tree sparrows but the nesting box scheme no longer has been maintained and their population has accordingly declined. There were no statutory objections on ecology grounds for refusing the recent planning application, and the Council is not seeking to defend the appeal on that basis. Furthermore, this point was specifically accepted in the examiner's report into the St Anne's Neighbourhood Plan (see the final paragraph on page 12 of the examiner's report at EP2). We therefore cannot understand why this matter is still being used to justify the Council's position.</p> <p>3.11 We can confirm that the site is available, suitable and achievable, i.e. is deliverable. We would refer the reader to the submitted application documents; including an Environmental Statement, for further details on site specifics.</p> <p><b>This representation was also accompanied by a number of separate documents, please see: Document SD013 – Copies of Regulation 20 Representations (Regulation 22(1)(d) document)</b></p> <p><b>Title: EP1. Site location Plan EP2. St Anne's on the Sea Neighbourhood Plan examiner's report EP3. Application committee report EP4. Illustrative layout EP5. Decision notice</b></p>
<p><b>Policy SL2 – The Fylde-Blackpool Periphery Strategic Locations for development</b></p>	
<p>OC/AGCN/16/00065 – Strategic Land Group</p> <p>Turley Associates</p>	<p>Equally Policy SL2 does not ensure that there is 'sufficient flexibility to adapt to rapid change' as required by Paragraph 14 of the Framework. It is not therefore in accordance with national planning policy, is not positively prepared, justified or effective. On this basis it is considered that the plan is unsound.</p> <p><b>Policy SL2</b></p> <p>It fails to identify sufficient sites to meet the employment and housing land requirements, particularly if an increased requirement is proposed. This is despite there being deliverable sites within the Blackpool-Fylde Periphery Strategic Location, notably the land at Peel Hill.</p> <p>See submitted Representations document for further information.</p> <p>The land at Peel Hill should be allocated under Policy SL2 (and shown on the proposals map) as a mixed use site within the Blackpool-Fylde Periphery Strategic Location.</p>

See submitted Representations document for further information.

**Submitted Document on behalf of Turley:  
Fylde Council Local Plan to 2032: Publication Version  
Representations on behalf of The Strategic Land Group – September 2016**

**1. Introduction**

These representations have been prepared by Turley on behalf of The Strategic Land Group (SLG) in respect of the Fylde Council Local Plan Publication Draft to 2032 (FLP).

It is working with the landowner of a parcel of land ('land at Peel Hill') in the Blackpool-Fylde Periphery (BFP) to the south of the M55 and east of the A538 Preston New Road. It is located in the Whitehills area of Fylde.

Its location and approximate extent are shown in the diagram below; a site location plan is provided at Appendix 1. The site comprises a farm (Peel Hill Farm), associated agricultural land, a residential dwelling and a caravan park. It extends to c.30 hectares in size.

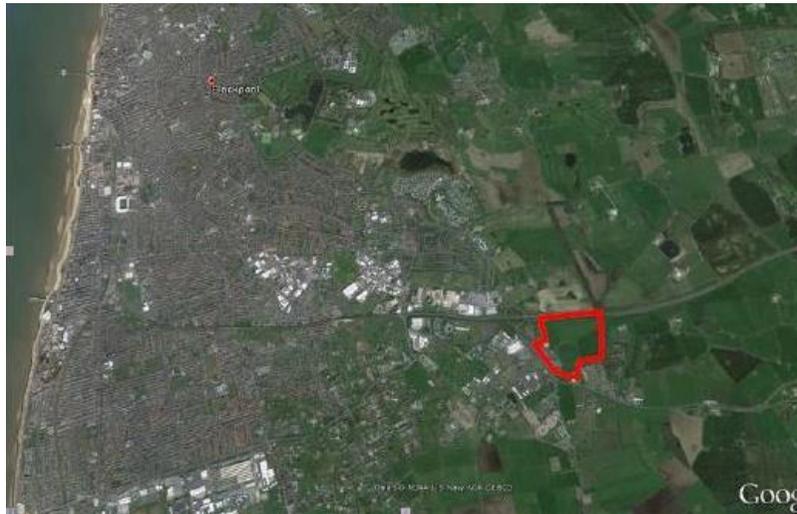


Figure 1.1: Aerial Photograph Showing Site Context (approximate extent of site edged red)

These representations seek to demonstrate a need for the site to be allocated as a mixed use site to accommodate housing and employment uses and sets out an assessment of the deliverability of the site for this purpose.

The representations consider various aspects of the plan including:

- Legal Compliance (the Duty to Cooperate (DtC)).
- The Housing and Employment Land Requirement.
- The Spatial Distribution of Growth.

An assessment of the suitability of the site for residential and employment purposes is also provided, and underlines that it comprises a deliverable site. In summary these representations demonstrate that the FLP, as drafted, is unsound. This is on the basis that it has not been prepared in accordance the DtC failing to take account of Wyre's request to accommodate an element of its housing requirement.

Significantly the plan also fails to make adequate provision for the full and objectively assessed housing need (OAN). It is therefore also contrary to the principles of sustainable development set out in the National Planning Policy Framework ('the Framework') as applicable to the plan making process. It is not (i) positively prepared, (ii), effective (iii) justified or (iv) consistent with national planning policy.

## 2. The Site

### Use and Ownership

The site is currently used for three main purposes. The area closest to the existing roundabout on Preston New Road, which also provides access to and from the M55, is occupied by a farm house and associated out buildings and areas of hard-standing. Immediately to the south of this area, and also adjacent to Preston New Road, is an operational caravan park. The majority of the site, to the east, consists of open fields which are in agricultural use. To the west of the site, on the opposite side of Preston New Road, is the Whitehills Business Park, which contains various commercial and other uses.

The whole site falls within a single ownership. The Strategic Land Group have agreed to work with the owners of the site to promote it for development through the Local Plan process.

### Planning Context

The most recent development plan which covers this area is the Fylde Borough Local Plan 1996-2006 ('FBLP') which is now time-expired. It identified the site as falling within a Countryside Area (Policy SP2) immediately to the east of the Limits of Development boundary (Policy SP1) which broadly followed the urban area of Blackpool.

The nearby Whitehills Business Park was allocated in the FBLP partly as an Employment Land Allocation (EMP1) and partly as an Existing Industrial Area (EMP2). In the emerging Plan, that area is subject to a variety of allocations relating to housing, employment land and mixed-use development. To the north of the site, on the opposite side of the M55, is a 91 hectare site known as Whyndyke Farm. In the FBLP this area was identified as a Countryside Area (SP2). Whyndyke Farm is proposed to be allocated as a mixed-use development site (MUS2) in the FLP delivering up to 810 homes and 20ha of employment across the plan period. It already benefits from an outline planning permission for 1,400 new homes, 20 hectares of employment land, a primary school, a health centre and two neighbourhood centres. It has been designated as a Healthy New Town by NHS England. This is a new initiative to shape the health of communities, and to rethink how health and care services can be delivered, including improving health through the built environment.

This section aims to set out the development credentials of the land at Peel Hill, located to the southeast of junction 4 of the M55 motorway and adjacent to the A583 New Preston Road.

It aims to demonstrate that the site is deliverable in the context of the Framework. It therefore considers the extent to which the site is suitable, achievable and available for development.

Finally it considers what mix of uses might be most appropriate for the site, and the potential for that development to actually deliver.

#### Proposed Housing Requirement

SLG objects to policy DLF1 on the grounds that it has not been positively prepared or adequately justified in the context of the Framework in that it fails to fully respond to the indicators of need and demand and fails to take account of the core planning principles (Paragraph 17) and the requirement to plan positively and that:

“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.”

It also fails to accord with the requirement of the Framework to take steps to ‘significantly boost housing supply’.

Equally Policy SL2 does not ensure that there is ‘sufficient flexibility to adapt to rapid change’ as required by Paragraph 14 of the Framework.

It is not therefore in accordance with national planning policy, is not positively prepared, justified or effective. On this basis it is considered that the plan is unsound.

#### Suitable

##### Introduction

The Framework requires that to be deliverable sites must offer a suitable location for development. The following paragraphs consider the site’s suitability by assessing:

- accessibility
- highways impacts
- landscape impacts
- heritage impacts
- ecological impacts
- flood risk
- education
- quantum of development

##### Accessibility

The site is located in close proximity to a variety of services and facilities, and also has the ability to deliver a range of new services.

The Strategic Site Assessment (SSA) report confirms that existing bus stops are located immediately adjacent to the site boundary, as is a cycle route, while the site is obviously well located with regards to both the A-road and motorway networks. Although the site is over 3km from a railway station, this is true of all the sites in the Fylde-Blackpool Periphery.

The site scores less well in the SSA with respect to its proximity to shops and services. However, the SSA does not take into account the ability of either the site specifically or the BFP generally to deliver some of these uses - the beneficial of further development in the BFP in this regard is acknowledged in the FLP. The scale of development already proposed should be expected to make a great difference to these scores. For example, the site at Whyndyke Farm already benefits from planning permission for a mixed-use development that includes a new primary school, two neighbourhood shopping centres (which are likely to include convenience store provision), health centre, public house, community building, public

open space, sports pitches and allotments. These will all be located within 1.5km of the site and will make a significant impact to the SSA scores for the site.

Furthermore, the SSA does not take into account the ability of the site to deliver some of these uses within the site boundary. Given the scale of the site it is entirely possible for a range of other uses, including a neighbourhood centre, public open space, a primary school and leisure uses, to be delivered as part of the development. The precise mix of uses could be controlled by the council through the wording of any policy relating to the site.

It is therefore considered that the site is in a suitable location for development from an accessibility perspective.

#### Highways Impacts

As part of the recent planning application at Whyndyke Farm, Mayer Brown carried out an extensive analysis of the highways network in the area which did not identify any significant highways issues. In particular, this assessment confirmed that junction 4 of the M55 is operating well within capacity, even after the addition of new traffic flows from that development.

The IDP does not identify any insurmountable highway constraints that would prevent of the site. Access to public transport is expected to improve as a result of the level of development proposed within this part of the borough, as a critical mass which can sustain more frequent and a greater amount of bus services. This will minimise reliance on car journeys.

It is therefore considered that the site is in a suitable location for development from a highways perspective.

#### Landscape Impacts

The SSA is not correct in its assertions that the site does not relate well to existing built form and its development would have a Moderate-High landscape impact.

Firstly, as is covered elsewhere in this submission, the site lies immediately adjacent to the 'Limits of Development' boundary in the existing FBLP. There is already a significant level of development beyond that Development boundary, including existing residential properties at Peel Hill, and the farm building and caravan park within the site's boundaries.

Secondly, the site has clearly defined, strong, defensible boundaries. The western and southern site boundaries are formed by Preston New Road and are largely contiguous with existing development. The result is that the site already has an urban fringe character when viewed from the north and the east.

To the north, a landscape buffer separates the site from the M55 motorway. To the east, a substantial belt of trees separates the site from the open countryside beyond. These features combine to ensure that views of the site from these directions are limited in any event.

The SSA itself confirms that mitigation measures could be incorporated within the design of any development to ensure that the landscape impacts were successfully mitigated. These include the enhancement of the landscaping to the M55 boundary and controlling the height and density of development on the most. There is therefore no reason in landscape terms why the site could not be developed, and the site is therefore suitable for development in this regard.

#### Heritage Impacts

There are no listed buildings or scheduled ancient monuments within the boundaries of, or in close proximity to, the site. It is known that Late Neolithic/Early Bronze Age artefacts have been found in the wider area (including on the Whyndyke Farm site to the north). Provided an appropriate, staged archaeological assessment was carried out prior to the commencement of development, potentially including focused areas of excavations, this would not preclude development.

The site is therefore suitable for development from a heritage perspective.

#### Ecological Impacts

There are no sites with a statutory ecological designation within the vicinity of the site, and no known records of protected species being found within the site's boundary. Currently, the site consists primarily of semi-improved grassland and is likely to have limited ecological value.

Prior to any development taking place, a detailed ecological survey of the site would need to be carried out to identify any areas of particular ecological value and to recommend appropriate mitigation measures. This would potentially include targeted surveys for specific species such as great crested newts, bats and barn owls. The report would also identify ways in which the development of the site could enhance its biodiversity value. Trees and hedgerows within the site would be retained wherever possible.

#### Flood Risk

According to the Environment Agency's Flood Map for Planning, the site falls within Flood Zone 1. Flood Zone 1 is the lowest flood risk categorisation that is possible and is suitable for all types of development.

The site is therefore suitable for development with respect to flood risk.

#### Education

An assessment carried out by Lancashire County Council's Education team in respect of the nearby Whyndyke Farm site recognises that the schools in the vicinity of the site are currently at capacity. A new development of the size proposed at Peel Hill is therefore likely to require the provision of a new primary school within the site. The number of secondary pupils is unlikely to generate a requirement for a new secondary school, and the impact of the development could therefore be off-set by an appropriate financial contribution.

#### Quantum of Development

In its explanation for why this site is not allocated for development, the Site Assessments Background Paper (SABP), dated May 2016, states that 'too much development in this location would be unsustainable.' It is unclear on what basis this judgement is made; certainly, no evidence is provided to substantiate it.

In fact, earlier in the SABP, it is stated that residents in the BFP are likely to rely on services in Blackpool. That conclusion seeks to introduce an artificial constraint on sustainability; given the close proximity and the clear functional relationship between the BFP and Blackpool it is appropriate and indeed sustainable that some facilities are provided in close proximity but within Blackpool.

Of course, it also does not take into account the ability of the BFP to deliver additional services. It is self-evident that the greater the quantum of development, the more services and facilities can be delivered and the less reliance will be placed on existing services in Blackpool. Contrary to the statement in the SABP, the lower the level of development in the BFP, the less sustainable it will be.

In common with the entirety of the Plan and evidence base, the SABP takes no account of the request from Wyre that Fylde meet some of their housing need. The location of the site in the north of the borough, close to the boundary with Wyre, would ensure that any homes delivered here could help contribute to the need for new homes in the Wyre sub-area of Fylde Coast Housing Market Area. This provides further justification for increasing the level of delivery from the BFP.

Specific advice on the employment land market in Blackpool and Fylde has been provided to SLG by Pinkus & Co. a local commercial property agent. A copy is provided at Appendix 2. Inter alia, they advise that:

- Demand has tended to be indigenous and is as a result of occupiers up or downsizing as opposed to attracting new investment from the wider region. However, the success of Blackpool Business Park and Whitehills Business Park means there is now a critical mass of occupiers in this location that will help attract further new businesses to the area.
- Since Blackpool Business Park was awarded Enterprise Zone status there has been a shift in occupier interest to this location.
- The subject site benefits from excellent connections to the local motorway network and if some of this land were to be brought forward for employment uses is expected to attract interest.
- At present, there is a shortage in the supply of high quality industrial/warehouse units in the town.
- The site would be suitable for office development and this south Blackpool location has always proved popular to companies based in Lytham and Blackpool who are looking to upgrade the quality of their accommodation.
- Given the potential availability of land on this site and other sites coming forward in the future at Whitehills and Blackpool Business Park, there could be enough supply to satisfy future demand well.

#### Summary

The site is in a suitable location for development and can therefore be considered deliverable in this respect.

#### Achievable

##### Introduction

For a site to be considered deliverable, the Framework requires that its development is achievable. The following paragraphs consider the achievability of development on the site by assessing:

- drainage
- ground conditions
- services
- access

##### Drainage

The site immediately adjoins an existing watercourse to the east whilst a surface water sewer is located immediately adjacent to the site's western boundary. The surface water drainage from the site would be attenuated to a greenfield run-off rate plus an allowance for climate change before being discharged into the wider surface water network. This approach follows the Sustainable Drainage Systems (SuDS) approach, which ensures

that the risk of flooding is not increased elsewhere, and may involve the inclusion of features such as soakaways, attenuation ponds and swales within the development site.

An existing foul water sewer is located beneath the roundabout to the west of the south which could provide a suitable point of connection for the foul water drainage system required to facilitate the site's development. A suitable drainage scheme for the site would therefore be achievable.

#### Ground Conditions

A Landmark Sitecheck report has been commissioned in respect of the site which considers the probability of contamination being found within the site. This report has not identified any significant potential sources of contamination and concludes that soil and groundwater contamination is therefore unlikely.

The report also confirms that there are no ground stability issues and no areas of land fill within the site.

Ground conditions at the site therefore mean a development would be achievable. Services Gas, electric and water supplies are all available within the vicinity of the site. 132 kV overhead electric transmission lines cross the eastern portion of the site, but this will not prevent development provided a suitable stand-off is provided to any new built form. There are no other services crossing the site which would prevent its development.

The service infrastructure in the surrounding area therefore means the site's development is achievable.

#### Access

The site, along with a number of existing residential properties to the north, is currently accessed via a spur on the existing roundabout on the A583 on the site's western boundary. This spur could be used to access the wider development site, and upgraded as necessary. Further to the south, where the site adjoins Preston New Road, a secondary access could be provided if required.

An appropriate access to the site is therefore achievable.

#### Summary

Development of the site is achievable and the site can therefore be considered deliverable in this respect.

#### Available

##### Introduction

For a site to be considered deliverable, the Framework requires that it is available for development. The following paragraphs consider the availability of the site for development by assessing:

- ownership
- control
- viability

##### Ownership

The whole of the site falls within a single ownership. The owners have expressed a willingness to sell the site should it be allocated for development.

There are no tenancies or other legal restrictions which would prevent the site coming forward for development.

#### Control

The land owners have agreed to work with SLG to promote their site for development through the FLP process. The Strategic Land Group is an experienced land promoter which is currently working on projects with the potential to deliver over 3,000 homes. They therefore have the necessary expertise to ensure that the development can be delivered.

#### Viability

From the work undertaken to date, there are not expected to be any viability issues which would prevent the development of the site. No technical issues have been identified which would not be expected for a site of this nature in this location.

#### Summary

The site is available for development and can therefore be considered deliverable in this respect.

#### Development Potential

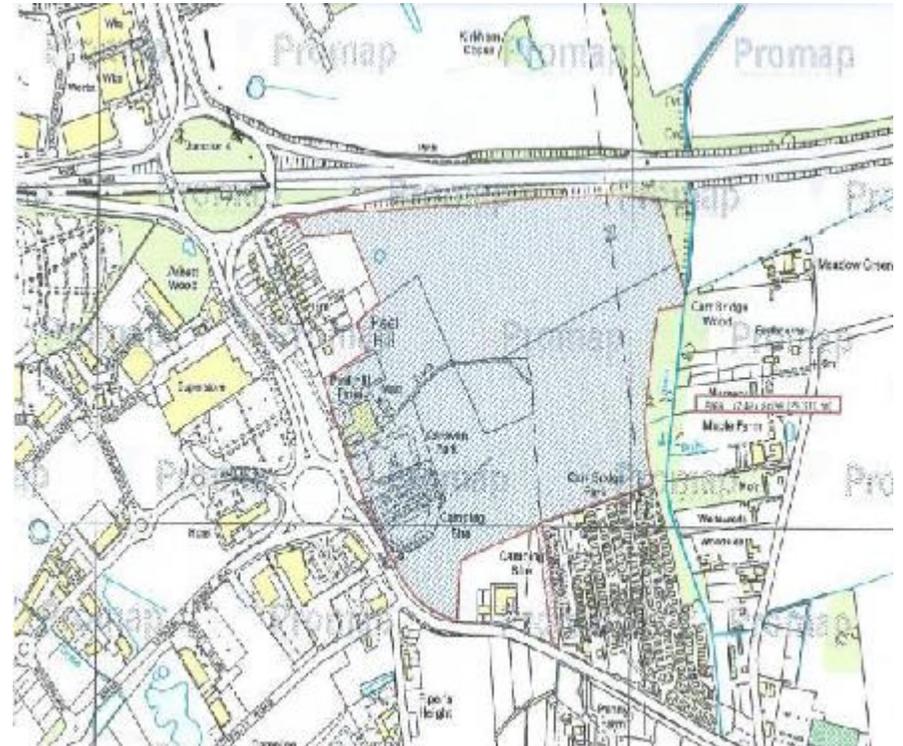
##### Introduction

Taking into account the assessment above, the following paragraphs consider the form that a development of the site might take and the mix of uses that could contain.

The final mix of uses that the site could accommodate would depend, in part, on the amount by which the currently proposed housing requirement is increased and on the scale of Wyre's development need that it is necessary for Fylde to accommodate. The scale of the site ensures that a variety of different land-use mixes could be delivered.

##### Blackpool-Fylde Periphery

The BFP strategic location is envisaged to take the largest share of housing for the borough throughout the plan period. This is unsurprising given its significant growth potential and relationship to the Blackpool urban area. Its credentials as a location for growth are underlined in the Site Assessment Background Paper (SABP). Specific benefits of locating growth in the BFP are stated to include:



- Proximity to key employment locations including land at the Blackpool Airport Corridor, the Enterprise Zone and at Whitehills. Good access to the motorway network and existing employment areas around J4.
- The facilitation of a new local (retail) centres at Whitehills.
- Development having a lesser impact on the landscape than development in more rural areas and that the character of existing rural settlements will remain unchanged if development is focussed at the SL.

Blackpool and Fylde Councils jointly commissioned a study<sup>5</sup> of the area around junction 4 of the M55 to determine what level of housing and employment development could be achieved. The study indicated that potential exists for about 5,000-6,000 dwellings and 56ha of additional employment land in the area providing that other supporting facilities including primary schools, secondary schools and neighbourhood centres are also provided.

SLG strongly supports the BFP as a Strategic Location and the proposal that it accommodates a significant proportion of Fylde's growth as set out in Policies DLF1 and SL2. This is on the basis that it is one of the most sustainable locations in the borough, as recognised by the FLP, and because of the various benefits of locating development in this location, cited in the FLP and the Council's evidence base (notably the SABP).

Fylde Borough Council's Assessment of the Site.

The FLP does not propose to allocate SLG's land for housing or any other form of development.

Given the acknowledged suitability of this location and the benefits of locating development in the BFP by the Council this is extremely surprising. Indeed the site has been previously identified by Fylde Council as being potentially suitable for housing and planning permission has been granted for housing and employment on sites in close proximity to the site<sup>7</sup>.

SLG considers that the stated reasons for its exclusion (set out in the Sites Assessment Background Paper and Strategic Sites Assessment documents) are not valid. A response to each of the reasons cited is set out below.

#### Level of Development in this Location

No specific criticism is levelled against increasing the amount of development in this location, whilst the FLP acknowledges that focussing development on the most sustainable locations, identified as Strategic Locations, is appropriate. Further housing and employment development in this location is therefore appropriate.

The Council state that it would be more sustainable for the housing delivered under the plan to be distributed across the borough. However, the inclusion of a further c.500 dwellings in the BFP Strategic Location would not prejudice this. The table below demonstrates that, notwithstanding our comments on the housing requirement above, the BFP would accommodate 33.5% of Fylde's housing, a modest increase of 4.2% from the current distribution. Such an increase is immaterial, particularly in the context of the beneficial impact on the delivery of housing and the additional benefits of reducing the reliance on windfall sites, currently proposed to be 12.6% (and which is not compliant with the Framework in any event).

	Percentage of Overall Housing at Blackpool-Fylde Periphery <sup>8</sup>
Without SLG site (2,310)	29.3%
With SLG site (2,810)	33.5%
Difference	+4.2%

**Table 4.1: Summary of Proposed and Alternative Distribution**

Approximately 86% of the proposed employment land requirement will be located at SL2. This is considered to be appropriate given the relationship to important employment opportunities such as the Blackpool Airport Enterprise Zone (BAEZ) – which the FLP considers to ‘help create more businesses, jobs and attract international investment, with positive benefits across the wider economic area’ - and the proximity to the motorway network. The BAEZ is proposed to become a ‘centre of excellence for the energy sector’.

The Infrastructure Development Plan does not identify any insurmountable issues in terms of the delivery of a substantial quantum of development in this location. It identifies various infrastructure improvements that it suggests will be required to support development of the magnitude envisaged and towards which contributions from individual developments will be sought. This is not unusual in considering major developments (although regard will need to be given to the CIL regulations in respect of the pooling of contributions from individual developments).

Should the SLG site be identified as an allocation, the need for any infrastructure improvements required to mitigate the impacts could be considered and could form part of a specific policy (and subsequent application(s) for planning permission).

Proximity to the Built-Up Area

The area between the Blackpool boundary and the SLG land is designated as open countryside in the current Local Plan. However, any suggestion that is separated from the built-up area is wholly incorrect.

The vast majority of the intervening area contains built development, including substantial commercial and major residential developments that have been built. This is in addition to major transport infrastructure, including the M55 motorway and the A583 and other uses, such as caravan parks, which detract from the openness.

In addition, a substantial amount of development is consented and proposed within this area reflecting its proposed status as a Strategic Location in the emerging FLP. This will intensify the level of development and reduce the extent of openness.

	<p>Connectivity with the surrounding area is provided by existing bus services which run close to the site frontage to and from Blackpool town centre and the surrounding areas. Given the level of development envisaged in the BFP, it is expected that further improvements in public transport services will take place, thereby improving accessibility.</p> <p>The FLP acknowledges the suitability of the location for further employment uses given its 'good access to the M55 at Junction 4'.9</p> <p><u>Visual Impact</u></p> <p>The site is enclosed by the M55 to the north, a very substantial band of mature trees to the east, a residential caravan park to the south and the A583 to the west. These elements represent defensible boundaries which development of the site would be capable of strengthening where appropriate (e.g. to the north and east).</p> <p>Given the extent of existing and proposed elements of built development described above it is not considered to be a particularly sensitive location. In any event, development is capable of being appropriately designed to ensure that it is acceptable in terms of its impact on the visual amenity of the area, for example by careful siting of built elements and / or the provision of landscape features to screen etc. Whilst the Council's Landscape Assessment suggests that site would have a moderate to high sensitivity to development, it identifies measures to limit the impact, recommending limits to the building heights, massing and density on the higher parts of the site and along the M55 boundary. It also recommends providing a substantial landscape buffer to the M55 northern boundary.</p> <p><u>Least Sequentially Preferable of the Sites in this Area</u></p> <p>In light of the importance of this location and the lack of fundamental constraints that would prevent development of the site, it is unclear as to why this site would be less preferable to other greenfield sites in this area.</p> <p><b>This representation was also accompanied by a separate document, please see: Document SD013 – Copies of Regulation 20 Representations (Regulation 22(1)(d) document) Title: Fylde Council Local Plan to 2032: Publication Version Representations on behalf of The Strategic Land Group September 2016</b></p>
<p>OC/TB/13/01649 – Balfour Beatty</p> <p>Nathaniel Lichfield &amp; Partners</p>	<p>Our previous representations to the Council were submitted following a meeting between Balfour Beatty, NLP and Officers of Fylde Council in March 2016 when the Council indicated that the concerns would be considered prior to making any amendments to the draft Plan. The second set of representations followed subsequent discussions with Mike Eastham (Planning Policy) in late June, after the publication of amendments to a draft Publication version of the Plan where reported to the Council's Development Management Committee on 15 June 2016. Again these comments were submitted at the request of the Council, but unfortunately they have not been addressed in the Publication Version of the Fylde Local Plan.</p> <p>Our two previous responses were therefore submitted as part of the continuous dialogue that Government encourages for the preparation of Local Plans. As a consequence, we would have expected the comments to be given due consideration in the finalisation of a Publication version of the Local Plan. The Publication draft of a Local Plan should be a version that the Council considers should be adopted without further modification.</p>

Instead, the Council responded in July 2016 to explain that our submissions would be treated as a response to the Publication version and we were invited to resubmit our comments at this consultation stage. We are concerned, however, that our previous comments raise significant and substantial matters affecting a number of policies in the publication draft of the Plan, which would constitute main modifications and could render the Plan unsound if not properly dealt with.

We have been liaising with the Blackpool, Fylde and Wyre Economic Development Company [BFWEDC] who are leading on the preparation of the Blackpool Airport Corridor Enterprise Zone masterplan. The BFWEDC shares a number of our concerns and, in turn, we understand that Blackpool Council and Lancashire County Council also share those concerns in respect of the (lack of) alignment between the publication draft Local Plan and the objectives of the Enterprise Zone. Whilst the Council has produced a Consultations Response document, it only comments on representations submitted up to and including the Revised Preferred Option stage and, therefore, no formal response has been issued by the Council to the issues raised in our submissions of March and June 2016.

In summary, we consider that the issues raised in our previous submissions (and set out again below) render the draft Local Plan unsound for a range of reasons including:

It is not justified in its approach taken to the development of land at Blackpool Airport, within the Enterprise Zone area, as it is not the most appropriate strategy for fulfilling the objectives of the Enterprise Zone, as set down in the Full Business Case for the Enterprise Zone and being brought forward through the preparation of the EZ masterplan;

It is not positively prepared as it seeks to limit land (14.5ha) fronting Squires Gate for development of solely B Class uses (Policy EC1, site ref. ES5), running counter to the objectives of the Enterprise Zone to facilitate mixed-use development there.

We note the '*site area for non-residential development*' of the Blackpool Airport EZ site has been increased from 5.0 ha to 14.5 ha within Policy SL2 of the Publication Version of the Local Plan. However, the acceptable uses for the site are identified (in Policy EC1) as being restricted solely to those within the B Class uses. Moreover, Policy EC1 goes on to state that '*Development proposals for alternative uses in these locations will be resisted...*' This statement contradicts both the intentions of Policy EC4 within the Publication Draft, and also the Enterprise Zone objectives of facilitating mixed-use development on the land fronting Squires Gate (Site ES5).

The wording now introduced into Policy EC1 does state that uses are "*to be determined through a masterplan for the Enterprise Zone*" though the fact that the area of Site ES5 has been increased from 5.0ha to 14.5ha together with the wording beneath the schedule of sites which reads "*development proposals for alternative uses in these locations will be resisted...*" does undermine the EZ masterplanning process and does not reflect the reality on the ground, namely that the site contains non-B Class uses including the Energy College under construction.

**Policy SL2** reasoned justification explains that masterplans are to be prepared for the strategic locations and to make provision for a range of land uses to include homes, employment and commercial uses.

The reference to "*14.5ha*" in respect of site ES5 (Blackpool Airport, Squires Gate Lane, Blackpool Airport Corridor) should be amended to "*20.0ha*" to be consistent with the Zone A identified in the EZ Business Case document, which identifies the area as providing for a mix of office, workspace and retail uses, and the preparation of the EZ masterplan for the area.

<p>OC/ACT/13/02036 – Minority Group - Liz Oades</p>	<p><u>7. Option 5</u></p> <p>During the last public consultation the section numbered, Option 5, (Whyndyke) came out as the most popular Option. It was preferred by most people as it fulfilled the functions of providing the housing numbers required by the Government, whilst protecting our individual towns and villages.</p> <p>We were informed that, as Whyndyke could not be delivered within the Plan period, its inclusion would render the Plan unsound. We have spoken to the agent of the landowner and he informs us that it will be possible to deliver 100 houses per year, 500 in the first five years and up to a total of 1,500 within the plan period. He also informs us that the developer will also supply a school, roads, bus routes, shops, cycle lanes and employment land on the site which will mean that, rather than developing a big housing estate on the edge of a town, all facilities will be on site and sustainable. He also states that the statutory infrastructure providers are on board with this development and are happy that there will be more than enough capacity in the system. Blackpool Borough Council is also very happy with this development as it will fulfil housing need for Blackpool as well as employment land which in turn also complies with the “Duty to Co-operate” between councils.</p> <p>For this reason we support removing Policy EC1 from the Preferred Options document and replacing it with Policy SL2 as the preferred strategic location for development.</p>
<p>OC/LB/16/00608 – Next Plc.</p> <p>Peter Brett Associates</p>	<p>This representation has been prepared by Peter Brett Associates on behalf of our client Next PLC. It is submitted in response to the Publication Version of the Fylde Local Plan and relates primarily to the strategic location for development at ‘Whyndyke Farm’ at the Fylde-Blackpool border.</p> <p>This representation addresses the following policies and their inherent soundness:</p> <ul style="list-style-type: none"> <li>• M1 Masterplanning the Strategic Locations for Development</li> <li>• SL2 The Fylde-Blackpool Periphery Strategic Locations for Development</li> <li>• GD6 Promoting Mixed Use Developments</li> <li>• EC1 Overall Provision of Employment Land and Existing Employment Sites</li> <li>• EC4 Blackpool Airport Enterprise Zone</li> </ul> <p>Helpfully Policy SL2 the Fylde-Blackpool Periphery Strategic Locations for Development, allocates the Whyndyke Farm site for a mixed use development and states that proposals for the delivery of 810 homes and 20 hectares of non-residential development will be supported. The text also states that masterplans and approved design codes for each site should make provision for a range of land uses to include homes, employment and commercial uses.</p> <p><b>Conclusion</b></p> <p>In conclusion whilst we support the allocation of the Whyndyke Farm site as a strategic location for mixed use development as set out in Policies M1, SL2 and GD6 we nevertheless have objections to the scale and distribution of employment allocations within the Local Plan, and the possible difficulties associated with their delivery given the constraints imposed by Policy EC1.</p>

	<p>We consider that a more flexible approach to the form of commercial development that can come forward should be advocated which would assist with delivery, allow for enabling development to be brought forward (as is the case in Policy EC4) and to comply with the NPPF.</p>
<p>OC/AGCN/15/02258 – Persimmon Homes Lancashire</p>	<p>Persimmon Homes Lancashire are grateful for the opportunity to respond to the Consultation on the Publication Version of the Fylde Local Plan.</p> <p>Persimmon support the amends made following our previous comments on the Strategic Objectives. We appreciate that the intervening time from the Issues and Options has been used productively to update much of the evidence base. We note the recent release of the 2014 population projections and assume that the evidence will again be updated accordingly in due course.</p> <p>In addition, we note the Wyre have requested that Fylde consider taking some of their housing numbers. Some further clarification is required on this. We also remain concerned that the housing figure identified does not provide the opportunity to meet the affordable housing demand identified in the evidence base. It is felt that further commentary is required on this matter.</p> <p>Policy Specific Comments:</p> <p><b>HSS4 – Coastal Dunes</b> Persimmon Homes are developing the first (southern) phase of the former Pontins site and are currently in for planning on the northern portion of the site. We are working with Development Management officers to get the application to the October Committee meeting. At the present time we have in principle officer support for an overall number of 429 units across the site. As we are already delivering on site, there will be no lead in period for the next phase and therefore we anticipate delivering all of these units within the plan period. On this basis this policy requires amending to reflect reality.</p> <p><b>General Points</b></p> <p>In order to plan positively, the shortfall in delivery over the past plan period would suggest that identification of general areas for further, future development after the plan period, or as preferred reserve sites should delivery fall during the plan, would be prudent.</p> <p>This response should also be read in conjunction with our response to the Preliminary Draft Charging Schedule for the Community Infrastructure Levy (CIL).</p> <p>Persimmon Homes are happy to discuss the contents of this response if required &amp; would like to be kept informed of any forthcoming consultation in regards to the Local Plan. We would also like to be informed in the Local Plan Examination in Public with a view to participating in the hearings associated with the items covered in this response.</p>
<p>OC/AGCN/13/01729 – Story Homes Ltd.  Barton Willmore</p>	<p><u>HSS4 – Coastal Dunes, Clifton Drive North, Blackpool Airport Corridor</u></p> <p>Site HHS4 is situated to the west of Blackpool Airport in the Blackpool Airport Corridor and was previously used as a holiday park. The site has planning permission for 351 dwellings.</p> <p>Our Client is aware that construction has commenced on site and the development is being actively marketed by Persimmon Homes. Our Client accepts that there is no evidence why this site will be undeliverable within the plan period, however, our Client considers the consistent delivery of</p>

60 dwellings per annum from 2016 - 2021 on this site is unrealistic for one developer. Only 12 plots have been registered on the site since construction began in 2015, based on passed delivery rates the site is more likely to be 20-25 dwellings per annum at best.

MUS1 – Cropper Road East, Whitehills

Site MUS1 is a mixed use development site located to the east of Cropper Road, Whitehills, expected to deliver 451 dwellings over the plan period.

Wainhomes has commenced development of 146 homes on part of this site and this is expected to be completed by 2022 (App Ref: 12/0717).

There are three other outline applications on the site for a mix of employment and residential use, for 200, 80 and 26 dwellings respectively (App Ref: 15/0114, 15/0472 and 13/0753). The applications for 80 and 26 dwellings have been approved and the application for 200 dwellings is outstanding.

Whilst the site benefits from planning permission, the site is isolated from settlements and services. The delivery of the remaining part site is reliant on improvements to local infrastructure, which has the potential to stall development if this is not in place. This will result in patterns of unsustainable development.

Furthermore, one of the outline applications forms the second phase of the Wainhomes site, therefore, this is unlikely to start delivering until the first site is complete. The market competition of other sites coming forward within the Fylde-Blackpool Periphery will also serve to dampen delivery rates. It is highly likely that a high proportion of dwellings will not come forward until late in the plan period, the delivery rates should therefore be adjusted accordingly.

MUS2 – Whyndyke Farm, Preston New Road, Whitehills

Site MUS2 is a mixed use development site situated to the east of Preston New Road (A583). The Council is minded to grant outline planning permission for 1,310 dwellings (subject to signing a Section 106 Agreement) on the site; including the provision of two new local neighbouring centres, a primary school and a health centre, in addition to improvement to Junction 4 of the M55.

The delivery of the site is dependent upon the implementation of significant new infrastructure. The Infrastructure Delivery Plan (August, 2016) confirms that the funding for this infrastructure is dependent upon Section 106 Contributions. Since the Council drafted their Decision Notice in July 2015, no Section 106 Agreement has been signed, there is therefore no committed capital to implement the infrastructure required. The Council has provided no indication of timescale for when the Section 106 Agreement is likely to be signed. Our Client is therefore concerned without this commitment in place there is no certainty that this site is deliverable.

Our Client also remains concerned that the Council has failed to fully consider the timescales required to implement key infrastructure to deliver this site, which could potentially slow down development.

Our Client also remains concerned that the Council has failed to fully consider the timescales required to implement key infrastructure to deliver this site, which could potentially slow down development.

The Housing Trajectory at Appendix 2 of the Publication Draft Document expects the site to start delivering 30 dwellings in 2018 – 2019 and 60 dwellings per annum between 2019 and 2032, this is reduced from the proposed delivery of 100 – 110 dwellings per annum in the Revised Preferred Options document.

Our Client accepts that the scale of the site means it is likely to be delivered by multiple housebuilders, therefore, a conservative delivery rate of 60 dwellings per annum is more appropriate than that proposed in the Revised Preferred Options document. Nonetheless, without specific timescales or committed funding it is unclear whether the proposed delivery rates are realistic. Until such time the Council can provide evidence that the funding for key infrastructure can be secured, our Client cannot be sure that this site will be deliverable over the plan period.

#### HSS5 – Cropper Road West, Whitehills

Site HSS5 is situated west of Cropper Road, Whitehills and is expected to deliver 442 dwellings over the plan period, with delivery expected to start in 2020.

Our Client remains of the view that this site is undeliverable within the plan period. Cropper Road is a narrow highway with no public footpath. Significant highways improvements would be required to Cropper Road to facilitate the development. The Council has failed to provide any evidence that this would be achievable.

The site is currently unavailable and within the ownership of multiple land owners who currently occupy the site. This has the potential to impact upon the lead in time of the site if one landowner is not willing to cooperate. No evidence has been provided that the entire site will be available for development in the long term.

As stated in the Strategic Sites Assessment Paper (2015) the development of this site is also dependent on the provision of relevant facilities and services at Whyndyke Farm and improvements to Junction 4 of the M55 motorway, the timescales for which are currently unknown.

Furthermore, the market competition of other sites coming forward earlier in the plan period within the Fylde-Blackpool Periphery can serve to dampen delivery rates. Our Client therefore contests that this allocation should be removed from the Local Plan as it is potentially unsuitable, unavailable and undeliverable. To ensure the full objectively assessed housing of this plan period are met in full there will be the need for further sites to be allocated.

#### HSS6 – Land at Lytham St Annes Way, Whitehills

Site HSS6 is situated off Lytham St Annes Way and has planning permission for 150 dwellings. Our Client is aware that development has commenced and accepts that the Site will be deliverable within the plan period.

#### HS21 – Land to the rear of 11-63 Westgate Road, Squire Gate

	<p>Site HS21 was not previously allocated within the Revised Preferred Options document; however, the site is expected to deliver 70 dwellings over the plan period. An application was submitted in August 2012 for the development of 46 apartments and 26 houses (72 dwellings in total), however, this application was never determined. Subsequently, planning permission was approved in July 2016 for the development of 25 dwellings, therefore, 45 dwellings needs to removed from the overall supply figure.</p> <p><u>Other Site Allocations within Fylde – Blackpool Periphery</u></p> <p>Our Client does not wish to make comments in relation to Sites HS22 and HS23.</p>
<p>OC/AGCN/16/00066 – Telereal Trillium</p> <p>Smith &amp; Love Planning Consultants</p>	<p>Telereal Trillium fully supports the identification and inclusion of the land within its ownership at the Whitehills Local Service Centre within the proposed Fylde-Blackpool Periphery Strategic Location for Development.</p> <p>However, the Company does not agree that development of the land within its ownership identified as parcel ES4 on the draft Policies Map, should be limited to exclusively Class B1, B2 and B8 employment development as proposed in draft Policy EC1 and Policy SL2.</p> <p>Parcel ES4 forms the north west corner of the central core of land within the Whitehills Local Service Centre settlement area, and lies immediately adjacent to the parcel of land identified as area MUS1 that is proposed to be allocated for mixed use development comprising housing and non-residential uses. There is no obvious reason for annexing land parcel ES4 from MUS1 other than rolling-forward the extant employment allocation from the current Local Plan into the proposed plan period without review. Telereal Trillium considers that this is a missed opportunity as;</p> <p>a) the land has never been developed for more than 20 years throughout the previous local plan period, and Paragraph 22 of the National Planning Policy Framework 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, in favour of more beneficial alternative uses, and;</p> <p>b) the land lends itself to being beneficially included as part of the MUS1 allocation so that there is a greater prospect of it being developed and not left sterilised and unused. The land shares a strong physical connection with MUS1 which does not extend solely to the south of parcel ES4 on the opposite side of Old House Lane, but it bridges Old House Lane and extends onto the land immediately east of ES4.</p> <p>Old House Lane is therefore not a constraint or limiting boundary to the extent of the proposed MUS1 land allocation and there is no logic why ES4 should be arbitrarily excluded at the risk of being alienated, as its attraction and future development potential as a solely employment site, is limited by its size and configuration, being crossed by overhead powerlines.</p> <p>Incorporating ES4 within MUS4 would be a better solution and would allow the land to be used to its maximum potential as part of a wider master-planned development that will be commercially viable and attractive to the market, and will thereby offer much greater certainty and likelihood of delivery.</p> <p>Telereal Trillium requests that the following revisions are made to the draft Plan;</p>

	<p>i) the proposed allocation of its 2.4 ha of land at the Whitehills Local Service Centre identified as parcel ES4 for Class B1, B2 and B8 employment uses, is deleted from the schedules in draft Policy SL2, draft Policy EC1 and from the draft Policies Map; and alternatively;</p> <p>ii) its 2.4 ha of land is incorporated into an enlargement of the proposed mixed use allocation MUS1 for residential and non-residential uses, and is shown as part of the MUS1 allocation on the draft Policies Map.</p> <p>Telereal Trillium fully supports the identification and inclusion of the land within its ownership at the Whitehills Local Service Centre within the proposed Fylde-Blackpool Periphery Strategic Location for Development.</p> <p>However, the Company does not agree that development of the land within its ownership identified as parcel ES6 on the draft Policies Map, should be limited to exclusively Class B1, B2 and B8 employment development as proposed in draft Policy EC1 and Policy SL2. Please refer to the representation made in response to draft Policy EC1 for further details.</p>
<p>OC/LO/15/02132 – Blackpool South Caravan Club</p> <p>Savills</p>	<p><b>Representation to the Publication Version of the Fylde Local Plan to 2032 with regard to the Blackpool South Caravan Club site, Cropper Road, Marton, Blackpool, FY4 5LD</b></p> <p>This letter accompanies our representation to the Fylde Local Plan to 2032 – Publication Version on behalf of The Caravan Club. Blackpool South Caravan Club site, which is located to the east of Cropper Road, currently serves as a touring caravan site. This representation relates to Fylde’s Strategic Locations for Development and Policy EC7: Tourism Accommodation.</p> <p><b><u>Blackpool South Caravan Club Site</u></b></p> <p>The Caravan Club’s Blackpool South site is located in the north-west of the Fylde District, to the south east of Blackpool, and to the east of Cropper Road, adjacent to the Cropper Road junction with the A5230 (Progress Way). The site has an area of approximately 2.15ha, all of which is potentially developable. The site has a total of 95 pitches, of which all 95 are hardstanding, and also includes a number of existing buildings accommodating a reception area, information room, warden’s accommodation, assistant warden’s accommodation, and a toilet/shower block. There are a number of existing internal tarmac roads located within the site. Given the amount of hardstanding on the site, this site should be considered previously developed (Brownfield) land.</p> <p>The site is bounded on all sides by hedgerows of approximately 2 metres in height, with mature trees providing additional screening to the north of the site along Jenny Lane and between the site and the Cropper Road/A 5230 junction. The site is adjacent to an open field to the east, residential units to the south, and falls with the Flood Zone 1.</p> <p>The site has good public transport links to the wider region, with a bus stop located approximately 200 metres to the north east of the site which provides services to central Blackpool, Blackpool North railway station, and Fleetwood. From the railway station, services are available to Blackpool Pleasure Beach, Lytham, Poulton-le Fylde and Preston, with mainline connections available from Preston to Blackburn, Wigan and Manchester. The site is also adjacent to the A5230, and approximately 1.75 km away from the M55.</p>

There are a number of services within close proximity of the site, including supermarkets, restaurants, pubs, national retailers, and a Post Office. The site is located within 2km of two separate primary schools, and within 2km of a Secondary School.

### **National Planning Policy Framework**

The National Planning Policy Framework (NPPF) was published by the government in 2012 and sets out the overarching national planning policies for the country. The NPPF sets out the “*presumption in favour of sustainable development*” which should be seen as a “**golden thread**” running through both plan making and decision taking. For plan making specifically this means:

- *Local planning authorities should positively seek opportunities to meet the development needs of the area;*
- *Local plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change.*

The NPPF sets out 12 core planning principles which should underpin both plan making and decision taking, of which relevant to this representation are:

- *Proactively drive and support sustainable economic development to deliver homes...that the country needs...every effort should be made objectively to identify and then meet the housing needs of an area;*
- *Encourage the effective use of land by reusing land that has been previously development (Brownfield land) provided that it is not of high environmental value;*
- *Contribute to conserving and enhancing the natural environment;*
- *Actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling and focus significant development in locations which are or can be made sustainable.*

The NPPF also outlines a clear requirement to deliver sustainable development and to widen the choice of high quality homes. The presumption in favour of sustainable development affects both plan making and decision taking.

For plan-making this means that:

- *Local planning authorities should positively seek opportunities to meet the development need of their area; and*
- *Local plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless:*
- *Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the framework taken as a whole; or specific policies in the framework indicate development should be restricted*

Paragraph 35 states that “*plans should protect and exploit opportunities for the use of sustainable transport modes for the movement of goods or people*”, developments should be designed where practical to:

- *Give priority to pedestrian and cycle movements and have access to high quality public transport*

Paragraph 50 states that Local Authorities should “*deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities*”.

Chapter 11 *Conserving and enhancing the natural environment* sets out that the planning system should contribute and enhance the natural and local environment. Paragraph 111 states that: “*planning policies should encourage the effective use of land by re-using land that has previously been developed land (Brownfield land) provided that it is not of high environmental value*”.

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

The Fylde Local Plan to 2032 identifies Strategic Locations for Development for the Fylde District. Policy SL2 *The Fylde-Blackpool Periphery Strategic Locations for Development* identifies two sites in close proximity to The Caravan Club’s Blackpool South site: *MUS1 – Cropper Road East, Whitehills*, which is adjacent to the site and is designated for a combination of employment and residential development, and *HSS5 - Cropper Road West, Whitehills*, which lies opposite the site to the west and is designated as being suitable for residential development. Paragraph 7.17 identifies that the development of HSS5 will require a comprehensive masterplan to be submitted as part of any application, and proposes that a local retail centre be included as part of any masterplan. Paragraph 7.18 states that within MUS1 any employment sites should recognise the sub-regional significance of the land as a strategic location and make provision for high quality and readily available sites.

### **Planning Considerations**

The Caravan Club previously made representations to the call for non-strategic development sites in February 2015 and the revised preferred options consultation in December 2015. These both highlighted to the Council that The Club would need to expand to meet tourist need if it were to remain in situ, and indicated that its preferred methodology would be to expand into the land to the north east of its current location. This preference has not been accommodated in the Publication Version of the Draft Local Plan.

The current proposal put forward in the draft publication version of the Fylde Local Plan will result in the proposed development bounding The Club’s site on all sides with residential or employment development. This development will leave no room for growth or expansion, and will initiate a significant change in the surrounding environment experienced by members staying at the site

The Club recognise that there is logic in having their site designated as being suitable for residential development in the emerging Plan. The Club would only be willing to agree to the residential redevelopment of its site if a suitable alternative local site could be identified, as this will ensure that the volume of tourist accommodation provided and benefits to the local economy and Club members remain. The Club does not wish to leave the area, but is pragmatic in that the inclusion of its site in the surrounding residential development would allow for a complete redevelopment of the area as opposed to leaving its site wedged in between non compatible uses. This would allow The Club in this instance to pursue an alternative, more appropriate site in the local area.

### **Conclusion**

The Caravan Club is concerned that the impending redevelopment of the land surrounding its site may have a potentially detrimental impact upon the quality of setting and service that it will be able to offer to members.

	<p>The logical move in this situation is to include the Blackpool South site within the residential allocation at this stage of the plan, and assist The Club in locating and securing a suitable alternative local site. The site is well suited for a potential residential development, as it constitutes previously developed 'Brownfield' land, which under current local and national policy should be prioritised for redevelopment. The site is also situated close to the settlement boundary of Blackpool, is well connected to the local area, has a number of services in close proximity and therefore would constitute sustainable development. The site is also well located to the sites within the proposed scheme, allowing it to be included in the comprehensive redevelopment of the area.</p>
<p>OC/AGCN/13/02020 – Oyston Estates  Cassidy &amp; Ashton</p>	<p>The identification of land within the Fylde-Blackpool Periphery Strategic for development is supported. In particular the identification of land at Whyndyke Farm is supported.</p>
<p>OC/LPD/15/02217 – Wainhomes Ltd.  Emery Planning</p>	<p><b>4. Policy SL2</b> 4.1 Policy SL2 (The Fylde-Blackpool Periphery Strategic Location for Development) sets out a number of proposals for development of the following strategic sites identified on the Inset Maps. Our client's site (HSS5) is set out in the policy with a projected commencement date of 2020. We address this in greater detail in Section 3 where we state that the site can come forward early with first completions in 2017/18.</p> <p><b>5. HSS5 (Land at Cropper Road West, Whitehills)</b> 5.1 The site is currently designed as open countryside in the Fylde Borough Local Plan (As Altered) (Oct 2005). However due to the housing requirement identified in the emerging Local Plan there is a need for the allocation of land within the Fylde. Our client's site is identified (HSS5) for 442 dwellings. Paragraphs 7.17 and 7.18 of the Plan state:</p> <p><i>7.17 Any planning application for the development of this site will need to be accompanied by a comprehensive masterplan to be agreed by the Council, which will need to include the site for a local (retail) centre, serving Whitehills. There are surface water and wastewater issues at land at Junction 4 of the M55 and road improvements will be required to the junction. However, it is anticipated that development of housing on this site could start in 2020/21, with completion by 2027/28.</i></p> <p><i>7.18 Employment at Whitehills Business Park (site ES7), Cropper Road East (site MUS1) and Whyndyke Garden Village (site MUS2) will recognise the sub-regional significance of land at the end of the M55 as a strategic location and its contribution towards diversifying both Fylde's and the wider Fylde Coast's economic base by making provision for high quality and readily available sites and developing a distinctive image based on existing assets.</i></p> <p>5.2 We support the allocation and the extension of the settlement boundary as proposed. However there are a number of points which we consider need to be revised within the policy which principally deal with the phasing of the site which is suggested as 2020/21 in paragraph 7.17. Before we examine that in greater detail we can confirm that the site is available, suitable and achievable, i.e. is deliverable and can come forward now with first completions in 2017/18. We set out below why this is the case with reference to the submitted environmental and technical documents:</p> <ul style="list-style-type: none"> <li>• Location</li> <li>• Land ownership plan;</li> <li>• Illustrative Masterplan by DGL Associates Ltd;</li> <li>• Highway Improvements</li> </ul>

- Flood Risk Assessment by Weetwood;
- Utilities Assessment

#### **Site Capacity**

5.3 The site is identified for 442 dwellings in the policy. Our reports have been prepared on a development of up to 450 dwellings. We therefore propose that HSS5 is revised to state 450 dwellings.

#### **Timing and Delivery**

5.4 Policy SL2 and Appendix 2 (Housing Trajectory) of the Plan proposes that HSS5 would deliver from 2020 onwards. It proposes 30 dwellings in the first year and then 60 dwellings per annum for the following six years with 52 in the final year (2027/28). This would total 442 dwellings.

5.5 The vast majority (see Appendix 1) and main road frontage of the proposed allocation is controlled by our client who is an active developer in the North West and build 400 dwellings per annum. They are currently building on Cropper Road East. Our clear instructions are that they will bring the site forward as soon as possible. We consider that the current timetable for the site would be as follows:

- Submission of planning application – May 2017;
- Site Preparation – Autumn 2017; and,
- First completions - January 2018 with some 30/35 completions per annum.

5.6 Indeed, the Site Assessment Background Paper states:

*“There is strong developer interest in the site. A planning application is expected in the short term”.*

5.7 A number of points arise which require alterations to the plan and specifically the housing trajectory. These are:

- First completions (35 dwellings) from 2018; and,
- At least 35 dwellings a year thereafter.

#### **Layout**

5.8 The Plan states that there will be a requirement for a comprehensive masterplan for the site. Enclosed with this representation is an illustrative master plan (Appendix 2) which shows how the site is proposed to be developed and that is a logical extension to the urban area. The vehicular accesses would be taken from Cropper Road with pedestrian and cycle links into the existing urban area. The layout has been informed by the environmental and technical reports and can accommodate up to 450 dwellings, 30% of which would be for affordable housing as set out in Policy H4. The site can also provide a new local centre, formal and informal open space, habitat creation and widening of Cropper Road.

5.9 Therefore the total site area is 23.1 hectares and we consider an average density of around 27 dwellings can be achieved across the net residential area of the site.

#### **Access**

5.10 A key part of the Framework is the social role “with accessible local services that reflect the community’s needs and support its health, social and cultural well-being”.

5.11 The proposed development will be a logical extension of the existing urban area with excellent opportunities for permeability by pedestrians, cyclists and vehicular traffic. An important benefit is the widening of Cropper Road. This will provide for a 6.0m carriageway throughout, a 2.0m footway on the west side of the carriageway and a 4.0m wide shared footway/cycleway on the east side of the carriageway. The 4.0m shared footpath and cycleway is part of the Cropper Road East development. The footway/cycleway width is designed to tie-in with the southern end and northern roundabouts on Cropper Road to provide a network for existing and prospective residents. The details are enclosed as Appendix 3.

5.12 Therefore there are no transport or highway reasons that would prevent the site from being taken forward for residential development.

### **Flood Risk and Drainage**

5.13 Paragraph 7.16 of the plan states:

*“7.16 There are surface water and wastewater issues at land at Junction 4 of the M55 and road improvements will be required to the same junction. No discharge to the public sewerage system from the site will take place until appropriate surface water mitigation measures have been implemented, and no surface water from the site shall discharge to the public sewerage system at any time.”*

5.14 Weetwood were instructed by Wainhomes to prepare a Flood Risk Statement. This is enclosed as Appendix 4. The conclusions are as follows:

*“Surface water runoff from the developed site can be sustainably managed in accordance with the NPPF and local policy. The surface water drainage scheme provides a holistic approach to drainage in accordance with and satisfying the requirements of the NPPF and as such will enable phased development conditions to be applied in line with this strategy.”*

5.15 Therefore we consider that the issues around Junction 4 of the M55 are not a matter which would prevent HSS5 from coming forward in 2017/18.

### **Ecology**

5.16 An ecological report has been prepared by ERAP and the recommendations have been carried into the masterplan. As with any site further survey work is required, however the key conclusion from the ecological assessments is that there is no constraint to the whole site coming forward for development.

### **Utilities**

5.17 Wainhomes has prepared a Utilities Statement which is enclosed as Appendix 5. This has been prepared following discussions with the relevant statutory authorities for a 450 dwelling development. It covers the following:

- Electric;
- Water;
- Gas;
- BT Openreach;
- Cable;

- Foul Water; and,
- Surface Water.

5.18 The assessment demonstrates that all the necessary services are available and there is capacity The above demonstrates that there are no issues to prevent the some 450 dwellings from coming forward and the Council can be assured that it meets the test in footnote 11 of the NPPF.

**Conclusion**

5.19 Whilst we support the allocation of the site we wish to object to the wording of the policy SL2 and HSS5. Clearly we do not object to the principle of development but the suggested amendments are to set out that the site can deliver from 2017/18 onwards and that there are no technical issues which require the development to start later in the plan period.

5.20 For Policy SL2, the table should now state:

- HSS5 – Cropper Road West, Whitehills 450 23.1Ha 2017/18
- Clarification that a masterplan is for HSS5 only.

5.21 We propose the following to paragraph 7.17 and 7.18:

*Cropper Road West, Whitehills (site HSS5)*

*Any planning application for the development of this site will need to be accompanied by a comprehensive masterplan to be agreed by the Council, which will need to include the site for a local (retail) centre, serving Whitehills. There are surface water and wastewater issues at land at Junction 4 of the M55 and road improvements will be required to the junction. However, it is anticipated that development of housing on this site could start in 2017/18, with completion by 2027/28 .*

**This representation was also accompanied by separate documents, please see:**

**Document SD013 – Copies of Regulation 20 Representations (Regulation 22(1)(d) document)**

**Title: Emery Planning**

**Representations**

**Fylde Local Plan Publication Plan**

**For Wainhomes Developments Ltd.**

**Title: Appendices 1-9 of Statement**

**Policy SL3 – Warton Strategic Locations for Development**

OC/LO/15/02248 –  
Mr M. James

During a call to one of your colleagues I was advised to email you with a query regarding the emerging proposals map relevant to the above site - the site is indicated by the red hatched area on the attached plan. To provide context I have also provided a screen-shot of the relevant area from the publication proposals map. It appears that there may be a significant drafting anomaly on that extract.

Steven Abbott  
Associates

There are three key policy designations affecting the area in question:

- " Policy GD1 - Settlement Boundary;
- " Policy GD2 - Green Belt;

" Policy H1 - Strategic Housing Sites (Site HS S2).

The text accompanying Policy GD1 indicates that strategic sites that are allocated have seen settlement boundaries amended to include them. As a result the whole of the Strategic Housing Site HS S2 is correctly identified as being within the Settlement Boundary of Warton - the grey line on the proposals map.

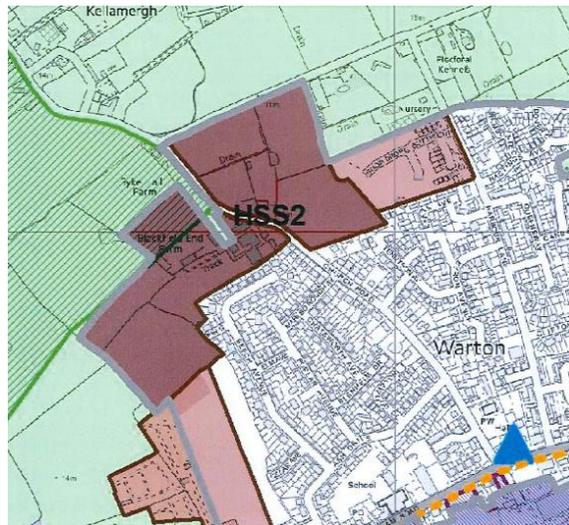
However, the identified Green Belt boundary is inconsistent with the newly defined settlement boundary, and I assume that this is an anomaly as it would normally be the case that an urban boundary with coincide with a Green Belt boundary.

I note also that the text accompanying Policy GD1 indicates that, whilst there is no requirement for a strategic review of the Green Belt as part of the Local Plan preparation process, some minor changes are proposed to accommodate the precise boundaries of some site allocations or to amend minor anomalies. On the basis of that text one would expect the Green Belt boundary to accommodate the precise boundary of the allocated site HS S2.

That would then leave the Syke Hall site as a very narrow and somewhat anomalous finger which cannot serve any Green Belt purpose. Indeed, the thickness of the lines on the Proposals Map could be interpreted that some of the land is contained by the urban boundary but some is not. As set out in previous representations the Syke Hall site should be excluded from the Green Belt given the fundamentally changed physical, land use and planning policy context of the land surrounding it.

Our view is that this is just the sort of anomaly that should be regularised as part of the Local Plan process.

We would welcome your thoughts on these anomalies and graphical inconsistencies. In particular, could you indicate whether officers would intend re-visiting matters and reviewing how the various Urban and Green Belt boundaries should be defined to be consistent and to reflect a



sensible and meaningful long term settlement/green belt boundary in this locality.



OC/AGCN/15/02088  
- Warton East  
Developments

Satnam group

Please find below representations submitted on behalf of Warton East Developments Ltd in respect of the above local plan. As you will be aware, Warton East controls land to the east of Warton which was recently subject to a public inquiry for residential development, result awaited.

These representations seek the positive allocation of this land for housing within the plan period.

Background.

Appeal ref APP/M2325/W/15/3004502 was heard at inquiry in July 2016, and the council raised no evidence at that inquiry against the scheme. Indeed the proof of evidence submitted on behalf of the council (Andrew Stell) confirms at para 8.4 that there is no objection to the principle of housing on this site (proof attached). Similarly there was agreement from the highways authority, LCC, that the highway impacts of the scheme were acceptable and can be satisfactorily mitigated.

The SOCG on planning issues confirms the site and the development comprises sustainable development (SOCG attached).

A duplicate application, ref 15/0303 was refused by the council for reasons that did not refer to planning principle rather to S106 and traffic issues (since resolved to the satisfaction of the councils concerned).

In summary therefore the land to the east of Warton, as shown on the attached plan, is accepted by the council as,

1. Sustainable development,
2. Creates no unacceptable landscape impact
3. Creates no unacceptable ecological impact
4. Can be accessed satisfactorily with no unacceptable impact on the local highway network.

In short the type of site encouraged by Government policy to be released for housing “without delay”. The type of housing site that conforms to the strategy and policies put forward in this local plan.

Representations.

These representation go to the soundness of the plan currently proposed. In our view the plan is unsound, it is not positively prepared (as it ignores sites such as the land east of Warton and does not seek to allocate such land), and is not justified (as the housing requirement is not based on a true and accurate OAN). As such the plan will not be effective in meeting housing and other needs in the plan area over the life of the plan, and fails to be consistent with government policy (that exhorts councils to allocate housing to “boost the supply” of homes in sustainable locations).

As such the plan needs to be modified before it is submitted for examination along the lines set out below.

“POLICY SL3, WARTON STRATEGIC LOCATIONS FOR DEVELOPMENT”, **should be expanded to include land to the east of Warton as a positive allocation**. There is no planning or technical imediment to such an allocation.

**This representation was also accompanied by a number of separate documents, please see:  
Document SD013 – Copies of Regulation 20 Representations (Regulation 22(1)(d) document)**

**Title: Land at Warton, Fylde**

**Technical Paper on Housing Issues**

	<p><b>Satnam Planning Services Ltd.</b>  <b>3 June 2016</b>  <b>41737/MW/WS</b></p> <p><b>Title: Planning Proof of Evidence (FBC) for Land East of Warton</b>  <b>June 2016</b>  <b>10.1</b></p> <p><b>Title: Warton East – Landscape Masterplan</b>  <b>Rev A</b>  <b>2043</b></p> <p><b>Title: Town and Country Planning Act 1990 – Section 77</b>  <b>Statement of Common Ground (planning Issues)</b>  <b>Appeal on behalf of Warton East Developments Ltd.</b>  <b>Satnam Planning Services Ltd.</b>  <b>July 2016</b>  <b>SOCG FINAL</b></p>
<p>OC/ACT/13/02036 –  Minority Group - Liz  Oades</p>	<p>9. <u>Options (H8, H9, H10 and H12)</u></p> <p>The extensive development proposals encircling Warton will increase the scale of the village by more than 75%.  The justification for development on this scale is weak, and hinges chiefly on:</p> <ol style="list-style-type: none"> <li>1. the accuracy of predictions for employment land need (which we do not accept at 1 above).</li> <li>2. the expansion predicted for the BAe Enterprise Zone (which as the document says (at 9.20) are ‘based around high technology industries’, and which typically produce low volume employment opportunities); and</li> <li>3. the elevation of Warton from it being a ‘Local Centre’ (serving its own community) to become a ‘Key Service Centre’ (serving a wider than local area).</li> </ol> <p>The document’s preface acknowledges Warton as a village, and the Strategic Objectives: Chapter 4 (s 4.8 Sub Objective 2) include a requirement to retain ‘the identity, character and setting of the rural village. We are unwilling to support them in their present form.</p> <p><b>This representation was also accompanied by two separate documents, please see:</b>  <b>Document SD013 – Copies of Regulation 20 Representations (Regulation 22(1)(d) document)</b>  <b>Title: Fylde Borough Council</b>  <b>Policy development Scrutiny Committee</b>  <b>Employment Land and premises</b>  <b>Minority Report</b>  <b>Produced by a minority of Scrutiny Committee members</b></p>

	<p><b>September 2014</b>  <b>Title: Minority Report</b>  <b>On the Fylde Local Plan to 2030</b>  <b>Preferred Options Consultation Document</b>  <b>An Alternative Perspective</b>  <b>June 2013</b></p>
<p>OC/AGCN/13/01729  – Story Homes Ltd.</p> <p>Barton Willmore</p>	<p><u>HSS2 – Blackfield End Farm, Church Road, Warton</u></p> <p>Site HSS2 was not previously allocated within the Revised Preferred Options document; however, the site has since been granted outline planning permission at appeal by the Secretary of State in September 2015 for 360 dwellings which is why it is now proposed for allocation. The site is expected to deliver 15 dwellings in 2017 – 2018 and 2030 – 2031, and 30 dwellings per annum from 2018 – 2019 to 2029 – 2030.</p> <p>Our Client is concerned that the delivery assumptions being applied by the Council relating to the delivery of this site are unrealistic. Whilst outline planning permission has been granted, the applicant (Hallam Land) are a strategic land company, they will need to dispose of the site to a housebuilder/developer, who will need to gain reserved matters approval, undertake site preparation works and implement the required infrastructure.</p> <p>From our Clients experience it is unlikely the site start being deliverable until at least 2019 at best. The site may therefore not be developed in full over the plan period.</p> <p><u>HSS7 – Highgate Park, Lytham Road, Warton</u></p> <p>Site HSS7 consists of the Former GEC Marconi Factory and adjacent land off Lytham Road in Warton. The Site has planning permission for 254 dwellings. Development commenced on site in 2014, with first completions in 2014/15. Our Client does not contest the deliverability of this site within the plan period.</p> <p><u>HS24 – Riversleigh Farm, Warton</u></p> <p>Site HS24 was not previously allocated within the Revised Preferred Options document; however, the site benefits from full planning permission for 82 dwellings which is why it is proposed for allocation. Prospect Housing commenced development on site in 2014, with first completions in 2014/15. Our Client does not contest the deliverability of this site within the plan period.</p> <p><u>HS25 – Nine Acres Nursery, Harbour Lane Phase 1</u></p> <p>Site HS25 was not previously allocated within the Revised Preferred Options document; however, development commenced on this site in 2013 and the 75 dwellings are due to be completed by 2017. Our Client does not contest the deliverability of this site within the plan period.</p> <p><u>HS27 – Oaklands Caravan Park, 252 Lytham Road, Warton</u></p>

	<p>Site HS27 was not previously allocated within the Revised Preferred Options document; however, there is currently a pending outline planning application for 53 dwellings (App Ref: 15/0194) on the site which is why it is now proposed for allocation.</p> <p>Our Client notes that Lancashire County Council has objected to this application on the grounds that the proposed development will have a greater impact than the existing development, on the highway network in terms of highway safety, highway capacity and will lead to greater queue lengths at junctions on the A584. Our Client therefore considers that this site is undeliverable and should be removed as an allocation, until the highway issues have been successfully resolved.</p> <p><u>Other Site Allocations within Warton</u></p> <p>Our Client does not wish to make comments in relation to Site HS26.</p>
<p>OC/IB/08/00556 – Anthony Guest</p>	<p><b>The selection of Warton as an SLD is unsound and possibly illegal.</b></p> <p><b>The process of consultation prior</b> to the issue of the Local Plan Preferred Options document that first proposed selection of Warton as an SLD was unsound because the Preferred Options draft bore little relation to previous options presented and failed to reflect responses from the consultation process. No alternative SLD locations were proposed for consideration and the selection of Warton appears unjustified.</p> <p>Local Groups issued a Joint Statement of Declaration of Unsound Planning Consultation in August 2013 and a group of 20 Borough councillors issued a Minority Report refusing to endorse the Preferred Options draft.</p> <p><b>The process of producing Masterplans</b> that was planned as a precursor to moving forward with the Warton (and other) SLDs failed to be progressed by the Council. Reference in Policy SL3 to Masterplans....'where they do not have planning permission' is frankly deceitful given the absence of masterplans and the Council's recent failure to contest the granting of planning permission. The impact of the development being undertaken in Warton set against the paucity of infrastructure planning and investment represents a disgraceful abnegation of the planning process.</p> <p><b>It is notable that while justification</b> is provided for development at the SLDs at Lytham and St Annes, Fylde-Blackpool periphery, and Kirkham and Wesham, no justification is put forward for strategic development at Warton. The only reference, in paragraph 6.19, says that Warton <b>will become</b> a more sustainable location for development <b>over the lifetime of the Plan</b>. This clearly acknowledges the current unsuitability of Warton as a sustainable location for the extensive development envisaged for an SLD.</p> <p>In identifying Warton as an SLD without the means or will to protect it from accelerated and unsustainable development the Council has done a great disservice to the residents of Warton and it is difficult to see how the process can have been legally compliant.</p> <p>Delete Policy M1 since it is meaningless and incapable of meeting the need it was set up to meet. Leaving ineffective and irrelevant policies in place often leads to unforeseen consequences.</p> <p>Delete Policy SL3 since the situation on the ground has far outstripped the capacity or will of the borough to apply the masterplan disciplines it envisages and the policy serves no other purpose.</p>

Institute an Inquiry into the processes that have led to the current uncontrolled development at Warton. The matter is relatively complicated and not well addressed in the Local Plan Publication Version

OC/AGCN/13/01758  
– Hallam Land Management  
Pegasus Group

## 2. WARTON AND SURROUNDING AREA

2.1 Warton is a settlement with a population of approximately 3,600 people. It is adjacent to the settlement of Freckleton, which is located to the east and connected via the A584 Lytham Road, which is the main route through Warton running east to west. The combined urban area of Freckleton and Warton has a residential population of approximately 9,500 people (according to the 2011 Census).

*Figure 2.1 – Aerial of Warton and Freckleton*



2.2 Warton is home to a large BAE site, which includes areas of land that are identified as part of the Lancashire Enterprise Zone alongside BAE's operations at Samlesbury. Other large employers in the area include the Land Registry, which occupies offices located to the west of Warton.

2.3 Warton includes a number of day-to-day services and facilities including:

- Education- 2 x Primary Schools, 2 x day nurseries;
- Social- 2 x Churches, Village Hall, Scout Hut, 2 x Public Houses, Social Club;
- Recreational- Bridges Playing Fields, Play Area, BAE Sports and Social Club; and
- Retail- Tesco/ Subway and parade of shops on Lytham Road, Coop Harbour Lane, Petrol Station.

2.4 Freckleton also has a medical surgery and dentist, and a range of shops and other services.

2.5 Lytham is located 3.5 miles to the west of the application site and is separated from Warton by Green Belt land. Kirkham is located approximately 3.5 miles to the north and is also largely separated by Green Belt land.

2.6 This description of Warton is taken from the Planning SoCG agreed with the Council for the Clifton House Farm Inquiry, and this document is attached at **Appendix 5**.

## 6. STRATEGIC LOCATIONS FOR DEVELOPMENT (CHAPTER 7)

6.1 We object to the housing requirement and extent of allocations within the Warton Strategic Location for Development.

6.2 This section addresses the Strategic Locations for Development, covered under Policies SL1 to SL4, in particular the Warton Strategic Location for Development (Policy SL3) where the proposed housing requirement has reduced from 1,160 (17%) in the 2013 Preferred Options document, to just 840 (10.6%) within the current Publication document.

### **Warton Strategic Location for Development (Policy SL3)**

6.3 Policy SL3 sets out the strategic allocations and policy approach proposed for the Warton Strategic Location for Development to 2032, for the completion of 840 homes.

6.4 This wording does not accord with the NPPF nor reflect the wording policies DLF1 and H1 which clearly state that the 370 dpa requirement is a minimum; and therefore the wording should be updated to state '*at least*' or '*a minimum of*' x homes.

6.5 The evidence indicates that the 840 figure should be increased, firstly to reflect the total required supply figure, which we consider to be between 11,088 and 11,340, and to align with the level of and proportion of development set out in the previous Preferred Option document, as this has reduced significantly since 2013, with insufficient justification.

6.6 Indeed, there is no justification at all to support Policy SL3 and the allocations included within it.

6.7 To give an idea, if Warton were to be allocated 17% of this increased supply requirement, this would equate to between 1,885 and 1,928 dwellings, which would require land for an additional 1,088 to 1,045 dwellings. Even if Warton were to retain the proportions in the current plan, the increased requirement would equate to 1,175 to 1,202, which would require land for 335 to 362 additional dwellings.

### ***Reduced Housing Requirement in Warton***

6.8 The reduction in numbers in Warton (from 1,160 to 650 in the 2015 Revised Preferred Options and now 840 in the current plan), was first recommended by the Council within the Responses Report to the 2013 Preferred Options, issued in July 2014. A requirement of 638 dwellings was also put forward in the draft Warton Neighbourhood Plan (BWNP) which went on consultation through July and August 2014, and this was then rounded up to 650 in the Submission BWNP which went on consultation in October/ November 2014.

6.9 No local needs assessment was carried out by the Neighbourhood Planning Steering Group. There is no conclusive evidence to indicate that a higher housing growth figure could not be achieved (due to physical constraints for instance), and the Sustainability Appraisal that supported the NP did not include an assessment of any alternative options. We made detailed representations to the Neighbourhood Plan during 2014, which included objections on the evidential basis for the housing target.

6.10 Fylde Council also raised concerns with this approach in their representations; however it is important to note that they themselves have not provided a Sustainability Appraisal or any other evidence to support draft plans and committee reports through which this 650 target was agreed.

6.11 The Blackfield End Farm SoS decision, issued in September 2015 (**Appendix 3**), also makes reference to this matter; with paragraphs 129 - 131 of the Inspectors report stating:

*“It is recommended that the number of dwellings put forward at Warton under Policy SL3 should be reduced from 1,160 to 650, however there is no reference to a change in the role of Warton as a strategic location for development. Indeed the report explains that unlike other strategic development locations, Warton is not tightly constrained by Green Belt, flooding, infrastructure constraints or environmental designations, and that housing allocations are intended to complement the jobs to be created in the Enterprise Zone (para 129)”*

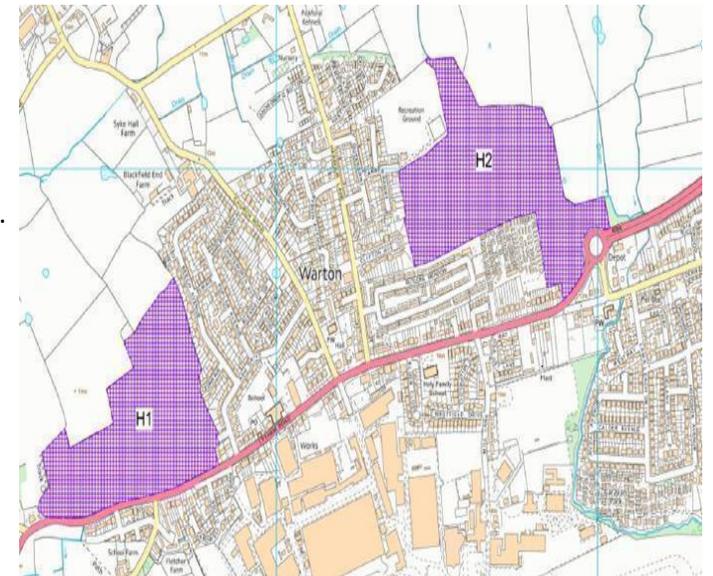
*“At this stage the housing figures in the ELP, both for the Borough as a whole and for Warton, carry only limited weight (para 130)”*

*“Insofar as Warton is concerned, there is no clear explanation in the Responses Report to justify the reduction in housing numbers indicated therein (para 131).”*

#### Warton Neighbourhood Plan Submission and Examination

6.12 There were two allocations proposed in the Submission BWNP, H1 and H2, which were intended to accommodate the remainder of the 650 dwelling target that hadn't already been granted permission:

- **H1 West** – which includes part of Allocation H8 from the 2013 Preferred Option. This also includes part of the Clifton House Farm site controlled by HLM and subject of an undetermined appeal for up to 115 dwellings, as described in Section 1 (with the red line shown on **Appendix 4**).
- **H2 East** – which includes a large part of Allocation H10 from the Preferred Options. This covers the Land off Lytham Road site controlled by Warton East Developments Ltd, and subject of an undetermined appeal for up to 350 dwellings (Ref: APP/M2325/W/15/3004502).



*Figure 6.1 – Submitted Neighbourhood Plan Housing Allocations (Figure 6)*

6.13 The BWNP was examined in early 2016 on the basis of the written representations received (rather than through a Hearing), with the Inspector Nigel McGurk issuing his final report in April 2016. This recommended that the plan should proceed to a Referendum subject to a number of modifications.

6.14 The key modification was the removal of all policies and text relating to the quantum and location of housing development and the entire section on housing<sup>3</sup>. As such, the 650 housing figure has been deleted, as have the proposed housing allocations. This was on the basis that the BWNP did not meet basic conditions relating to necessary environmental (SEA) screening requirements<sup>4</sup>, rather than any assessment of the proposed housing sites not being suitable or appropriate in general.

#### Proposed Allocations in Warton

6.15 The 2015 Revised Preferred Options had suggested that the 650 target be allocated and delivered through the Neighbourhood Plan; but in light of BWNP Examiner's recommendations, the Publication Version is more prescriptive with a target of 840 dwellings across 6 allocated sites shown on the proposals map.

6.16 However, Policy SL3 simply reflects existing planning consents in Warton and does not seek to allocate any additional land, and we raise the following issues with this approach.

6.17 Firstly, the planning position has changed in respect of some of these allocations:

- **HS22- Blackfield End Farm-** A Reserved Matters is due to be submitted imminently, and is likely to propose between 330 and 340 dwellings, leading to a reduction from the outline total of 360.
- **HS24- Riversleigh Farm-** Has consent for 83 dwellings rather than 82.
- **HS25- Nine Acres Nursery-** A further 9 dwellings were approved on this site in August 2016 (Ref: 15/0505), taking the total to 84.
- **HS27- Oaklands Caravan Park-** This site has a resolution to grant consent for 53 dwellings from January 2016 (Ref: 15/0194), however the S106 agreement remains unsigned. The owner has since gained consent to vary an existing permission relating to the site's use as a caravan park (Ref: 16/0364), which was granted in July 2016; and we have received correspondence from the owner suggesting that residential use is unlikely to come forward. As such these 53 units should be removed.

6.18 As such, it is our view that existed committed development in Warton stands at 797, and is likely to reduce to between 770 and 780, once the Reserved Matters at Blackfield End Farm are submitted.

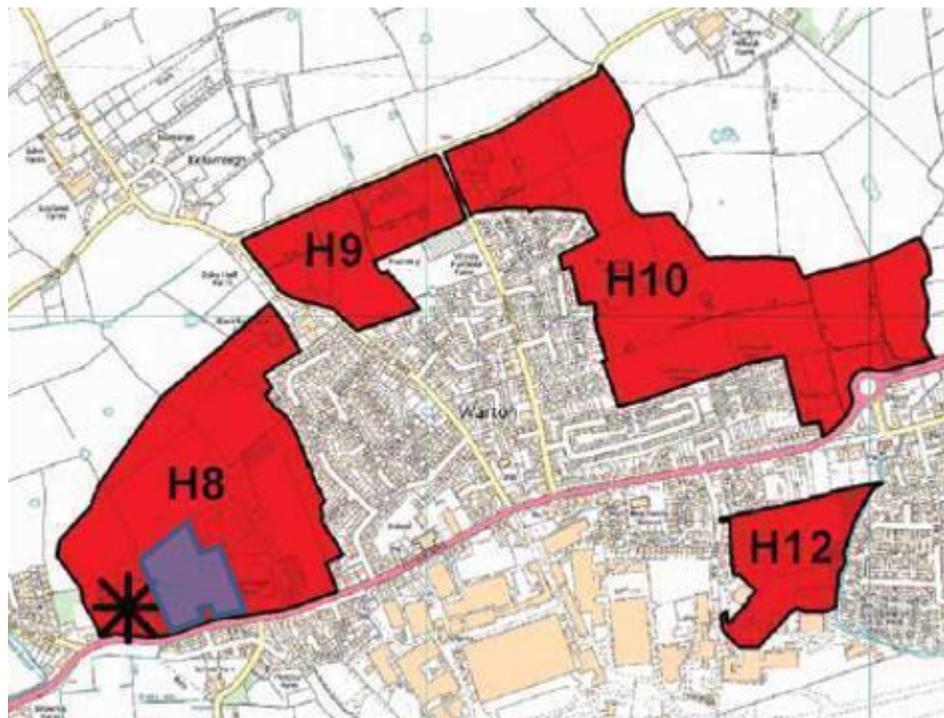
6.19 Secondly, the plan does not include the full extent of the allocations proposed as part of the Neighbourhood Plan (H1 and H2, as shown in Figure 6.1, although sites HS26 and HS27 do cover much of allocation H1), and does not provide any explanation for their omission. We acknowledge that these were recommended for removal from the BWNP by the Examiner, however this was due to wider issues around environmental (SEA) requirements, rather than their suitability for development; and these were clearly the sites that were considered the most suitable for development by the NPSG and local people.

6.20 Fylde Borough Council have also accepted that these allocations are suitable for development, by withdrawing their opposition to the appeal schemes at Clifton House Farm and Land off Lytham Road, before the conjoined Inquiry on 12th July. Indeed, the Signed Planning SocG for Clifton House Farm (**Appendix 5**) states at paragraph 9.1:

*"It is anticipated that the submission of an appropriately worded Unilateral Undertaking and imposition of appropriate planning conditions will address all the matters arising from the development referred to in this Statement and that relating separately to highway matters. If this is the case then there are no matters of principle that are in dispute between the main parties, and it is agreed that the appeal should be allowed."*

6.21 A Unilateral Agreement has now been signed thus confirming the Councils support for 115 dwellings on this site. It is understood that a similar agreement was reached on the Land off Lytham Road, and whilst both these decisions are now with the Secretary of State for determination it is our view that the Clifton House Farm site should be allocated, or at, least referred in the supporting text for Policy SL3; and we understand that Warton East Developments are advocating the same for their site. 6.22 Thirdly, the plan does not include the remaining land proposed for allocation within the 2013 Preferred Options (shown below), again, without justification.

*Figure 6.2 – Map of Warton Strategic Location for Development in 2013 Preferred Options*



6.23 A Strategic Environmental Assessment and Sustainability Appraisal (dated 3rd August 2016) has been produced to support the current document; **however this fails to address the impacts of the reduction in numbers, nor does it properly assess any reasonable alternatives,** beyond a cursory review of the original strategy options put forward in 2012.

6.24 As such, the findings of the earlier Sustainability Appraisal that supported the 2013 Preferred Options consultation are still robust and are not superseded by the current document. In respect of the 1,160 dwellings proposed for Warton the 2013 SA noted (at page 55):  
*“Although Warton currently performs the role of a Local Service Centre, utilising the potential for development on previously developed land at BAE Systems, the establishment of the Enterprise Zone, the prospect of improved road access to a new junction 2 of the M55 and the proximity to wastewater treatment facilities, means that this is a sustainable location for new development.”*

6.25 This document also assessed the 1,160 dwelling target against 16 sustainability criteria in Appendix D (pages 48-69) and did not identify any impacts that couldn't be adequately mitigated. In addition, the 4 allocations put forward within this document were also considered suitable and deliverable within the 2012 SHLAA.

6.26 In conclusion, there is no evidence to suggest that Warton could not accommodate at least the 1,160 homes as proposed across 4 allocations within the 2013 Preferred Options, and given that the Council are supportive of the 2 pending appeal schemes at Clifton House Farm and Land off Lytham Road, which would take the consented figure towards 1,300; there is no reason why this target couldn't be increased further towards the potential requirement set out within paragraph 6.6 (1,885 to 1,928 dwellings).

***Increased requirement in other locations***

6.27 This reduction in numbers in Warton has led to increased delivery targets elsewhere, most notably within the Fylde-Blackpool Periphery Strategic Location for Development (Policy SL2), where numbers have increased from 1,085 in the 2013 Preferred Options, to 2,310 in the current document, spread across 7 allocations. These include the site at Whyndyke Farm (MUS2) which is expected to deliver 810 dwellings by 2032 (up from 500 by 2030 within the 2013 Preferred Options) which equates to an average delivery rate of approximately 60 per year starting in 2018.

6.28 This level and timescale of delivery is considered to be optimistic, particularly given that the site has only recently gained outline consent (October 2015), is a complex mixed use development, which is being marketed as both a Garden Village and demonstrator site in the NHS Heathy New Towns Initiative), and also has significant infrastructure and drainage constraints. Furthermore, a build rate of 60 dpa suggests that 2 developers will be involved (in line with Fylde's housing supply methodology), but we have yet to see any evidence of this.

6.29 As such, we object to the level of delivery proposed for this site and think that this should be reduced to 500 units anticipated within the previous version of the Preferred Options in 2013, which is a more realistic assessment (at 35 dpa beginning in 2018), which reduces total supply by 310.

6.30 Optimistic delivery rates are also assumed in other locations, including the Queensway development in Lytham and St Annes (Policy SL1) which is expected to deliver 930 dwellings between 2016 and 2032, equating to 58 dpa, a delivery rate which is likely to rise given that there have been no completions to date on the site.

6.31 Furthermore, whilst the outline consent granted 1,150 dwellings, the only Reserved Matters scheme to currently have consent (Ref: 13/0257) is for 110 dwellings, which is just 10% of this total, whilst a further Reserved Matters for 898 dwellings (Ref: 15/0400) was registered in June 2015 but remains undetermined. This confirms Kensington's intention is to build out the site in 4 phases, with no suggestion that another developer will be brought onto the site, which brings the 60 dpa build rate into question (as per Whyndyke Farm). Finally, it is understood that there is some uncertainty around the future of the developer.

6.32 On this basis we also object to the level of proposed delivery at this site, and suggest a figure of around 450 would be more realistic, based on delivery beginning in 2017/2018 at a rate of 30 dpa, which reduces total supply by 480.

***Conclusions on Warton Housing Requirement***

6.33 Based on the conclusions in Section 5, it is likely that the Fylde Local Plan is going to need to identify sites to deliver up to **3,450 more homes** than currently proposed if it wants to meet its objectively assessed needs in full, with sufficient headroom for non-delivery, which is considered highly likely in this instance given the extremely optimistic delivery rates anticipated for the Whyndyke Farm and Queensway sites.

6.34 The Sustainability Appraisal from the Preferred Options document has already demonstrated that Warton can support at least 1,160 dwellings (or an additional 320 from the total currently proposed), which would take up approximately 15% of this additional need.

6.35 However, given the green belt, drainage and infrastructure constraints present within other parts of the Borough and the hugely optimistic delivery rates on existing allocations; coupled with the fact that Warton is a sustainable location with an Enterprise Zone and links to the Preston

West Distributor Road, it is our strong view that Warton should accommodate an even larger proportion of this increased requirement and the following section assesses how this might be delivered and masterplanned.

### ***Warton Spatial Masterplan***

6.42 With the approval of Blackfield End Farm development and the Clifton House Farm appeal scheme awaiting determination, the following developments to the north and west of Warton could be combined to provide a coordinated masterplan across Warton, including improved links and permeability, and an example of this is set out on the Warton Spatial Masterplan (annotated extract over the page and attached in full at **Appendix 8**). These comprise:

- Permitted developments at Blackfield End Farm (up to 360 dwellings), Riversleigh Farm (83 dwellings) and Oaklands Caravan Park (53 dwellings), shown in detail on Warton West Spatial Masterplan at **Appendix 9**, albeit it now looks likely that Oaklands Caravan Park may not come forward for residential development;
- Proposed development at Clifton House Farm (up to 115 dwellings), appeal awaiting determination by Secretary of State.
- Potential future development on the remainder of the site at Clifton House Farm (approximately 165 additional dwellings, taking total to 280).

6.43 Potential future development at Clifton House Farm would link the current proposals with Blackfield End Farm and would provide the opportunity for a complete link road through from Lytham Road in the south west of Warton to Church Road to the north.

6.44 When combined with the other commitments to the east and south of Warton, this would take the total level of development across the plan period to approximately **1,050 - 1,130 dwellings** (depending on whether Oaklands Caravan Park comes forward and the final numbers proposed at Blackfield End Farm); which is still within the 2013 Preferred Option requirement for Warton, which was considered sustainable in the SA and deliverable in the SHLAA.

6.45 It is our view that the combination of these proposals to the north and west of Warton aligns closely with the requirements of draft policies SL3 and M1, or as closely as practicable given the stage of the plan, the outline nature of the developments and the limitations of HLM's land interests (to the Blackfield End Farm and Clifton House Farm sites).

*Figure 6.3- Warton Spatial Masterplan*

6.46 This must also be viewed in the context that Fylde Council are unable to demonstrate a 5 year supply, and therefore individual proposals are not currently required to meet any wider masterplan requirements and must only demonstrate that any adverse impacts would not significantly and demonstrably outweigh the benefits in accordance with paragraph 14 of the NPPF.

### **Conclusions on Warton Strategic Location for Development**

6.48 It is clear that that significant additional housing land for as much as **3,450 dwellings** will need to be made available within Fylde by 2032 for them to meet their full housing needs and economic growth aspirations.

6.49 Much of this additional housing will need to be accommodated within the four Strategic Locations for Development, with particular pressure on Warton, given the green belt and drainage constraint in other strategic locations, and the evidence supporting the 2013 Preferred Options document has already confirmed that Warton could accommodate at least 1,160 dwellings. This represents an uplift of 320 from the 840 currently proposed in the plan, which equates to 15% of the additional 3,450 required, and it likely that Warton may be required to support even higher provision, with Officers already supportive of developments that would take the total towards 1,300.

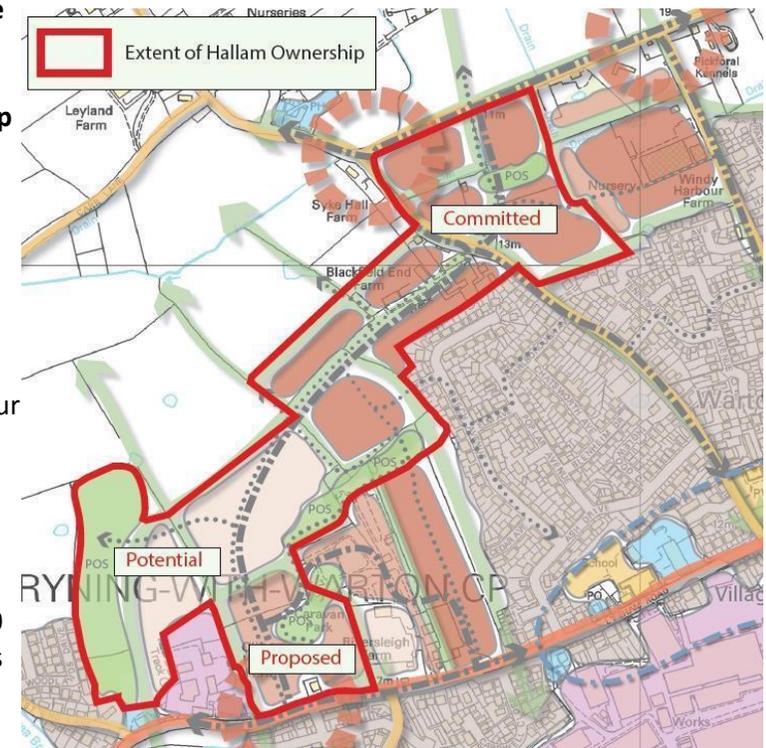
6.50 In summary, this section and the supporting plans have demonstrated that a minimum of 320 additional dwellings (including up to 280 within the Clifton House Farm site) could be accommodated within Warton as part of a masterplanned approach that meets the requirements and criteria of Policies M1 and SL3, whilst also protecting against the speculative development that has been allowed in Fylde in recent years due to the Council's inability to demonstrate a 5 year supply.

6.51 **Therefore, we strongly object to the allocation of just 840 homes within the Warton Strategic Location for Development, and suggest this is increased to a minimum of 1,160, with the whole of the Clifton House Farm site/ Allocation H8 included, in line with previous evidence from the 2013 Preferred Options, to help meet the total level of supply required to meet the borough's needs to 2032.**

10.4 Much of this additional housing will need to be accommodated within the four Strategic Locations for Development, with particular pressure on Warton, given constraints elsewhere and evidence from an earlier version of the Local Plan confirming that Warton is a sustainable location that could support **1,160 dwellings**.

10.5 Accommodating this 1,160 figure would require an uplift of 320 from the 840 dwellings currently proposed in Warton, which is not considered unreasonable, as it equates to just 15% of the 3,150 additional dwellings required; and it is our strong view that Warton could support much greater levels of development, with Officers already supporting two developments in Warton that would take total commitments over 1,250.

10.6 These representations along with the supporting plans and appendices have demonstrated that this additional development could be accommodated within Warton as part of a masterplanned approach led by HLM, including delivery of up to 280 dwellings across the wider Clifton House Farm site; which meets the requirements and criteria of Policies M1 and SL3.



<p>OC/ACT/13/02036 – Minority Group - Liz Oades</p>	<p>8. <u>Option SL4</u></p> <p>For the reasons stated above we propose that Option SL4, land to the west of Kirkham and Wesham should be removed from the Preferred Option document as a strategic site. We do not believe that the case for the employment land has been made and therefore it should be removed, we also think that the housing numbers can be accommodated on brown field sites in Kirkham, which have not been properly explored, so to use open countryside is quite obviously wrong.</p> <p>The consultation document refers to “the edge of settlements” on several occasions in this section. These proposals are not on the edge of settlements; they are outside the settlement boundary. The settlement boundary at Kirkham and Wesham is the by-pass, a hard edge which is the strongest boundary to protect, if this settlement boundary is breached then every settlement in this Borough is at risk.</p> <p>The infrastructure requirements for waste water and electricity are extremely limited and much of the area in this vicinity is subject to flooding during periods of heavy rain. To fund adequate infrastructure would be too costly for the number of houses proposed and will require lengthy sewer requisition, we therefore believe that this will be just phase one of housing development and additional housing would be difficult to defend once the settlement boundary is breached.</p> <p>This development would see more farmland taken out of food production; would put stress on already crowded schools, doctors and dentists and would use school playing fields for housing development. It would have no connectivity to Kirkham and Wesham, it has no sustainability and poor access and egress and it would not be possible to provide the housing within the plan period.</p>
<p>OC/SCH/12/00997 – Kirkham Grammar School</p> <p>Steven Abbott Associates</p>	<p>I am instructed by the Governors of Kirkham Grammar School and write to submit representations on behalf of the Governors, specifically in relation to the off-site playing fields located to the west of the A585 Kirkham By-Pass.</p> <p>As you are aware, there has been a significant amount of correspondence in relation to the off-site playing fields as the local plan has progressed. Of particular relevance are my letters to you as follows:</p> <ul style="list-style-type: none"> <li>- 17.08.12.</li> <li>- 07.07.13.</li> <li>- 23.08.13.</li> <li>- 16.05.14.</li> <li>- 24.11.15.</li> </ul> <p>I assume you will have retained copies of all of these letters but would be happy to let you have further copies if necessary.</p> <p>As you will see, the Governors have consistently promoted their off-site playing fields as a residential allocation throughout the period from August 2012 to the present day. As part of various submissions on behalf of the Governors, it has also consistently been the case that replacement playing fields of a quantitative and qualitative equivalent or better standard would be provided in the local area.</p>

Since the original submissions were made, the remainder of the Kirkham Triangle has been the subject of a series of separate planning applications and appeals for residential development. As far as I am aware, all of these sites now have the benefit of planning permission for residential development and a number of these proposals are being built out.

Consequently, the only part of the Kirkham Triangle which does not have the benefit of a residential planning permission is the Grammar School's off-site playing fields. The playing fields will therefore have housing development immediately to the west and to the north and also on the eastern side of the A585.

As the new houses became occupied, it is highly likely that the playing fields will be subject to unauthorised access by the new residents, with consequent potential problems from damage to boundary fences and fouling from dogs.

Against this background, the Governors were dismayed to discover that their playing fields, which had been allocated for housing development in previous versions of the local plan, has now been de-allocated. It is understood that the Development Management Committee decided to de-allocate the site at its meeting on 9 March 2016 on the basis that "*there would be an unacceptable loss of playing fields.*"

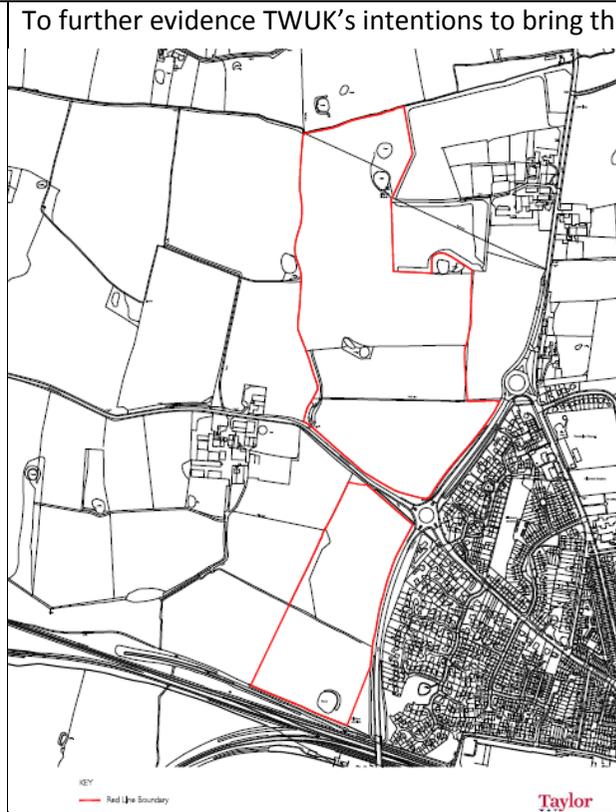
Given that the Governors have consistently promoted the residential allocation of their off-site playing fields on the basis that they would be replaced by facilities which would be better in qualitative and quantitative terms and would be made available to the local community to an increased degree (the existing playing fields are not available for community use), the decision to de-allocate the site is both bizarre and unreasonable.

Therefore, on behalf of the Governors of Kirkham Grammar School, I hereby **OBJECT** to the Publication Version of the Fylde Local Plan to 2032 on the basis that it is not sound and specifically fails to meet the four stated requirements set out in paragraph 182 of the National Planning Policy Framework as follows:

- Positively prepared – by failing to allocate the School's off-site playing fields for housing, the Council is failing to make the most of the remaining part of the Kirkham Triangle site in terms of its suitability as a sustainable housing site. Furthermore, the viability of the existing playing fields will be reduced and the superior replacement playing fields will not be delivered.
- If the off-site playing fields are not allocated for housing, the plan cannot be considered to be the most appropriate strategy for the Borough as it will not fully utilise what is clearly a highly sustainable site, thereby resulting in other, less sustainable, sites having to be identified to meet the objectively assessed housing needs of the Borough.
- Effective – the de-allocation of the off-site playing fields will reduce the amount of identified deliverable housing sites in the Borough, thus putting at doubt the deliverability of the local plan.
- Consistent with national policy – the development of the off-site playing fields for housing and their replacement by superior playing fields facilities in the local area would be clearly a sustainable form of development and thus in line with national policy. If the site is not allocated for housing, the plan cannot be considered to be sustainable.

	<p>The Governors of the School urge the local planning authority to correct what is clearly an error or misunderstanding by now allocating the off-site playing fields for housing, with replacement facilities to be identified and provided within an agreed timescale.</p>
<p>OC/AGCN/13/01729 – Story Homes Ltd.  Barton Willmore</p>	<p><u>HSS8 – The Pastures, Fleetwood Road, Wesham</u></p> <p>Site HSS8 is situated north of Wesham and planning permission has been granted for 264 dwellings on the site and is currently under construction. Our Client does not contest that this site will be delivered within the plan period.</p> <p><u>HSS9 – Land north of Blackpool Road, Kirkham</u></p> <p>Site HSS9 is bordered by the A583, A585 and the railway line to the west of Kirkham. Our Client was granted reserved matters for the development of 117 dwellings on part of this site. The site is under construction and our Client can confirm this will be delivered within the plan period.</p> <p>Barratt Homes has planning consent for 180 dwellings on part of the site. The site is under construction and our Client does not contest that this site is deliverable within the plan period.</p> <p>Morris Homes has a pending planning application for 291 dwellings on the northern part of the site. Our Client does not contest that this site is deliverable within the plan period.</p> <p><u>HSS10 – Willowfields, Derby Road, Wesham</u></p> <p>Development at site HSS10 commenced in 2008. The development is now complete; however, our Client questions whether all dwellings were delivered within the plan period or whether some dwellings were delivered before. The Housing Trajectory states that 71 dwellings were delivered in 2011-2012, the Council should not include dwellings that were completed before the start of the plan period, if dwellings were completed before 2011 they should be removed from the overall supply.</p> <p><u>HS28 – Sunnybank Mill, Kirkham</u></p> <p>Site HS28 was not previously allocated within the Revised Preferred Options document; however, it is now proposed to deliver 31 dwellings within the plan period . The site does not currently benefit from planning permission and is currently unavailable with existing commercial uses on the site. The site should therefore be removed from the Council’s supply unless further evidence in terms of availability is provided.</p> <p><u>Other Site Allocations within Kirkham and Wesham</u></p> <p>Our Client does not wish to make comments in relation to Sites HS29, HS30, HS31, HS32, HS33, HS34, HS35 and HS36.</p> <p><u>Summary</u></p>

	<p>Our Client has concerns with the deliverability of the Queensway (HSS1), Whyndyke Farm (MUS2) and Cropper Road (MUS1 and HSS5) strategic sites in terms of the proposed delivery rates and timescales for delivering required infrastructure. The failure to deliver these sites would represent a fundamental failing of the Plan, unless significantly greater provision is found through further allocations.</p> <p>Our Client is also concerned that Sunnybank Mill, Kirkham (HS28) and Oaklands Caravan Park (HS27) are currently unavailable or unsuitable for development and should therefore be removed as allocations. The delivery rates proposed at Willowfields, Wesham (HSS10) and Blackfield End Farm (HSS2) are considered unrealistic and should be reconsidered in line with our comments above.</p> <p>The Council has identified enough land to accommodate a supply of 7,891 dwellings, 121 dwellings above the proposed housing requirement. Given our Client’s concerns in relation to the deliverability of a number of proposed allocation, it is considered that the Council has failed to provide an adequate land to ensure that the housing requirement is met and to ensure the plan provides sufficient flexibility to adapt to rapid change as required by paragraph 14 the NPPF.</p> <p>Our Client considers that the Council must look to allocate additional sites to ensure that if there is a failure to deliver , an ongoing shortfall is avoided. This includes the allocation of sites within rural villages.</p>
<p>OC/AGCN/16/00620 – Taylor Wimpey</p> <p>Cushman &amp; Wakefield</p>	<p>This letter follows our previous representations made to the Revised Preferred Options Consultation on behalf of TWUK and builds upon our previous position, as well as making specific reference to a site, herein referred to as ‘Land at Weeton Road, Kirkham. TWUK have recently secured an option on this 78 acre site (please see the attached red line plan) which has the potential to become a sustainable, deliverable and developable residential extension to the settlement of Kirkham, and therefore directly assist the Council in maintaining a flexible and responsive supply of land for housing through to 2032.</p> <p><b>Land at Weeton Road, Kirkham</b></p> <p>TWUK endorses the Council’s general approach to its Development Strategy that proposes a Settlement Hierarchy and Strategic and Non-strategic Locations for Development that are required to accommodate the level of growth in new homes, jobs and associated services, required across Fylde during the entire plan period. It is considered that the principles of this approach are consistent with the National Planning Policy Framework9 (NPPF) and associated guidance within the Planning Practice Guidance (PPG), specifically paragraph 47 of the NPPF that seeks to significantly boost the supply of housing and to identify key sites which are critical to the delivery of the housing strategy over the plan period.</p> <p>Kirkham specifically is identified as a Key Service Centre in the top tier of the settlement hierarchy. It is identified as having good public transport links and a range of housing, employment, retail, leisure, community, health and education facilities. Kirkham as a Key Service Centre is thus identified as a sustainable location, and a focus, for development and investment.</p> <p>As previously stated, TWUK have acquired an interest in the site referred to as land at Weeton Road, Kirkham (please refer to appended red line plan) and are promoting it for residential development. As set out in this letter, TWUK. consider that the Council’s OAN and housing requirement needs to be increased and therefore they must allocate further sites for new homes across the plan period. On this basis Taylor Wimpey consider that land at Weeton Road, Kirkham is a prime candidate for allocation within the Local Plan, directly assisting the Council meet its housing need and requirement across the whole plan period (in its duty under paragraph 47 of the NPPF to identify a consistent supply of specific sites capable of delivering new homes across all phases of the plan period - years 1-5, 6-10 and 10-15).</p>



Mill Farm development taking place adjacent to the site. Any glimpse views through vegetation are momentary due to the relatively fast traffic speeds in the vicinity of the site. The site is considered to offer potential to create an attractive transitional gateway into Wesham on the approach from the west. The early highways considerations have identified that junctions in the vicinity of the site have sufficient capacity to accommodate future development traffic. Further, the site is considered to be in a suitable location to encourage sustainable patterns of travel. The site is located a 13 minute walk from Kirkham & Wesham train station, which is located on the Fylde Line providing connections to Manchester, Liverpool, Preston and Blackpool. Network Rail has committed to electrifying the line between Blackpool and Preston by May 2018, which will improve journey times, the quality of stock and stations, and the passenger experience.

This analysis and evidence is consistent with the Council's previous assessment of parts of the site that informed the evidence base for the Local Plan (Site ref. H14 and H15), specifically the 2015 Strategic Site Assessment. Site references H14 and H15 were considered to be appropriate for a residential allocation with the potential to provide a comprehensive residential development that would make a significant contribution to the housing supply of the Borough. This was on the basis that they scored highly when considered for appropriateness for future development, scoring higher than alternative sites assessed which are now being included as a housing allocation in the PV Local Plan. They only appear to have been dismissed due to a lack of landowner/developer interest at that time.

To further evidence TWUK's intentions to bring the site forward for development across the plan period (including making a significant contribution in the first 5 years of the plan if allocated), they are preparing a Development Statement document that will demonstrate that the site is suitable, sustainable, and deliverable. In summary, the Development Statement will identify land at Weeton Road as a 78 acre (31 hectares) site on the western edge of Kirkham capable of delivering between 650 – 750 new homes. The due diligence that is currently being undertaken to better understand the technical aspects of delivering the site includes a phase 1 geo-environmental site assessment, highways work, a landscape and visual appraisal, and master planning. Early indications suggest that there are no significant technical considerations that would act to restrict development and thus the site is considered to be both deliverable (0-5 years) and developable (6-11, 12-15 years).

The site is located to the south and west of the Mill Farm development which is currently under construction. When completed, Mill Farm will comprise a 6,000 capacity stadium, a food store, hotel, petrol station and retail shops. The stadium itself will include a bar and restaurant as well as conferencing and event facilities. Mill Farm can be considered to have begun the implementation of a sustainable urban extension to Kirkham & Wesham, with land at Weeton Road considered to be a natural next phase of development to complete the new western gateway/edge to Kirkham.

§ Paragraphs 7, 9 and 17

An initial landscape and visual appraisal has concluded that views from the site are largely restricted by existing vegetation along the site boundaries and by large structures within the

	<p>Given that TWUK can confirm their commitment to bringing this site forward for development, this obstacle to the site being considered as suitable, sustainable and deliverable is removed. TWUK therefore consider that the site has the ability to deliver new homes across the plan period, as well as providing an immediate boost to meeting the Borough’s housing requirement in the first 5 years following the plan adoption.</p> <p>On this basis, and the fact that the portfolio of strategic sites (2015 Strategic Site Assessment) is an iterative (living) document and thus capable of being updated to reflect changing requirements and additional sites becoming available for development, Taylor Wimpey respectfully requests that the Council revisit their assessment. This request is with specific reference to land at Weeton Road, Kirkham being brought forward as an allocation for housing development to directly assist the Council in demonstrating they have a deliverable and developable supply of housing land, which in turn will assist in demonstrating the soundness of the Local Plan.</p>
<p>OC/LO/15/02109 – Metacre Ltd.  De Pol Associates</p>	<p>Policy DLF1, Table 2 ‘Distribution of Development to 2032’ confirms that the Plan Strategy relies on 998 dwellings coming forward from windfall development over the plan period. This must clearly be a minimum figure in order to ensure the Borough’s housing requirements are delivered, rather than a ceiling to development, as to do otherwise would conflict with the NPPF.</p> <p>Whilst the Local Plan strategy is to make an allowance for windfall developments coming forward as opposed to specifically allocating all sites, a separate representation has been submitted to policies SP1-SP5 which highlights how the Local Plan does not have a demonstrable deliverable five year housing supply, contrary to NPPF requirements. Accordingly to be ‘sound’ it is necessary to allocate additional land for housing development which could contribute towards this five year shortfall. This is particularly the case given the tightly drawn settlement boundaries and limited opportunities for development within the settlement boundaries, which is subject to a separate representation to policy GD1.</p> <p>Furthermore a separate representation has been submitted to policies H1 &amp; DLF1 which highlights that the Council’s suggested planned delivery of 370 dwellings per annum over the Plan period fails to make adequate provision for economic growth and would also result in a serious and significant level of under-provision of affordable housing. It also takes no account of the identified un-met housing needs arising from Wyre Borough Council, as highlighted to the Council in accordance with the Duty to Co-operate. Accordingly additional housing land is required for the Plan to be ‘sound’.</p> <p>Kirkham and Wesham is identified as one of the Council’s four Strategic Locations for Development. It is therefore a settlement which the Local Plan acknowledges as being suitable to accommodate a significant level of additional housing growth and indeed windfall development.</p> <p>For these reasons it is considered that policy SP4 needs to identify additional land for housing development in the Kirkham and Wesham Strategic Location, adjacent to the emerging settlement boundary. As highlighted in the next section, one such suitable site is land to the east of Fleetwood Road / north of Sanderling Way, Wesham.</p> <p>It is requested that the land to east of Fleetwood Road / north of Sanderling Way, Wesham is identified as a housing allocation in Policy SL4 and the accompanying Policies Map.</p> <p>The subject site extends to approximately 2.92ha and lies immediately adjacent to the draft emerging settlement boundary for the Strategic Location of Kirkham and Wesham.</p>

It is clear that there are limited opportunities for development within the existing settlement boundary and as such it is necessary for greenfield land in suitable locations to be released for development to accommodate the Council's housing requirements.

The land is currently being promoted for development by Metacre Ltd. An outline planning application is to be submitted to Fylde Borough Council imminently and proposes up to 68 dwellings, comprising a mixture of house types and bedroom sizes, including 30% affordable housing.

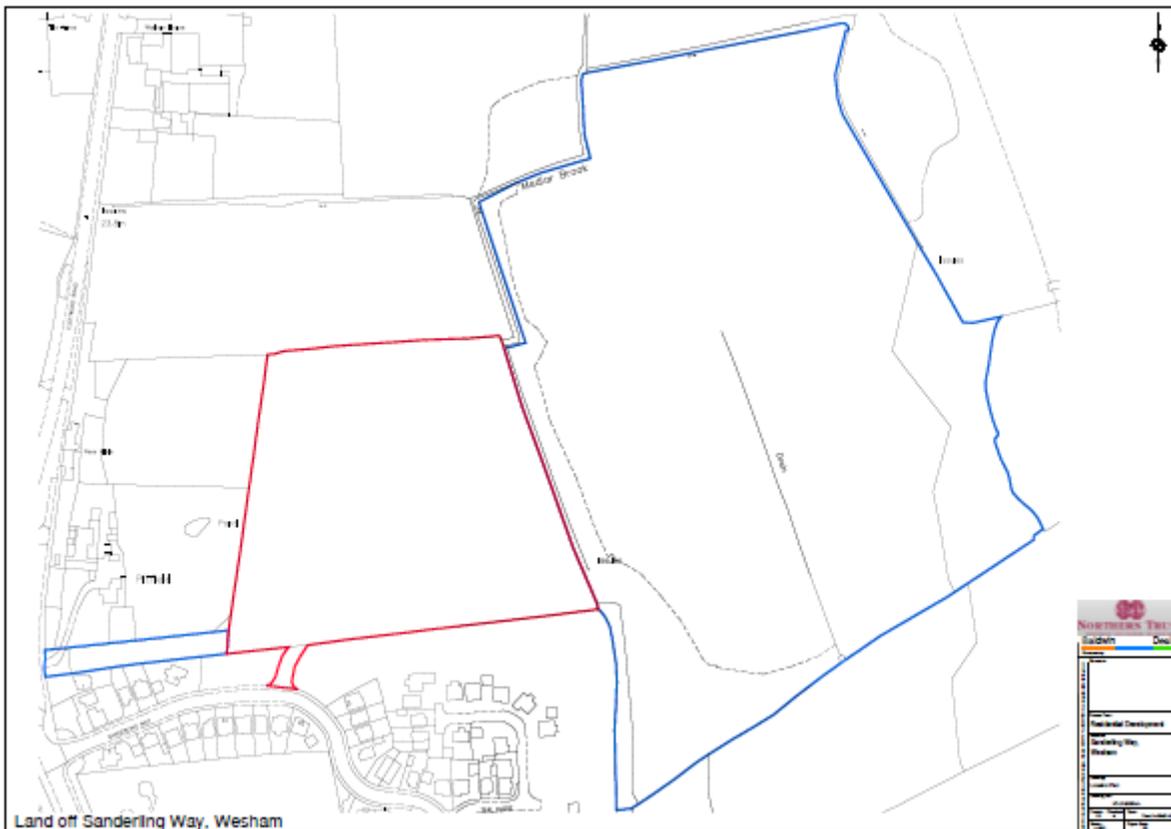
The site is highly accessible to local services and facilities, within 400m of public transport provision, a primary school and children's play facilities. The site is also within 400m of the adjacent Mill Farm Sports Village development which once completed will comprise a range of employment, leisure, recreational and retail facilities.

The site can be served by an appropriate vehicular access off Sanderling Way and there are no land ownership issues which would preclude the feasibility of an access point in this location.

A wide range of technical survey work has been undertaken for the site including ecology, highways and drainage and confirms that any potential impacts can be adequately mitigated. An agricultural land survey of the site has also previously been undertaken by MAFF which confirms that the land does not comprises best and most versatile agricultural land.

The site is suitable, available and deliverable and should therefore be allocated for housing under Policy SP4 and the Policies Map amended accordingly.

Please refer to the location plan appended to this representation.



OC/AGCN/15/02235  
– Hollins Strategic  
Land LLP

**Allocation of land off Dowbridge, Kirkham for housing**

A Preferred Options document for Part 1 of the LP was consulted on during summer 2013 and identified strategic locations for development. Kirkham and Wesham was identified as one of the strategic locations and the land off Dowbridge was identified as a site (H7) for housing (240 dwellings). The site was summarised as follows:

*This residential site is situated north of Dowbridge, at the south eastern edge of Kirkham. It comprises agricultural land, including a farm and associated buildings. Approximately one third of the site is within Flood Zone 2. The flood zone follows the route of Dow Brook and Spen Brook, both of which are designated as Main Rivers on the Environment Agency's Main River maps. In terms of biodiversity, there is a field pond on the site and this should be protected, or replaced if lost.*

*A minority of this site is situated within a Mineral Safeguarding Area in the emerging Lancashire Minerals and Waste Local Plan: Main Modifications to the Site Allocation and Development Management Policies Local Plan. Lancashire County Council recommends that site surveys are undertaken for the site before development takes place, in order to assess the extent and quality of the reserves and whether there is a case for prior extraction.*

*In terms of wastewater infrastructure, this site may require less significant infrastructure improvements than other sites in Kirkham and Wesham. However, this can only be confirmed once greater detail and modelling work has been undertaken by United Utilities. Therefore, it is anticipated that development could start on this site in 2016 and be completed by 2020.*

A Responses Report was published in July 2014 and it recommended the deletion of the application site as an allocation for housing. The Report gives the following reasoning:

*The Council agrees to delete site H7 – Land North of Dowbridge, Kirkham as 42% of the site is located within Flood Risk Zone 2, which lies adjacent to the existing boundary of Kirkham. The developable area of land on site H7 for the construction of houses is located east of the flood risk zone, away from the settlement boundary of Kirkham.*

On 27/07/16, the FBC Planning Committee resolved to approve an application (no. 15/0827) by HSL for outline planning permission for up to 95 dwellings on the southern parcel of the land off Dowbridge, Kirkham (subject to a 106 Agreement). The Committee Report is appended along with the location plan and masterplan2. Following a Request to Intervene, Ministers decided that the application should not be called in. It is therefore anticipated that the decision notice granting approval can be issued in October, following completion of the 106 Agreement. As a result, it is considered that the site should be allocated for housing in the eLP.

Also on 27/07/16, the Committee decided to follow the Officer's recommendation to defend appeal 3144925 on the basis of three putative reasons for refusal. The appeal is against FBC's failure to determine an HSL application for outline planning permission for up to 170 dwellings in the appropriate time period. The appeal is to be dealt with by Hearing on 23/11/16 and it is anticipated that a decision will be issued before the commencement of the LP Examination.

The HSL Statements of Case are appended<sup>3</sup> and it is demonstrated that the proposals should be allowed. It is acknowledged that FBC will defend this appeal in November. However, it should be noted that, if allowed, the site could also be allocated for housing in the LP.

**Policy SL4 Kirkham and Wesham Strategic Location for Development**

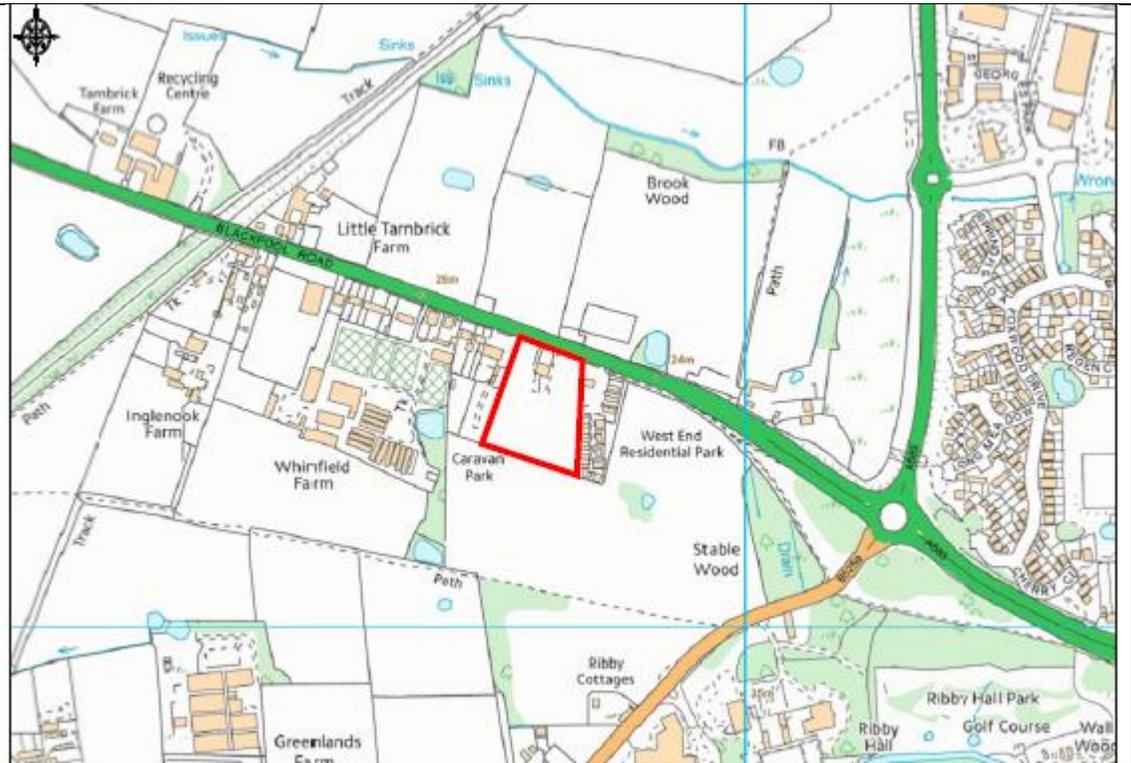
It is considered that the land off Dowbridge, Kirkham should be included in this policy as an allocation for housing.

	<p>The table sets out the sites where proposals for development will be supported. However, it also confirms that development has commenced on the majority of sites. It is not considered necessary to list those sites that have commenced within this policy.</p> <p><b>This representation was also accompanied by a separate document, please see: Document SD013 – Copies of Regulation 20 Representations (Regulation 22(1)(d) document) Title: Publication Version Local Plan to 2032 Representation Statement Hollins Strategic Land September 2016</b></p>
<p>OC/AGCN/16/01121 – The Rigby Organisation</p> <p>PWA Planning</p>	<p><b>OBJECTION TO POLICY SL4</b></p> <p>1. It is considered that the emerging Local Plan Policy SL4 fails to identify sufficient well-located, accessible and immediately available, employment / commercial development sites to meet the needs of Kirkham / Wesham and the eastern parts of the Borough over the plan period.</p> <p>2. In this respect, land south west of Junction 3 of the M55, Corner Hall Farm (identified edged in red on the plan attached) was previously submitted to Fylde Borough Council in March 2015 following their final ‘Call for Sites’ and as such has been included within the Council’s Site Assessment Paper under site ref. 137. The site was identified as a potential allocation for employment and associated uses, however, within the paper it states that the site is isolated from the built-up area and public transport access is poor and that the inclusion of the site would result in an unsustainable amount of development north of Kirkham and Wesham, rather than development being distributed in urban extensions throughout the Borough.</p> <p>3. Whilst located to the north of Wesham, it is considered that the site would in fact be sustainably located, being relatively close to one of the principal settlements in the Borough and the largest inland settlement within Fylde. It is also adjacent to Junction 3 of the M55, which allows ready access to the strategic highway network, including from the A585 and M55. The site is currently bounded by the M55 to the north, A585 to the east with agricultural land to the west and south. Within the site is the agricultural holding of Corner Hall Farm, it also encompasses the existing hotel. The utilisation of the site for employment and commercial uses (high-tech business development) or specialist retail uses would have a particularly positive impact on the area and in terms of meeting the employment development needs of the Borough and this part of the Fylde in particular, as well as helping to achieve sustainable development.</p> <p>4. Corner Hall Farm was identified as being isolated. However, it is clear from the text included within the Draft Plan that The Mill Farm Sports Village located not too far south of the site is considered a sustainable location. In addition to this, it is now clear from the proposals map provided within the Draft Plan that a “large developed site in the countryside” (Policy GD5), Universal Products Factory, is located between the Sports Village and Corner Hall Farm. The recognition of it being a developed site in the countryside shows a clear linear progression north towards the M55 and would mean Corner Hall Farm would not be isolate. Indeed taken together, the Mill Farm, Universal Products and Corner Hall Farm would (if taken together as part of the strategic location) represent a coherent and substantive economic development opportunity, anchored by existing operators. The inclusion of Corner Hall Farm within the Strategic Location and identification for economic development purposes would provide an additional resource of largely greenfield land which is readily developable and would add significantly to the economic opportunities within this part of the Borough.</p>

	<p>5. In this regard, the emerging Local Plan seeks to identify the vast majority of new employment allocations with the Fylde / Blackpool periphery Strategic Location. Of the total 62 hectares of new employment land allocations, some 49.5 hectares (82.5%) is located in the Fylde / Blackpool periphery Strategic Location. Even accounting for the expected delivery of some of the requirements for Blackpool with the Fylde area, there is a clear and unacceptable concentration of employment land in a small area on the very periphery of the Fylde Borough. In this regard the total employment land provision for Kirkham / Wesham is 1.1 hectares (Mill Farm). Even assuming this requirement is met, a more reasonable apportionment of employment land provision across the various principal settlements would suggest that for Kirkham / Wesham (with 15% of the Borough’s population – paragraph 2.4 of the Local Plan) allocations of around 8-10 hectares would be appropriate. Given that only 1.1 hectares is proposed (Mill Farm) this would leave a need for some 7 plus hectares. The site at Corner Hall Farm is extremely well placed to meet this need in a location which would be most attractive to the market and both indigenous and incoming business, but also ensure the employment allocations are consistent with the SOs set out within the Draft Plan (as discussed above).</p> <p>6. Supplementing this, Paragraphs 9.8 to 9.10 of the Draft Plan summaries the Fylde Employment Land and Premises Study which was published in August 2012. It is stated that the study identified the most appropriate broad locations for future employment land provision. It states that “if Fylde Borough Council is to strive towards delivering a balanced employment land portfolio, it needs to provide for different types / sectors of employment development.” The research identified eight possible broad areas of search where additional future employment land allocations might be delivered. Part of the considerations have been around Junction 3 of the motorway and along the A585, factors which this site could capitalise upon. The report recognises that such development would directly benefit residents in central and eastern Fylde. It recognises that it is important that the Borough has a balanced portfolio of employment land allocations, not just by type and size, but also spatially in relation to its settlement pattern, again something with Corner Hall Farm could help to deliver.</p> <p>7. The provision of modern business premises for the Borough at the right time and in the right place will bolster the employment strategy set out in the emerging Local Plan, part of this could incorporate growth towards the M55 and provide a popular and attractive business location that would encourage the growth of local business and attract inward investment to drive the local economy. This is broadly supported by Paragraphs 20, 21 and 22 of the NPPF which recognises that local planning authorities should plan proactively to meet the development needs of business.</p> <p>8. It is therefore considered that the local plan is <b>unsound</b> on the basis that it is not “<b>positively prepared</b>” in that it is not demonstrated that it is prepared based on a strategy which will meet needs, consistent with achieving sustainable development.</p> <p>9. In order to rectify this situation, it is requested that :-  (i) <b>Policy SL4</b> should be amended to include additional commercial / employment land allocations, and in particular that the land identified edged in red on the attached plan at Corner Hall Farm should be identified for economic development purposes.  (ii) The boundary of the Kirkham and Wesham Strategic Location for Development should be altered and extended to include the land identified edged in red on the attached plan at Corner Hall Farm as well as the intervening land which is largely in economic development use. Consequential amendments should be made to the the Proposals Map.</p>
<p>OC/LO/15/02242 – Mr &amp; Mrs Matthews</p> <p>Steven Abbott Associates</p>	<p>We submitted representations to the last consultation exercise (copy attached) which requested that all of the land within our client’s ownership be identified as a housing site. To allocate the rear part of the site but not the road frontage seems illogical. It is our view that the plan has not been positively prepared because the Council has failed to make the most effective use of the land in question.</p> <p>The whole site (edged red on the enclosed plan) should be identified as a housing site.</p>

**Previous Comments**

Our client is the owner of the site to the south of Blackpool Road, Kirkham which is identified as a housing commitment. We welcome the identification of the land as a housing site but we would request that the site boundary is extended up to Blackpool Road (as illustrated on the enclosed plan) as the northern part of site also benefits from planning.



**Policy SL5 – Development Sites outside the Strategic locations for development**

OC/AGCN/13/01729  
– Story Homes Ltd.  
Barton Willmore

Policy SL5 sets out the delivery of housing outside of the Strategic Locations for development. This includes the Tier 1: Larger Rural Settlement of Wrea Green and Tier 2: Smaller Rural Settlement of Elswick. In Wrea Green, the Council is reliant on the existing commitments for 234 dwellings, this includes our Clients land at Willow Drive. Whilst the outline application was for 100 dwellings, the reserved matters application id for 86 dwellings, 14 units should therefore be removed from the supply.

In Elswick, as the settlement has been downgraded to a Tier 2: Smaller Rural Settlement, the allocation has been reduced from 140 to 50 dwellings and land will be allocated through the Neighbourhood Plan.

Our Client has set out in Section 4 their objection to the downgrading on Elswick from a Tier 1: Larger Rural Settlement to a Tier 2: Smaller Rural Settlement, it therefore follows that our Client objects to the reduced allocation from 140 to 50 dwellings. The Council has produced no clear evidence that the village cannot accommodate more than 50 dwellings and the application of a cap to development proposals is inconsistent with paragraph 47 of the NPPF- which seeks to provide for a significant boost to housing land supply.

Notwithstanding this, our Client notes that Clifton is also identified as a Tier 2: Smaller Rural Settlement within the Publication Draft document. Our Client has set out their objections to the SHBP methodology in Section 4, however taking the assessment at face value, Clifton has a lower accessibility score than Elswick (Clifton: 10, Elswick: 13) , yet the Council propose to allocate 104 dwellings in this settlement. If the Council consider

Clifton can sustainably accommodate 104 dwellings, there is justification as to why a more sustainable settlement such as Elswick cannot accommodate more than 50 dwellings.

As per our previous representations our Client also objects to the allocation of land in Elswick via the Neighbourhood Plan process. It is our understanding that Elswick Parish Council has advised the Council that they wish to produce a Neighbourhood Plan. Elswick was designated as a Neighbourhood Plan Area on 3rd August 2016, however, no draft planning document has been produced. This leaves many uncertainties over the delivery of housing in Elswick and it is too simplistic to suggest that a future Neighbourhood Plan would address such anomalies.

Neighbourhood Plans should not be used as a mechanism to reduce the number of sites allocated within the Plan, particularly if sites within the 'Strategic Locations' fail to come forward, or deliver fewer dwellings than estimated.

Our Clients land at Mill Lane is available and deliverable within the first five years of the plan period. There is no certainty as to whether the sites allocated in the Neighbourhood Plan will come forward and given the Council cannot identify a five year supply, the shortfall needs to be remediated immediately.

Our Client recommends that the Council looks to allocate sites as part of the Local Plan process to ensure there is a mechanism to deliver housing in Elswick, should the Neighbourhood Plan not come forward.

#### *Land North of Mill Lane, Elswick*

Our Client has an interest in Land to the north of Mill Lane. The site is located on the eastern edge of the village and extends to 4.7ha. The site comprises flat open farm land, with a large pond in the centre. The site is relatively rectangular in appearance and is bound by trees and hedgerows.

The site is referenced as Site 21 within the Site Assessment Background Paper (2016) and is considered 'potentially suitable' for development. Our Client wishes to make the following qualifying comments in support of the allocation of this site:

#### *Availability*

The site is immediately available for development and within the ownership of a single willing landowner. No restrictive covenants exist and there is no current use of the site that needs to be relocated.

#### *Suitability*

The site is located adjacent to the existing urban area of Elswick, identified as a sustainable settlement for growth within the Local Plan and there is no specific landscape or heritage designations which would impact upon the suitability of the site. The site is within close proximity to local services in Elswick including a convenience store, 2 x public houses, Elswick Memorial United Reformed Church, community centre, takeaway, tennis courts and a bowling green.

The site is also located approximately 1.9km from Great Eccleston village centre. Great Eccleston has a range of services that help meet the day to day needs of the rural community, including a general store, post office, hairdressers, health services and a primary school (Great Eccleston Copp C of E School), located on Copp Lane, 1.2km from the Site.

Elswick benefits from its proximity to local transport hubs. The closest bus stops from the centre of the site are located 190m to the south on Lodge Lane and 350m to the north on Copp Lane. The village is served by three bus services, the 75A, 76 and 80, providing services to Preston, Blackpool, Fleetwood, Poulton-le-Fylde, Lytham St. Annes and Great Eccleston. In addition to the public bus services, the local bus stops are also served by 6 different school bus services during the peak hours.

As part of the application our Client submitted a comprehensive suite of technical documents including an Ecological Appraisal, Landscape and Visual Impact Assessment, Transport Assessment, Phase 1 and Phase 2 Ground Investigation Report, Flood Risk Assessment and Tree Survey.

There has been no statutory consultee objections to the proposed development, therefore, there are no physical constraints that would prevent this site from being suitable for residential development. Copies of all the technical reports and statutory consultee responses are available via the Council's online planning application search facility.

#### *Deliverability*

An outline planning application was submitted in March 2016 for the development of up to 100 dwellings (App Ref: 16/0180), with a decision expected in November 2016. If planning permission is granted, it is our Clients intention to deliver the site in the short term, in a similar way to the Kirkham and Wrea Green site.

Consequently, taking all the above into account this site is suitable, available and deliverable and should be allocated for development within the Local Plan.

#### Wrea Green

Our Client was granted outline planning permission for the development of up to 100 dwellings at Land off Willow Drive, Wrea Green in January 2016. Our Client has subsequently submitted a reserved matters application for 86 dwellings which is currently pending consideration. It is their intention to deliver the site within the next 5 years. Our Client therefore supports the inclusion of this site as an allocation within the Local Plan.

OC/LO/15/01209 –  
John Coxon

Smith & Love  
Planning Consultants



Figure 1: Land north of Beech Road, Elswick

#### **Policy SL5**

It is unclear why Clifton has a Local Plan housing allocation of 104 homes, lying in 10<sup>th</sup> position in the Settlement Hierarchy Background Paper and Elswick, with a higher overall score than Clifton, is to provide just 50 new homes with land to be identified through the preparation of a Neighbourhood Local Plan.

The preparation of a Neighbourhood Plan can take up to 5 years to reach adoption and the Council's need for housing is pressing. Given that the LPA does not have a 5 year housing land supply it is considered that fully assessed housing allocations have a more certain and realistic prospect of being delivered in the plan period. The opportunity to secure a housing allocation to the north of Beech Road (see below) should not be overlooked as it provides a more certain prospect of delivery than the identification of land through the preparation of a Neighbourhood Plan.

	<p>The land to the north of Beech Road equates to approximately 1ha. It is likely that the site could deliver in the region of 20 – 25 houses. As the site is surrounded on two sides by housing, with housing also in close proximity to the east, it is a logical extension to the village and one which would be in scale with the size of the village. Development of a sensitive scheme with appropriate landscaping would ensure that there was no adverse visual impact on the character and setting of the village. During pre-application discussions Planning Officers have offered their support for the development of the site.</p> <p>In conclusion, Policy SL5 is considered to be unsound because it is unclear why Clifton ranks in a lower position than Elswick in the Settlement Hierarchy Background Paper yet Policy SL5 allocates 104 homes in Clifton and only 50 homes in Elswick. Furthermore, Clifton is able to secure its housing requirement through a housing allocation whereas Elswick must wait for its housing requirement to be met whilst a Neighbourhood Local Plan is prepared. The land to the north of Beech Road represents a logical expansion of Elswick and one which is in keeping with the scale of the village. As a consequence the site should be allocated for housing in the emerging Local Plan.</p> <p>Finally, it should be noted that there is an error in the scoring system in the Settlement Hierarchy Background Paper relating to Elswick and its bus service. There is a bus service (78) operated by Coastal Coaches on an hourly basis from the bus stop at The Ship PH. The service stops at 7 destinations between Poulton-le-Fylde and St Annes. As a consequence, 2 further points should be awarded for its bus service which equates to a score of 14 as opposed to 12.</p>
<p>OC/AGCN/16/02122 – Mr D Haythornthwaite  PWA Planning</p>	<ol style="list-style-type: none"> <li>1. It is considered that the failure of the Council to make any specific housing land-use allocations within the settlement of Wrea Green is inappropriate, given the scale and significance of the settlement. It has been acknowledged that Wrea Green performs the function of a larger rural settlement and indeed it is the largest of these settlements identified within the Borough, arguably performing the function of a local service centre.</li> <li>2. The Council have chosen only to ‘allocate’ within the emerging local plan, those approved housing sites, most of which were granted following appeal. Although such approved schemes will help to meet current and future needs within Wrea Green and the wider Borough, such sites are likely to have been largely completed before 2020, particularly taking into account the demand for housing in this area, meaning that there will be a period of 10-15 years where no development is planned for within the settlement.</li> <li>3. The lack of alternative housing land allocations, even where these are phased to ensure that development does come forward beyond 2020, demonstrates a failure of the emerging local plan. This is particularly the case, given that there are no insurmountable reasons that would indicate that additional land could not be provided for on the edge of the settlement in a manner consistent with the delivery of sustainable development.</li> <li>4. With regards to the capacity of the Tier 1 settlements to accommodate new residential development, (Local Plan Publication Version Paragraph 7.21) there appears to be no obvious justification for the figure of 100-150 dwellings. Indeed this figure seems to represent the aggregate number of dwelling units which have resulted from recent planning permissions. It is not reflective of the circumstances of the settlement and its future needs over the lifetime of the local plan.</li> </ol>

5. It is considered that the area of land north of Ribby Road, identified edged in red on the plan attached to this representation, should be allocated for housing to meet needs in the plan period within Wrea Green and the wider Borough. The site is on the periphery of the settlement and close to facilities and is well located for access to the wider highway and transport network. Development of the site would represent an appropriate rounding off of the settlement in a manner which, by virtue of the large area of developed land (Greenlands Farm) would not serve to significantly impact on the landscape of the locality or cause harm to any other interests of acknowledged importance. It could readily deliver sustainable development.



6. It is therefore considered that the local plan is **unsound** on the basis that it is not **“positively prepared”** in that it is not demonstrated that it is prepared based on a strategy which will meet needs, consistent with achieving sustainable development.

7. In order to rectify this situation, it is requested that :-

- (i) Policy SL5 should be amended to include additional land use allocations, specifically for residential development, on the periphery of Wrea Green.
- (ii) Paragraph 7.21 should be amended to remove the arbitrary limit of 150 dwellings as being the apparent capacity of Tier 1 settlements.
- (iii) The area of land north of Ribby Road, identified edged in red on the plan attached to this representation, should be included as a housing allocation within Policy SL5 and consequential amendments should be made to the proposals map.

OC/AGCN/16/01223  
– Jones Homes  
  
De Pol Associates

Policy DLF1, Table 2 ‘Distribution of Development to 2032’ confirms that the Plan Strategy relies on 998 dwellings coming forward from windfall development over the plan period. This must clearly be a minimum figure in order to ensure the Borough’s housing requirements are delivered, rather than a ceiling to development, as to do otherwise would conflict with the NPPF. Furthermore paragraph 7.21 of the Publication version states that the Council envisage that each Tier 1: Larger Rural Settlements and each Tier 2: Smaller Rural Settlements could accommodate up to 100/150 homes and 50 homes over the Plan period respectively. Whilst policy SL5 identifies a range of development sites within these settlements, these do not total the indicative thresholds for the settlements as identified by the Council in paragraph 7.21. It is therefore evident that the additional windfall development required to meet the Borough’s housing needs is envisaged to partly come from these Tier 1 and Tier 2 settlements.

Whilst the Local Plan strategy is to make an allowance for windfall developments coming forward as opposed to specifically allocating all sites, representations have been submitted to policies SP1-SP5 which highlight how the Local Plan does not have a demonstrable deliverable five year housing supply, contrary to NPPF requirements. Accordingly to be 'sound' it is necessary to allocate additional land for housing development which could contribute towards this five year shortfall. This is particularly the case given the tightly drawn settlement boundaries and limited opportunities for development within the settlement boundaries, which is subject to a separate representation to policy GD1.

For these reasons it is considered that policy SP5 needs to identify additional land for housing development, including land at Staining. As highlighted in the next section, one such suitable site is land to the south of Cambridge Close, Staining.



It is requested that the land to the south of Cambridge Close, Staining is allocated for housing development and identified as a non-strategic allocation in Policy SL5 and the accompanying Policies Map. The subject site lies immediately adjacent to the emerging settlement boundary for Staining and existing committed development, which is already under construction and nearing completion.

It is clear that there are limited opportunities for development within the existing settlement boundary and as such it is necessary for greenfield land in suitable locations on the edge of the settlements to be released for development to accommodate the Council's housing requirements.

The site can be served by an appropriate access off Cambridge Close, which can also provide direct pedestrian links to the range of facilities and services within the village centre.

The site is suitable, available and deliverable and should therefore be allocated as a non-strategic site under Policy SP5 and the Policies Map amended accordingly.

Please refer to the location plan appended to this representation.

OC/AGCN/16/00119  
– Britmax  
Developments

Chapter 7 – Policy SL5 Development Sites outside the Strategic Locations for Development Emerging policy SL5 is unsound as it has not been positively prepared and does not represent a justified strategy for the location of new development.

Indigo Planning Ltd.

	<p>The list of sites to accommodate development outside of Strategic Locations has overlooked the Great Birchwood site. The site is previously developed land and there is already a number of residential dwellings at the site, which is sustainably located offering easy access to both Warton and Lytham.</p> <p>The site has the potential to contribute to the future development needs of the Borough and, therefore, should be identified as a development location.</p>
<p>OC/LO/15/02228 – Mr &amp; Mrs McSorley</p> <p>Smith &amp; Love Planning Consultants</p>	<p>Mr and Mrs McSorley own the land forming the western portion of the proposed housing allocation for 29 no. dwellings, identified as HS52 Cobweb Barn, Oak Lane, Newton 29 (allocation) which is shown for delivery in 2020/21. They also own the rectangular area of land of approximately 2.1 acres located to the rear of their property and immediately south of the proposed allocation. The area of additional land is shown edged red on the extract of the draft Policies Map in the Box 6 comments below.</p> <p>Mr and Mrs McSorley consider the additional area of their land should be included in the Local Plan as an extension to the proposed housing allocation for 29 dwellings, to form a larger and more beneficial opportunity for sustainable new housing development to take place within Newton.</p> <p>As a Tier 1 Larger Rural Settlement, Newton is a sustainable location for growth and has the physical and social infrastructure to support modest additional housing, as well as being an attractive residential area for both working families and retired and older people. There is acknowledged market interest in Newton and Mr and Mrs McSorley are committed to making their land immediately available so that it offers the potential for development to be delivered in the early Years 5 - 9 of the plan period. They are in agreement with their neighbour and adjacent landowner to bring the land within the proposed allocation forward and pre-application discussions have been held with the local planning authority development management team. Local developers including Applethwaite Homes (part of the Eric Wright Group) have also expressed a strong interest in the extended allocation. It is not clear why the additional area of land has been excluded from the proposed allocation as the majority of it is included in the larger site (Ref. NE06) identified in the SHLAA in 2012 indicating it is developable.</p> <p>The original larger site (Ref. NE06) extended north to Blackpool Road (A583) and this was scaled back to the line of the double hedgerow marking the northern boundary of the proposed housing allocation, to prevent erosion of the proposed Area of Separation (draft Policy GD3) between Kirkham and Newton. The Sites Assessments Background Paper (October 2015) confirms that the further promotion of the land to the north (identified in the Non-Strategic Call for Sites as Refs. 107 and 111) has been rejected as it falls within the proposed Area of Separation. The proposed extension lies to the south of the proposed allocation and therefore will not adversely impact the proposed Area of Separation.</p> <p>Mr and Mrs McSorley's land comprises a small paddock, a timber stable building and a sand manège and presumably, the Council assumed it was not available for development when drafting the current proposed site allocation boundary, notwithstanding the fact the paddock and stable was included within SHLAA Site Ref. NE06. The land is available however, and the stable and sand manège is un-used and surplus to Mr and Mrs McSorley's requirements and they would not propose to erect replacement stable facilities elsewhere. Development of the proposed housing allocation in isolation would therefore sterilise their additional surplus land as it would become contained between existing and future housing and its subsequent development or beneficial re-use would be constrained. It would also no longer serve any visual or landscape benefit as open countryside on the edge of the settlement.</p> <p>Incorporating this land into the proposed allocation is therefore the only logical solution for the land and for the proper planning of the village. The site is available, suitable and achievable and provides an enhanced opportunity to provide new housing in Newton. The opportunity to secure an</p>

enlarged housing allocation should not be overlooked and it will provide a far more certain prospect of delivery than alternatively leaving the land as greenfield land within the countryside.

An enlarged housing allocation will therefore form a logical rounding-off of development within this part of Newton, enclosed by the road network and existing development. The situation is paralleled by the revision to the boundary of Newton Hall Farm where land nominated via the Call for

Sites (Site Ref. 94) is proposed for inclusion in the draft Local Plan together with the farm

house and rounding-off

southern

same

drawn in

McSorley's

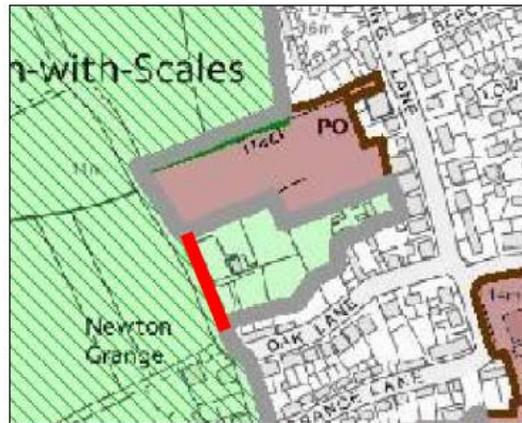
of the village,

Mr and Mrs

draft Policy

• Under Tier 1

Settlements;



buildings, as it forms a natural

of development along the

boundary at Newton. The

conclusion must logically be

respect of Mr and Mrs

land on the western boundary

albeit on a lesser scale.

McSorley request that

SL5 is revised as follows;

Larger Rural

- ~~HS52 Cobweb Barn, Oak Lane, Newton 29 (allocation) 2020/21~~

- HS52 Cobweb Barn, Oak Lane, Newton 35 [NB. subject to confirmation]  
(allocation) 2020/21

- An enlarged housing allocation incorporating the full extent of land within their ownership, is included on the draft Policies Map as shown below

The representations raise matters and evidence that Mr and Mrs McSorley wish to present to the Inspector.

OC/AGCN/16/00631  
– Carrington Group

JohnsonMowat

I write on behalf of our clients Carrington Group with respect to their land interests at land off Mains Lane, Poulton-le-Fylde, a location plan detailing the extent of the site boundary is included with our representation.

The site is subject to a pre-application enquiry currently under consideration by the authority under reference ENQ/16/0263. We wish to promote the land for residential use and consider there to be significant benefits in an early release of the site which would accord with the policies of the emerging Local Plan and also assist in the delivery of large scale infrastructure improvements which have been identified by Highways England. Our comments in respect of the Publication Version of the Plan are discussed below.

### Opportunities

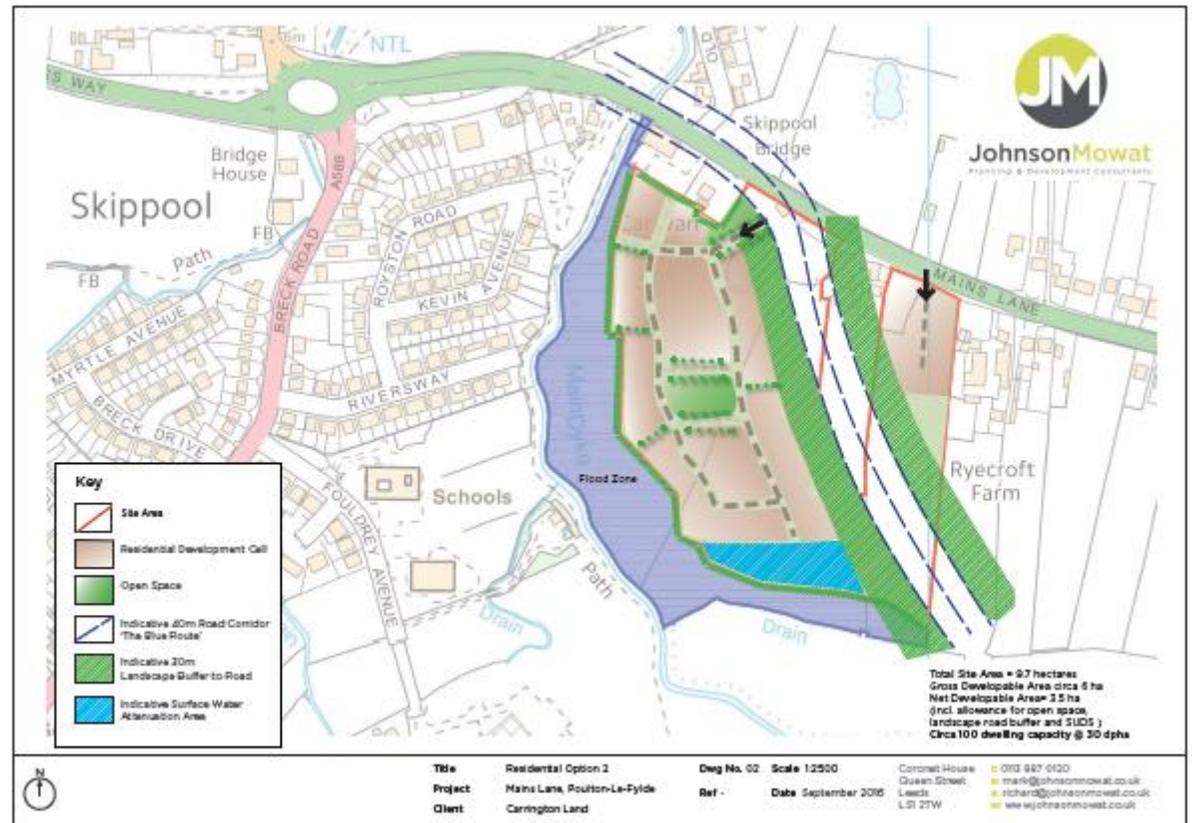
Despite the safeguarding of the 'Blue Route' we consider the plan does not explore opportunities for enabling development around key access points of the line of the preferred route, specifically around the A585 toward Skippool and Poulton. Policy INF1 of the emerging Local Plan states that:-

*"In order for Fylde to protect and create sustainable communities, proposals for development should:*

*a. Make the most of existing infrastructure by focusing on sustainable locations with the best infrastructure capacity;"*

The delivery of a key arterial route is likely to provide growth opportunities, around the A585, Mains Lane that can connect with existing social and physical infrastructure in Skippool and Poulton-le-Fylde.

Our initial concept plan included with this representation demonstrates how the preferred location of either the 'Blue Route' or Option1 of the Highways England proposals can be safeguarded together with providing an early opportunity for residential development on the western edge of the site of circa 100 dwellings together with a smaller infill site to the east of circa 10 dwellings. The development can accommodate both the preferred route of the bypass together with any necessary standoff area. The concept plan currently shows a corridor totalling 105m including a buffer. This location is broadly supported by the HBF with §9 of their representations stating:-



This location is broadly supported by the HBF with §9 of their representations stating:-

	<p><i>“The unmet housing needs of Wyre Council could be accommodated in reasonable proximity to the administrative boundary and could benefit from the infrastructure improvements identified in the plan, including the Strategic Highway Improvements identified at Policy T1”</i></p> <p>.</p> <p>Such proposals would not conflict with Policy T1 of the emerging Plan as the development would in no way prejudice the delivery of the ‘Blue Route’. The site can be brought forward in the short term and designed such that the bypass can be incorporated at a later date. The site is considered sustainable in terms of its location and accessibility given it would be sustainably connected and would benefit from a range of public transport options including bus stops located along the A585, Mains Lane and the nearby Poulton-le-Fylde rail station. A residential end use would therefore accord with Policy M1 of the emerging Plan.</p> <p>The site is not allocated Green Belt and as the a five year housing land supply cannot currently be demonstrated by the authority, the site can contribute to the immediate shortfall and be brought forward in advance of adoption of the plan.</p> <p>Discussions are ongoing with the authority however it is our intention to submit a planning application in outline form by the end of the year. Carrington Group are committed to working with both the Council and Highways England to ensure that opportunities for the future development of the site are maximised and that either the ‘Blue Route’ or Option 1 of the Highways England proposals can be accommodated within our plans.</p>
<p>OC/LO/16/00169 – Mr A Bradshaw</p> <p>Emery Planning</p>	<p>Emery Planning Partnership is instructed by Mr A Bradshaw to submit representations on the Publication Draft. Our client’s specific interests is land to the east of Bryning Lane, Wrea Green. This site is an omission site and the location plan is Appendix 1.</p> <p><b>4. Land east of Bryning Lane, Wrea Green</b></p> <p>4.1 The site is located to the edge of Wrea Green and is presently in use for agricultural purposes. It comprises a logical rounding-off opportunity for the settlement with existing residential development to the immediate northern and western boundaries. A site location plan is provided at Appendix 1.</p>

4.2 The site is highly locationally sustainable as it is within easy and convenient walking distance of the range of services available within Wrea Green that include Ribby with Wrea Endowed Church of England Primary School, local shops, places of worship, sporting venues and public houses. There are also three buses an hour from the settlement (nos. 61 and 76) to destinations such as Preston City Centre, Blackpool and Kirkham. Vehicular access would be via an established access point off Bryning Lane. Flood risk and drainage

4.3 The site is identified through the Environment Agency mapping system as being at low risk of flooding and within a Flood Zone 1.

4.4 The proposed development represents an opportunity for the Council to address unmet and future housing needs through the release of a highly sustainable site with very limited environmental harm that would be far outweighed by the associated social and economic benefits.

4.5 The site is suitable, available and achievable for housing.



OC/IB/12/00964 –  
Keith Halliwell

JWPC Ltd.

The previous version of the Plan proposed 140 new dwellings be directed to the village of Elswick. The Publication Version now proposes in Policy SL5 that 50 dwellings are provided at Elswick through a Neighbourhood Development Plan Allocation as part of its re-designation as a Tier 2 settlement. As above, we object to the change from Tier 1 to Tier 2, and therefore also object to the proposals within Policy SL5, seeking additional proposed minimum growth be directed to Elswick through the Local Plan. It is unclear how the amount of development for the village has been derived and whether sufficient justification is given to the amount of each development relevant to the settlements.

10. Policy GD1 Settlement Boundaries provides details of development to be allowed at the areas shown on the proposals map. However, Policy DLF1 and Policy SL5 may result in additional development beyond the existing tightly drawn settlement boundaries. We specifically seek amendment to the settlement boundary of Elswick to allow for growth of the village during the plan period. We also propose a specific expansion of the settlement boundary to the north, to accommodate development closest to the nearby primary school, thus providing for new greenfield development in the more sustainable part in the village. A plan is shown at the end of this representation as an indication of land that is available for development. The tightly drawn settlement boundary, with all land adjacent being designated in the countryside (Policy GD4), has the potential to conflict with the proposals in the plan for providing 50 new dwellings, or more should the settlement hierarchy be revised back to a Tier 1 settlement.

We also wish to object to the following policies that relate to new housing development:

H2 – Density and Mix

H4 – Affordable Housing

ENV4 – New Open Space

The policies above are incredibly prescriptive policies that individually and together have the potential to restrict development from being delivered, through providing direct limits on the lowest density of development on a site, the minimum amount of open space and specific type and sizes of market and affordable housing. As the policies will be relevant to the majority of new housing developments over the plan period, the restrictions could seriously hinder delivery through providing a too prescriptive brief for a large number of sites. In order to significantly boost the supply of housing, consistent with national policy, local authorities need to attract land owners to release sites and housebuilders to build them. Minimum limits of 30 dwellings per hectare and the percentage of 1 or 2 bed roomed dwellings, with the addition of providing elderly and affordable accommodation, and specific amounts of open space, can severely hinder the delivery of sites, thus making the Local Plan ineffective.

Obviously the Council needs to maintain an element of control to development, but we would suggest that only larger significant or strategic sites should be considered relevant for all of these policies relating to new housing. What assessment has the Council done regarding the amount of land required to deliver, for example, a site of fifteen new dwellings against these policies. Such a site would require on site children's playspace, 30% affordable homes, restrictions on the size of units and a net minimum density of 30 dwellings per hectare. Such cumulative restrictions on sites of up to a few hectares could reduce the rate of overall housing delivery by making them unattractive to developers and for landowners to release for development at a time when the Council needs to increase delivery to meet a rolling five year supply of housing and the increased requirement over the plan period.



	<p>An alternative approach would be to provide much of this detail directly to the proposed strategic development site, where appropriate, and provide less prescriptive policy for smaller sites, or increase the threshold at which they become a consideration.</p>
<p>OC/LO/15/02109 – Metacre Ltd.  De Pol Associates</p>	<p>Policy DLF1, Table 2 ‘Distribution of Development to 2032’ confirms that the Plan Strategy relies on 998 dwellings coming forward from windfall development over the plan period. This must clearly be a minimum figure in order to ensure the Borough’s housing requirements are delivered, rather than a ceiling to development, as to do otherwise would conflict with the NPPF. Furthermore paragraph 7.21 of the Publication version states that the Council envisage that each Tier 1: Larger Rural Settlements and each Tier 2: Smaller Rural Settlements could accommodate up to 100/150 homes and 50 homes over the Plan period respectively. Whilst policy SL5 identifies a range of development sites within these settlements, these do not total the indicative thresholds for the settlements as identified by the Council in paragraph 7.21. It is therefore evident that the additional windfall development required to meet the Borough’s housing needs is envisaged to partly come from these Tier 1 and Tier 2 settlements.</p> <p>This includes Weeton, which is a Tier 2 settlement and where policy SP5 currently identifies only one development allocation for 20 dwellings, of which 16 dwellings have already been completed. It is therefore a settlement which the Local Plan acknowledges as being suitable to accommodate additional windfall housing development.</p> <p>Whilst the Local Plan strategy is to make an allowance for windfall developments coming forward, as opposed to specifically allocating all sites a separate representation has been submitted to policies SP1-SP5 which highlights how the Local Plan does not have a demonstrable deliverable five year housing supply, contrary to NPPF requirements. Accordingly to be ‘sound’ it is necessary to allocate additional land for housing development which could contribute towards this five year shortfall. This is particularly the case given the tightly drawn settlement boundaries and limited opportunities for development within the settlement boundaries, which is subject to a separate representation to policy GD1.</p> <p>Furthermore a separate representation has been submitted to policies H1 &amp; DLF1 which highlights that the Council’s suggested planned delivery of 370 dwellings per annum over the Plan period fails to make adequate provision for economic growth and would also result in a serious and significant level of under-provision of affordable housing. It also takes no account of the identified un-met housing needs arising from Wyre Borough Council, as highlighted to the Council in accordance with the Duty to Co-operate. Accordingly additional housing land is required for the Plan to be ‘sound’.</p> <p>For these reason’s it is considered that policy SP5 needs to identify additional land for housing development, including land at Weeton. As highlighted in the next section one such suitable site is land to the west of Church Road, Weeton.</p> <p>It is requested that the land to the west of Church Road, Weeton is allocated for housing development and identified as a non-strategic allocation in Policy SL5 and the accompanying Policies Map.</p> <p>The subject site extends to approximately 1.7ha and lies immediately adjacent to the existing and draft emerging settlement boundary for Weeton.</p> <p>It is clear that there are limited opportunities for development within the existing settlement boundary and as such it is necessary for greenfield land in suitable locations to be released for development to accommodate the Council’s housing requirements.</p> <p>The land is owned by Metacre Ltd and is currently being promoted for development. An outline planning application is to be submitted to Fylde Borough Council imminently and proposes up to 25 dwellings, comprising 30% affordable housing. The site benefits from a</p>

public footway on the eastern boundary providing direct pedestrian links to the village centre, as well as the school and church located to the south of the site.

The site can be served by an appropriate vehicular access and adequate visibility splays can be provided. A wide range of technical survey work has been undertaken for the site including arboriculture, ecology, highways and drainage and confirms that any potential impacts can be adequately mitigated.

The site is suitable, available and deliverable and should therefore be allocated as a non-strategic site under Policy SP5 and the Policies Map amended accordingly.

Please refer to the location plan appended to this representation.



OC/AGCN/15/02235  
– Hollins Strategic  
Land LLP

**Allocation of land off Woodlands Close, Newton with Scales for housing**

The land off Woodlands Close is within the Kirkham-Newton Area of Separation (AoS), as defined in the eLP. However, an application (no. 16/0554) for outline planning permission for the erection of up to 50 dwellings was submitted by HSL on 22/07/16 and a decision is due by 24/10/16. The Location Plan, Planning Statement, and Masterplan are appended<sup>4</sup>; these demonstrate that planning permission should be forthcoming.

The submission documents also demonstrate that the site should not be included within the AoS. This is discussed in more detail below, under policy GD3. However, in summary the development of the site would not compromise the sense of separation that currently exists between Kirkham and Newton for the following reasons:

- the gap between Newton and Kirkham is only 186m shorter than the maximum AoS distance of 1200m, as set out in the AoS Background Paper (AoSBP);
- at its narrowest point (point A) the site is approximately 983.81m from Kirkham;

- at its south western corner (point B), the site is some 1,195m from Kirkham;
- the land allocated for development off Oak Lane, is closer to Kirkham than the application site's south-western corner;

2 Appendix 2: Application 15/0827: Committee Report, location plan and masterplan

3 Appendix 3: Statements of Case

4 Appendix 4: Application 16/0554: Location plan, Masterplan, Planning Statement

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- whilst the AoSBP refers to there being development pressure to the west of Newton, there is no pressure east or south of Kirkham:
  - o there is an area of Green Belt land to the south of Kirkham, which adjoins the proposed AoS;
  - o there are then a number of Countryside Area fields that separate Kirkham from existing built development along the A583;
  - o the closest built development to Kirkham is some 395m from the northern side of the A583 and some 485m from the southern side.
  - o this 'green gap' is sufficient to prevent Kirkham and the ribbon development from merging.
- new development amongst the ribbon development (as referred to in the AoSBP) could be refused if it does not reflect the character of that stretch of the A583.
- it should also be noted that the majority of built development along the southern side of the A583, between Newton and Kirkham, is agricultural in nature rather than being residential ribbon development, which further increases the sense of separation between the two built settlements.
- the application site is both physically and visually well-contained within the natural and built landscape, as confirmed in Section 2 of this Statement.
- the new development will subsequently have well-defined boundaries, which can be further bolstered.
- views towards the new housing will be largely limited to viewpoints directly overlooking it from adjacent roads; the exception being a limited number of glimpse views through a gap in dense foreground vegetation along Parrox Lane.
- the glimpse views will not introduce intervisibility between the built edges of Kirkham and Newton.
- people travelling east-west along the A583, between Kirkham and Newton, will still experience a sense of leaving one settlement before entering another, owing to the visual containment of the new housing.
- likewise, the perception of Kirkham and Newton being two distinct settlements will not be diminished in an east-west direction of travel.

The proposals, being narrow in nature, will not harm the effectiveness of the gap between Kirkham and Newton or the distinct identities of these two settlements. The new housing will be well contained in the landscape, will not give rise to either physical or visual coalescence, and will not diminish the sense of leaving one settlement before entering the second. Therefore, the two settlements are not at risk of merging.

The Planning Statement also highlights the numerous benefits of developing the site for housing:

- the proposals will result in jobs within the construction industry.
- the site is locationally sustainable, and sustainable modes of travel can be maximised;
- the proposals will not result in severe impacts on the highway network.
- the 50No. dwellings proposed will make a valuable contribution towards reducing the significant and serious housing supply deficit;
- it is anticipated that all of the 50No. dwellings can be delivered in the next three years;
- the proposals will result in the provision of (up to) 15No. affordable homes which will make a valuable contribution to the borough-wide housing need.

- The submitted Design and Access Statement demonstrates that the anticipated design approach would ensure good design;
- The proposals include the provision of high quality open space which has the potential to make a positive contribution to the health and well-being of existing local residents as well as future occupiers of the development;
- The on-site POS will also enhance the sustainability of the western part of Newton.
- the residential development will be located within Flood Zone 1 only, with a low probability of flooding and its development will not increase the risk of flooding elsewhere;
- the layout can take account of climate change by providing shelter from the sun during summer months and orientating dwellings to maximise solar gain during winter months.
- Opportunities to retain existing features of arboricultural and ecological interest and seek biodiversity gain will be taken.

The following key points from the eLP are also of relevance:

- House prices in the rural areas are typically higher than other areas in Fylde. This means that the provision of affordable housing is a significant issue throughout the rural areas, with demand outstripping supply (para. 2.61);
- Newton is one of three Tier 1 Larger Rural Settlements (policy S1), each of which is deemed capable of accommodating between 100 and 150 homes (para. 7.21), yet Newton is only scheduled to accommodate 115 homes on two sites (policy SL5).

It is understood that applications have not yet been submitted on either of the two proposed allocations in Newton, which suggests that there are deliverability issues.

As a result of the following, it is considered that the eLP should be amended so that the land off Woodlands Close is allocated for housing:

- The site should not be included within an AoS;
- There are numerous benefits to allocating the site for housing, including the provision of affordable housing in the Rural Area;
- Newton is capable of accommodating more development than the two allocations will provide; and.
- Applications for housing on the allocated sites have not yet been submitted, suggesting deliverability issues.

### **Development**

For the aforementioned reasons, the land off Woodlands Close, Newton with Scales should be listed as a housing site in policy SL5.

It is the justification to this policy that confirms that Tier 1 Settlements can accommodate between 100 and 150 new homes (para. 7.21); the table within the policy confirms that Newton will only accommodate 115. It is assumed that the 100 – 150 figures are not maximums and the Woodlands Close development would only increase new homes in Newton to 165, which provides a 10% buffer. This is considered appropriate, particularly given the LPA has not received applications for the two sites which are scheduled to be allocated.

Furthermore, Clifton, a Tier 2 Smaller Rural Settlement is scheduled to accommodate 104 homes on 2 sites (policy SL5), which is not proportionate to its status in the settlement hierarchy when compared to Newton. If it is appropriate for Clifton to accommodate 104 homes, it should be appropriate for Newton to accommodate significantly more than 115 homes.

**This representation was also accompanied by a separate document, please see:  
Document SD013 – Copies of Regulation 20 Representations (Regulation 22(1)(d) document)  
Title: Publication Version Local Plan to 2032**

	<p style="text-align: center;"><b>Representation Statement</b>  <b>Hollins Strategic Land</b>  <b>September 2016</b></p>
<p>OC/LPD/15/02217 – Wainhomes Ltd.</p> <p>Emery Planning</p>	<p><b>6. Land west of Bryning Lane, Wrea Green</b></p> <p>6.1 Our client has recently obtained control of the land to the west of Bryning Lane, Wrea Green. The site is not allocated in the current plan and therefore we seek its inclusion as an omission site.</p> <p><b>Site context</b></p> <p>6.1 The site is located to the edge of Wrea Green and is presently in use for agricultural purposes. It comprises a logical infill and rounding-off opportunity for the settlement as the site is enclosed by the existing settlement boundaries and existing residential development to the immediate northern, eastern and southern boundaries. A site location plan is provided at Appendix 6 of this Statement.</p> <p>6.2 There are no trees within or adjacent to the site of any significance and the site lies outside of the designated Wrea Green Conservation Area.</p> <p><b>Allocation as an identified housing site within the Fylde Local Plan 1994</b></p> <p>6.3 The site was identified as a housing allocation for approximately 20 dwellings through Policy HL1 of the Fylde Local Plan, adopted in 1994. The supporting text to the adopted local plan at paragraph 3.19 stated that the purpose of this allocation was to meet unmet housing needs and that vehicular access should be taken via Bryning Avenue. See Appendix 7 for a copy of Policy HL1 and the supporting text.</p> <p>6.4 An outline planning application was subsequently submitted by Redrow Homes in 1999 and officers recommended that planning approval be granted on the basis that the site could accommodate approximately 60 dwellings (LPA ref: 5/99/0784). However, Committee Members resolved to refuse planning permission against the advice of planning and highways officers on the basis of highways safety and Redrow Homes submitted an appeal to the Planning Inspectorate with a Public Inquiry scheduled to commence in July 2001 thereafter.</p> <p>6.5 The Committee report for 5/99/0784 at Appendix 8 clarifies at page 5 that the only reason why the site was not included within the subsequent iteration of the local plan as a retained housing allocation was that the landowner at the time was unwilling to sell the land and that the site was thereby not considered by the Council to be developable. As a result the site was not carried forward as a retained housing allocation through the Fylde Borough Local Plan (October 2005), which comprises the current development plan, and is an amalgamation of the Fylde Borough Local Plan 1996-2006 and the Fylde Borough Local Plan Alterations Review 2004-2016.</p> <p>6.6 On the basis of the reluctance of the landowner to sell the land at the time, Redrow Homes withdrew their appeal and the case was not heard by the Planning Inspectorate.</p> <p><b>Timing and delivery</b></p> <ul style="list-style-type: none"> <li>a. The landowner is now actively promoting the sale of the site and it is suitable, available and achievable for residential development within the short-term.</li> <li>b.</li> </ul>

6.8 Our client is an active developer in the North West and they have an option agreement with the landowner and our clear instructions are that the site will be brought forward for housing as soon as possible. We consider that the timetable for the site would be as follows:

- submission of a pre-application enquiry to the local planning authority (already submitted);
- submission of a planning application – Winter 2016;
- site preparation – Spring/Summer 2017; and,
- first completions – Autumn/Winter 2017 with development anticipated to be completed within 1-2 years.

6.9 As noted above, a pre-application enquiry (LPA ref: ENQ/16/0320) has been submitted to the local planning authority by Wainhomes (North West) Ltd for the erection of 38 detached dwellings on the site (drawing ref: 1539WHD/BLW/SK03 – see Appendix 9). We are due to meet with officers towards the end of October 2016 in order to discuss the merits of a planning application for the proposed redevelopment of the site.

#### **Layout**

6.10 The site is enclosed on three sides by the built-up settlement boundaries (north, east and south) and existing residential built development. The site represents a logical residential rounding-off opportunity for the settlement and residential development would sit comfortably within the character and appearance of the existing built form. Furthermore, the NPPF is clear that ‘protection’ is a term to be applied to landscape designations and local planning authorities should not seek to protect the open countryside ‘for its own sake’. The site is not the subject of any landscape designations.

6.11 Public views into the site would be localised and largely screened or influenced by the existing built development that encloses the site. The site is relatively flat with no public rights of way extending through it.

6.12 The illustrative plan at Appendix 9 demonstrates that this quantum of development could deliver an attractive, high quality design for the site with a coherent and legible response to the character and appearance of the surrounding area. The number of dwellings proposed would be fewer than that previously found to be acceptable by planning officers in visual amenity terms through planning application 5/99/0784.

#### **Access**

6.13 The site is highly locationally sustainable as it is within easy and convenient walking distance of the range of services available within Wrea Green that include Ribby with Wrea Endowed Church of England Primary School, local shops, places of worship, sporting venues and public houses. There are also three buses an hour from the settlement (nos. 61 and 76) to destinations such as Preston City Centre, Blackpool and Kirkham.

6.14 Vehicular access would be via an established access point off Bryning Lane. The number of dwellings being provided would be fewer than that previously found to be acceptable by highway officers in highway safety terms through planning application 5/99/0784.

#### **Flood risk and drainage**

6.15 The site is identified through the Environment Agency mapping system as being at low risk of flooding and within a Flood Zone 1.

#### **Ecology**

6.16 The site is not subject to or within influencing distance of any statutory ecological sites and there are few ecological features within the surrounding area.

	<p><b>Conclusion</b></p> <p>6.17 The proposed development represents an opportunity for the Council to address unmet and future housing needs through the release of a highly sustainable site with very limited environmental harm that would be far outweighed by the associated social and economic benefits.</p> <p>6.18 The suitability of the site as a housing site has already been recognised by the Council through its allocation for housing for the Fylde Local Plan (1994). The only reason why the site did not remain as a retained housing allocation within subsequent iterations of the local plan was that the landowner at the time was unwilling to sell. The landowner is now actively promoting the sale of the land and our client has an option agreement to bring it forward for residential development.</p> <p>6.19 The site is suitable, available and achievable for housing within the short-term.</p> <p><b>This representation was also accompanied by separate documents, please see:</b>  <b>Document SD013 – Copies of Regulation 20 Representations (Regulation 22(1)(d) document)</b>  <b>Title: Emery Planning Representations Fylde Local Plan Publication Plan For Wainhomes Developments Ltd.</b>  <b>Title: Appendices 1-9 of Statement</b></p>
<p>OC/AGCN/16/01121  – The Rigby Organisation  PWA Planning</p>	<p><b>OBJECTION TO POLICY DLF1</b></p> <ol style="list-style-type: none"> <li>1. It is considered that the failure of the Council to make any specific housing land-use allocations within the settlement of Wrea Green is inappropriate, given the scale and significance of the settlement. It has been acknowledged that Wrea Green performs the function of a larger rural settlement and indeed it is the largest of these settlements identified within the Borough, arguably performing the function of a local service centre.</li> <li>2. The Council have chosen only to ‘allocate’ within the emerging local plan, those approved housing sites, most of which were granted following appeal. Although such approved schemes will help to meet current and future needs within Wrea Green and the wider Borough, such sites are likely to have been largely completed before 2020, particularly taking into account the demand for housing in this area, meaning that there will be a period of 10-15 years where no development is planned for within the settlement.</li> <li>3. The lack of alternative housing land allocations, even where these are phased to ensure that development does come forward beyond 2020, demonstrates a failure of the emerging local plan. This is particularly the case, given that there are no insurmountable reasons that would indicate that additional land could not be provided for on the edge of the settlement in a manner consistent with the delivery of sustainable development.</li> <li>4. It is therefore considered that the local plan is <b>unsound</b> on the basis that it is not <b>“positively prepared”</b> in that it is not demonstrated that it is prepared based on a strategy which will meet needs, consistent with achieving sustainable development.</li> <li>5. In order to rectify this situation, it is requested that additional land use allocations, specifically for residential development, are made on the periphery of Wrea Green. Such allocations should then be reflected within <b>Policy DLF1</b> – which currently only identifies sites on the edge of Newton (Tier 1) and Clifton and Elswick (Tier 2).</li> <li>6. Specific details of suitable sites to meet this need are referred to within other representations made by PWA Planning.</li> </ol>

	<p><b>OBJECTION TO POLICY SL5</b></p> <p>1. It is considered that the failure of the Council to make any specific housing land-use allocations within the settlement of Wrea Green is inappropriate, given the scale and significance of the settlement. It has been acknowledged that Wrea Green performs the function of a larger rural settlement and indeed it is the largest of these settlements identified within the Borough, arguably performing the function of a local service centre.</p> <p>2. The Council have chosen only to ‘allocate’ within the emerging local plan, those approved housing sites, most of which were granted following appeal. Although such approved schemes will help to meet current and future needs within Wrea Green and the wider Borough, such sites are likely to have been largely completed before 2020, particularly taking into account the demand for housing in this area, meaning that there will be a period of 10-15 years where no development is planned for within the settlement.</p> <p>3. The lack of alternative housing land allocations, even where these are phased to ensure that development does come forward beyond 2020, demonstrates a failure of the emerging local plan. This is particularly the case, given that there are no insurmountable reasons that would indicate that additional land could not be provided for on the edge of the settlement in a manner consistent with the delivery of sustainable development.</p> <p>4. With regards to the capacity of the Tier 1 settlements to accommodate new residential development, (Local Plan Publication Version Paragraph 7.21) there appears to be no obvious justification for the figure of 100-150 dwellings. Indeed this figure seems to represent the aggregate number of dwelling units which have resulted from recent planning permissions. It is not reflective of the circumstances of the settlement and its future needs over the lifetime of the local plan.</p> <p>5. It is considered that the area of land west of Bryning Lane, identified edged in red on the plan attached to this representation, should be allocated for housing to meet needs in the plan period within Wrea Green and the wider Borough. The site is on the periphery of the settlement and close to facilities and is well located for access to the wider highway and transport network. Development of the site would represent an appropriate rounding off of the settlement in a manner which would not serve to significantly impact on the landscape of the locality or cause harm to any other interests of acknowledged importance. It could readily deliver sustainable development.</p> <p>6. It is therefore considered that the local plan is <b>unsound</b> on the basis that it is not <b>“positively prepared”</b> in that it is not demonstrated that it is prepared based on a strategy which will meet needs, consistent with achieving sustainable development.</p> <p>7. In order to rectify this situation, it is requested that :-</p> <p><b>Fylde Local Plan to 2032 : Publication Version</b>  <b>Representations on behalf of Mr S Rigby</b>  <b>Land West of Bryning Lane, Wrea Green</b></p> <p>(i) <b>Policy SL5</b> should be amended to include additional land use allocations, specifically for residential development, on the periphery of Wrea Green.</p> <p>(ii) <b>Paragraph 7.21</b> should be amended to remove the arbitrary limit of 150 dwellings as being the apparent capacity of Tier 1 settlements.</p> <p>(iii) The area of land west of Bryning Lane, identified edged in red on the plan attached to this representation, should be included as a housing allocation within Policy SL5 and consequential amendments should be made to the proposals map.</p>
<p>OC/LO/12/00968 - Mactaggart &amp; Mickel</p> <p>Colliers International</p>	<p>Mactaggart &amp; Mickel believe that the quantity, distribution and location of development sites in non-strategic locations is insufficient. This is covered by Policy SL5 and taking account of the comments offered it does not represent a sound approach to meet the requirements of this policy. The Council have set an artificial barrier on Tier One – Larger Rural Settlements of 100-150 units which has no evidential basis to support this number in terms of infrastructure capacity over the plan period. It is considered that this form of policy dogmatic approach by a Borough that has consistently failed to provide its five year land supply fails to represent sound planning.</p>

Mactaggart & Mickel believe that Tier One – Larger Rural Settlements should accommodate a larger amount of development commensurate with there being no infrastructure impediments over the plan period. Mactaggart & Mickel believe that their landholding at Moss Side Lane, Wrea Green can accommodate 50 units over the plan period. This would be a development sites in a non-strategic location.

Site specific information is attached for the Mactaggart & Mickel landholding in the form of the D&A statement, which evidentially demonstrates the sites ability and lack of infrastructure constraint to deliver houses over the plan period in a non-strategic location.

This approach will maximise the prospects of the housing units required over the plan period being delivered and not artificially restrained.

## Chapter 8 – General Development Policies

### Policy GD1 – Settlement Boundaries

OC/LO/15/02248 –  
Mr M. James

Steven Abbott  
Associates

During a call to one of your colleagues I was advised to email you with a query regarding the emerging proposals map relevant to the above site - the site is indicated by the red hatched area on the attached plan. To provide context I have also provided a screen-shot of the relevant area from the publication proposals map. It appears that there may be a significant drafting anomaly on that extract.

There are three key policy designations affecting the area in question:

- Policy GD1 - Settlement Boundary;
- Policy GD2 - Green Belt;
- Policy H1 - Strategic Housing Sites (Site HS S2).

The text accompanying Policy GD1 indicates that strategic sites that are allocated have seen settlement boundaries amended to include them. As a result the whole of the Strategic Housing Site HS S2 is correctly identified as being within the Settlement Boundary of Warton - the grey line on the proposals map.

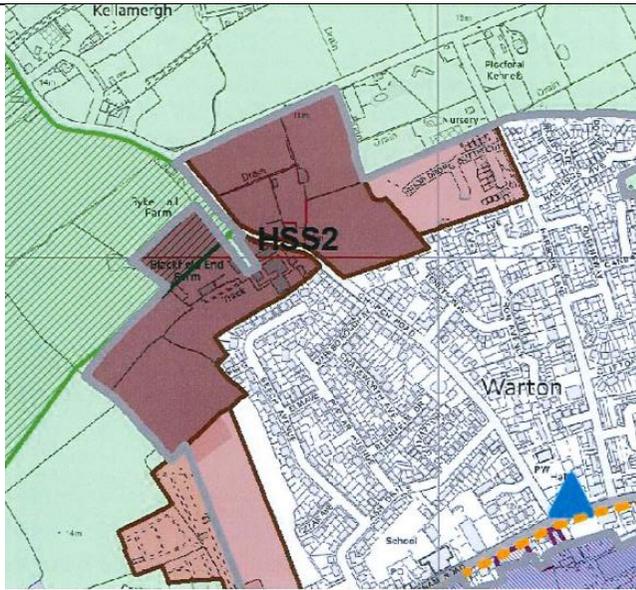
However, the identified Green Belt boundary is inconsistent with the newly defined settlement boundary, and I assume that this is an anomaly as it would normally be the case that an urban boundary with coincide with a Green Belt boundary.

I note also that the text accompanying Policy GD1 indicates that, whilst there is no requirement for a strategic review of the Green Belt as part of the Local Plan preparation process, some minor changes are proposed to accommodate the precise boundaries of some site allocations or to amend minor anomalies. On the basis of that text one would expect the Green Belt boundary to accommodate the precise boundary of the allocated site HS S2.

That would then leave the Syke Hall site as a very narrow and somewhat anomalous finger which cannot serve any Green Belt purpose. Indeed, the thickness of the lines on the Proposals Mao could be interpreted that some of the land is contained by the urban boundary but some is not. As set out in previous representations the Syke Hall site should be excluded from the Green Belt given the fundamentally changed physical, land use and planning policy context of the land surrounding it.

Our view is that this is just the sort of anomaly that should be regularised as part of the Local Plan process.

We would welcome your thoughts on these anomalies and graphical inconsistencies. In particular, could you indicate whether officers would intend re-visiting matters and reviewing how the various Urban and Green Belt boundaries should be defined to be consistent and to reflect a sensible and meaningful long term settlement/green belt boundary in this locality.



SCB/GD/15/00080 –  
Historic England

Policy GD1, Paragraph 2 – see comments above in respect of Paragraph 6.3.

	<p><i>Paragraph 6.3 – Historic Parks and Gardens are identified as a possible constraint to development. Whilst this might sometimes be the case, it should be noted that other heritage assets might also be constraints. These might more commonly include Scheduled Ancient Monuments and other nationally important archaeology where preservation in situ is usually the preferred outcome. Not all heritage designations constitute a constraint however. Development in relation to listed buildings and conservation areas may in many circumstances be desirable even. The tests of acceptability in relation to proposals affecting heritage assets are to be found in the NPPF, where harm to these assets must be weighed in relation to the delivery of demonstrable public benefits which cannot be met in any other way.</i></p>
OC/LO/12/00968 - Mactaggart & Mickel	<p>Mactaggart &amp; Mickel believe that the currently proposed settlement boundary (Policy GD1) and development in the countryside (Policy GD4) in the proposed Local Plan are unsound and require to be altered, to be consistent with the other Mactaggart &amp; Mickel representations.</p>
Colliers International	<p>Mactaggart &amp; Mickel believe that a modification is required to amend the settlement boundary (Policy GD1) around Wrea Green to incorporate their landholding within the village and remove it from the countryside (Policy GD4).</p>
SCB/SCB/08/00355 – United Utilities	<p>In accordance with our comments to the Revised Preferred Option consultation, United Utilities welcomes the inclusion of the following paragraph within the ‘Justification’ to Policy GD1, including the expectation for applicants to confirm their approach to flood risk and surface water drainage as part of any planning application submission:</p> <p><i>“In addition, the following matters may also be taken into consideration [inter alia]:</i></p> <p><i>Whether the proposal is at risk of flooding and / or will result in an increase in surface water run-off. This will be expected to be investigated and confirmed as part of any planning application submission. It will be necessary to attenuate any discharge of surface water through the incorporation of sustainable drainage systems (SuDS). The preference will be for no surface water to discharge to the public sewer, directly or indirectly, if more sustainable alternatives are available.”</i></p>
OC/AGCN/13/01729 – Story Homes Ltd.  Barton Willmore	<p>This Policy seeks to focus development on previously development land within and immediately abutting the existing settlement boundaries, effectively restricting development on greenfield sites on the edge of existing settlements. However, the focus on brownfield land needs to be balanced against the need to release land in order to deliver new housing development around sustainable settlements for growth. This is particularly relevant to the Tier 2: Smaller Rural Settlements such as Elswick, where it is proposed to reserve the allocation of residential development until the adoption of the Neighbourhood Plan.</p> <p>In Elswick, the Council’s 2012 SHLAA has identified 12 greenfield sites (adjacent to the settlement boundary) as “developable”. This illustrates the lack of brownfield alternatives available in Elswick to meet the proposed housing requirement. Accordingly, additional greenfield release in Elswick is not only required, but is inevitable if sufficient new housing is to be delivered in this rural settlement, and for it to fulfil its role as a sustainable location for growth in the Borough. Paragraphs 28 and 55 of the NPPF focus on the need to maintain and enhance the “vitality of rural communities” as the key driver for decisions around the location of rural housing.</p> <p>Paragraph 8.1 of the Publication document states that where strategic and non -strategic sites are allocated adjacent to existing settlements, the settlement boundaries will be amended. At the current time, there is no certainty that the proposed Strategic and Non-Strategic Locations within the Local Plan will be delivered. In conjunction with Policy GD4, it implies that development on Greenfield land outside of the settlement boundaries will not be permitted unless in cases of rural worker dwellings, tourism, conversions or affordable housing. Consequently, imposing a restriction on Greenfield land on the edge of existing settlements will only serve to permanently “shut the door” on Greenfield release for housing, exacerbating the housing problem in the Borough.</p>

	<p>To achieve its housing requirement, there is a need for the Council to review the settlement boundaries of each of the proposed Key Service Centre, Local Service Centre and Tier 1 and 2 Rural Settlements as part of the plan-making process, and release further greenfield land for development. Failure to do so could have significant implications on the Council’s ability to realise its Vision and Strategic Priorities during the plan period therefore the Plan has not been positively prepared and would result in an ineffective Local Plan.</p> <p>The Elswick Neighbourhood Plan Area was approved on the 3rd August 2016 so it is clear that work is underway to prepare a draft Plan for the village to allocate the 50 dwellings over the Plan period. Paragraph 184 of the Framework states:</p> <p><b>“the ambitions of the neighbourhood should be aligned with the strategic needs and priorities of the wider local area. Neighbourhood plans must be in general conformity with the strategic policies of the Local Plan.”</b></p> <p>When a Local Plan is emerging or is yet to be found sound at Examination, there will be a lack of certainty over what scale of development a community must accommodate or the direction the policies in the Neighbourhood Plan should take. There are substantial objections to the overall housing requirement in the Borough and there appears to be no robust evidence to demonstrate why a cap of 50 dwellings should be delivered in Elswick over the plan period or why a cap of 140 dwellings was enforced on Elswick in the Preferred Options document. To be consistent with the Framework’s objective of significantly boosting the supply of housing, the adopted figure should be seen as a minimum to encourage the development of sustainable proposals where possible.</p> <p>Our Client raises concern as to what bearing the wider strategic policies adopted in the Local Plan may have on a made Neighbourhood Plan. Due to the issues raised in terms of the level of housing proposed in the Borough, there is a concern that the work undertaken in developing the Neighbourhood Plan may be abortive should the Local Plan facilitate a review of certain policies within the Plan. The level of proposed development for Elswick will not be confirmed until receipt of the Inspectors Report.</p> <p>The Framework makes it clear that Neighbourhood Plans should plan positively to meet the development needs of the village over the plan period. The Neighbourhood Plan should not seek to place unjustified constraint on further sustainable development taking place as this would be in conflict with the requirements of the Framework.</p> <p>Accordingly, our Client objects to this Policy in its current form, as it is not justified, positively prepared and is not effective. The policy should be amended to create enough flexibility to amend settlement boundaries where necessary to accommodate sustainable development opportunities coming forward where a need has been identified.</p>
<p>OC/LO/15/02112 – BAE Systems  Cass Associates</p>	<p>We believe that the north side of the Warton Aerodrome, which is an intensively developed area with significant infrastructure and built development and is within the Enterprise Zone, should be included within the settlement boundary of Warton. Policy GD1 "Settlement Boundaries" supports development of previously developed land within settlements subject to other relevant local plan policies being satisfied. Including the north side of the Aerodrome within the settlement boundary would ensure that any future development opportunities have this in principle policy support.</p> <p>Amend the Policies Map to show the north side of Warton Aerodrome within the settlement boundaries of Warton.</p>

<p>OC/LO/15/02228 – Mr &amp; Mrs McSorley</p> <p>Smith &amp; Love Planning Consultants</p>	<p>Mr and Mrs McSorley do not support the proposed draft settlement boundary for Newton as it appears on the draft Policies Map to the north of their property and neighbouring houses, and to the south of the proposed draft Housing Allocation HS52 under draft Policy HS5.</p> <p>The land excluded from the settlement boundary as currently drawn, includes theirs and their neighbours' rear gardens, which is clearly previously development private land and not countryside, and their ancillary, domestic small paddock, stable and unused sand manège. The land to the east also excluded from the settlement boundary, includes further domestic garden and the residual area of former / underused farm buildings – the northern part of which is incorporated into the proposed housing allocation HS52.</p> <p>Development of the draft housing allocation HS52 as currently proposed, would therefore sterilise the land to the south and create an unnecessary and unjustified narrow finger of 'quasi' countryside extending into the settlement area. This would not serve any useful purpose as countryside and its protection serves no beneficial landscape, visual, biodiversity, heritage or other reasonable planning purpose in the public interest.</p> <p>Incorporating this land into the new settlement boundary for Newton is therefore the only logical solution for the land and for the proper planning of the village.</p> <p>Mr and Mrs McSorley request that the draft Policies Map is revised as follows;</p> <ul style="list-style-type: none"> <li>An revised settlement boundary is drawn removing Mr and Mrs McSorley's residual land from the countryside so the full extent of the land within their ownership, is enclosed within the draft settlement boundary for Newton and is shown as such on the draft Policies Map. The requested line of the modified settlement boundary is shown by the red line on the draft Policies Map extract below.</li> </ul> <p>The representations raise matters and evidence that the representor wishes to present to the Inspector.</p>
<p>OC/AGCB/10/01017 – Greenhurst Investments LLP</p> <p>Indigo Planning</p>	<p>Policy GD1 should be amended to make reference to the fact that NDP can alter settlement boundaries, as is the recommendation made by the Examiner of St Annes-on-the-sea NDP.</p>
<p>OC/LPD/13/01646 – Gladman Developments</p>	<p>Gladman do not support the use of Policy GDL1 as currently set out. The use of tightly drawn settlement boundaries will only act to contain the physical growth of the borough's settlements. The Framework is clear that development that is sustainable should go ahead without delay in accordance with the presumption in favour of sustainable development.</p> <p>Indeed, this policy only allows development on previously developed land or greenfield sites within the proposed settlement boundaries. This position seems to conflict with Policy DLF1 which allows development within and adjacent to Tier 1 and Tier 2 Rural settlements and does not make any specific reference to the prioritisation of previously development land. In this regard, §111 of the Framework only seeks to encourage but does not prioritise the development of previously developed land.</p>



	Gladman recommend that a criteria based approach is instead applied that assesses the sustainability of sites on a case by case basis consistent with the presumption in favour of sustainable development.
OC/AGCN/13/01758 – Hallam Land Management  Pegasus Group	<p>7.1 We object to some of the wording and content within General Development Policy 7. <b>Settlement Boundaries (Policy GD1)</b></p> <p>7.2 We would ask that the Settlement boundaries for Warton are revised in line with our comments in the previous section, particularly in respect to the Clifton House Farm landholding.</p>
OC/LO/15/02109 – Metacre Ltd.  De Pol Associates Ltd.	<p>Objection is raised to the Local Plan’s strategy with regards to the settlement boundaries and what development is acceptable within the designated countryside. Firstly it is relevant to consider related representations to policies SL1 to SL5, which raises concerns regarding the housing land supply and ability of the Plan to deliver its housing requirements. For reasons set out in this related representation, the Plan cannot be considered sound if it is unable to deliver its housing requirements.</p> <p>It has been widely acknowledged by the Council and s.78 appeal Inspectors that the settlement boundaries of the current adopted plan, which were adopted 13 years ago at a time when there was no need for additional housing, were so tightly constrained that they were unable to deliver the Borough’s housing needs. This is a contributing factor to the current significant housing shortfall within the Borough. It was also generally accepted that there were limited development opportunities within the defined settlement boundaries, leading to the need for significant greenfield development on the edge of the settlements. It would appear that the proposed new settlement boundaries in the publication plan have simply been extended to include the allocated / committed housing sites. Accordingly there is concern that the potential for further windfall development within the proposed settlement boundaries will be limited and thus there is little flexibility to deliver the Borough’s housing requirement.</p> <p>This is particularly the case given that settlements such as Treales, where the adopted Local Plan allows housing development, are now being removed from the settlement hierarchy and shown as washed over by countryside on the Proposals Map.</p> <p>In this context it is considered that the Local Plan strategy relating to development in the countryside, as set out in policies S1, GD1 and GD4, are too restrictive if the Council is to deliver its housing requirements. As such they fail the test of soundness as the Plan would not be positively prepared or effective, in so far as it would be unable to meet the objectively assessed development requirements.</p> <ul style="list-style-type: none"> <li>• Policy GD1 suggests that greenfield development will only be permitted within settlement boundaries and also seeks to introduce additional restrictions on greenfield development compared to pdl, even when within settlements. As highlighted policies DLF1 and GD1 allow windfall development on the edge of settlements and for reasons previously explained this will be necessary if the Borough’s housing requirements are to be delivered. Furthermore whilst the NPPF encourages the effective use of land by re-using land that has been previously developed it does not preclude greenfield development. Nor does it suggest that greenfield development is unsustainable. Accordingly there is no justification to place additional restrictions on greenfield development. This is particularly the case given that the Local Plan acknowledges the need for greenfield development to deliver the Borough’s housing need and the clear NPPF key objective to “boost significantly” the supply of housing. In its current form the policy is not <i>positively prepared</i> nor <i>consistent with national policy</i>.</li> <li>• Policy GD1 implies that the loss of any BMV agricultural land will be resisted unless it is necessary to deliver development allocated in the Local Plan, or for strategic infrastructure. This is stricter than the NPPF which does not automatically precluded development on BMV agricultural land, particularly on smaller sites. This has been confirmed by the Secretary of State in numerous appeal decisions. NPPF</li> </ul>

	<p>paragraph 112 simply refers to taking into account the economic and other benefits of BMV agricultural land. It also refers to significant development.</p> <ul style="list-style-type: none"> <li>• Policy GD1 also suggests that proposals will be limited to the settlement development targets. These targets are arbitrary figures and it is inappropriate to treat these as a ceiling to development. To do so could mean that otherwise sustainable development is precluded against the clear guidance in NPPF policy.</li> </ul> <p>The Local Plan therefore fails the test of soundness.</p> <p>The wording of policy GD1 should be deleted and replaced with:</p> <p><i>The boundaries of settlements in Fylde are shown on the Policies Map. Development proposals on sites within or immediately abutting the existing settlements will be assessed against all relevant Local Plan policies, including, but not limited to, infrastructure, open and recreational space, the historic environment, nature conservation, mineral safeguarding, flood risk, as well as any land designations or allocations.</i></p>
<p>OC/AGCN/13/02020 – Oyston Estates</p> <p>Cassidy &amp; Ashton Group Ltd.</p>	<p>The specifics of this objection are outlined in the statement submitted in response to Policies SL1/H1/GD1.</p> <p>In order to fulfil the goal of sustainable development, and allocate sufficient land in appropriate locations, the Settlement boundaries should be revised to incorporate land at North Houses Lane which should be allocated for development.</p> <p>This approach is supported by the Examiner into the St Annes Neighbourhood Plan who recommended incorporating that area of the land within that Plan area into the settlement boundary.</p> <p>See statement relating to Policies SL1/H1/GD1</p> <p>The proposed allocation of land at North Houses Lane would conform entirely with the development strategy of the local plan and represent a more sustainable form of development than alternative sites proposed as it would form a sustainable urban extension to the principle settlement in the Borough. In order to properly consider the merits of the allocation, and given the scale of the area for development and the potential contribution to housing land supply, it is necessary to appear at the oral examination of the Local Plan.</p>
<p>OC/AGCN/15/02235 – Hollins Strategic Land LLP</p>	<p><b>Policy GD1 Settlement Boundaries</b></p> <p>The policy states that development will be focussed on previously developed sites. NPPF does not prioritise PDL in this way; rather, it seeks development to be in the most sustainable locations. The eLP should reflect NPPF in this regard.</p> <p>The policy encourages the development of PDL sites which adjoin settlement boundaries, but it should encourage sustainable sites which adjoin the boundaries. It should not prioritise PDL.</p> <p>The final paragraph of the policy relates to best or most versatile agricultural land (BMV). It is considered that policy GD1 should not refer to BMV and that this should be referred to in a separate policy.</p>
<p>OC/LO/15/02116 – Rushton Properties Ltd. (in liquidation) c/o Ideal Corporate Solutions</p>	<p><b>Policy GD1</b></p> <p>We have concerns in respect of the proposed settlement boundary, in particular in respect of the Valentine’s Kennels site. It is currently proposed to be designated as countryside.</p>

<p>Emery Planning Partnership</p>	<p>As set out above in our response to Policy SL1, we consider that our client's site (Valentine's Kennels) should be allocated for residential development within the plan to meet the shortfall in housing land, or as a minimum included within the amended settlement boundary to reflect the specific characteristics of the site and also the examiner's conclusions on the emerging neighbourhood plan (see EP2).</p> <p>It is also not clear whether the settlement boundaries are being defined within the Local Plan or the St Anne's Neighbourhood Plan. The settlement boundaries have been considered through the Neighbourhood Plan, which is at an advanced stage. Clarification within the plan is required on this point.</p> <p><b>This representation was also accompanied by a number of separate documents, please see:</b>  <b>Document SD013 – Copies of Regulation 20 Representations (Regulation 22(1)(d) document)</b>  <b>Title: EP1. Site Location Plan</b>  <b>EP2. St Anne's on the Sea Neighbourhood Plan Examiner's Report</b>  <b>EP3. Application Committee Report</b>  <b>EP4. Illustrative Layout</b>  <b>EP5. Decision Notice</b></p>
<p>OC/NCC/08/00771 – National Farmers Union (NFU)</p>	<p>The NFU welcomes the plan's intention to protect the best and most versatile agricultural land as well as supporting and protecting agricultural and farming operations, and appropriate diversification as a key element of the rural economy in the Fylde.</p>
<p>Paragraph 8.3</p>	
<p>OC/LO/15/02109 – Metacre Ltd.  De Pol Associates Ltd.</p>	<p>The reference to BMV agricultural land should be deleted in favour of using NPPF paragraph 112. Reference to limiting development to the identified arbitrary settlement targets, and the greater restrictions on greenfield development over pdl, should also be deleted.</p>
<p>Policy GD2 – Green Belt</p>	
<p>OC/LO/15/02248 – Mr M. James  Steven Abbott Associates</p>	<p>During a call to one of your colleagues I was advised to email you with a query regarding the emerging proposals map relevant to the above site - the site is indicated by the red hatched area on the attached plan. To provide context I have also provided a screen-shot of the relevant area from the publication proposals map. It appears that there may be a significant drafting anomaly on that extract.</p> <p>There are three key policy designations affecting the area in question:</p> <ul style="list-style-type: none"> <li>" Policy GD1 - Settlement Boundary;</li> <li>" Policy GD2 - Green Belt;</li> <li>" Policy H1 - Strategic Housing Sites (Site HS S2).</li> </ul> <p>The text accompanying Policy GD1 indicates that strategic sites that are allocated have seen settlement boundaries amended to include them. As a result the whole of the Strategic Housing Site HS S2 is correctly identified as being within the Settlement Boundary of Warton - the grey line on the proposals map.</p>

However, the identified Green Belt boundary is inconsistent with the newly defined settlement boundary, and I assume that this is an anomaly as it would normally be the case that an urban boundary with coincide with a Green Belt boundary.

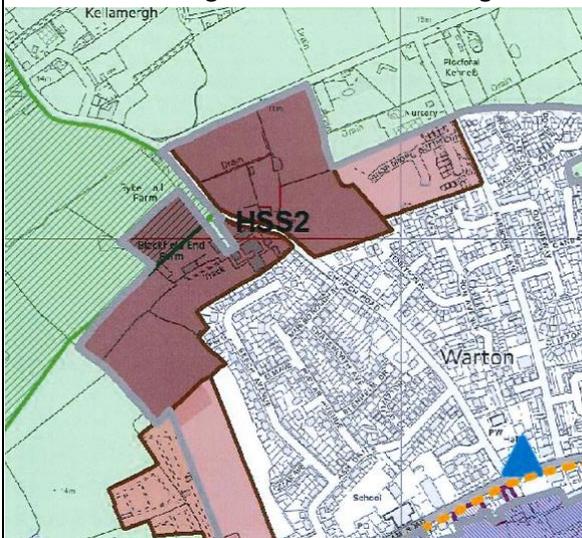
I note also that the text accompanying Policy GD1 indicates that, whilst there is no requirement for a strategic review of the Green Belt as part of the Local Plan preparation process, some minor changes are proposed to accommodate the precise boundaries of some site allocations or to amend minor anomalies. On the basis of that text one would expect the Green Belt boundary to accommodate the precise boundary of the allocated site HS S2.

That would then leave the Syke Hall site as a very narrow and somewhat anomalous finger which cannot serve any Green Belt purpose. Indeed, the thickness of the lines on the Proposals Map could be interpreted that some of the land is contained by the urban boundary but some is not. As set out in previous representations the Syke Hall site should be excluded from the Green Belt given the fundamentally changed physical, land use and planning policy context of the land surrounding it.

Our view is that this is just the sort of anomaly that should be regularised as part of the Local Plan process.

We would welcome your thoughts on these anomalies and graphical inconsistencies. In particular, could you indicate whether officers would intend re-visiting matters and reviewing how the various Urban and Green Belt boundaries should be defined to be consistent and to reflect a

sensible and meaningful long term settlement/green belt boundary in this locality.



OC/IB/08/00556 –  
Anthony Guest

**The failure of the Council to review Green Belt policy is unsound** since the continued development of the borough and, in particular the introduction of SLDs, require that Green Belt policy needs to be tested for soundness.

**A particular case is the green belt allocation in Freckleton.** This green belt designation has prevented Freckleton, a substantial settlement in its own right with excellent transport connections to the rest of the Borough, from material expansion. Situated next to the BAe Systems site with substantial local services and retail offerings, it would have made a worthy candidate for SLD status but has been prevented by the green belt restrictions.

	<p><b>The green belt allocation in Freckleton</b> appears to serve little purpose since the boundary between Freckleton and Kirkham is already well delineated by a major A road and the green belt itself has little intrinsic environmental or visual value.</p> <p><b>The Areas of Separation</b> appear to be a way of introducing new green belt without the discipline of opening up the whole green belt policy for review. It is notable that the planned Areas of Separation have been justified by policy criteria developed after the fact and that no objective assessment has been offered for selecting these areas as candidates for the status and not the many others proposed during consultation.</p> <p>Policies GD2 and GD3 need to be subject to an urgent review as part of a process of reviewing housing development distribution following the revision of housing requirement numbers that I have recommended elsewhere.</p> <p>The matter is relatively complicated and not well addressed in the Local Plan Publication Version</p>
<p>Policy GD3 – Areas of Separation</p>	
<p>OC/IB/16/02320 – Neil Fox</p> <p>Matthew Wyatt</p>	<p>Full support is offered for the policy and the Council's aims to protect the openness between Kirkham and Newton. This will help prevent urban encroachment and importantly, the merging of the settlements. This is a valued open area and is worthy of protection from inappropriate development.</p>
<p>OC/ACT/13/02036 – Minority Group - Liz Oades</p>	<p><u>4. Areas of Separation Policy GD2 Chapter 8</u></p> <p>The Plan shows an area of separation between Wrea Green and Kirkham. We believe this Policy should be used in other areas of the Borough to ensure separation of settlements and list below other areas which would benefit from this policy:-</p> <ol style="list-style-type: none"> <li>1. Dow Brook, Kirkham, to Treales.</li> <li>2. Moorside, Treales, to Wesham, including Mowbreck Lane and the countryside either side of Mowbreck Lane down to Dow Brook, Kirkham.</li> <li>3. Land west of Westby between Westby and Whitehills.</li> <li>4. Land between Wesham and Greenhalgh.</li> <li>5. Land between Poulton and Singleton.</li> <li>6. Land to the west of Kirkham to Westby.</li> <li>7. Land to the north of Kirkham to Wesham.</li> <li>8. Land to the east of Kirkham to Newton.</li> </ol>
<p>SCB/SCB/08/00363 – CPRE – Fylde District</p>	<p><b><u>ADDITIONAL AREAS OF SEPARATION</u></b></p> <p>CPRE <u>commends</u> Policy GD3 <i>Areas of Separation</i>.</p> <p>Protecting the area between Wrea Green and the Ribby Corner fringe of Kirkham from development is particularly important because it includes significant agricultural land (including BMV land) in productive use.</p> <p>CPRE recommends further Areas of Separation defined. Benefits would be:</p> <ul style="list-style-type: none"> <li>• Added protection of the countryside</li> <li>• Protection of BMV agricultural land and farming operations</li> <li>• Preservation of the distinctiveness and character of semi-rural settlements</li> </ul>

**RECOMMENDATIONS**

Additional Areas of Separation should be defined, (list not exhaustive):

- Dow Brook, Kirkham, to Treales
- Treales, to Wesham, including the countryside either side of Mowbreck Lane
- Land west of Westby between Westby and Whitehills
- Land between Wesham town and Greenhalgh/Medlar/M55
- Land between Poulton and Singleton
- Land to the west of Kirkham to Westby
- Land to the north of Kirkham to Wesham

OC/AGCN/16/02122  
 – Mr D.  
 Haythornthwaite  
  
 PWA Planning



Area of Separation the area shown edged in red on the attached plan.

**Policy GD3**

1. Objection is raised to the extent of the area of separation between Wrea Green and Kirkham. Specifically it is considered that the land north of Ribby Road and to the east of Wray Crescent, including the large expanse of former farm buildings comprised in Greenlands Farm, does not perform the function of Area of Separation as described within the policy and that in any event the land is more appropriately identified as a housing allocation to meet the future housing needs within Wrea Green and the wider Borough.

2. It is therefore considered that the local plan is **unsound** on the basis that it is not **“positively prepared”** in that the application of Policy GD3 to the land identified and shown edged in red on the plan attached to this submission would prevent the land from being identified as a housing allocation in order to meet housing needs.

3. In order to rectify this situation, it is requested that :-  
 (i) **Policy GD3** and the proposals map be amended to exclude from the

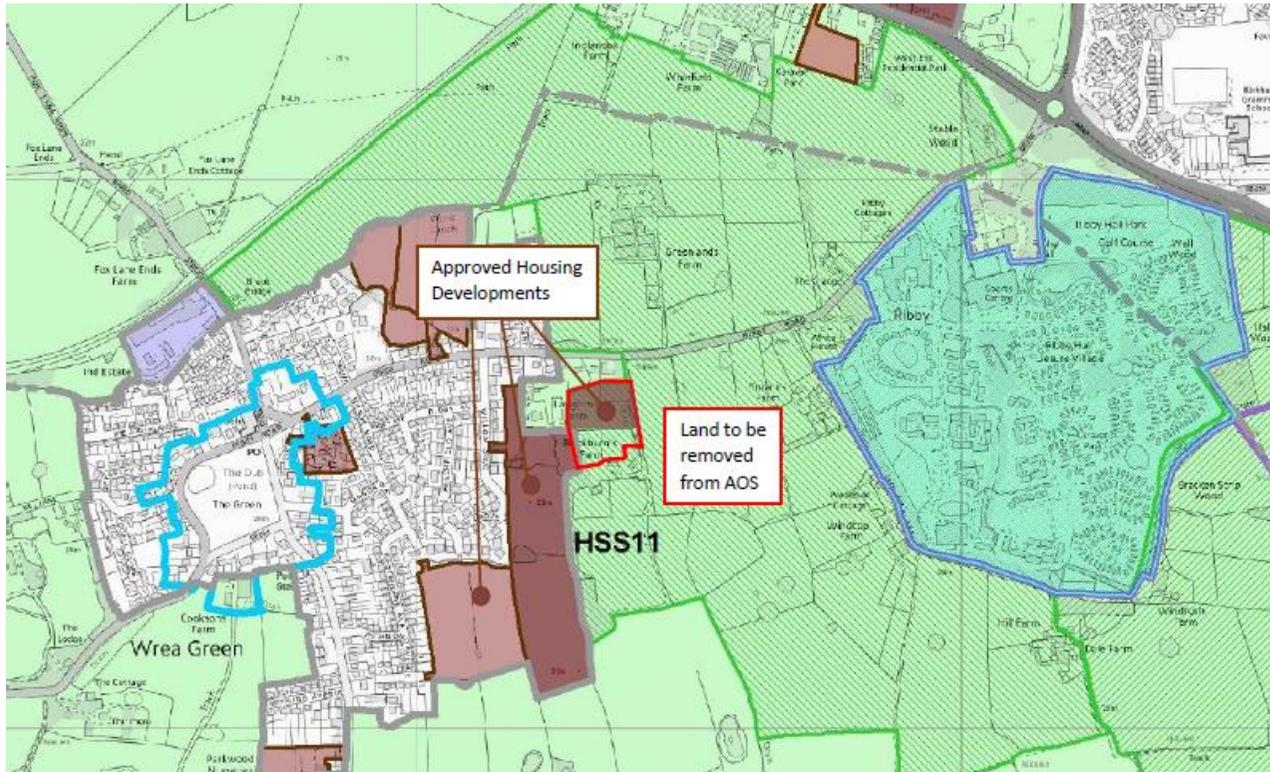
OC/AGCN/15/02244  
 – De Pol Associates

This representation is an objection to the inclusion of land to the rear of 91-93 Ribby Road, Wrea Green within the proposed Area of separation between Wrea Green and Kirkham, as identified on the Policies Map. This site is entirely screened from public view, with established landscaping present on all boundaries. The land lies to the rear of existing built development along Ribby Road (91-93) which is excluded from the Area of Separation and the land does not extend any further east than this existing built development.

There is no logical reason to include this site within the Area of Separation as it has no real contribution to the objectives of the Area of Separation in terms of preventing the coalition of the two settlements. The eastern boundary of the site benefits from a defined landscaped boundary and it is considered that this is a much more logical boundary to the Area of Separation.

Further to this, Committee Members have resolved to approve a housing development on part of the land subject to this representation, under LPA Ref: 16/0227, subject to the agreement of access details. It is considered that the extent of the Area of Separation isn't sufficiently justified to be considered "sound", neither is it consistent with the Council's recent planning decisions.

It is requested that the land edged in red on the attached plan is removed from the proposed Area of Separation between Wrea Green and Kirkham.



Extract from Fylde Local Plan to 2032 – Publication Version Policies Map (Draft)

OC/IB/08/00556 –  
Anthony Guest

**The failure of the Council to review Green Belt policy is unsound** since the continued development of the borough and, in particular the introduction of SLDs, require that Green Belt policy needs to be tested for soundness.

**A particular case is the green belt allocation in Freckleton.** This green belt designation has prevented Freckleton, a substantial settlement in its own right with excellent transport connections to the rest of the Borough, from material expansion. Situated next to the BAe Systems site with substantial local services and retail offerings, it would have made a worthy candidate for SLD status but has been prevented by the green belt restrictions.

**The green belt allocation in Freckleton** appears to serve little purpose since the boundary between Freckleton and Kirkham is already well delineated by a major A road and the green belt itself has little intrinsic environmental or visual value.

	<p><b>The Areas of Separation</b> appear to be a way of introducing new green belt without the discipline of opening up the whole green belt policy for review. It is notable that the planned Areas of Separation have been justified by policy criteria developed after the fact and that no objective assessment has been offered for selecting these areas as candidates for the status and not the many others proposed during consultation.</p> <p>Policies GD2 and GD3 need to be subject to an urgent review as part of a process of reviewing housing development distribution following the revision of housing requirement numbers that I have recommended elsewhere.</p> <p>The matter is relatively complicated and not well addressed in the Local Plan Publication Version</p>
<p>GCB/BS/08/00325 – Home Builders Federation (HBF)</p>	<p><b>Policy GD3: Areas of Separation</b></p> <p><u>The policy is considered unsound as it is not justified.</u></p> <p>25. The final sentence of the third paragraph indicates that;</p> <p><i>“No new homes will be permitted within the curtilage of existing homes in the Area(s) of Separation”.</i></p> <p>This statement is considered overly restrictive and unjustified. There has been no assessment of areas or properties to ascertain whether some development within existing curtilages may be acceptable.</p> <p>26. The need to preserve the character and distinctiveness of settlements is recognised. However, the statement makes no allowance for the character or setting of individual properties and their curtilage and how these relate to the wider settlement. There will undoubtedly be occasions where development is acceptable without compromising the general aims of the policy. The following amendment is therefore recommended;</p> <p><i>“New homes will only be permitted within the curtilage of existing homes in the Area(s) of Separation where it can be demonstrated it will not impact upon the character and distinctiveness of individual settlements”.</i></p>
<p>OC/LO/15/02228 – Mr &amp; Mrs McSorley</p> <p>Smith &amp; Love Planning Consultants</p>	<p>Mr and Mrs McSorley fully support the creation of an Area of Separation between Kirkham and Newton in order to preserve the character and distinctiveness of Newton.</p> <p>The western edge of the village is a clearly-defined straight boundary that does not facilitate rounding-off, and as such, any new development in this area will erode this strong edge and intrude into adjacent countryside, and thereafter encouraging the future spread of the village further to the west.</p>
<p>OC/LPD/13/01646 – Gladman Developments</p>	<p>Gladman submit that new development can often be located in countryside gaps without leading to the physical or visual merging of settlements, eroding the sense of separation between them or resulting in the loss of openness and character. In such circumstances we would question the purpose of a gap designation, particularly if this would prevent the development of otherwise sustainable and deliverable sites coming forward to meet the borough’s needs.</p> <p>The recent judgment at the High Court (Suffolk Coastal District v Richborough &amp; Hopkins v Cheshire East) is informative on this point and the wide interpretation that is now to be placed on §49 of the Framework. Gladman therefore question whether this particular policy seeks to implement a blanket designation in these particular areas of the open countryside as a back door way to try and achieve what would amount to a new area (and an extension) of Green Belt by another name.</p>

<p>OC/AGCN/15/02235 – Hollins Strategic Land LLP</p>	<p><b>Policy GD3 Areas of Separation</b></p> <p>The policy is overly restrictive and is more akin to Green Belt policy. This is confirmed via the definition of an ‘Area of Separation’ that is included in the Glossary. It states that “<i>development within an Area of Separation is restricted to that appropriate within an area of Green Belt</i>”. The policy restrictions must be scaled back, to enable appropriate development to come forward: development which will not diminish the sense of leaving one settlement before entering the second.</p> <p>At para. 8.10, the justification to the policy refers to the findings of the Area of Separation Background Paper. The eLP states that there is a “<i>narrow strip</i>” of 313m between Wrea Green and Kirkham; it then continues to state that there is a “<i>narrow strip</i>” of 1,023m between Kirkham and Newton. There is a significant difference of 710m between the length of these “<i>narrow strips</i>”. This, together with the aforementioned points relating to the land off Woodlands Close and its inclusion within an AoS, demonstrate that an AoS is not necessary between Kirkham and Newton. It is certainly not necessary for a policy as restrictive as GD3 to control development between the two settlements.</p>
<p>Policy GD4 – Development in the Countryside</p>	
<p>OC/AGCN/15/02088 - Warton East Developments  Satnam Planning</p>	<p>“POLICY GD4, DEVELOPMENT IN THE COUNTRYSIDE”, the policies map shows the land to the east of Warton in the countryside, where proposed policy GD4 would apply. This is clearly nonsense given the agreement by the council that the site is suitable for development in principle (see the proof of evidence attached). As such <b>the policy notation should be removed from the site so that policy GD4 does not apply</b>, irrespective of whether the site is allocated for development in the plan.</p>
<p>SCB/PC/08/00413 – St Annes Town Council</p>	<p>The Town Council fully supports the Countryside Area (GD4) designation on the land to the east side of Wildings Lane, (known as the former H2 site). This site deemed as Countryside Area should be protected from development, due in part to the Biological Heritage Site designation, the extensive flora and fauna within the locality and the unique open aspect this land provides, providing a natural open aspect and space outside the extensive planned development at Queensway. The settlement boundary within this area is considered to be in the appropriate location and should not be extended.</p>
<p>OC/AGCN/13/01729 – Story Homes Ltd.  Barton Willmore</p>	<p>This Policy seeks to restrict development in the ‘Open Countryside’; however, the protection of the countryside needs to be balanced against the need to release land in order to deliver new housing development around the most sustainable settlements for growth. Paragraph 17 of the NPPF does not seek to protect the countryside, it states that planning should recognise the intrinsic character and beauty of the countryside and supporting thriving rural communities.</p> <p>Policy GD4 as drafted does not afford any opportunity for residential development within designated areas of ‘Open Country side’, with the exception of isolated new homes. By applying this restrictive ‘blanket’ approach, the Council will not be able to meet its market and affordable housing needs for the Borough. For settlements such as Elswick, if the Neighbourhood Plan does not materialise this policy will effectively prevent housing needs being met.</p> <p>Furthermore, there is no certainty at this time whether the proposed Strategic Locations and Non-Strategic Site’s within the Local Plan will be delivered. Consequently, imposing a restriction on ‘Open Countryside’ release will only serve to permanently ‘shut the door’ on greenfield release for housing, exacerbating the housing problem in the Borough.</p> <p>Our Client objects to this policy if it seeks to use tightly defined settlement boundaries that would preclude the ability of sustainable development opportunities from coming forward. The use of the settlement limits to arbitrarily restrict sustainable development from coming forward on the edge of settlements would not accord with the positive approach required by the Framework.</p>

	Accordingly, our client objects to this Policy in its current form, as it is not justified, positively prepared and is not effective. The policy should be amended to allow for (and recognise) the need for the release of land in the “Open Countryside” for new sustainable development.
OC/AGCN/16/00119 – Britmax Developments  Indigo Planning Ltd.	<b>Chapter 8 – Policy GD4 Development in the Countryside</b> Reference should be made in this policy to allowing the redevelopment of brownfield sites in countryside and green belt locations. As set out in the response to policy GD5 below, these sites can make a contribution to meeting future development needs.
OC/LO/12/00968 - Mactaggart & Mickel  Colliers International	<b>Policy GD1 / 4</b> Mactaggart & Mickel believe that the currently proposed settlement boundary (Policy GD1) and development in the countryside (Policy GD4) in the proposed Local Plan are unsound and require to be altered, to be consistent with the other Mactaggart & Mickel representations.  Mactaggart & Mickel believe that a modification is required to amend the settlement boundary (Policy GD1) around Wrea Green to incorporate their landholding within the village and remove it from the countryside (Policy GD4).
OC/LPD/13/01646 – Gladman Developments	Gladman reiterate the comments made in response to Policy GD4. It is unclear whether land beyond the settlement limits are classed as countryside. If this is the case, then this policy would be in conflict with DFL1.  Further, this policy only allows for development should it be needed to support the purposes of a rural enterprise, redevelopment of existing buildings or minor extensions. Should development come forward in accordance with Policy H6 to support a rural enterprise, then this will likely have a condition attached to its use and will not generate any net dwellings to deliver market or affordable housing.
OC/LO/15/02109 – Metacre Ltd.  De Pol Associates Ltd.	It has been widely acknowledged by the Council and s.78 appeal Inspectors that the settlement boundaries of the current adopted plan, which were adopted 13 years ago at a time when there was no need for additional housing, were so tightly constrained that they were unable to deliver the Borough’s housing needs. This is a contributing factor to the current significant housing shortfall within the Borough. It was also generally accepted that there were limited development opportunities within the defined settlement boundaries, leading to the need for significant greenfield development on the edge of the settlements. It would appear that the proposed new settlement boundaries in the publication plan have simply been extended to include the allocated / committed housing sites. Accordingly there is concern that the potential for further windfall development within the proposed settlement boundaries will be limited and thus there is little flexibility to deliver the Borough’s housing requirement.  This is particularly the case given that settlements such as Treales, where the adopted Local Plan allows housing development, are now being removed from the settlement hierarchy and shown as washed over by countryside on the Proposals Map.  In this context it is considered that the Local Plan strategy relating to development in the countryside, as set out in policies S1, GD1 and GD4, are too restrictive if the Council is to deliver its housing requirements. As such they fail the test of soundness as the Plan would not be positively prepared or effective, in so far as it would be unable to meet the objectively assessed development requirements.  In particular the concerns are: <ul style="list-style-type: none"> <li>• Policy GD4 ‘development in the Countryside’ does not identify the re-development of previously developed land (pdl) as an acceptable form of development in the countryside. Given that NPPF 89 identifies the redevelopment of pdl as an acceptable form of development in Green</li> </ul>

	<p>Belt, it is nonsensical for this not to also be the case within the countryside. Moreover policy GD1 refers to allowing development on pdl immediately abutting settlement boundaries, whilst DLF1 refers to allowing windfall development within and adjacent Tier 1 and Tier 2 settlements, however this is not reflected in the actual countryside policy (GD4).</p> <ul style="list-style-type: none"> <li>Policy GD4 does not identify infill development as being acceptable in the countryside, even though this identified as being acceptable in the Green Belt under NPPF policy 89. This is particularly relevant given settlements such as Treales are now being washed over by countryside and given that proposed policy S1 appears to allow infill development in such settlements.</li> </ul> <p>The wording of policy GD4 should be amended to include the redevelopment of pdl, infill development, together with an allowance for development on the edge of settlements where needed to deliver housing requirements. Otherwise it conflicts with other Local Plan policies and would undermine the ability to deliver the housing requirement.</p>
OC/NCC/08/00771 – National Farmers Union (NFU)	<p>At a time of uncertainty for its members and the agricultural sector the NFU welcomes policies that allow for the conversion and construction of dwellings for agricultural workers and in support of farm diversification. The NFU is supportive of Policy GD4. It is important to recognise however that farm holdings can be dispersed and can be made up of a number of parcels, fields and premises that are not contiguous.</p> <p>The NFU feels that it is worth highlighting that farmers are required to be legally compliant across many aspects of their operations, they are required to achieve high standards as a result of agricultural support schemes, meet stringent animal welfare standards as well as high standards imposed on them as suppliers to the food industry.</p>
Policy GD5 – Large Developed Sites in the Countryside	
SCB/GD/15/00080 – Historic England	<p>Policy GD5 – <b>unsound</b> – the NPPF (and Strategic Environmental Assessment methodologies) recognises that effects upon the historic environment can be positive as well as negative (and neutral). As drafted this policy implies that betterment would not be acceptable. In relation to the historic environment it is important for development to avoid harm to the significance of heritage assets, but to also allow for improvements to be made, for example in conservation areas. Paragraph 9 of the NPPF states that ‘pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment’.</p>
SCB/SCB/08/00355 – United Utilities	<p>In accordance with our comments to the Revised Preferred Option consultation, United Utilities supports the inclusion of the following additional text at Paragraph 8.14 of the supporting text to Policy GD4:</p> <p><i>“The Council encourages such proposals, subject to the provisions of Policy GD4 and other relevant policies in the Local Plan. Applicants should be aware that redevelopment proposals in these locations can place different pressure on infrastructure. It will be necessary to consider the impact of any redevelopment proposal on infrastructure as part of an application submission. It may be necessary to co-ordinate the delivery of development with the delivery/ upgrading of infrastructure.”</i></p>
OC/AGCN/16/00270 – Nuclear Decommissioning Authority  GVA	<p>Within the emerging Local Plan (Publication Version), the Springfields site (referred to as ‘Westinghouse Springfields, Salwick’) is allocated as a large developed site in the countryside under Local Plan Policy GD5 (Large Development Site in the Countryside), as well as an existing employment site under Local Plan Policy EC1 (Overall Provision of Employment Land and Existing Employment Sites).</p> <p>Whilst the NDA supports these allocations, it could be considered that the Local Plan does not properly acknowledge the on-going decommissioning process at Springfields. The site is operated by Springfields Fuels Limited on behalf of the NDA to carry out the processing of materials and wastes from nuclear fuel fabrication and decommissioning activities at the site. It is expected that decommissioning of the NDA’s redundant facilities will continue beyond the plan period. Certain new development proposals will inevitably be required in connection with the decommissioning of facilities and these should be supported through the Local Plan.</p>

	<p>The former nuclear site forms part of the existing employment site allocation under Local Plan Policy EC1, which seeks to retain the wider site for B1(a), B1(b), B1(c), B2, B8 uses. However, many of the developments required as part of the nuclear decommissioning activities at Springfields will not fall within Use Classes B1, B2 or B8. Decommissioning, the processing of materials and wastes from nuclear fuel fabrication and associated research are considered Sui Generis use, and subsequently, various applications which may be required at Springfields would involve Sui Generis uses and development not obviously representing an 'employment use'.</p> <p>We feel that the emerging Local Plan would benefit from contextualising the on-going decommissioning process at Springfields in order to ensure that the allocations fully account for the current operational and future development at the site. As such, it is suggested that the proposed employment site allocation under Local Plan Policy EC1 should be amended to support development associated with decommissioning, as well as the designated employment uses.</p> <p>Should additional policy wording not be introduced, the Local Plan is not considered to be 'effective' in terms of the test of soundness as set out in paragraph 182 of the National Planning Policy Framework (NPPF). It would not represent what is deliverable at the site, given the continuing decommissioning operations and works which will extend throughout and beyond the plan period.</p> <p>It is suggested that the proposed employment site allocation under Local Plan Policy EC1 should be amended to support development associated with decommissioning, as well as the designated employment uses. It is suggested that Policy EC1 should contain supportive policy wording for the following uses:</p> <p>"B1(a), B1(b), B1(c), B2, B8, as well as operations and uses associated with the processing of materials and wastes from nuclear fuel fabrication and the decommissioning of redundant facilities."</p> <p>To provide additional clarity, it is also recommended that the following paragraph be inserted after paragraph 9.17 of the supporting text for Policy EC1:</p> <p>"The Springfields site is subject to activities associated with the processing of materials and wastes from nuclear fuel fabrication and decommissioning of redundant facilities. Decommissioning is a long process which will extend beyond the plan period. Certain proposals for new development (associated with decommissioning) will be required at Springfields."</p>
<p>OC/AGCN/16/00119 – Britmax Developments  Indigo Planning Ltd.</p>	<p>There is support for the identification of large developed sites in the countryside, however, this designation should also be applied to suitable sites within green belt locations. The reasoning for identifying these sites is that over the lifetime of the plan the complete or partial redevelopment of these identified sites may provide opportunities for environmental improvements and local employment in rural areas (paragraph 8.14). These opportunities may equally apply to sites in the green belt. By excluding green belt sites the plan is not positively prepared as it is ignoring sites in accessible locations that have the potential to meet future development needs. Also, to be consistent with national policy, paragraph 89 of the NPPF does allow for the redevelopment of brownfield sites in the green belt, so this should be reflected in policy GD5.</p> <p>The inclusion of such sites is alluded to in paragraph 8.15 which sets out the importance of redevelopment of existing or redundant large developed sites should respect the character of land in the countryside or green belt. However, this inclusion of green belt sites should be made explicit in the</p>

policy. In addition, there is no definition or criteria as to what constitute a 'large site'. However, we consider that this designation should not be reserved solely for 'large sites'. Land at Great Birchwood is a previously developed site occupied by a range of uses including:

- San Antone entertainment centre comprising a bar, shops, 11 bedroom motel, clubhouse and restaurant;
- A number of residential dwellings;
- Stables;
- Equestrian training centre;
- Craft units;
- Workshops;
- Holiday lodges;
- Static and touring caravan pitches; and
- Large areas of hardstanding extending to over 25,000 sqm.

The Great Birchwood site was previously an RAF camp in the 1940s with development covering the entire site with the exception of the Great Birchwood woodland. Whilst the buildings associated with the military camp have now been removed and replaced, the concrete bases and large areas of hardstanding are still present across the site. Two are located at the front of the site facing Lytham Road with others forming the bases for the caravan pitches. The site is currently in need of significant investment and is in a deteriorating state. It is an unattractive feature and does not contribute to the surrounding environment or green belt.

Redeveloping the site represents an opportunity to deliver a high quality scheme making the best and most efficient use of a brownfield site as per one of the core planning principles of the NPPF, to significantly improve the appearance and overall character of the environment and surroundings. The site meets the criteria set out in emerging policy GD5 to be considered as a large developed site in the countryside. A summary of how the site meets the policy is set out below. Therefore, this site should be referenced in policy GD5 as being a large developed site in the countryside.

*The proposal would not have a greater impact on its surroundings*

The site is already occupied by a number of built structures and areas of hardstanding, with a number of these being large and prominent. For example, the main entertainment centre (San Antone) is a large dominant 2 storey building that has a strong presence in the centre of the site. Also, the equestrian training centre is constructed from a steel frame with steel lattice trusses which support a large curved roof structure.

This quantum and scale/massing of development has already been deemed acceptable by the Council through the various planning permissions that have been granted at the site for the continued growth of the facilities on site. The site is also well screened by existing landscaping and is not highly visible from the surrounding environment. Furthermore, identifying this site as a large development site would still enable the surrounding green belt to meet the five purposes set out at paragraph 80 of the NPPF for the following reasons:

- The site forms part of a large area of green belt which stretches between Warton and Lytham, preventing the unrestricted sprawl of built-up areas and preventing the two settlements merging together. The redevelopment of the Great Birchwood site would not prevent this area of green belt from achieving these first two purposes;
- Providing any redevelopment is contained within the existing site boundary it would not result in further encroachment into the countryside. The purpose of preserving the setting and special character of historic towns is not of relevance in this instance.

- The final purpose of the green belt is to assist in urban regeneration and encourage the recycling of derelict and other urban land. Redeveloping the Great Birchwood site would constitute the recycling of brownfield land, albeit not in urban area.

The existing buildings/structures and areas of hardstanding provide a baseline against which future schemes can be compared. However, we do not support the requirement that new development needs to precisely mimic the footprint, massing and height of the existing buildings. This requirement is not consistent with national policy.

The tests set out in paragraph 89 of the NPPF in terms of delivering new buildings on green belt sites are:

- Replacement of a building...not **materially larger** (emphasis added) than the one it replaces; and
- Limited infilling or the partial or completed redevelopment of previously developed sites...which would **not have a greater impact on the openness** (emphasis added) of the green belt.

The NPPF does not require the exact floorspace of existing buildings to be mirrored by the new replacement buildings; the test is just to ensure it is not materially larger. Furthermore, when redeveloping brownfield sites the test is to ensure there is no greater impact on openness. Therefore, there should be flexibility within this policy for the layout of sites to be reconfigured as long as it can be demonstrated the new layout does not have a greater impact upon the openness of the green belt than the existing buildings on site. Without this flexibility the policy is not consistent with national policy and is, therefore, unsound.

*The proposal will not require additional expenditure by public authorities and can be served by existing/proposed means of access*

Given there are existing uses on site, it is already served by infrastructure. There are mechanisms through the use of a S106 agreement for contributions to be made towards additional infrastructure provision if required. Therefore, redevelopment at Great Birchwood would not result in expenditure by public authorities. The site has an existing access on to Lytham Road which can suitably accommodate a range of future uses.

*Proposals for partial redevelopment are put forward in the context of a comprehensive long term plan*

Redevelopment of the site can be provided comprehensively and development would not come forward in a piecemeal manner.

*Proposed redevelopment can be done safely and adequately served by means of access*

The site is served by a major junction off Lytham Road, which is suitable to provide access arrangements for a number of uses. Therefore, the site has a safe and suitable access.

*Opportunities to improve public transport connections and pedestrian/cycling links*

There is already a bus stop located immediately adjacent to the site entrance (Stagecoach bus service 68 and 78) offering a regular service, every 15 minutes during the day, and only taking circa 5 minutes to get to the centre of Warton (8 minutes to the Tesco Express) and the same into Lytham.

These services also offer journeys to destinations including Preston and Blackpool which contain a wider range of services and facilities.

Lytham Road leads directly into Warton and Lytham and has a continual footpath, separated from the road by a grass verge, providing safe pedestrian access to these two centres. It takes around 20 minutes to walk into either Warton or Lytham.

Therefore, whilst the site already has good linkages there are opportunities to improve public transport connections and pedestrian and cycle links.

*Mixed use development is promoted on these sites*

The site already contains a number of uses and there is the potential for a mix of uses to be satisfactorily accommodated on the site.

	<p>The final part of this policy sets out that the policy is not intended to be applied to holiday caravan sites or parks. It is important to note that whilst the Great Birchwood site does include a number of static and touring caravan pitches that it is a leisure facility as oppose to holiday caravan site or a park, given the range of other uses and facilities at the site.</p> <p>The bar and restaurant at the site are open to the public, not just the visitors staying at the site overnight. There are shops, crafts units and an equestrian training centre also present on the site which can be used by the public. In addition, there is a regular car boot sale at the site that takes place at the weekends.</p> <p>The site, therefore, meets the criteria to be a Large Developed Site and be listed in policy GD5.</p>
<p>OC/LO/16/00143 – James Hall &amp; Co Ltd.</p> <p>Smith &amp; Love Planning Consultants</p>	<p><b>Policy GD5</b></p> <p>The re-development of large developed sites in the countryside provides a valuable resource for new sustainable mixed use and housing development. James Hall &amp; Co Ltd welcomes the inclusion of this policy in the draft Local Plan subject to its minor modification as below.</p> <p>The wording of draft Policy GD5 should be revised as follows;</p> <p>The complete or partial re-development of large developed sites in the countryside, including but not restricted to, the Universal Products Factory at Greenhalgh; Helical Technologies Ltd at Hillock Lane, Warton; the Westinghouser Springfields in Salwick; the Naze Lane Industrial Estate at Freckleton; Weeton Barracks Camp; HM Prison Kirkham; Mill Farm Sports Village, Fleetwood Road, Wesham; and Ribby Hall Holiday Village, all of which are identified on the Policies Map, will be permitted subject to the following criteria:</p> <ol style="list-style-type: none"> <li>a. The proposal <del>w</del>should not have a greater impact on the character, appearance or nature conservation value of land in the countryside, Areas of Separation, landscape setting, historic environment or Green Belt in comparison with the existing development, in terms of footprint, massing and height of the buildings;</li> <li>b. The proposal will not require additional expenditure by public authorities in relation to infrastructure and it can safely be served by existing or proposed means of access and the local road network <u>without adversely affecting highway safety</u>;</li> <li>c. Proposals for partial re-development are put forward in the context of a comprehensive long term plan for the site as a whole;</li> <li><del>d. Proposed re-development can be safely and adequately served by existing or proposed means of access and the local road network without adversely affecting highway safety;</del></li> <li>e. <u>Any available</u> opportunities to improve public transport connections, and pedestrian and cycle links are maximised; and</li> <li>f. Mixed use development is <u>should be promoted on these sites unless it can be demonstrated that it is not commercially viable</u></li> </ol> <p>It is not intended that this policy should relate to the re-development of redundant farms or holiday caravan sites or parks <u>unless there are overriding reasons for their redevelopment</u></p>
<p><b>Policy GD6 – Promoting Mixed Use Development</b></p>	
<p>OC/LB/16/00608 – Next Plc.</p>	<p>This representation has been prepared by Peter Brett Associates on behalf of our client Next PLC. It is submitted in response to the Publication Version of the Fylde Local Plan and relates primarily to the strategic location for development at ‘Whyndyke Farm’ at the Fylde-Blackpool border.</p>

<p>Peter Brett Associates LLP.</p>	<p>This representation addresses the following policies and their inherent soundness:</p> <ul style="list-style-type: none"> <li>• M1 Masterplanning the Strategic Locations for Development</li> <li>• SL2 The Fylde-Blackpool Periphery Strategic Locations for Development</li> <li>• GD6 Promoting Mixed Use Developments</li> <li>• EC1 Overall Provision of Employment Land and Existing Employment Sites</li> <li>• EC4 Blackpool Airport Enterprise Zone</li> </ul> <p>The strategic locations for development are also considered in Policy GD6 Promoting Mixed Use Developments. This Policy states that mixed use development will be encouraged on strategic sites to provide local access to retail centres, employment, commercial, community and recreational opportunities close to where people live and work. The policy further states that mixed use developments will be promoted where no single land use predominates, and supported providing housing delivery is not undermined. This Policy is welcomed due to the flexibility it will allow for the composition of uses within the four identified strategic site locations which include Whyndyke Farm.</p> <p><b>Conclusion</b></p> <p>In conclusion whilst we support the allocation of the Whyndyke Farm site as a strategic location for mixed use development as set out in Policies M1, SL2 and GD6 we nevertheless have objections to the scale and distribution of employment allocations within the Local Plan, and the possible difficulties associated with their delivery given the constraints imposed by Policy EC1.</p> <p>We consider that a more flexible approach to the form of commercial development that can come forward should be advocated which would assist with delivery, allow for enabling development to be brought forward (as is the case in Policy EC4) and to comply with the NPPF.</p>
<p>OC/AGCN/16/00066 – Telereal Trillium</p> <p>Smith &amp; Love Planning Consultants</p>	<p>Telereal Trillium fully supports the encouragement and promotion of appropriate mixed use development at the Whitehills Local Service Centre within the Fylde-Blackpool Periphery Strategic Location for Development. The precise type and range of mixed use development should be assessed on a site by site basis and will be influenced by the merits, context and circumstances of a particular site, and the nature and character of wider uses and development in the surrounding area.</p> <p>Whitehills is already a highly sustainable and strategic location for sub-regional scale mixed use growth, and provides the opportunity to accommodate a diverse range of mixed uses including residential, retail / trade / showroom, leisure, food and drink, hospitality, health, education and commercial business and industrial development to ensure it fulfils its potential as an important Local Service Centre and Strategic Location for housing growth and economic development and inward investment. It also benefits from excellent access by a range of transport modes, to large parts of the Borough and neighbouring Blackpool and the Fylde Coast, including the M55, the pending Heyhouses Link Road, Blackpool Airport and public transport connections.</p>
<p>OC/AGCN/16/00119 – Britmax Developments</p> <p>Indigo Planning Ltd.</p>	<p>Chapter 8 – Policy GD6 Promoting Mixed Use Development</p> <p>We object to the encouragement of mixed use schemes on strategic sites only. There are a number of alternative sites that lend themselves well to accommodating a mixed use scheme. For example the Great Birchwood site is of a sufficient size and sustainably located in order to accommodate either a single use or a mixed use scheme, therefore, the policy should be flexible to allow consideration of mixed use schemes in other locations.</p>
<p>Policy GD7 – Achieving Good design in Development</p>	

SCB/GD/15/00080 – Historic England	Policy GD7(a) – <b>unsound</b> - the words ‘where possible’ are unnecessary. They provide neither clarity as to when enhancement might be desirable nor bring about any additional planning control over development. The proviso could just as easily be applied to almost every criterion. The NPPF (paragraph 64) states that ‘permission should be refused for....poor design that fails to take opportunities available for improving the character and quality of an area and the way it functions’.
SCB/PC/08/00413 – St Annes Town Council	The Town Council consider that the Fylde Local Plan should make specific mention of the St. Anne's Design Guide, to facilitate its adoption as a supplementary Planning Document. At the very least the justification text for Policy GD7 should state that detailed design guidance will be issued and that the St. Anne's on the Sea Design Guide, prepared by the St. Anne's on the Sea Town Council to supplement its Neighbourhood Development Plan, will be adopted as a Supplementary Planning Document and will be a material consideration in the determination of planning applications.
OC/AGCN/15/02258 – Persimmon Homes Lancashire	<p>Persimmon Homes Lancashire are grateful for the opportunity to respond to the Consultation on the Publication Version of the Fylde Local Plan.</p> <p>Persimmon support the amends made following our previous comments on the Strategic Objectives. We appreciate that the intervening time from the Issues and Options has been used productively to update much of the evidence base. We note the recent release of the 2014 population projections and assume that the evidence will again be updated accordingly in due course.</p> <p>In addition, we note the Wyre have requested that Fylde consider taking some of their housing numbers. Some further clarification is required on this. We also remain concerned that the housing figure identified does not provide the opportunity to meet the affordable housing demand identified in the evidence base. It is felt that further commentary is required on this matter.</p> <p>Policy Specific Comments:</p> <p><b>GD 7</b> - the inclusion of a requirement for an optional additional space standard requirement as mandatory policy across all new homes is not supported. The national guidance is clear, in stating that “<u>where need</u> for internal space standards is <u>identified</u>, local planning authorities should <u>provide justification</u> for requiring internal space policies.” In order to do this, LPAs should take account of need, viability and timing. Persimmon Homes Lancashire can see nothing throughout the evidence base that would suggest any need for applying national space standards. The Design &amp; Quality Standards as currently set out also requires the delivery of Code for Sustainable Homes, a standard that can no longer be required.</p> <p><b>General Points</b></p> <p>In order to plan positively, the shortfall in delivery over the past plan period would suggest that identification of general areas for further, future development after the plan period, or as preferred reserve sites should delivery fall during the plan, would be prudent.</p> <p>This response should also be read in conjunction with our response to the Preliminary Draft Charging Schedule for the Community Infrastructure Levy (CIL).</p> <p>Persimmon Homes are happy to discuss the contents of this response if required &amp; would like to be kept informed of any forthcoming consultation in regards to the Local Plan. We would also like to be informed in the Local Plan Examination in Public with a view to participating in the hearings associated with the items covered in this response.</p>

<p>OC/AGCN/13/01516 – PWA Planning</p>	<p><b>OBJECTION TO PARAGRAPHS 8.24 TO 8.27 (POLICY GD7)</b></p> <p>1. Paragraphs 8.24 – 8.27 (supporting Policy GD7) refer to design and related issues. Much of this supporting text is out of date and does not refer to current regulations, particularly with regard to Design and Access Statements.</p> <p>2. In order to rectify this situation, it is requested that the supporting text at 8.23 to 8.27 should be updated to refer to current regulations.</p>
<p>GCB/BS/08/00325 – Home Builders Federation (HBF)</p>	<p><b>Policy GD7: Achieving Good Design in Development</b> <u>The policy is considered unsound as it is not justified, effective or consistent with national policy.</u></p> <p>27. The HBF supports good design and indeed is a key partner in the Building for Life standard. The policy whilst providing many useful design criteria also includes two unjustified elements in part ‘n’ and part ‘r’. These are dealt with separately below. Part ‘n’: National Technical Standards</p> <p>28. Part ‘n’ of the policy requires new homes to comply with the relevant design and quality codes in the National Technical Standards. The standards relate to the Government Housing Standards Review (March 2015), which streamlined local housing standards. In terms of access and water these were placed within the Building Regulations, which provides both mandatory and optional standards. The review also provided an optional nationally described space standard.</p> <p>29. The policy lacks clarity as it does not indicate which optional standards it is seeking to apply. Whilst reference is made to the optional accessibility and wheelchair housing standard M4(3A) and the potential for the nationally described space standard to be imposed by condition (plan paragraph 8.28) there is no clarity if this would be applied to all dwellings, a percentage or some other metric<sup>1</sup>. Furthermore there is no mention whatsoever of the optional water efficiency standard. The requirements of this policy need to be clarified for it to be effective.</p> <p>30. More importantly the introduction of the optional standards is not justified by relevant supporting evidence. The PPG (section 56) clearly explains the criteria for implementing the optional standards as well as the nationally described minimum space standard. This requires specific evidence to be provided and examined prior to the implementation of either the space standard or the optional Building Regulations standards.</p> <p>31. In terms of the optional space standard the PPG (ID 56-020) requires evidence upon on need, viability and timing. Whilst the Council have factored this into their ‘<i>Economic Viability Assessment Addendum Report</i>’ (EVA addendum) the HBF remain unaware of any evidence which demonstrates a need or any transitional timescales for implementing the standard. The EVA addendum is also considered lacking as it takes no account on the variable impact of the space standards across different forms of residential development, whether new build, extension or conversion. Similarly the evidence should consider the impact upon all types of tenure be it general market family housing, affordable housing, flats and apartments. The Council should demonstrate an understanding of the delivery model for these different forms of new housing and the likely effect of standards upon them.</p> <p>32. The HBF is unaware of any evidence which points towards a need for the space standard to be applied within the area. It should be noted that the annual HBF customer satisfaction survey of new home buyers identified that 86% of buyers were satisfied with the quality of their new home and 92% were satisfied with the internal layout. The full report can be accessed at <a href="http://www.hbf.co.uk">www.hbf.co.uk</a>. It is therefore clear that the vast majority of new home buyers are very happy with the homes currently being built and they meet their needs.</p>

	<p>33. Furthermore the blanket introduction of the space standards may actually reduce choice. This is because many developers have entry level three and four bed properties, some of which may not currently meet the space standard. These types of properties provide a valuable product for those with a need for a certain number of bedrooms but who are unable to afford larger three and four bed properties. The consequent increase in costs and reduction in variety could have a detrimental effect upon affordability and delivery, particularly in more marginal areas. Given that the Council is already failing to meet its affordable housing needs in full this should be a key consideration.</p> <p>34. In respect of accessibility, the Council has limited evidence. Supporting paragraphs 10.40 to 10.48 to Policy H2 identify a need for elderly accommodation across different house types. It is also noted that an uplift of £2,650 per dwelling is factored into the EVA addendum. There is, however, no assessment of the adaptability of existing stock, or the needs across different tenures as required by PPG (ID 56-007).</p> <p>35. In terms of water efficiency the HBF is unaware of any evidence to support the introduction of the optional standards. It is also notable that the EVA addendum identifies specific viability issues across a number of different property types in the lower value areas of Fylde. Given these issues it is questionable whether the optional standards can be justified in some areas on viability grounds.</p> <p>36. In conclusion the HBF recommend further clarity and evidence be provided to support this policy requirement, if the Council is to maintain its policy position. However, given the current evidence base it is recommended part 'n' be deleted.</p> <p><u>Part 'r': Climate Change</u></p> <p>37. This element of the policy seeks energy and water efficiency measures in new development. In reference to water efficiency I refer to the comments made in respect of Part 'n' of the policy above. In relation to energy efficiency the Council will be aware that the Housing Standards Review and ministerial statement dated 25th March 2015 clearly identify that, in relation to housing, energy efficiency measures will be solely dealt with through the Building Regulations and optional standards do not apply. The Council cannot, therefore, require developers to go beyond the Building Regulations.</p> <p>38. The HBF therefore recommend this element of the policy be deleted.</p>
<p>OC/AGCN/13/01758 – Hallam Land Management</p> <p>Pegasus Group</p>	<p><b>Achieving Good Design in Development (Policy GD7)</b></p> <p>7.3 HLM fully support good design, although it is considered that this policy includes some unjustified elements which are discussed below.</p> <p><b><i>National technical standards (Part n)</i></b></p> <p>7.4 This element of the policy requires new homes to comply with the relevant design and quality codes in the National Technical Standards. These standards came in as part of Government Housing Standards Review (March 2015), which streamlined local housing standards by placing them within the Building Regulations regime, with Council's given the option to set additional requirements in respect of access and water, and a nationally described space standard. This is now enshrined within the NPPG in section 56, 'Housing- Optional Technical Standards'.</p>

7.5 However, the policy is unclear exactly which optional standards it is seeking to apply. It mentions the optional accessibility and wheelchair housing standard M4(3A), and that the nationally described space standard may be imposed by condition (in supporting paragraph 8.28), but fails to confirm the position with the optional water efficiency standard, and this should be clarified.

7.6 More importantly, section 56 of the NPPG clearly explains that specific evidence must be provided and examined prior to the implementation of any of these optional standards. Imposition of the space standard requires evidence on need, viability and timing (NPPG para: 56-020-20150327), and whilst the Council have factored this into their Viability Assessment, they have yet to demonstrate a need or any transitional timescales for implementing this.

7.8 The optional water standard also requires clear evidence of need (NPPG para 56-015-20150327), which has not been provided, albeit part (n) does not directly request this.

7.9 Therefore, given the lack of supporting evidence, it is recommended that part n is removed until such time that the relevant evidence is provided.

***Climate Change (Part r)***

7.10 This element of the policy relates to energy and water efficiency measures in new development. In reference to water efficiency I refer to the comments made above on Part (n). In relation to energy efficiency the Council will be aware that the Housing Standards Review and Ministerial Statement dated 25th March 2015 clearly identify that, in relation to housing, energy efficiency measures will be solely dealt with through the Building Regulations and optional standards do not apply. The Council cannot, therefore, require developers to go beyond the Building Regulations.

***Public Open Space (The Green Infrastructure Network) (Part v)***

7.11 Whilst we agree with this policy in principle, we suggest that the words '*where possible*' should be added in respect of a single central useable facility to provide flexibility as there are occasions where this is not achievable (which can happen on narrow irregularly shaped sites) or desirable (such as when an area at the edge of a site would tie into a wider area of open space or green infrastructure network). An alternative would be to add the words '*or in a non-central location*' to the end of the sentence.

OC/NCC/08/00771 –  
National Farmers  
Union (NFU)

At a time when farmers and landowners along the length of river catchments are being asked to play an increasing role in catchment management and 'slowing the flow,' work which will benefit communities along the catchment in reducing flood risk, the NFU feels that it is important to stress the importance of the alignment of plans, strategies and projects dealing with climate change, adaptation and flood risk management. This is to ensure that increasingly vital work right along the catchment by farmers to slow the flow (e.g. tree planting, leaky dams, flood water storage, changed farm practices) which all work to protect communities, are not compromised or undermined by planning policies and poorly designed and sited urban developments. Other work by farmers, where it is appropriate, to clear channels and remove vegetation to help water flow in low lying areas is equally as important as slowing the flow, especially as a consequence of proposed Environment Agency withdrawal in certain areas.

Unsustainable development up and down the catchment as well as disconnected plans and priorities can contribute to devastating consequences caused by flooding in rural and urban communities.

	<p>The NFU conclude that the Climate Change Policies in GD7 are weak and would like to see these improved and strengthened. It is important that efforts by farmers and others to manage flood risks, protect communities, sequester CO2 and reduce emissions are not undermined by weak or poorly worded planning policy.</p> <p>The Fylde Plan can do more to reinforce the link between emissions and the effects of climate change. Adaptation efforts and investment are potentially being undermined by emissions from a range of sources; sources that the plan can do more to dramatically reduce. The plan is the opportunity to put measures in place, through local planning policy, that support adaptation to climate change by reducing emissions.</p> <p>Where farmers are providing services such as Natural Flood Management there should also be adequate compensation or incentive for providing these 'services'. However, it is appreciated that this is currently out with the remit of local planning policy.</p> <p>The NFU has already set out its broad headline commitments dealing with flooding prior to the publication of its new Flooding Manifesto later this year. These are:</p> <ul style="list-style-type: none"> <li>-The Importance of protecting agricultural land</li> <li>-Climate Change</li> <li>-Investment in flood risk management</li> <li>-Planning for flood and coastal risk management</li> <li>-Internal Drainage Boards</li> <li>-Agriculture's role in reducing flood risk</li> <li>-Planning For Urban Runoff</li> <li>-Natural Flood Management</li> <li>-Flooding and Compensation</li> <li>-Lessons Learned from the Netherlands</li> <li>-Flood Resilience &amp; Preparedness</li> </ul>
<p>SCB/SCB/08/00363 – CPRE – Fylde District</p>	<p><b><u>CONTROL OF ADVERTISEMENTS IN THE COUNTRYSIDE</u></b></p> <p>Control of advertisements is an important aspect of protection of the countryside. In fact, CPRE was formed in 1926 initially to limit 'ribbons' of advertisements sprawling into the countryside from urban areas.</p> <p>CPRE <u>commends</u> the Council for its effective planning and enforcement measures against proliferation of intrusive advertisements in Fylde's countryside. In particular the spate of trailer adverts alongside the M55 was abated.</p> <p>Policy should apply in the <i>Fylde Area of Special Control of Advertisements (ASCA)</i> in order to restrict deemed consent where appropriate, in compliance with Regulation 7 Town and Country Planning (Control of Advertisements) (England) Regulations 2007. In general, the current Fylde ASCA corresponds with Countryside Area and Green Belt in the current Local Plan, but it also includes the coastal fringe, estuary, and golf courses in Lytham St Annes.</p> <p>Policy GD7 <i>Achieving Good Design in Development</i> does mention Advertisements at w) <i>Advertisement designs should respect the character and architectural details of the buildings and location within which they are proposed, and their surroundings, in terms of scale, details, siting and method of illumination.</i> But In our opinion this is inadequate for countryside protection.</p> <p>We would like to see a specific policy for control of advertisements in the Local Plan. However, the Planning Policy Team has indicated (In Reference 3) that an SPD is to be produced. This SPD ought to be referenced in the Local Plan, e.g. in GD4 <i>Development in the Countryside</i>, and in GD7.</p>

Policy GD8 – Demonstrating Viability	
<p>OC/IB/10/01031 – Fred Moor</p>	<p>Whilst recognising (9.62) that “<i>The Tourism Economy is the third largest employer in the area</i>”, this plan significantly downgrades the importance of tourism compared with the current plan. Safeguarding of the facilities that depend on tourism for their existence (and which are enjoyed by both visitors and residents) is noticeably weaker, and in my view the proposed policies are inadequate and thus unsound.</p> <p>There is no evidence or objective justification to delete the present plan’s concept of primary and secondary holiday areas. This categorisation should remain.</p> <p>Areas of the North Promenade in St Annes (Glendower Best Western Hotel, Monterey Hotel, various holiday flats etc.) need to be included as part of the defined tourism area.</p> <p>Proposals such as these that weaken the safeguarding of tourism areas and seek to actively diversify away from the third largest employer in the area are unsound and should be changed or deleted.</p>
<p>OC/AGCN/16/00119 – Britmax Development Indigo Planning Ltd.</p>	<p>There is support for the acknowledgment in emerging policy GD8 that there is scope for the redevelopment of existing leisure and tourism uses for alternative uses; where it can be demonstrated these uses are no longer viable.</p> <p>Onerously protecting such uses is not a positively prepared or justified approach to considering the future of sites.</p> <p>Where it can be demonstrated that an existing use of a site is no longer viable, consideration should be given to redevelopment for suitable alternative uses.</p>
<p>OC/AGCN/10/01017 – Administrators of Greenhurst Investments LLP Indigo Planning Ltd.</p>	<p>The Publication Version at Policy GD8 allows the change of use of employment land and sites, provided it is robustly demonstrated that to maintain the former/current use is no longer viable. A marketing exercise will need to be undertaken to demonstrate that there is no demand for the land in its current use. We agree with the wording of this policy as it promotes flexibility in accordance with paragraph 215 of the NPPF.</p> <p>We have demonstrated through the submitted planning application (ref: 16/0524) that Site ES1 is not a viable employment site in accordance with Policy GD8. In accordance with Policy GD8, consideration has been given to the suitability and viability of site ES1 to deliver a mixed-use scheme or a retail scheme.</p> <p>With respect to a mixed use scheme comprising residential and employment (office or industrial), there are a number of site specific constraints in relation to its location and technical constraints in terms of ground condition and proximity to Blackpool Airport Runway that restrict the site coming forward. Being a gateway location, residential development would need to front Queensway and the employment parcels would need to be located closest to the airport runway and Queensway Industrial Estate. This will however lead to commercial vehicles traversing the residential houses, not an ideal situation for prospective residents and employees. A mixed use scheme therefore would be unsuitable and consequently unviable in this location. The retail market has been explored by retail experts Harvey Spack Field. The retail marketing exercise was undertaken throughout 2015, principally from December 2014 to December 2015. In accordance with the Leasing Report (14 July 2015), and through further discussions with agents at Harvey Spack Field, it is evident that none of the enquiries materialised any further despite chasing. Furthermore, developers would not be willing to take the financial risk of developing a bulky retail scheme when rental levels in this area so low. It is interesting to note, that the council’s Part Two Report (October 2015) on their Preliminary Draft Charging Schedule (PDCS) states at paragraph 4.23 that “most forms of [commercial] development within the Borough are not economically viable without additional funding support at the current time, based on a speculative form of development”.</p>

	<p>The Part Two Report goes on to state that “notwithstanding the above, even the ‘prime sites’ tested with higher revenues were not financially viable (for either the office developments or industrial units tested) based on a speculative form of development. Given that the speculative development of industrial units and office accommodation is not viable, we would not recommend implementing any form of CIL charge for B1, B2 or B8 uses”.</p> <p><b>Summary</b> We trust that this representation will be taken into account as part of the consultation process and we request to take part in the oral examination of the Local Plan in order to raise the above points with the Inspector and answer any queries.</p>
Policy GD9 – Contaminated Land	
SCB/GD/15/00080 – Historic England	<p>Policy GD9 – this is a new policy. Criterion (c) is welcomed in relation to heritage protection, but it should be noted that not all contaminated sites will contain heritage assets. I would suggest the following:</p> <p>‘...and to protect <del>conservation and</del> <b>and conserve any</b> heritage assets on the site.’</p>
Cross Cutting Themes in Chapter 8	
SCB/GD/15/00080 – Historic England	<p>Page 71 – <b>unsound</b> – it is contended that only Strategic Objective 1 will be achieved through the policies in Chapter 8. If appropriate heritage protection is not secured through development encouraged by this section of the Local Plan it will not satisfy NPPF paragraph 8 which requires economic, social and environmental gains to be sought jointly and simultaneously through the planning system in order to be sustainable.</p>
Chapter 9 – The Fylde Economy	
SCB/SCB/08/00363 – CPRE – Fylde District	<p><b><u>POLICY FOR THE RURAL ECONOMY</u></b></p> <p>CPRE disapproves of the lack of a specific policy for the rural economy. After all, in terms of the Borough of Fylde 84% is countryside, 10% of which is Green Belt and the other 72% is unprotected countryside (based on March 2015 DCLG data). We had commended such a policy EC3 in the Preferred Options but this was removed in the Revised Preferred Option. A policy for the rural economy ought surely to be included in Chapter 9 <i>The Fylde Economy</i>. A policy is required to address the following FLPPV statements:</p> <p><i>Rural Areas - Key Characteristic</i> 2.62- <i>Although agriculture remains an important part of the local economy, farm diversification is also required to supplement the rural economy.</i> <i>Strategic Objective 2: To maintain, improve and enhance the environment by: vii. Protecting best and most versatile agricultural land.</i> <i>Strategic Objective 4: To diversify and grow the local economy by: x. Supporting and protecting agricultural and farming operations and appropriate diversification as a key element of the local economy.</i> Policy GD4 <i>Development in Countryside</i> only attempts to address diversification. Through a strong policy for the rural economy the Council must seek to ensure that the loss of <u>any</u> agricultural land is kept to a minimum, and that new development is not located or designed in such a way as to create unnecessary conflict between urban fringe development and farming operations. (cf. Local Plan Policy EP22 and its supporting justifications).</p>
Paragraph 9.7	
SCB/LA/12/00960 – Lancashire County Council (LCC)	<p>LCC is no longer part of the Blackpool, Fylde and Wyre Economic Development Company.</p>
Paragraph 9.8	

<p>OC/ACT/13/02036 – Minority Group - Liz Oades</p>	<p>Please see the 2 Minority Reports submitted as part of the Representations:</p> <p><b>This representation was also accompanied by two separate documents, please see:</b></p> <p><b>Document SD013 – Copies of Regulation 20 Representations (Regulation 22(1)(d) document)</b></p> <p><b>Title: Fylde Borough Council</b>  <b>Policy development Scrutiny Committee</b>  <b>Employment Land and premises</b>  <b>Minority Report</b>  <b>Produced by a minority of Scrutiny Committee members</b>  <b>September 2014</b></p> <p><b>Title: Minority Report</b>  <b>On the Fylde Local Plan to 2030</b>  <b>Preferred Options Consultation Document</b>  <b>An Alternative Perspective</b>  <b>June 2013</b></p>
<p><b>Policy EC1 – Overall Provision of Employment Land and Existing Employment Sites</b></p>	
<p>OC/ACT/13/02036 – Minority Group - Liz Oades</p>	<p>1. <u>Employment Land Chapter 6</u></p> <p>We assert that the evidence base, in relation to Employment Land assessments is, in part, flawed and, therefore, cannot be relied upon. When this is taken into account this means that there is an overstated need which results in an over allocation of employment land, if as we believe, this is the case, then this land can be used for housing freeing up Greenfield sites.</p> <p>The Employment Land Study has not been out to public consultation and has not been included in the Preferred Options Local Plan consultation document.</p> <p>6. <u>Junction 3</u></p> <p>Although land in the immediate vicinity of Junction 3 has been "assessed but not included", putting in the employment land at E4 at 'Land West of Fleetwood Road' compromises this position. If this Employment Land is agreed in the Preferred Option Part 1, this will join Wesham to Greenhalgh on the left hand side and so therefore to Junction 3 on that same side. This will make the Land 'identified but not included' very vulnerable and so open up the whole area to Employment/Industrial uses.</p> <p>This junction and the A585 are already overburdened and way beyond vehicular capacity. To add heavy traffic associated with the above uses would be unsustainable.</p> <p>The specialist report by the Consultants appointed to do the Employment and Economic Land Study determined that whatever statistical approach was used there was no actual need for additional "employment land" and in fact some that was previously designated could be used for other purposes.</p>

	<p>The suggestion of new locations on the Lytham boundary, Poulton boundary, Blackpool airport, Whitehills, Kirkham, Wesham and Greenhalgh was simply to offer choice and in the case of Wesham, Kirkham and Greenhalgh access to a Motorway junction but the report could not offer any need at this time for such locations.</p> <p>The lack of all types of infrastructure at the Kirkham, Wesham and Greenhalgh locations would mean that any development would need to be of large scale to justify supplying such costly infrastructure.</p> <p>Fylde is actually oversupplied with Economic Employment land and no mention is made in the Plan of the Warton Enterprise Zone providing High Tech jobs or of the impact the newly proposed Junction 2 access will have on employment prospects. This will give access to the Springfields possibilities, as well as the Preston North area of development.</p> <p>The Blackpool boundary proposals at Whitehills, Cropper Road and Whyndyke Farm will help any neighbour needs/duty to cooperate in the area which has the highest unemployment and easy access to the M55, retail and other services.</p>
<p>SCB/SCB/08/00363 – CPRE – Fylde District</p>	<p><b><u>EXCESSIVE EMPLOYMENT LAND REQUIREMENT</u></b></p> <p>Allocations of land for development in the Local Plan are driven by the requirement for new employment land. CPRE considers the employment land requirement to be excessive, leading to an over-supply of land for employment use, with a knock-on effect by precluding such land being used for housing, and this may ‘wrongly’ justify further allocation of housing on greenfield sites.</p> <p>Taking the Warton Enterprise Zone properly into account, together with the range of predictions and historical evidence in the AECOM/BE Employment Land and Premises Study (Reference 6, the Council will probably need less land than is currently designated as employment land.</p> <p>We believe some of the Warton Enterprise Zone land could be counted as an allocation of ‘new’ employment Land at Warton within the Local Plan period.</p> <p>The Employment Land and Premises Study was published in August 2012. The Study presents a range of 7 models to predict the quantity of employment land required, and only the largest of the predictions, based on historic trend, is recommended. We shared the concerns about the Study expressed in the Employment Land and Premises Minority Report produced by independent councillors. (Reference 7).</p> <p><b>Revised Preferred Option net requirement</b></p> <p>52.3 Ha for a 21 year Plan (2.49 x 21)  - 2.2 Ha new since 2011 start of the Plan  - 7.7 Ha with permission or under construction  + 14 Ha for ‘Blackpool’s requirement up to 2027’  <u>Total 56.5 Ha</u> (56.3 in Policy EC1)</p> <p><b>FLPPV net requirement : (From Para 9.12):</b></p> <p>46.6 Ha for Fylde 21 year Plan (2.22 x 21)  + 14 Ha for ‘Blackpool’s requirement up to 2027’  - 3.0 Ha already developed 2011 -&gt; 2015  - 2.0 Ha under construction  - 8.9 Ha land with permission</p>

	<p>+ 15.3 Ha lost to business/industrial use  <u>Total 62.0 Ha</u>  <b>WARTON ENTERPRISE ZONE</b></p> <p>The AECOM/BE Employment Land and Premises Study excluded the Warton Enterprise Zone supplying new employment land because <i>‘it is a planned re-use of an established employment allocation’</i>. But this fails to allow for the Warton Enterprise Zone facilitating re-use of a significant part of the BAE Systems site, with ambition for a large <u>net gain of ‘jobs/Ha’</u> by replacements for BAE job losses and jobs from new Enterprise Zone tenants.</p> <p>The Policies Map shows the full areas of the Warton Enterprise Zone including the BAE Systems core, total 75 Ha, i.e. North Zone, SW Zone and SE Zone. The north side Phase 1 currently offers just 8.5 Ha.</p> <p>Although designated by Fylde for employment, the SW and SE areas outside the BAE airfield currently represent quite a low jobs/Ha density. Consequently, some of this total Enterprise Zone land could be counted as an allocation of ‘new’ employment land at Warton within the Local Plan period. But Policy EC1 does not show any of this existing employment land at BAE Systems Warton, so does not account for any net gain of employment land due to the Enterprise Zone.</p> <p>The declared aim of the Zone is to <i>‘support genuine additional growth and new jobs to counteract the loss of employment by BAE Systems’</i>. (<i>Local Development Order</i>, Reference 8). But this additional jobs growth does not need the Council to allocate any additional employment land elsewhere. And these new jobs would contribute to employment needs of Blackpool and the Fylde Coast Sub-region, as BAE Systems and its predecessors have always done.</p> <p>The Enterprise Zone (currently) provides incentives for new jobs only in the advanced engineering and manufacturing sectors. However, employment outside the scope of the Zone is <u>not precluded by the LDO</u>. Hence the AECOM/BE Study acknowledges <i>‘that there may be exceptional circumstances where local occupier relocation or expansion could be appropriate – though they may not qualify for the Zone benefits’</i>.</p> <p>Finally, we see little or no sign of the aim of the Enterprise Zone to <i>‘create 1,200 new jobs in the short to medium term’</i> (FLPPV Para 9.28) actually coming to fruition.</p> <p><b>EVIDENCE FOR BLACKPOOL EMPLOYMENT LAND IN FYLDE?</b></p> <p>9.11 states: <i>Discussions between Blackpool and Fylde Councils have identified that Blackpool Council requires Fylde Council to provide 14Ha of employment land within Fylde Borough, to meet Blackpool’s requirement up to 2027.</i></p> <p>We have seen no evidence to justify the ‘discussions’.</p> <p>And this is despite the increased allocation of Fylde employment land in Policy EC1 from 5.0 Ha in the Revised Preferred Option to 14.5 Ha as a consequence of creation of the Blackpool Airport Enterprise Zone.</p>
<p>OC/LB/16/00608 – Next Plc.</p> <p>Peter Brett Associates</p>	<p>This representation has been prepared by Peter Brett Associates on behalf of our client Next PLC. It is submitted in response to the Publication Version of the Fylde Local Plan and relates primarily to the strategic location for development at ‘Whyndyke Farm’ at the Fylde-Blackpool border.</p> <p>This representation addresses the following policies and their inherent soundness:</p> <ul style="list-style-type: none"> <li>• M1 Masterplanning the Strategic Locations for Development</li> </ul>

- SL2 The Fylde-Blackpool Periphery Strategic Locations for Development
- GD6 Promoting Mixed Use Developments
- EC1 Overall Provision of Employment Land and Existing Employment Sites
- EC4 Blackpool Airport Enterprise Zone

Turning specifically to the issue of employment land, we do have some concerns in respect of policies EC1 Overall Provision of Employment Land and Existing Employment Sites and EC4 Blackpool Airport Enterprise Zone and their ability to pass the tests of soundness.

Policy EC1 states that 62 hectares of new employment land will be delivered on specified sites (including 20 hectares at Whyndyke Farm) and that development proposals for alternative uses in these locations will be resisted unless it is demonstrated that there is no reasonable prospect of the site being used for employment purposes.

Policy EC1 also allocates 14.5 hectares of land at Blackpool Airport Enterprise Zone where there is a further dedicated Policy EC4 which allows for a greater range of alternative uses including retail, employment and leisure uses through enabling development in this particular location. The flexibility within the wording of Policy EC4 to allow for enabling development is an approach which we support, and we consider could also be adopted at the four strategic locations for development, to assist with infrastructure costs and help to enable the sites to commence.

For ease of reference, we cover each of the tests of soundness separately, in the following sections.

### ***Positively Prepared***

Paragraph 182 of the NPPF states:

*'the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development.'*

The Employment Land and Premises Study 2012, recommends that a further '26 to 33 ha of employment land' be allocated for period 2012-2030. However Policy EC1 seeks to designate 62ha of new employment land, double the maximum recommended by the study; in addition to the existing employment sites which are identified in latter half of Policy EC1.

We question therefore, the justification for such a substantial allocation of employment land, when the evidence (based on historic take up rates), advises that the objectively assessed requirement is significantly less. The study assessed five different forecast models and each of the other four models suggests that the Borough has a significant oversupply of employment land, the scenarios ranging from a 15 hectare oversupply in the lowest case to 51 hectares in the highest.

Furthermore, we note that 14ha of Blackpool's employment land will also be accommodated within Fylde although there is no explanation or justification for the way this figure has been calculated or the distribution of Blackpool's requirement amongst its other neighbouring authorities. We also note the commentary at paragraph 6.40 of the Employment Land and Premises Study 2012 which states:

*'The land supply is dominated by provision in the west of the Borough, especially at Whitehills Park, close to the M55 motorway and Blackpool. Whilst this location might be attractive to new investors to the Borough, the relative distance and poor connectivity at present make it less enticing to Fylde's indigenous companies located in Lytham and St Annes. There is almost no supply in Kirkham while sites in St Annes and Lytham are either constrained or have owners seeking alternative users.'*(Our emphasis).

The study makes strong recommendations about the Council's need to strategically consider where the additional employment land should be provided to reflect not just the type and size of site, but also a portfolio that links to all the established settlements.

Consequently, we do not consider that Policy EC1 has been '*positively prepared*' to meet the identified objectively assessed employment requirements over the plan period; and hence cannot be considered sound.

***Justified***

Paragraph 182 of the NPPF states:

*'the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence'*.

As outlined above, Policy EC1 proposes the allocation of 62ha of new employment land in addition to existing employment sites, thus providing for significantly more land than recommended by the Employment Land and Premises Study 2012.

Notwithstanding, the excessive allocation of employment land, we would highlight that 38.6ha is proposed in and around junction 4 of the M55 at Whitehills (sites ES4, ES6, ES7 AND MUS1) and Whyndyke Farm (MUS2), equating to 62 per cent of the entire designation.

In this respect, we highlight the paragraph 11.50 of the study which states:

*'The focus around Junction 4, and particularly at Whitehills Park, reflects historic patterns of development in the Borough (almost half the take-up since 1989 has involved sites around Junction 4 M55). Thus this is an established employment location in Fylde, with a critical mass of existing development and a history of good demand. Links to the rest of Fylde are limited but can be improved if the Link Road is brought forward. Allocation of one or more, additional employment sites here thus represents a comparatively low risk strategy'*. (Our emphasis)

Five additional allocations are proposed at Junction 4, totalling two thirds of the entire employment land allocation for the plan period. Currently, all the proposed sites except Whyndyke Farm are located within or adjacent to the existing Whitehills Industrial Estate.

In this regard, we note that while options for the overall spatial strategy for Fylde have been considered and assessed, very few options were considered for the allocation of the proposed strategic sites. The Local Plan Part 1: Issues and Options (June – July 2012) consultation document sets out five development options for the future of the borough, proposing varying levels and distributions of development over the plan period.

Option 5 sets out the potential for increased employment and residential development in the Whitehills area and at Junction 4 of the M55, no alternative uses are considered. This too, is the situation in the Preferred Option document (June – August 2013); whilst specific locations for strategic development are identified, no alternative uses for the sites are presented.

Consequently, it is not considered that the allocation of the site for solely residential and employment purposes is fully justified when little consideration has been given to any reasonable alternative combinations.

***Consistency with National Planning Policy***

Paragraph 182 of the NPPF states:

*‘the plan should enable the delivery of sustainable development in accordance with the policies in the Framework’.*

To this end, paragraph 17 sets out 12 core planning principles and advises that, amongst other things, planning should:

*‘be genuinely plan-led, empowering local people to shape their surroundings, with succinct local and neighbourhood plans setting out a positive vision for the future of the area. Plans should be kept up-to-date, and be based on joint working and co-operation to address larger than local issues. They should provide a practical framework within which decisions on planning applications can be made with a high degree of predictability and efficiency;*

- *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; and*
- *Promote mixed use developments, and encourage multiple benefits from the use of land in urban and rural areas, recognising that some open land can perform many functions (such as for wildlife, recreation, flood risk mitigation, carbon storage, or food production).*

The publication version of the Local Plan, states at paragraph 7.15 that outline planning permission *‘has been granted’* subject to a Section 106 Agreement for Whyndyke Farm. The planning application for the site at Whyndyke Farm was submitted in March 2011 (before the Issues and Options Consultation for the Local Plan was published in June 2011) and there has been a resolution to grant planning permission for the site for over twelve months although no planning permission exists to date.

The Local Plan and its policies should in our opinion allow sufficient flexibility for the mix of uses to evolve on this site in order to facilitate the larger comprehensive development to be brought forward. This is particularly important given that the application was submitted over five years ago and the masterplan needs flexibility to respond to commercial pressures.

	<p>This matter aside, we would also stress, that the existence of a planning application or indeed a planning permission should not predicate the outcome of local policy. Instead, we emphasise that for plan-making, the NPPF requires that:</p> <p><i>‘Local Plans should be able to meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless:</i></p> <ul style="list-style-type: none"> <li>• <i>any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or</i></li> <li>• <i>specific policies in this Framework indicate development should be restricted.’</i></li> </ul> <p>Whilst planning tradition dictates that employment is categorised in premises and land identified under Use Class B, regard must be had to the real economy, in which the retail sector plays a significant part. In this regard we highlight paragraph 20 of the NPPF which states:</p> <p><i>‘To help achieve economic growth, local planning authorities should plan proactively to meet the development needs of businesses and support an economy for the 21st century’.</i></p> <p>Additionally, we would also highlight paragraph 22, which advises that;</p> <p><i>‘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’.</i></p> <p><b>Conclusion</b></p> <p>In conclusion whilst we support the allocation of the Whyndyke Farm site as a strategic location for mixed use development as set out in Policies M1, SL2 and GD6 we nevertheless have objections to the scale and distribution of employment allocations within the Local Plan, and the possible difficulties associated with their delivery given the constraints imposed by Policy EC1.</p> <p>We consider that a more flexible approach to the form of commercial development that can come forward should be advocated which would assist with delivery, allow for enabling development to be brought forward (as is the case in Policy EC4) and to comply with the NPPF.</p>
<p>OC/AGCN/16/00270 – Nuclear Decommissioning Authority</p> <p>GVA</p>	<p>Within the emerging Local Plan (Publication Version), the Springfields site (referred to as ‘Westinghouse Springfields, Salwick’) is allocated as a large developed site in the countryside under Local Plan Policy GD5 (Large Development Site in the Countryside), as well as an existing employment site under Local Plan Policy EC1 (Overall Provision of Employment Land and Existing Employment Sites).</p> <p>Whilst the NDA supports these allocations, it could be considered that the Local Plan does not properly acknowledge the on-going decommissioning process at Springfields. The site is operated by Springfields Fuels Limited on behalf of the NDA to carry out the processing of materials and wastes from nuclear fuel fabrication and decommissioning activities at the site. It is expected that decommissioning of the NDA’s redundant facilities will continue beyond the plan period. Certain new development proposals will inevitably be required in connection with the decommissioning of facilities and these should be supported through the Local Plan.</p> <p>The former nuclear site forms part of the existing employment site allocation under Local Plan Policy EC1, which seeks to retain the wider site for B1(a), B1(b), B1(c), B2, B8 uses. However, many of the developments required as part of the nuclear decommissioning activities at Springfields will not fall within Use Classes B1, B2 or B8. Decommissioning, the processing of materials and wastes from nuclear fuel fabrication and associated</p>

	<p>research are considered Sui Generis use, and subsequently, various applications which may be required at Springfields would involve Sui Generis uses and development not obviously representing an 'employment use'.</p> <p>We feel that the emerging Local Plan would benefit from contextualising the on-going decommissioning process at Springfields in order to ensure that the allocations fully account for the current operational and future development at the site. As such, it is suggested that the proposed employment site allocation under Local Plan Policy EC1 should be amended to support development associated with decommissioning, as well as the designated employment uses.</p> <p>Should additional policy wording not be introduced, the Local Plan is not considered to be 'effective' in terms of the test of soundness as set out in paragraph 182 of the National Planning Policy Framework (NPPF). It would not represent what is deliverable at the site, given the continuing decommissioning operations and works which will extend throughout and beyond the plan period.</p> <p>It is suggested that the proposed employment site allocation under Local Plan Policy EC1 should be amended to support development associated with decommissioning, as well as the designated employment uses. It is suggested that Policy EC1 should contain supportive policy wording for the following uses:</p> <p>"B1(a), B1(b), B1(c), B2, B8, as well as operations and uses associated with the processing of materials and wastes from nuclear fuel fabrication and the decommissioning of redundant facilities."</p> <p>To provide additional clarity, it is also recommended that the following paragraph be inserted after paragraph 9.17 of the supporting text for Policy EC1:</p> <p>"The Springfields site is subject to activities associated with the processing of materials and wastes from nuclear fuel fabrication and decommissioning of redundant facilities. Decommissioning is a long process which will extend beyond the plan period. Certain proposals for new development (associated with decommissioning) will be required at Springfields."</p>
OC/IB/08/00556 – Anthony Guest	<p>Evidence set out in the Fylde Employment Land and Premises Study, 2012 (FELPS 2012 study) has been grossly misinterpreted by the Council and this has led to significant errors of policy. The author's of the report have not adequately explained why their own summary conclusions (on which the Council has apparently relied without critical examination) are at odds with the bulk of the evidence in their own study.</p> <p>My own report (A brief critical review of Fylde Borough Employment Land Studies, May 2014) that was provided to the Council, examined the FELPS 2012 study, the previous study (Grimley 2006) and the Fylde Sub Region Employment Land Review, 2010. It found gross errors in the 2006 Grimley study (a point that appears to have been accepted by the Council) that led to a gross overestimate of the requirement for new employment land. While this has been superseded by the FELPS 2012 study, the errors of the 2006 study were incorporated into the 2010 Sub Region study with unknown consequences. My review also found that the bulk of the work undertaken in the FELPS 2012 study (by AECOM/BE Group) and reported in detail was arbitrarily rejected in the study's own summary conclusion.</p> <p>The FELPS 2012 study used 7 different models to predict the requirement for additional employment land in the plan period. Six of the models (using a range of assumptions, based on recognised techniques and following ODPM guidance) demonstrated that no additional employment land (beyond that already identified in the planning process) would be required despite assuming substantial employment</p>

growth. The 7<sup>th</sup> model which was based on a simple extrapolation forward of the historic average annual uptake of new employment land over the previous 20 years, identified a need for substantial additional employment land.

This 7<sup>th</sup> model failed to account for the substantial amount of land taken out of employment use (mainly to housing) over the same historic periods. The model simply presented **(the historic average annual take up of new employment land) x (the number of years of the plan period)** as a requirement for additional employment land in the plan period.

Unaccountably the study's summary conclusion was based on the results of the 7<sup>th</sup> model, specifically rejecting the conclusions of all the other models. It should be noted that, while the work undertaken in the other six models was rejected for the purposes of establishing the need for employment land, that same work was accepted as being valid to support an inflated housing requirement.

Following submission of my own report to the Council there were a number of exchanges with the Council and the FELPS 2012 authors. No satisfactory explanations were provided for the study's last minute rejection of its own work (in favour of a calculation that could have been undertaken by pupils in any of the Borough's primary schools) or the failure of their chosen model to address the land taken out of employment use. A subsequent short report to the Council by the authors of the FELPS 2012 study (Fylde Employment Land and Premises Study Briefing Note, Sept 2014) fails to address the substantive criticisms of their study.

My own examination of the evidence provided by the FELPS 2012 study, the Sub Region Employment Land Review 2010 and other published Council data clearly shows that:

**a)** despite increasing employment, the Borough requirement for employment land has been reducing and continues to reduce. Less will be required in 2030 than is now in use;

**b)** employment land has been subject to a general migration across the Borough towards the M55 over the years; this is consistent with a) because the new sites are more efficient users of space and the older sites have been released for housing or other non-employment use; clearly for planning purposes it is crucial to understand and recognise this process;

**c)** Blackpool's need for business and employment land has been addressed by sites in Fylde Borough (principally close to the Borough's northern boundary) for the last 20 years (there is no recognisable distinction between Blackpool businesses and Fylde businesses) and is already fully factored into the historic record and any extrapolation from that record; there is no need to address it separately; it is also worth considering that the estimate of the Blackpool business land requirement will almost certainly be subject to the same errors as those of Fylde;

**d)** There is a large amount of employment land currently tied up (somewhat inefficiently) at BAe Systems and Toshiba/Westinghouse, in industries that all the studies expect to decline over time. In particular it is not sensible or sound to divorce the BAe Enterprise Zone from consideration of employment land use in the Borough.

**e)** In considering the significance of the historic employment land take-up figures it is critical to understand the significance of land lost to employment use. The new employment land take-up is not, generally, extra employment land; it is alternative employment land, reflecting

	<p>changing requirements and the attraction of alternative locations. Paragraph 9.12 and Table 3 reflect a complete failure to understand this. Land taken out of use does not have to be added to the requirement (because the methodology being used already allows for it).</p> <p>The Council has failed to critically examine the evidence provided to it in respect of employment land use over a long period of time. In particular it has not interrogated with due and necessary diligence the studies it has paid consultants to provide. As a result it does not understand either the evidence or the meaning of the evidence</p> <p>The Council's failure to adequately understand the evidence has led to erroneous conclusions and policies that do not respect the evidence. This does not just compromise the planning needed to meet the employment land requirement but it also compromises the ability to plan for housing development on land released from employment use.</p> <p><b>1</b> Paragraphs 9.8 to 9.10 need to be revised to reflect the substantially lower employment land requirement reflected in my 2014 report (i.e. no further land required than that already recognised in the planning system in 2012).</p> <p><b>2</b> Delete paragraph 9.11 (see 5c) above</p> <p><b>3</b> The reference to 15.3ha land lost to business and industrial use should be deleted in Para 9.12 and Table 3. See 5e) above.</p> <p><b>4</b> Policy EC1 needs to be revised to reflect the true employment land requirement (that is to say no requirement above what was already in the planning system in 2012 and a recognition that further brownfield sites becoming available may be considered for housing where appropriate.</p> <p><b>5.</b> Policy EC2 Delete in its entirety together with its justifying paragraphs. It is based on the entirely false premise 'that the availability of land in the borough for employment opportunities is limited'. Nothing could be further from the truth (We, who regard ourselves as a rural borough, have 498ha compared with 145ha in Wyre and 178ha in Blackpool).</p> <p><b>6</b> Policy EC3 should be deleted together with its justification. The egregious failure of this EZ to meet its modest employment targets will require an urgent review early in the plan period (it is already overdue) and some flexibility will almost certainly be required in planning the effective use of land released from BAe Systems use.</p> <p>The matters referred to above are relatively complicated and are inadequately covered in the Local Plan Publication Version; because they have a significant bearing on the way the Local Plan has been prepared and its soundness, it is important that they are properly discussed.</p>
<p>OC/AGCN/16/00066 – Telereal Trillium</p> <p>Smith &amp; Love Planning Consultants</p>	<p>Telereal Trillium fully supports the identification and inclusion of the land within its ownership at the Whitehills Local Service Centre within the proposed Fylde-Blackpool Periphery Strategic Location for Development.</p> <p>However, the Company does not agree that development of the land within its ownership identified as parcel ES6 on the draft Policies Map, should be limited to exclusively Class B1, B2 and B8 employment development as proposed.</p>

	<p>The Company’s landholding at Brunel Way, Peel Park (previously referred to as ITSA – the Information Technology Services Agency that was dissolved in 2000 and is now the Department of Work and Pensions), includes the 13,600sqm Government Offices building accommodating the DWP Head Office and its annex, and the surrounding serviced land and car parks. Following the on-going rationalisation of the civil service estate in Fylde and Wyre and the transfer of staff, the DWP office at Peel Park is the largest employer in the proposed Whitehills Local Service Centre and will remain to be a major, and increasing, generator of investment and expenditure in the local area.</p> <p>Telereal Trillium therefore wishes to ensure that the economic development potential of its remaining land asset at Peel Park is therefore maximised and tailored to attract compatible, supplementary and complementary uses that will not prejudice the continued occupation and future expansion of the DWP and its Agencies. The Company does not consider that the high quality ‘business-park’ nature, location and means of access to its remaining land, is therefore suitable for conflicting light industry Class B1(c), general industry B2 and/or distribution B8 uses.</p> <p>Similarly, Telereal Trillium considers that limiting the potential to Class B1(a) and B1(b) overlooks a number of other employment-generating uses that will add to the overall critical mass of the Whitehills Local Service Centre as a strategic employment location.</p> <p>The range of complementary / ancillary uses could include conference facilities, hotels, an improved food and drink offer, hospitality / leisure, certain types of retail / showrooms, private and public health and education development.</p> <p>All of these uses would serve to strengthen the Whitehills area and local economy, by supporting the existing uses in the area and/or by diversifying the range of businesses and activity / critical mass, and thereby improving its function as a strategic employment / business destination at the end of the M55 corridor, and a place to live and work.</p> <p>Telereal Trillium requests that Policy EC1 is modified as follows;</p> <ul style="list-style-type: none"> <li>• deleting reference to uses B1(c), B2 and B8 in respect of parcel ES6, and;</li> <li>• including a broader range of acceptable use classes in respect of ES6 including Classes A1, A3, C1, D1 and D2 and Sui Generis uses.</li> </ul> <p>The reference to “ITSA” as the ES6 site name should also be replaced by “DWP”.</p>
<p>OC/IB/10/01031 – Fred Moor</p>	<p><i>“62.0 Ha of new employment development will be delivered from 1 April 2015 to 31 March 2032.”</i></p> <p>This policy is unsound because the study shows unprecedented growth in homeworking, and a very significant change in the nature of employment. It shows that extensive land-using industrial processes are in decline, and future employment involves businesses that need smaller premises and less land. This is especially because of the growth in service industries and technology companies. These require significantly less land than traditional or historic uses (and in some instances they require no land at all). The studies also show that in six out of seven predicted scenarios these factors mean there is enough existing employment land for Fylde’s needs for the plan period, or the existing land supply would be in surplus. The seventh scenario is the one that produces the justification for an additional 62 ha of additional land.</p> <p>The arguments are set out in the ‘Employment Land and Premises Minority Report’ published by seven of the sixteen councillors on Fylde’s Policy Development Scrutiny who remain dissatisfied with the decision.</p>

	<p>The Local Plan is supposed to be based on evidence but this part of the plan is not based on the evidence, it is based on a vision, and a vision is not evidence.</p> <p>The evidence needs to be re-examined and re-interpreted to better recognise the changing nature of employment and employment land.</p>
SCB/LA/08/00388 – Blackpool Council	<p>The adopted Blackpool Core Strategy highlights that Blackpool is intensely developed and has a tightly constrained boundary, which means that there is a demonstrable lack of future development land for employment purposes. Policy EC1 of the Publication Version of the Fylde Local Plan and its supporting text confirm that 14 hectares of employment land will be provided in Fylde to help meet Blackpool’s employment land requirement. This requirement has been added to the Fylde employment land requirement figure. This provision is very welcome and strongly supported.</p>
<p>OC/LO/16/00143 – James Hall &amp; Co Ltd.</p> <p>Smith &amp; Love Planning Consultants</p>	<p>James Hall &amp; Co Ltd own the redundant un-used former employment land and buildings at Mythop Lodge which is included in the draft schedule of Existing Employment Sites in draft Policy EC1, and is proposed to be retained and protected during the plan period for Class B8 re-use/s and development.</p> <p>Whilst it is noted that the draft policy contains the caveat “unless it is demonstrated to the satisfaction of the Council that there is no reasonable prospect of the site being used for employment purposes”, the objective and evidence-based assessment of whether a site is inherently suitable for inclusion and protection within Policy EC1 (and whether it is necessary), should be undertaken at the plan-making stage, such that only those sites that have a genuine reasonable prospect of being re-used for employment purposes within the plan period, should be included in the schedule to the policy and benefit from its protection.</p> <p>Unnecessarily protecting a former employment site that possesses no realistic prospect of being re-used for intended employment use/s within a plan period, and including the proposed caveat as a means to facilitate re-development to a beneficial alternative use/s, requires a landowner or developer to invest time and resources in demonstrating a point that should have been examined and satisfied as part of the plan-making process. Requiring an exception caveat / criteria to be satisfied in this manner adds unnecessary and unreasonable risk, and uncertainty to the planning process, and will undoubtedly stifle some sustainable redevelopment opportunities from coming forward. The approach is contrary to Paragraph 19 of the National Planning Policy Framework which is clear 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.”</p> <p>Paragraph 22 of the NPPF therefore makes it purposefully clear that planning policies should avoid the unnecessary long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. It requires planning authorities to review land allocations at the plan-making stage and regularly within plan periods, and not simply roll-forward designations / protections from previous plan periods without appropriate re-assessment. It states that; “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.”</p> <p>Evidence to demonstrate that it is not appropriate to maintain the employment protection policy of the current Local Plan for Mythop Lodge, was submitted via the Council’s Call for Sites exercise in 2015, together with an assessment of the potential and merits of the site for alternative mixed-use redevelopment.</p> <p>The site comprises a 2.5 acre (5.7 acre gross) complex of former farm buildings and extensive hardstanding that was last used as a working farm in 1998 when the farmhouse was sold off and having been in long-term decline for many years. The former farm yard and agricultural buildings were</p>



There are further discrepancies in policies SL1 – 5, with the areas stated for each Strategic Location significantly different to those stated in Table 2. It is assumed that the amounts in Policies SL1 – 5 are the correct ones.

A summary of the position as stated in the FLP is provided below.

Table 5.1: Summary Employment Land Distribution

The figure of 62ha is based on historic take up rates of 2.22 ha per annum (and takes account of the amount of land developed since the start of the plan period, under construction, with planning permission and lost to other uses) and the provision of 14ha of land to assist in meeting Blackpool’s needs.

Strategic Location	Amount of Employment Land (ha)	
	As stated in FLP Table 2	As stated in policies SL1 -5
SL1	53.1	5.4
SL2	49.5	53.1
SL3	0.0	0.0
SL4	1.1	1.1
SL5	2.4	2.4
<b>Total:</b>	<b>106.1</b>	<b>62</b>

The use of a figure based on long-term historic trends is considered to be an unnecessarily cautious approach and one which arguably ignores important factors such as the BAEZ and the Fylde Coast Energy Hub initiative. It is a reasonable assumption that they will drive economic growth and will increase the rates of employment development above historic levels. This will in turn increase the employment land requirement. PPG advises<sup>10</sup> that plan makers should consider forecasts of quantitative and qualitative need and should consider trends within the market, i.e. to be forward looking.

It is also noted that 14.5ha of the employment land requirement is to be provided within BAEZ and will be for uses associated with the Energy Hub. A large proportion of employment development within this area (27.3% of the total within SL2 and 23.4% of Fylde’s total) is therefore expected to be specialist employment with strong functional links to the energy and /or aeronautical industries. It is appropriate to provide greater flexibility for more general employment (which would also be capable of accommodating specialist employment if necessary).

The following section sets out the case for the allocation of the SLG land as a mixed use development capable of accommodating housing and employment.

Summary of Employment Land Market

Paul Smith  
 The Strategic Land Group Limited  
 Bowsall House  
 3 King Street  
 Salford  
 M3 7DG

8th September 2016

Via Email: [pauls@strategiclandgroup.co.uk](mailto:pauls@strategiclandgroup.co.uk)

Dear Paul,

Land at Junction 4, M55, Blackpool

Following on from our recent telephone conversation, I detail below my initial thoughts on the development prospects of the above site in relation to employment uses. For clarity, I understand the subject site comprises approximately 72 acres of essentially agricultural land known as Peel Hill Farm together with a caravan park fronting Peel Hill. The site is located immediately adjacent to junction 4 of the M55 in Blackpool, directly opposite the Whitehills Business Park.

The majority of activity in the employment sector that has taken place in south Blackpool over the past 20 years has been at Blackpool Business Park, next to Blackpool Airport and at Whitehills Business Park. Blackpool Business Park is located approximately 2 miles west of J4 of the M55 motorway and was the first specific business park in the town, launched in the late 1990's. This site, totalling approximately 100 acres, has seen take up from predominantly local businesses together with a Morrisons Supermarket and Squires Gate Retail Park at the front of the site. There is now limited supply going forward for employment use in this location, despite the area receiving Enterprise Zone status recently.

Whitehills Business Park emerged in the late 1990's as a competing strategic site to Blackpool Business Park, initially led by the B&Q and Premier Inn/Pub development and over the last 15 years or so there has been a combination of speculative development of both offices and small scale industrial units to meet demands of the local market. At present, there are a number of undeveloped plots at Whitehills, totalling approximately 10 acres and these are virtually all held under the control of a local developer, Henco Developments. It is likely that these sites will be taken up in the next year or so leaving a potential shortage of supply for the borough in terms of "oven-ready" land.

Whitehills, and the area adjacent to Junction 4 of the M55 generally is the target for increased economic growth going forward in Blackpool and Fylde. This location has excellent communication links to the local motorway network and is well positioned to serve towns including Blackpool, Lytham St Annes and Wesham/Kirkham. The success of the recent development over recent years in this location also means it now has a critical mass of occupiers to continue to attract new business to the area. It is important therefore that sites will be available in the future to meet this demand. Whilst there are potentially other sites in the vicinity that can meet demand going forward, the key is deliverability. Occupiers need serviced sites with infrastructure in place in order that they can be seriously considered.

Occupier demand for employment space tends to be indigenous and is largely as a result of occupiers up or down-sizing as opposed to attracting new investment from the wider region. Whilst we don't analyse take up figures, I would estimate in an average year take up of employment land for office and industrial developments is in the region of 5-10 acres.

If the subject land were to be brought forward for employment uses in say the next 5 years, I would expect it would attract interest in the market from both developers and occupiers alike. Given the potential for frontage development, I also believe the site has potential for higher value car showrooms/trade counter operators in addition to conventional businesses. At present, we are definitely experiencing a shortage in the supply of high quality industrial/warehouse units in the town and aside from some small scale nursery unit development at Blackpool Business Park, there is very little space coming forward in the next 12-24 months. I believe that a development of small units in the region of 5,000 – 15,000 sq ft, to be offered for sale or to let would go well in this location having regard to current levels of demand.

The office market is weaker than the industrial market and at present, supply and demand seems far more balanced. Going forward however I believe the subject site would certainly be suitable for office development and this south Blackpool location has always proved popular to companies based in Lytham and Blackpool who are looking to upgrade the quality of their accommodation.

	<p>I trust you find this brief note helpful but if you require anything further at this stage please do not hesitate to call me.</p> <p>Kind Regards</p> <p>D A Pinkus MRICS</p>
<p>OC/AGCN/10/01017 – Administrators of Greenhurst Development  Indigo Planning Ltd.</p>	<p><i>Employment</i></p> <p><i>The most up to date employment land information is held within the Business and Industrial Land Schedule (Business Schedule), which has a base date of 31 March 2015. The Business Schedule records an average annual take up of 0.99ha per annum since 2001. This is much lower than the 2.7ha per annum average in the Employment Land and Premises Study (2012) (ELPS), the evidence base for the adopted and emerging Local Plan. It is questionable why the council has decided to carry forward the 2.7ha annual take-up figure in the Publication Version, when its most up-to-date study shows a much reduced historic take-up at 0.99ha per annum.</i></p> <p><i>This suggests that the average figure applied in the ELPS is high and that there is a potential downward trend of take-up across Fylde, with important implications for land requirements over the plan period.</i></p> <p><i>The Business Schedule also recognises that since 2008, the majority of take up for business and employment has been driven by development at Whitehills Business Park, and is therefore not fully representative of take-up trends. On this basis it is considered that the employment land range projected over the plan period is above that which is genuinely required.</i></p> <p><i>Assuming the annual average requirement is in line with the Business Schedule, at 0.99ha per annum, the proposed revised allocation in the emerging Local Plan of 62.0ha equates to over 62 years of employment land supply. This is a considerable supply of employment land, extending beyond the plan period. It is therefore more than is required to deliver the requirements of the plan and aligns with the alternative forecasting scenarios in the ELPS which demonstrated a significant oversupply of employment land in the Borough.</i></p> <p><i>The enclosed advice from CBRE states that during the last 6 to 7 years there has been an over-supply of industrial accommodation with occupational demand being limited.</i></p> <p><i>Graphs within the enclosed letter indicate that as well as a fall in take-up, there has also been a continued fall in the number of registered transactions for industrial development. CBRE conclude that market demand for industrial development remains very limited. With respect to the office market, CBRE conclude that whilst take-up is recovering, the number of annual transactions in Fylde is falling. Taking the above into account, the broad distribution of development in Table 2 on page 61 of the Publication Version should consider a lower amount of employment development. Given there is evidence of windfall development within the council’s Business Schedule, the table should also allow an element of new employment land to come forward on unallocated sites.</i></p> <p><i>Site ES1</i></p> <p>We <b>object</b> to Site ES1 being retained for employment development within the Publication Version.</p> <p>The site is allocated as an extension to the adjacent Queensway Industrial Estate for 3.8ha of employment land. This is anticipated to come forward within the plan period albeit the exact delivery is unknown. Importantly, only one enquiry has ever been received in the two years of marketing from neighbouring businesses for less than 0.2 ha of land (see enclosed Marketing Report). This is substantially less than the 3.8ha of land anticipated to come forward for employment development. The site itself has a long history of being identified for development by Fylde</p>

	<p>Borough Council. Over the past 20 years plus, the site has been identified for employment in various local plans and has been granted planning permission for industrial and warehousing development. Despite supportive local plan policies, a planning permission and an extensive history of marketing, there has been very little interest in bringing the site forward for employment development. Other uses including retail have also been investigated on the site; however there has been and there is no demand at this location. This is partly explained by other more suitable and attractive locations for new businesses in the local area, including the recently allocated enterprise zone at Blackpool Airport which seeks to create 3,000 new jobs by 2020 and offers business rate discounts and enhanced capital allowances in the form of tax relief.</p> <p>Despite the above, and the ELPS concluding that the existing Queensway Industrial Estate is low grade, of poor quality and has moderate prominence, the site is taken forward as a strategic location for employment development in the Publication Version. The long standing retention of the site for employment development goes against the NPPF which at paragraph 22 states 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. The enclosed letter from Duff and Phelps and associated appraisal and plan (drawing ref: 2099-AU-SK.01 Rev A) confirms that a typical employment development on the site would result in a substantial negative land value of circa minus £2 million. It is therefore beyond doubt that the site is not viable for employment use and should not be retained for employment development within the Publication Version.</p>
<p>OC/TB/13/01649 – Balfour Beatty</p> <p>Nathaniel Lichfield &amp; Partners</p>	<p>This representation essentially comprises matters raised in previous correspondence to Fylde Council, dated 24 March 2016 and 28 June 2016. We appreciate that our previous submissions to the Council were made outside of any formal consultation period (the last being in relation to the Revised Preferred Option version in December 2015). However, our comments were submitted following a meeting between Balfour Beatty, NLP and Officers of Fylde Council in March 2016 when the Council indicated that the concerns would be considered prior to making any amendments to the draft Plan. The second set of comments followed subsequent discussions with Mike Eastham (Planning Policy) in late June, after the publication of amendments to a draft Publication version of the Plan where reported to the Council’s Development Management Committee on 15 June 2016. Again these comments were submitted at the request of the Council, but unfortunately they have not been addressed in the Publication Version of the Fylde Local Plan.</p> <p>Our two previous responses were therefore submitted as part of the continuous dialogue that Government encourages for the preparation of Local Plans. As a consequence, we would have expected the comments to been given due consideration in the finalisation of a Publication version of the Local Plan. The Publication draft of a Local Plan should be a version that the Council considers should be adopted without further modification. Instead, the Council responded in July 2016 to explain that our submissions would be treated as a response to the Publication version and we were invited to resubmit our comments at this consultation stage. We are concerned, however, that our previous comments raise significant and substantial matters affecting a number of policies in the publication draft of the Plan, which would constitute main modifications and could render the Plan unsound if not properly dealt with.</p> <p>We have been liaising with the Blackpool, Fylde and Wyre Economic Development Company [BFWEDC] who are leading on the preparation of the Blackpool Airport Corridor Enterprise Zone masterplan. The BFWEDC shares a number of our concerns and, in turn, we understand that Blackpool Council and Lancashire County Council also share those concerns in respect of the (lack of) alignment between the publication draft Local Plan and the objectives of the Enterprise Zone. Whilst the Council has produced a Consultations Response document, it only comments on representations submitted up to and including the Revised Preferred Option stage and, therefore, no formal response has been issued by the Council to the issues raised in our submissions of March and June 2016.</p>

We are concerned with having these matters considered at this final draft stage, given the substantial issues raised and the need to amend policies in order to address them. We consider it most likely that, in giving full consideration to the issues we raise, the production of an addendum to the Plan will prove necessary, which should then be accompanied by a further round of consultation before the Plan's submission for examination.

We, together with the BFWEDC, are keen to agree amendments to the Plan before it is submitted for examination and ask that further consideration is given at this stage to the issues raised in the accompanying letters.

Without such an addendum and further consultation, we are concerned that the Plan will not meet the tests of soundness.

In summary, we consider that the issues raised in our previous submissions render the draft Local Plan unsound for a range of reasons including:

It is not justified in its approach taken to the development of land at Blackpool Airport, within the Enterprise Zone area, as it is not the most appropriate strategy for fulfilling the objectives of the Enterprise Zone, as set down in the Full Business Case for the Enterprise Zone and being brought forward through the preparation of the EZ masterplan;

It is not positively prepared as it places unnecessary and unjustified policy burdens upon redevelopment of land on which Blackpool Airport currently has operational buildings, particularly in respect of having to demonstrate an "enabling case" for non-aviation alternative uses proposed thereon. Without justification, the Local Plan policy goes beyond the policy requirements set down in the NPPF for assessing such development in out-of-centre locations;

It is not positively prepared as it appears<sup>1</sup> to limit development of airport-related buildings and facilities within the Green Belt and, without reason it negates the permitted development rights afforded to an airport operator as set down at Part 8, Class F of the Town and Country Planning (General Permitted Development) (England) Order 2015; and

It is not positively prepared as it seeks to limit land (14.5ha) fronting Squires Gate for development of solely B Class uses (Policy EC1, site ref. ES5), running counter to the objectives of the Enterprise Zone to facilitate mixed-use development there.

In respect of the final bullet point above, we note that an amendment has been made to the second schedule (titled "Existing Employment Sites") contained in draft Policy EC1 to introduce a reference to "Classes A1, A2, A3, A4 and A5" alongside the site referred to as "Blackpool Airport, Squires Gate, Blackpool Airport Corridor". It is unclear, however, whether these uses are determined by the policy to be acceptable in new development within the ES5 site or whether the first part of the policy continues to restrict future development there to B Class uses. Clarification of this policy is required in this respect.

We urge the Council to revisit the matters raised in our previous submissions and amend the publication draft Local Plan accordingly, by way of an addendum and further consultation prior to it being finalised and submitted for examination.

Our previous representations to the Council were submitted following a meeting between Balfour Beatty, NLP and Officers of Fylde Council in March 2016 when the Council indicated that the concerns would be considered prior to making any amendments to the draft Plan. The second set of representations followed subsequent discussions with Mike Eastham (Planning Policy) in late June, after the publication of amendments to a draft Publication version of the Plan where reported to the Council's Development Management Committee on 15 June

2016. Again these comments were submitted at the request of the Council, but unfortunately they have not been addressed in the Publication Version of the Fylde Local Plan.

Our two previous responses were therefore submitted as part of the continuous dialogue that Government encourages for the preparation of Local Plans. As a consequence, we would have expected the comments to be given due consideration in the finalisation of a Publication version of the Local Plan. The Publication draft of a Local Plan should be a version that the Council considers should be adopted without further modification. Instead, the Council responded in July 2016 to explain that our submissions would be treated as a response to the Publication version and we were invited to resubmit our comments at this consultation stage. We are concerned, however, that our previous comments raise significant and substantial matters affecting a number of policies in the publication draft of the Plan, which would constitute main modifications and could render the Plan unsound if not properly dealt with.

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<sup>1</sup> The current wording of Policy EC4 is unclear as to whether aviation-related development proposed in the Green Belt is required to demonstrate 'very special circumstances' due to the use of the word "unless" in the third sentence of part a) of the policy.

We have been liaising with the Blackpool, Fylde and Wyre Economic Development Company [BFWEDC] who are leading on the preparation of the Blackpool Airport Corridor Enterprise Zone masterplan. The BFWEDC shares a number of our concerns and, in turn, we understand that Blackpool Council and Lancashire County Council also share those concerns in respect of the (lack of) alignment between the publication draft Local Plan and the objectives of the Enterprise Zone. Whilst the Council has produced a Consultations Response document, it only comments on representations submitted up to and including the Revised Preferred Option stage and, therefore, no formal response has been issued by the Council to the issues raised in our submissions of March and June 2016.

In summary, we consider that the issues raised in our previous submissions (and set out again below) render the draft Local Plan unsound for a range of reasons including:

It is not positively prepared as it seeks to limit land (14.5ha) fronting Squires Gate for development of solely B Class uses (Policy EC1, site ref. ES5), running counter to the objectives of the Enterprise Zone to facilitate mixed-use development there.

We note the '*site area*' of the Blackpool Airport EZ site 'Zone A' has been increased from 5.0 ha to 14.5 ha within the Publication Version of the Local Plan. However, the acceptable uses for the site are identified as being restricted solely to those within the B Class uses. Moreover, Policy EC1 goes on to state that '*Development proposals for alternative uses in these locations will be resisted...*' This statement contradicts both the intentions of Policy EC4 within the Publication Draft, and also the Enterprise Zone objectives of facilitating mixed-use development on the land fronting Squires Gate (Site ES5).

The wording now introduced into Policy EC1 does state that uses are "*to be determined through a masterplan for the Enterprise Zone*" though the fact that the area of Site ES5 has been increased from 5.0ha to 14.5ha together with the wording beneath the schedule of sites which reads "*development proposals for alternative uses in these locations will be resisted...*" does undermine the EZ masterplanning process and does not reflect the reality on the ground, namely that the site contains non-B Class uses including the Energy College under construction.

	<p><b>Policy EC1 (Site ES5)</b> should be amended to allocate the whole of the EZ Zone A area for development. The reference to “14.5” in the third column should be amended to “20.0ha” and the following should be added “(to be delivered for a mix of uses to be determined through a masterplan for the Enterprise Zone).”</p> <p>It is then necessary to amend the Site Allocations – Blackpool Periphery (map 2 of 2) so as to remove the identification of the identified 5.0ha area of land as the “Employment Location” and to identify the wider 20ha site with the legend amended to read “<i>Employment Allocation: 20ha mixed use site</i>”.</p> <p><b>Policy SL2 The Fylde-Blackpool Periphery Strategic Location for Development and Policy EC1 (Site ES5)</b></p> <p>We note the ‘site area for non-residential development’ of the Blackpool Airport EZ site has been increased from 5.0 ha to 14.5 ha within the Publication Version of the Local Plan. However, the acceptable uses for the site are identified as being restricted solely to those within the B Class uses. Moreover, Policy EC1 goes on to state that ‘<i>Development proposals for alternative uses in these locations will be resisted...</i>’ This statement contradicts both the intentions of Policy EC4 within the Publication Draft, and also the Enterprise Zone objectives of facilitating mixed-use development on the land fronting Squires Gate (Site ES5).</p> <p>The wording now introduced into Policy EC1 does state that uses are “to be determined through a masterplan for the Enterprise Zone” though the fact that the area of Site ES5 has been increased from 5.0ha to 14.5ha together with the wording beneath the schedule of sites which reads “development proposals for alternative uses in these locations will be resisted...” does undermine the EZ masterplanning process and does not reflect the reality on the ground, namely that the site contains non-B Class uses including the Energy College under construction.</p>
<p>OC/AGCN/16/01121 - The Rigby Organisation  PWA Planning</p>	<p><b>OBJECTION TO POLICY EC1</b></p> <ol style="list-style-type: none"> <li>1. It is considered that the emerging Local Plan Policy EC1 fails to identify sufficient well-located, accessible and immediately available, employment / commercial development sites to meet the needs of the Borough over the plan period. This is particularly the case for larger greenfield sites close to motorway junctions and within the central and eastern part of the Borough.</li> <li>2. Like the Revised Preferred Options, and as sought by the National Planning Policy Framework (NPPF), the Local Plan is built upon the key principle of sustainable development and its three dimensions: social, economic and environmental (as per Policy NP1 of the Draft Plan). Similarly, Paragraph 1.7, seeks to ensure that new homes, jobs and services required by communities are located in the most sustainable locations and that the framework for delivering the necessary infrastructure, facilities and other development will be provided to make this achievable.</li> <li>3. The Draft Plan is supported by Strategic Objectives (SOs) which are underpinned by the ‘presumption in favour of sustainable development’ set out in the NPPF. The plan states (Policy SO1) that all development will be located in sustainable locations in order to minimise the use of private transport. Similarly, the plan (Policy SO3) seeks to make services available by taking an integrated approach to the location of development with improved accessibility to key services in order to provide the opportunity for a modal shift away from car use. Further the plan (Policy SO4) looks to assist in growing the economy. It seeks to encourage diversification of the Borough’s economic base in order to reduce reliance on a small number of larger employers, make 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) and recognise the role of the ‘Preston and Lancashire City Deal’ and its potential to significantly improve the economic and physical connectivity of strategic employment and housing sites in Fylde.</li> </ol>

4. These principles as set out in the preceding paragraphs can be broadly supported as they accommodate the thrust of the NPPF and the development it seeks.
5. However it is considered that the emerging plan fails to provide an adequate supply of land for economic purposes and which will help to meet the aspirations set out above. It is therefore considered that additional land for economic development purposes should be identified within the Local Plan to ensure that future needs are better met during the plan period.
6. In this respect, land south west of Junction 3 of the M55, Corner Hall Farm (identified edged in red on the plan attached) was previously submitted to Fylde Borough Council in March 2015 following their final 'Call for Sites' and as such has been included within the Council's Site Assessment Paper under site ref. 137. The site was identified as a potential allocation for employment and associated uses, however, within the paper it states that the site is isolated from the built-up area and public transport access is poor and that the inclusion of the site would result in an unsustainable amount of development north of Kirkham and Wesham, rather than development being distributed in urban extensions throughout the Borough.
7. Whilst located to the north of Wesham, it is considered that the site would in fact be sustainably located, being relatively close to one of the principal settlements in the Borough and the largest inland settlement within Fylde. It is also adjacent to Junction 3 of the M55, which allows ready access to the strategic highway network, including from the A585 and M55. The site is currently bounded by the M55 to the north, A585 to the east with agricultural land to the west and south. Within the site is the agricultural holding of Corner Hall Farm, it also encompasses the existing hotel. The utilisation of the site for employment and commercial uses (high-tech business development) or specialist retail uses would have a particularly positive impact on the area and in terms of meeting the employment development needs of the Borough and this part of the Fylde in particular, as well as helping to achieve sustainable development.
8. Corner Hall Farm was identified as being isolated. However, it is clear from the text included within the Draft Plan that The Mill Farm Sports Village located not too far south of the site is considered a sustainable location. In addition to this, it is now clear from the proposals map provided within the Draft Plan that a "large developed site in the countryside" (Policy GD5), Universal Products Factory, is located between the Sports Village and Corner Hall Farm. The recognition of it being a developed site in the countryside shows a clear linear progression north towards the M55 and would mean Corner Hall Farm would not be isolated. Indeed taken together, the Mill Farm, Universal Products and Corner Hall Farm would (if taken together as part of the strategic location) represent a coherent and substantive economic development opportunity, anchored by existing operators. The inclusion of Corner Hall Farm within the Strategic Location and identification for economic development purposes would provide an additional resource of largely greenfield land which is readily developable and would add significantly to the economic opportunities within this part of the Borough.
9. In this regard, the emerging Local Plan seeks to identify the vast majority of new employment allocations with the Fylde / Blackpool periphery Strategic Location. Of the total 62 hectares of new employment land allocations, some 49.5 hectares (82.5%) is located in the Fylde / Blackpool periphery Strategic Location. Even accounting for the expected delivery of some of the requirements for Blackpool with the Fylde area, there is a clear and unacceptable concentration of employment land in a small area on the very periphery of the Fylde Borough. In this regard the total employment land provision for Kirkham / Wesham is 1.1 hectares (Mill Farm). Even assuming this requirement is met, a more reasonable apportionment of employment land provision across the various principal settlements would suggest that for Kirkham / Wesham (with 15% of the

Borough's population – paragraph 2.4 of the Local Plan) allocations of around 8-10 hectares would be appropriate. Given that only 1.1 hectares is proposed (Mill Farm) this would leave a need for some 7 plus hectares. The site at Corner Hall Farm is extremely well placed to meet this need in a location which would be most attractive to the market and both indigenous and incoming business, but also ensure the employment allocations are consistent with the SOs set out within the Draft Plan (as discussed above).

10. Supplementing this, Paragraphs 9.8 to 9.10 of the Draft Plan summaries the Fylde Employment Land and Premises Study which was published in August 2012. It is stated that the study identified the most appropriate broad locations for future employment land provision. It states that “if Fylde Borough Council is to strive towards delivering a balanced employment land portfolio, it needs to provide for different types / sectors of employment development.” The research identified eight possible broad areas of search where additional future employment land allocations might be delivered. Part of the considerations have been around Junction 3 of the motorway and along the A585, factors which this site could capitalise upon. The report recognises that such development would directly benefit residents in central and eastern Fylde. It recognises that it is important that the Borough has a balanced portfolio of employment land allocations, not just by type and size, but also spatially in relation to its settlement pattern, again something with Corner Hall Farm could help to deliver.

11. The provision of modern business premises for the Borough at the right time and in the right place will bolster the employment strategy set out in the emerging Local Plan, part of this could incorporate growth towards the M55 and provide a popular and attractive business location that would encourage the growth of local business and attract inward investment to drive the local economy. This is broadly supported by Paragraphs 20, 21 and 22 of the NPPF which recognises that local planning authorities should plan proactively to meet the development needs of business.

12. It is therefore considered that the local plan is **unsound** on the basis that it is not “**positively prepared**” in that it is not demonstrated that it is prepared based on a strategy which will meet needs, consistent with achieving sustainable development.

13. In order to rectify this situation, it is requested that :-  
 (i) **Policy EC1** should be amended to include additional commercial / employment land allocations, and in particular that the land identified edged in red on the attached plan at Corner Hall Farm should be identified for economic development.

**Policy EC2 – Employment Opportunities**

OC/IB/08/00556 – Anthony Guest

Evidence set out in the Fylde Employment Land and Premises Study, 2012 (FELPS 2012 study) has been grossly misinterpreted by the Council and this has led to significant errors of policy. The author's of the report have not adequately explained why their own summary conclusions (on which the Council has apparently relied without critical examination) are at odds with the bulk of the evidence in their own study.

My own report (A brief critical review of Fylde Borough Employment Land Studies, May 2014) that was provided to the Council, examined the FELPS 2012 study, the previous study (Grimley 2006) and the Fylde Sub Region Employment Land Review, 2010. It found gross errors in the 2006 Grimley study (a point that appears to have been accepted by the Council) that led to a gross overestimate of the requirement for new employment land. While this has been superseded by the FELPS 2012 study, the errors of the 2006 study were incorporated into the 2010 Sub Region study with unknown consequences. My review also found that the bulk of the work undertaken in the FELPS 2012 study (by AECOM/BE Group) and reported in detail was arbitrarily rejected in the study's own summary conclusion.

The FELPS 2012 study used 7 different models to predict the requirement for additional employment land in the plan period. Six of the models (using a range of assumptions, based on recognised techniques and following ODPM guidance) demonstrated that no additional employment land (beyond that already identified in the planning process) would be required despite assuming substantial employment

growth. The 7<sup>th</sup> model which was based on a simple extrapolation forward of the historic average annual uptake of new employment land over the previous 20 years, identified a need for substantial additional employment land.

This 7<sup>th</sup> model failed to account for the substantial amount of land taken out of employment use (mainly to housing) over the same historic periods. The model simply presented **(the historic average annual take up of new employment land) x (the number of years of the plan period)** as a requirement for additional employment land in the plan period.

Unaccountably the study's summary conclusion was based on the results of the 7<sup>th</sup> model, specifically rejecting the conclusions of all the other models. It should be noted that, while the work undertaken in the other six models was rejected for the purposes of establishing the need for employment land, that same work was accepted as being valid to support an inflated housing requirement.

Following submission of my own report to the Council there were a number of exchanges with the Council and the FELPS 2012 authors. No satisfactory explanations were provided for the study's last minute rejection of its own work (in favour of a calculation that could have been undertaken by pupils in any of the Borough's primary schools) or the failure of their chosen model to address the land taken out of employment use. A subsequent short report to the Council by the authors of the FELPS 2012 study (Fylde Employment Land and Premises Study Briefing Note, Sept 2014) fails to address the substantive criticisms of their study.

My own examination of the evidence provided by the FELPS 2012 study, the Sub Region Employment Land Review 2010 and other published Council data clearly shows that:

- a)** despite increasing employment, the Borough requirement for employment land has been reducing and continues to reduce. Less will be required in 2030 than is now in use;
- b)** employment land has been subject to a general migration across the Borough towards the M55 over the years; this is consistent with a) because the new sites are more efficient users of space and the older sites have been released for housing or other non-employment use; clearly for planning purposes it is crucial to understand and recognise this process;
- c)** Blackpool's need for business and employment land has been addressed by sites in Fylde Borough (principally close to the Borough's northern boundary) for the last 20 years (there is no recognisable distinction between Blackpool businesses and Fylde businesses) and is already fully factored into the historic record and any extrapolation from that record; there is no need to address it separately; it is also worth considering that the estimate of the Blackpool business land requirement will almost certainly be subject to the same errors as those of Fylde;
- d)** There is a large amount of employment land currently tied up (somewhat inefficiently) at BAe Systems and Toshiba/Westinghouse, in industries that all the studies expect to decline over time. In particular it is not sensible or sound to divorce the BAe Enterprise Zone from consideration of employment land use in the Borough.
- e)** In considering the significance of the historic employment land take-up figures it is critical to understand the significance of land lost to employment use. The new employment land take-up is not, generally, extra employment land; it is alternative employment land, reflecting

	<p>changing requirements and the attraction of alternative locations. Paragraph 9.12 and Table 3 reflect a complete failure to understand this. Land taken out of use does not have to be added to the requirement (because the methodology being used already allows for it).</p> <p>The Council has failed to critically examine the evidence provided to it in respect of employment land use over a long period of time. In particular it has not interrogated with due and necessary diligence the studies it has paid consultants to provide. As a result it does not understand either the evidence or the meaning of the evidence</p> <p>The Council's failure to adequately understand the evidence has led to erroneous conclusions and policies that do not respect the evidence. This does not just compromise the planning needed to meet the employment land requirement but it also compromises the ability to plan for housing development on land released from employment use.</p> <p><b>1</b> Paragraphs 9.8 to 9.10 need to be revised to reflect the substantially lower employment land requirement reflected in my 2014 report (i.e. no further land required than that already recognised in the planning system in 2012).</p> <p><b>2</b> Delete paragraph 9.11 (see 5c) above</p> <p><b>3</b> The reference to 15.3ha land lost to business and industrial use should be deleted in Para 9.12 and Table 3. See 5e) above.</p> <p><b>4</b> Policy EC1 needs to be revised to reflect the true employment land requirement (that is to say no requirement above what was already in the planning system in 2012 and a recognition that further brownfield sites becoming available may be considered for housing where appropriate.</p> <p><b>5.</b> Policy EC2 Delete in its entirety together with its justifying paragraphs. It is based on the entirely false premise 'that the availability of land in the borough for employment opportunities is limited'. Nothing could be further from the truth (We, who regard ourselves as a rural borough, have 498ha compared with 145ha in Wyre and 178ha in Blackpool).</p> <p><b>6</b> Policy EC3 should be deleted together with its justification. The egregious failure of this EZ to meet its modest employment targets will require an urgent review early in the plan period (it is already overdue) and some flexibility will almost certainly be required in planning the effective use of land released from BAe Systems use.</p> <p>The matters referred to above are relatively complicated and are inadequately covered in the Local Plan Publication Version; because they have a significant bearing on the way the Local Plan has been prepared and its soundness, it is important that they are properly discussed.</p>
<p>OC/LO/15/02112 – BAE System  Cass Associates</p>	<p>One of the Government's priorities for planning is to proactively drive and support economic development which is development, including those within the B Use Classes, public and community use and main town centre uses (but excluding housing development). Economic development provides employment opportunities. However, the policy does not refer to wider uses beyond agriculture.</p> <p>The policy should be reworded to</p>

	The availability of land in the borough for employment opportunities is limited. Therefore, the Council seeks to retain continued employment use of existing employment sites. This could include any type of employment use, including agriculture, and where appropriate, other uses that contribute to economic development, and may not be restricted to B1, B2 and B8 uses.
OC/AGCN/13/01758 – Hallam Land Management Ltd.  Pegasus Group	<p><b>9. OTHER POLICIES</b></p> <p>9.1 We make some more general comments and wording suggestions on the following policies. <b>Lancashire AEM Enterprise Zone at BAE Systems Warton (Chapter 9, Policy EC2)</b></p> <p>9.2 HLM welcome the Council’s support for the delivery of the Lancashire Enterprise Zone and its associated Local Development Order and Phase 1 Masterplan, which is currently being implemented.</p> <p>9.3 The Enterprise Zone represents a significant opportunity for Warton in terms of job creation and economic gain. It is therefore necessary to plan accordingly in terms of housing opportunities and appropriate infrastructure. The proposed housing requirement for Warton fails to do this and will need to be increased significantly to truly support the Enterprise Zone. Additional housing development will also help to fund the additional infrastructure required in Warton, through developer contributions towards highways, public realm and education.</p>
Paragraph 9.28	
OC/LO/15/02112 – BAE Systems  Cass Associates	<p>BAE Systems consider that part of this paragraph is potentially misleading. The rationale for the Enterprise Zone is to build on the existing advanced engineering and manufacturing capacity and capabilities in the region including those of BAE Systems Warton Aerodrome by clustering related and similar businesses and developing on the existing skills base. There is surplus land and building footprint at Warton Aerodrome, created by efficiencies, old building stock and transfer of jobs to Salmesbury which provides the opportunity for new development and employment growth in the Enterprise Zone. Although, there have historically been limited redundancies on the site, BAE Systems object to the implication that there will be further potential job losses. It is BAE Systems objective to maintain and grow the business on the back of a sustainable and viable business plan and through relationships that may be formed with businesses locating on the Enterprise Zone.</p> <p>Delete "help mitigate the impact of potential job losses at the Warton base and the wider impact that this will have on the Lancashire economy"</p>
Policy EC3 – Lancashire Advanced Engineering and Manufacturing (AEM) Enterprise Zone at BAE Systems, Warton	
OC/AGCN/15/02088 - Warton East Developments  Satnam Group	“POLICY EC3, LANCASHIRE ADVANCED ENGINEERING AND MANUFACTURING (AEM) ENTERPRISE ZONE AT BAE SYSTEMS, WARTON”, is supported.
OC/IB/08/00556 – Anthony Guest	<p>Evidence set out in the Fylde Employment Land and Premises Study, 2012 (FELPS 2012 study) has been grossly misinterpreted by the Council and this has led to significant errors of policy. The author’s of the report have not adequately explained why their own summary conclusions (on which the Council has apparently relied without critical examination) are at odds with the bulk of the evidence in their own study.</p> <p>My own report (A brief critical review of Fylde Borough Employment Land Studies, May 2014) that was provided to the Council, examined the FELPS 2012 study, the previous study (Grimley 2006) and the Fylde Sub Region Employment Land Review, 2010. It found gross errors in the 2006 Grimley study (a point that appears to have been accepted by the Council) that led to a gross overestimate of the requirement for new employment land. While this has been superseded by the FELPS 2012 study, the errors of the 2006 study were incorporated into the 2010 Sub</p>

Region study with unknown consequences. My review also found that the bulk of the work undertaken in the FELPS 2012 study (by AECOM/BE Group) and reported in detail was arbitrarily rejected in the study's own summary conclusion.

The FELPS 2012 study used 7 different models to predict the requirement for additional employment land in the plan period. Six of the models (using a range of assumptions, based on recognised techniques and following ODPM guidance) demonstrated that no additional employment land (beyond that already identified in the planning process) would be required despite assuming substantial employment growth. The 7<sup>th</sup> model which was based on a simple extrapolation forward of the historic average annual uptake of new employment land over the previous 20 years, identified a need for substantial additional employment land.

This 7<sup>th</sup> model failed to account for the substantial amount of land taken out of employment use (mainly to housing) over the same historic periods. The model simply presented **(the historic average annual take up of new employment land) x (the number of years of the plan period)** as a requirement for additional employment land in the plan period.

Unaccountably the study's summary conclusion was based on the results of the 7<sup>th</sup> model, specifically rejecting the conclusions of all the other models. It should be noted that, while the work undertaken in the other six models was rejected for the purposes of establishing the need for employment land, that same work was accepted as being valid to support an inflated housing requirement.

Following submission of my own report to the Council there were a number of exchanges with the Council and the FELPS 2012 authors. No satisfactory explanations were provided for the study's last minute rejection of its own work (in favour of a calculation that could have been undertaken by pupils in any of the Borough's primary schools) or the failure of their chosen model to address the land taken out of employment use. A subsequent short report to the Council by the authors of the FELPS 2012 study (Fylde Employment Land and Premises Study Briefing Note, Sept 2014) fails to address the substantive criticisms of their study.

My own examination of the evidence provided by the FELPS 2012 study, the Sub Region Employment Land Review 2010 and other published Council data clearly shows that:

- a) despite increasing employment, the Borough requirement for employment land has been reducing and continues to reduce. Less will be required in 2030 than is now in use;
- b) employment land has been subject to a general migration across the Borough towards the M55 over the years; this is consistent with a) because the new sites are more efficient users of space and the older sites have been released for housing or other non-employment use; clearly for planning purposes it is crucial to understand and recognise this process;
- c) Blackpool's need for business and employment land has been addressed by sites in Fylde Borough (principally close to the Borough's northern boundary) for the last 20 years (there is no recognisable distinction between Blackpool businesses and Fylde businesses) and is already fully factored into the historic record and any extrapolation from that record; there is no need to address it separately; it is also worth considering that the estimate of the Blackpool business land requirement will almost certainly be subject to the same errors as those of Fylde;

**d)** There is a large amount of employment land currently tied up (somewhat inefficiently) at BAe Systems and Toshiba/Westinghouse, in industries that all the studies expect to decline over time. In particular it is not sensible or sound to divorce the BAe Enterprise Zone from consideration of employment land use in the Borough.

**e)** In considering the significance of the historic employment land take-up figures it is critical to understand the significance of land lost to employment use. The new employment land take-up is not, generally, extra employment land; it is alternative employment land, reflecting changing requirements and the attraction of alternative locations. Paragraph 9.12 and Table 3 reflect a complete failure to understand this. Land taken out of use does not have to be added to the requirement (because the methodology being used already allows for it).

The Council has failed to critically examine the evidence provided to it in respect of employment land use over a long period of time. In particular it has not interrogated with due and necessary diligence the studies it has paid consultants to provide. As a result it does not understand either the evidence or the meaning of the evidence

The Council's failure to adequately understand the evidence has led to erroneous conclusions and policies that do not respect the evidence. This does not just compromise the planning needed to meet the employment land requirement but it also compromises the ability to plan for housing development on land released from employment use.

**1** Paragraphs 9.8 to 9.10 need to be revised to reflect the substantially lower employment land requirement reflected in my 2014 report (i.e. no further land required than that already recognised in the planning system in 2012).

**2** Delete paragraph 9.11 (see 5c) above

**3** The reference to 15.3ha land lost to business and industrial use should be deleted in Para 9.12 and Table 3. See 5e) above.

**4** Policy EC1 needs to be revised to reflect the true employment land requirement (that is to say no requirement above what was already in the planning system in 2012 and a recognition that further brownfield sites becoming available may be considered for housing where appropriate.

**5.** Policy EC2 Delete in its entirety together with its justifying paragraphs. It is based on the entirely false premise 'that the availability of land in the borough for employment opportunities is limited'. Nothing could be further from the truth (We, who regard ourselves as a rural borough, have 498ha compared with 145ha in Wyre and 178ha in Blackpool).

**6** Policy EC3 should be deleted together with its justification. The egregious failure of this EZ to meet its modest employment targets will require an urgent review early in the plan period (it is already overdue) and some flexibility will almost certainly be required in planning the effective use of land released from BAe Systems use.

The matters referred to above are relatively complicated and are inadequately covered in the Local Plan Publication Version; because they have a significant bearing on the way the Local Plan has been prepared and its soundness, it is important that they are properly discussed.

<p>OC/LO/15/02112 – BAE Systems</p> <p>Cass Associates</p>	<p>BAE Systems support the inclusion of a policy promoting the Lancashire Advanced Engineering and Manufacturing Enterprise Zone at Warton Aerodrome.</p>
<p>Policy EC4 – Blackpool Airport Enterprise Zone</p>	
<p>OC/TB/13/01649 – Balfour Beatty</p> <p>Nathaniel Lichfield &amp; Partners</p>	<p>Our previous representations to the Council were submitted following a meeting between Balfour Beatty, NLP and Officers of Fylde Council in March 2016 when the Council indicated that the concerns would be considered prior to making any amendments to the draft Plan. The second set of representations followed subsequent discussions with Mike Eastham (Planning Policy) in late June, after the publication of amendments to a draft Publication version of the Plan where reported to the Council’s Development Management Committee on 15 June 2016. Again these comments were submitted at the request of the Council, but unfortunately they have not been addressed in the Publication Version of the Fylde Local Plan.</p> <p>Our two previous responses were, therefore, submitted as part of the continuous dialogue that Government encourages for the preparation of Local Plans. As a consequence, we would have expected the comments to been given due consideration in the finalisation of a Publication version of the Local Plan. The Publication draft of a Local Plan should be a version that the Council considers should be adopted without further modification. Instead, the Council responded in July 2016 to explain that our submissions would be treated as a response to the Publication version and we were invited to resubmit our comments at this consultation stage. We are concerned, however, that our previous comments raise significant and substantial matters affecting a number of policies in the publication draft of the Plan, which would constitute main modifications and could render the Plan unsound if not properly dealt with.</p> <p>We have been liaising with the Blackpool, Fylde and Wyre Economic Development Company [BFWEDC] who are leading on the preparation of the Blackpool Airport Corridor Enterprise Zone masterplan. The BFWEDC shares a number of our concerns and, in turn, we understand that Blackpool Council and Lancashire County Council also share those concerns in respect of the (lack of) alignment between the publication draft Local Plan and the objectives of the Enterprise Zone. Whilst the Council has produced a Consultations Response document, it only comments on representations submitted up to and including the Revised Preferred Option stage and, therefore, no formal response has been issued by the Council to the issues raised in our submissions of March and June 2016.</p> <p>In summary, we consider that the issues raised in our previous submissions (and set out again below) render the draft Local Plan unsound for a range of reasons including:</p> <p>It is not justified in its approach taken to the development of land at Blackpool Airport, within the Enterprise Zone area, as it is not the most appropriate strategy for fulfilling the objectives of the Enterprise Zone, as set down in the Full Business Case for the Enterprise Zone and being</p>

brought forward through the preparation of the EZ masterplan.

1. Blackpool Airport Corridor Enterprise Zone

The Full Business Case for the Blackpool Airport Corridor Enterprise Zone was submitted to Government [DCLG] in January 2015 having been prepared on behalf of the Lancashire Enterprise Partnership, Blackpool Council, Fylde Council, Lancashire County Council and the Blackpool, Fylde and Wyre Economic Development Company [EDC]. Balfour Beatty has been working closely with the LEP, as well as the local and county councils to identify the interventions necessary to ensure the long term sustainable operation of Blackpool Airport and how the EZ status can assist in facilitating those interventions.

The EZ area extends across five development zones and the Business Case explains how it offers the potential for:

- the development of c.175,000sqm of new and refurbished commercial and industrial floorspace;
- the opportunity for nearly 140 new businesses to locate into the EZ area by 2030, leading to the creation of potentially more than 3,000 (gross) new jobs by 2030;
- private sector investment of c.£300million; and,
- significant net additional business rates income for reinvestment in the site.

The Business Case summarises the position of Blackpool Airport as context to the EZ's opportunities and objectives. Prior to its temporary closure in October 2014, Blackpool Airport had seen a steady decline in passenger numbers, as it faced increased competition from larger regional airports resulting in the airport being run with unsustainable operational losses year on year and with little immediate prospect of increasing passenger flights or securing investment necessary to renew essential infrastructure.

The cessation of large scale passenger air services has presented the opportunity to plan for restructuring the airport's operations, in conjunction with realising the EZ's identified opportunities for the wider area. Such restructuring is central to the aim of securing the long-term viability of the airport and to retain the main runway, which is critical if it is to return to serving broader markets in the future.

Whilst much of the airport's land is within the Green Belt, permitted development rights would enable the relocation of operational and aviation-related buildings and facilities, including a new terminal building, closer to the runway. Such relocation of buildings and facilities from the Squires Gate frontage will release a substantial area of land (c.20ha) and the redevelopment of this land for non-operational uses presents an opportunity to generate capital to fund the development of modern, fit-for-purpose and efficient operational buildings and facilities closer to the runway.

The plan attached shows the five Zones (A-E) within the EZ area. The Business Case document explains that, in respect of Zone A, the objective is to remove the majority of aviation functions and create an opportunity for office development, varied workshop space and some retail space. The re-sited aviation functions (including service buildings, hangars, a helicopter operational base and apron and taxiways) would be provided in Zone B. Zones C and D are identified for the development of manufacturing, workshop and office facilities, including office space and laboratories. Zone E is to be retained as green space.

The economic benefits that will be created from delivering development in the EZ area has been estimated based on the delivery of over 176,000sqm of commercial floorspace and 120,000sqm of yard space to be occupied by logistics operations associated with the energy sector. The

business case breaks this floorspace down and identifies that the largest component of the built space (44% / 77,076sqm) would be providing accommodation for manufacturing businesses, warehousing would account for around 16% / 28,223sqm, offices / laboratories around 14% / 24,426sqm , workshops around 8% / 13,450sqm and retailing around 7% / 12,500sqm. The remainder would broadly comprise aviation-related uses.

Applying employment densities to these floorspace estimates, the Business Case highlights the potential for such a development quantum and mix in the EZ to deliver between 1,885 and 2,092 net additional jobs by 2025 and 2030. An important component in the successful delivery of the EZ outputs is the award of Enhanced Capital Allowances [ECA] and an ECA designated zone has been identified as Zone D, where new manufacturing, logistics, offices, laboratories and other businesses are to be concentrated.

We welcome the introduction of Policy EC4 relating specifically to the Blackpool Enterprise Zone and the acknowledgement therein that the Council supports the sustainable development of Blackpool Airport. Our concerns with Policy EC4 primarily relate to:

- Clarification as to how Local Plan policy is providing a positive policy context for the relocation of aviation functions from land fronting Squires Gate Lane (outwith the Green Belt) to land closer to the main runway (within the Green Belt), in order to achieve consistency with the objectives of the Enterprise Zone; and
- The apparent requirement to demonstrate an “enabling case” for non-aviation uses proposed on the Squires Gate land and the acceptability of such an approach.

In respect of point 1, whilst it is appreciated that the potential to relocate the airport’s operational buildings and facilities closer to the main runway is now referred to in the draft policy, the insertion of additional text which states *‘unless there are overriding operational requirements that constitute very special circumstances and which justify development in the Green Belt’* is both unnecessary and contradictory in its meaning. The additional wording referring to very special circumstances introduces a double negative, effectively rendering this part of the policy as incoherent and unworkable in practice.

In respect of point 2, we urge the Council to reconsider including references to enabling development in Policy EC4. In its truest meaning, “enabling development” is where a proposal would ordinarily be unacceptable in planning terms because of conflict with planning policy, though is ultimately approved because it would bring public benefits that outweigh the policy conflict and justify it being carried out. It is not common-place for a development plan document to set out the circumstances in which an enabling case would be expected to be made, rather it is the role of the development plan to identify policies to which proposals are to be assessed against and, should proposals ultimately conflict with those policies, then it is open to the applicant to seek to demonstrate an enabling case where circumstances allow.

The current wording of Policy EC4 blurs the distinction between what is a policy requirement which development proposals should seek to satisfy and the principle of “enabling” which would ordinarily only be pursued on occasions where proposals are in conflict with policy.

Ultimately, the Enterprise Zone status, and the business case that accompanies it, anticipates that land will become available along the Squires Gate frontage for a mix of commercial uses. Furthermore, part A of Policy EC4 appears to provide support for relocating airport-related buildings / activity closer to runway. As a result, therefore, previously developed land would become available in an out-of-centre (though accessible) location

and an appropriate positive policy framework should be established to guide its redevelopment.

The wording sought by NLP would, therefore, ensure that if commercial development (such as retail and / or commercial leisure) is pursued on the land fronting Squires Gate Lane, then the necessary policy considerations would be put in place (ie in respect of testing impact and applying the sequential approach). Such policy considerations would ordinarily be applied to proposals for certain commercial development (ie retail and leisure) proposed in an (unallocated) out-of-centre location. However, to then seek to impose an additional policy hurdle upon any such development proposals at the Squires Gate site (whereby it is also necessary to demonstrate that the scale of the development is limited to that which is necessary to “fund essential infrastructure”), places the site at a disadvantage to other out-of-centre locations where commercial (ie. retail / leisure) development may be proposed and where such limitations on scale would not be imposed. This additional layer of policy control on the Squires Gate Lane site (compared to out-of-centre sites elsewhere) runs counter to the overall objectives of Enterprise Zones to encourage business growth and create simplified and positive planning policy for the area.

In order to ensure alignment between the Local Plan, the EZ objectives and its masterplan, and Balfour Beatty’s objectives for the long-term operation of the airport, we request the following changes (shown underlined and strikethrough) to the emerging Local Plan policies and reasoned justification.

**Policy EC4** should be amended as follows:

a) *The Blackpool Airport Enterprise Zone*

*The boundary of the Enterprise Zone is identified on the Policies Map. The designation of the Blackpool Airport Enterprise Zone will help create more businesses, jobs, and attract international investment, with positive benefits across the wider economic area. Fylde Council supports the sustainable development of Blackpool Airport, including working to explore the potential to develop commercial aeronautical activity and to relocate operational buildings and facilities closer to the main runway. The Enterprise Zone will help improve the local economy and also increase the contribution to national growth.*

b) ~~Enabling Assessing~~ *Development*

*Fylde Council, working with Blackpool Council, Lancashire County Council and stakeholders including key landowners is to produce a land use masterplan for the Enterprise Zone area. The masterplan will determine the appropriate mix, quantum and location of development in the area, reflecting the delivery objectives of the Enterprise Zone and that of maintaining a viable long-term operation of Blackpool Airport. A range of uses including business, industrial, education, retail and aviation-related facilities, have been identified as outputs in the Enterprise Zone area. Aviation-related uses will be supported where they will contribute towards the long-term operation of the Airport. Non-employment uses, ~~Alternative uses~~, such as retail, ~~employment~~ and leisure ~~will~~ ~~may~~ be appropriate where it can be demonstrated that they conform with the masterplan for the Enterprise Zone and where it can be demonstrated that a) there are no sequentially preferable locations within or on the edge of designated centres that are available and suitable to accommodate them and b) there would be no significant adverse impacts on investment and the vitality and viability of designated centres, as well as satisfying are essential to help the delivery of aviation uses on the site. The scale of any alternative enabling development will be limited to that which is clearly demonstrated to be necessary to fund essential infrastructure and which will not prejudice the maintenance of the primary aviation function of the site. Any proposed main town centre uses must satisfy the sequential and impact tests set out in the*

~~National Planning Policy Framework and the relevant policies in this Local Plan.~~

c) *Local Development Order*

*The Council supports the delivery of the Blackpool Airport Enterprise Zone and will produce a Local Development Order to aid the delivery process. A Masterplan will also be produced and be adopted, which will form a key part of the overall delivery of the Enterprise Zone, together with an agreed programme of implementation in accordance with the Masterplan. The key purpose of the Masterplan will be to establish the development and design framework for the site and ensure it is in accordance with the relevant parameters within the Local Development Order.*

OC/LB/16/00608 –  
Next Plc.

Peter Brett  
Associates

This representation has been prepared by Peter Brett Associates on behalf of our client Next PLC. It is submitted in response to the Publication Version of the Fylde Local Plan and relates primarily to the strategic location for development at 'Whyndyke Farm' at the Fylde-Blackpool border.

This representation addresses the following policies and their inherent soundness:

- M1 Masterplanning the Strategic Locations for Development
- SL2 The Fylde-Blackpool Periphery Strategic Locations for Development
- GD6 Promoting Mixed Use Developments
- EC1 Overall Provision of Employment Land and Existing Employment Sites
- EC4 Blackpool Airport Enterprise Zone

Turning specifically to the issue of employment land, we do have some concerns in respect of policies EC1 Overall Provision of Employment Land and Existing Employment Sites and EC4 Blackpool Airport Enterprise Zone and their ability to pass the tests of soundness.

Policy EC1 states that 62 hectares of new employment land will be delivered on specified sites (including 20 hectares at Whyndyke Farm) and that development proposals for alternative uses in these locations will be resisted unless it is demonstrated that there is no reasonable prospect of the site being used for employment purposes.

Policy EC1 also allocates 14.5 hectares of land at Blackpool Airport Enterprise Zone where there is a further dedicated Policy EC4 which allows for a greater range of alternative uses including retail, employment and leisure uses through enabling development in this particular location. The flexibility within the wording of Policy EC4 to allow for enabling development is an approach which we support, and we consider could also be adopted at the four strategic locations for development, to assist with infrastructure costs and help to enable the sites to commence.

For ease of reference, we cover each of the tests of soundness separately, in the following sections.

### ***Positively Prepared***

Paragraph 182 of the NPPF states:

*'the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development.'*

The Employment Land and Premises Study 2012, recommends that a further '26 to 33 ha of employment land' be allocated for period 2012-2030. However Policy EC1 seeks to designate 62ha of new employment land, double the maximum recommended by the study; in addition to the existing employment sites which are identified in latter half of Policy EC1.

We question therefore, the justification for such a substantial allocation of employment land, when the evidence (based on historic take up rates), advises that the objectively assessed requirement is significantly less. The study assessed five different forecast models and each of the other four models suggests that the Borough has a significant oversupply of employment land, the scenarios ranging from a 15 hectare oversupply in the lowest case to 51 hectares in the highest.

Furthermore, we note that 14ha of Blackpool's employment land will also be accommodated within Fylde although there is no explanation or justification for the way this figure has been calculated or the distribution of Blackpool's requirement amongst its other neighbouring authorities. We also note the commentary at paragraph 6.40 of the Employment Land and Premises Study 2012 which states:

*'The land supply is dominated by provision in the west of the Borough, especially at Whitehills Park, close to the M55 motorway and Blackpool. Whilst this location might be attractive to new investors to the Borough, the relative distance and poor connectivity at present make it less enticing to Fylde's indigenous companies located in Lytham and St Annes. There is almost no supply in Kirkham while sites in St Annes and Lytham are either constrained or have owners seeking alternative users.'*(Our emphasis).

The study makes strong recommendations about the Council's need to strategically consider where the additional employment land should be provided to reflect not just the type and size of site, but also a portfolio that links to all the established settlements.

Consequently, we do not consider that Policy EC1 has been '*positively prepared*' to meet the identified objectively assessed employment requirements over the plan period; and hence cannot be considered sound.

### ***Justified***

Paragraph 182 of the NPPF states:

*'the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence'*.

As outlined above, Policy EC1 proposes the allocation of 62ha of new employment land in addition to existing employment sites, thus providing for significantly more land than recommended by the Employment Land and Premises Study 2012.

Notwithstanding, the excessive allocation of employment land, we would highlight that 38.6ha is proposed in and around junction 4 of the M55 at Whitehills (sites ES4, ES6, ES7 AND MUS1) and Whyndyke Farm (MUS2), equating to 62 per cent of the entire designation.

In this respect, we highlight the paragraph 11.50 of the study which states:

*'The focus around Junction 4, and particularly at Whitehills Park, reflects historic patterns of development in the Borough (almost half the take-up since 1989 has involved sites around Junction 4 M55). Thus this is an established employment location in Fylde, with a critical mass of existing development and a history of good demand. Links to the rest of Fylde are limited but can be improved if the Link Road is brought forward. Allocation of one or more, additional employment sites here thus represents a comparatively low risk strategy'*. (Our emphasis)

Five additional allocations are proposed at Junction 4, totalling two thirds of the entire employment land allocation for the plan period. Currently, all the proposed sites except Whyndyke Farm are located within or adjacent to the existing Whitehills Industrial Estate.

In this regard, we note that while options for the overall spatial strategy for Fylde have been considered and assessed, very few options were considered for the allocation of the proposed strategic sites. The Local Plan Part 1: Issues and Options (June – July 2012) consultation document sets out five development options for the future of the borough, proposing varying levels and distributions of development over the plan period.

Option 5 sets out the potential for increased employment and residential development in the Whitehills area and at Junction 4 of the M55, no alternative uses are considered. This too, is the situation in the Preferred Option document (June – August 2013); whilst specific locations for strategic development are identified, no alternative uses for the sites are presented.

Consequently, it is not considered that the allocation of the site for solely residential and employment purposes is fully justified when little consideration has been given to any reasonable alternative combinations.

### ***Consistency with National Planning Policy***

Paragraph 182 of the NPPF states:

*‘the plan should enable the delivery of sustainable development in accordance with the policies in the Framework’.*

To this end, paragraph 17 sets out 12 core planning principles and advises that, amongst other things, planning should:

- *‘be genuinely plan-led, empowering local people to shape their surroundings, with succinct local and neighbourhood plans setting out a positive vision for the future of the area. Plans should be kept up-to-date, and be based on joint working and co-operation to address larger than local issues. They should provide a practical framework within which decisions on planning applications can be made with a high degree of predictability and efficiency;*
- *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; and*
- *Promote mixed use developments, and encourage multiple benefits from the use of land in urban and rural areas, recognising that some open land can perform many functions (such as for wildlife, recreation, flood risk mitigation, carbon storage, or food production).*

The publication version of the Local Plan, states at paragraph 7.15 that outline planning permission *‘has been granted’* subject to a Section 106 Agreement for Whyndyke Farm. The planning application for the site at Whyndyke Farm was submitted in March 2011 (before the Issues and Options Consultation for the Local Plan was published in June 2011) and there has been a resolution to grant planning permission for the site for over twelve months although no planning permission exists to date.

The Local Plan and its policies should in our opinion allow sufficient flexibility for the mix of uses to evolve on this site in order to facilitate the larger comprehensive development to be brought forward. This is particularly important given that the application was submitted over five years ago and the masterplan needs flexibility to respond to commercial pressures.

This matter aside, we would also stress, that the existence of a planning application or indeed a planning permission should not predicate the outcome of local policy. Instead, we emphasise that for plan-making, the NPPF requires that:

*'Local Plans should be able to meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless:*

- *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or*
- *specific policies in this Framework indicate development should be restricted.'*

Whilst planning tradition dictates that employment is categorised in premises and land identified under Use Class B, regard must be had to the real economy, in which the retail sector plays a significant part. In this regard we highlight paragraph 20 of the NPPF which states:

*'To help achieve economic growth, local planning authorities should plan proactively to meet the development needs of businesses and support an economy for the 21st century'.*

Additionally, we would also highlight paragraph 22, which 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'.*

#### **Conclusion**

In conclusion whilst we support the allocation of the Whyndyke Farm site as a strategic location for mixed use development as set out in Policies M1, SL2 and GD6 we nevertheless have objections to the scale and distribution of employment allocations within the Local Plan, and the possible difficulties associated with their delivery given the constraints imposed by Policy EC1.

We consider that a more flexible approach to the form of commercial development that can come forward should be advocated which would assist with delivery, allow for enabling development to be brought forward (as is the case in Policy EC4) and to comply with the NPPF.

SCB/LA/08/00388 –  
Blackpool Council

#### **Policy EC4 Blackpool Airport Enterprise Zone**

This is a new policy that has been included in the Publication Version of the Fylde Local Plan following the designation of the Blackpool Airport Enterprise Zone in April 2016. Therefore, this is the first opportunity consultees have had to make comments on the policy.

	<p>Blackpool is supportive of the Airport Enterprise Zone and the commercial opportunities it will provide for new and existing businesses on the Fylde Coast. The Enterprise Zone will be a vital source of job opportunities for residents in Blackpool, Fylde and further afield. Therefore, the inclusion of a policy setting out the planning framework for this area is supported.</p> <p>However, we have concerns that the policy, as written, appears unduly restrictive. It does not support the development sectors that are targeted by the Enterprise Zone. The Department for Communities and Local Government website <a href="http://enterprisezones.communities.gov.uk/enterprise-zone-finder/blackpool-airportenterprise-zone/">http://enterprisezones.communities.gov.uk/enterprise-zone-finder/blackpool-airportenterprise-zone/</a> and the Blackpool Airport Enterprise Zone website set out the target business sectors for the site. These include the energy industry, advanced manufacturing and engineering, food and drink manufacture and the digital and creative sector, with companies outside of these sectors also welcomed.</p> <p>Policy EC4 supports the sustainable development of Blackpool Airport, including working to develop the potential of commercial aeronautical activity on the site. Blackpool is supportive of this and would not want development at the Enterprise Zone to compromise the future use of the airport and runway. However, whilst criterion a of the policy identifies the Enterprise Zone and is supportive of the benefits it may provide, it does not provide a sufficiently positive policy framework for development of the Enterprise Zone target sectors, or other sectors that would encourage job creation and industry diversification. The policy should provide support for these sectors and other employment uses, providing that such development does not compromise commercial aeronautical activity at the site.</p> <p>Criterion b of the policy, where employment uses appear to be linked to delivering aviation uses on site, is too restrictive. This could discourage target sector employment uses from locating on the site. It is suggested that employment uses are not listed as enabling development in the policy.</p> <p>In addition, we are concerned about the identification of retail and leisure as potential enabling development on the site.</p> <p>There may be a case for limited retail in the form of bulky goods, or other uses that are less well suited to a town centre location (for example garden centres) but the provision of units for unrestricted retail uses would not be acceptable and this needs to be made explicit in the policy and supporting text.</p> <p>We also consider it is inappropriate to include leisure uses within the policy, which could negatively impact upon Blackpool's planning policy framework for Blackpool town centre, the resort core and resort regeneration.</p> <p>Whilst Blackpool at this stage has submitted objections to Policies H4 and EC4, Blackpool will continue to approach Fylde to agree, if possible, appropriate modifications so as to be able to withdraw its objections.</p>
<p>SCB/SCB/13/01517 – Lancashire Enterprise Partnership (LEP)</p>	<p>With regard to Policy EC4 Blackpool Airport Enterprise Zone, the LEP objects to the wording of the policy. As currently worded the policy does not support the purpose of the EZ and could be interpreted in a way that could prevent key uses and developments coming forward. The policy is therefore contrary to the Government's award of EZ status and the LEP's support and approval of the successful EZ submission.</p> <p>The wording of Part b Enabling Development sets out that "alternative uses such as retail, employment and leisure may be appropriate where it can be demonstrated that they help deliver aviation uses on the site". By including employment as an enabling use this could be interpreted as saying that only aviation uses are generally acceptable, and that employment will only be allowed if it helps to deliver aviation uses. This would significantly restrict and hinder the development of the EZ.</p> <p>It is critical that the wording of the policy be revised to ensure that employment uses are supported in line with the purposes of the EZ designation.</p>

	<p>Whilst the value of retaining the site's "aero park" functionality is recognised, it is also important to ensure that the location is capable of attracting the target sectors that have been identified with Government as part of the successful EZ application. The policy and justification do not reference any of the EZ's target sectors including energy. Paragraph 9.7 of the Plan sets out that "Blackpool Airport Enterprise Zone will become a centre of excellence for the energy sector". This should be picked up in the policy. The Lancashire Energy HQ, a training facility for the energy sector has already located on the site and building on this strategic asset will be important in developing the Blackpool Airport EZ as part of the suite of 4 Enterprise Zone sites across Lancashire.</p> <p>Reference to EZ stakeholders in the policy and throughout should include the LEP</p> <p>With regard to Policy EC4 Blackpool Airport Enterprise Zone, the LEP objects to the wording of the policy. As currently worded the policy does not support the purpose of the EZ and could be interpreted in a way that could prevent key uses and developments coming forward. The policy is therefore contrary to the Government's award of EZ status and the LEP's support and approval of the successful EZ submission.</p> <p>The wording of Part b Enabling Development sets out that "alternative uses such as retail, employment and leisure may be appropriate where it can be demonstrated that they help deliver aviation uses on the site". By including employment as an enabling use this could be interpreted as saying that only aviation uses are generally acceptable, and that employment will only be allowed if it helps to deliver aviation uses. This would significantly restrict and hinder the development of the EZ.</p> <p>It is critical that the wording of the policy be revised to ensure that employment uses are supported in line with the purposes of the EZ designation. Whilst the value of retaining the site's "aero park" functionality is recognised, it is also important to ensure that the location is capable of attracting the target sectors that have been identified with Government as part of the successful EZ application. The policy and justification do not reference any of the EZ's target sectors including energy. Paragraph 9.7 of the Plan sets out that "Blackpool Airport Enterprise Zone will become a centre of excellence for the energy sector". This should be picked up in the policy. The Lancashire Energy HQ, a training facility for the energy sector has already located on the site and building on this strategic asset will be important in developing the Blackpool Airport EZ as part of the suite of 4 Enterprise Zone sites across Lancashire.</p>
<p><b>Policy EC5 – Vibrant Town, District and Local Centres</b></p>	
<p>GCB/VB/08/00500 - The Theatres Trust  Mr Anthony</p>	<p>The Theatres Trust supports proposed Policy EC5 as it clearly reflects guidance in Paragraph 70 of the NPPF, being that to deliver the social, recreational and cultural facilities and services that the community needs, planning policies and decisions should plan for the use of shared space and guard against unnecessary loss of valued facilities. Also to ensure that established facilities and services are retained and able to develop for the benefit of the community.</p> <p>Town centres are the economic and social heart of a community, and cultural activity plays a key role in developing town centre vibrancy. Cultural facilities include your theatres, live music venues (inc. public houses), community spaces, cinemas, libraries and other public venues, and they are important in supporting the local and visitor economy by attracting people to these centres where other businesses then benefit from the flow on effects.</p> <p>Cultural activities are also an essential element of a sustainable community as they help promote well-being and improve quality of life. Participation in cultural events can contribute to social cohesion, reduce isolation and loneliness, and cultural activity can contribute to skills development and learning, as well as providing the entertainment and stimulation needed to sustain vibrant communities and grow the economy.</p>

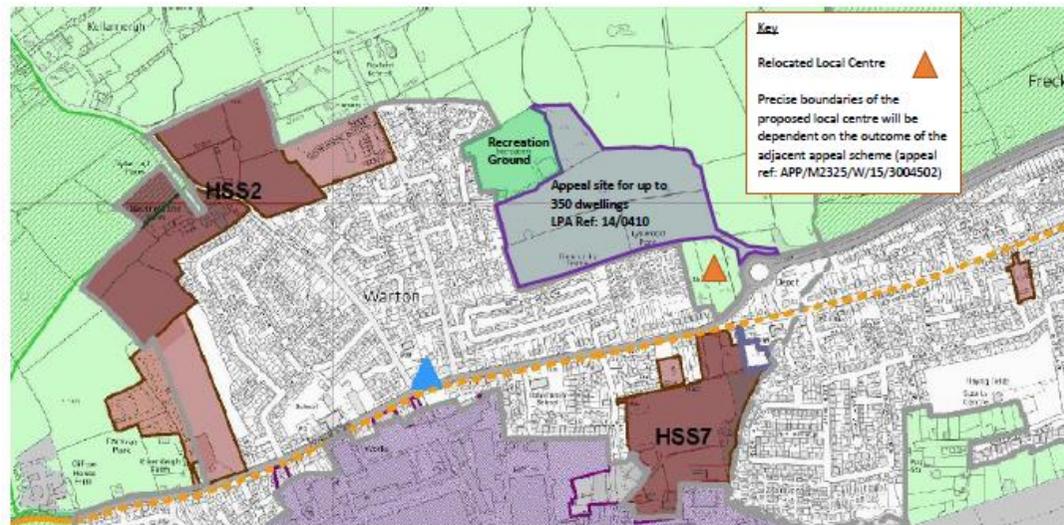
	<p>There is a growing awareness of the role that the arts and culture play in developing, attracting and retaining a skilled workforce and new residents to the area.</p>
<p>OC/AGCN/16/00782 – Mr Chris Hill  De Pol Associates</p>	<p>These representations concern the provision of services and a Local Centre in Warton which will meet the needs and requirements of the development proposed by the Local Plan publication version. These representations highlight concerns that the identified location for a local centre in Warton is not sufficient to provide the necessary infrastructure to support the development proposed. These representations propose the relocation of the proposed Local Centre to land to the north of the Lytham Road roundabout as identified on the accompanying plan.</p> <p>Policy DLF1 identifies Warton as one of the four strategic locations for development which will contribute towards the delivery of 7,768 new homes to be delivered over the plan period. Policy S1 identifies Warton as a Local Service Centre and that the settlement will have improved services by the end of the plan period.</p> <p>Policy SL3 identifies that the allocated sites in Warton will deliver 840 homes over the plan period. This policy also makes reference to the requirement for a new local retail centre to support the proposed housing development.</p> <p>Policy EC5 of the plan proposes a new local centre at Warton. The Policies map articulates this proposal through the use of a blue triangle icon located approximately at the junction of Church Road and Lytham Road. It is considered that the identification of this location for the necessary Local Centre is not sound and does not meet the requirements of the plan.</p> <p>The location proposed as the new Local Centre currently benefits from a limited range of services including a small convenience store, public house and a small terrace of retail and service uses. It is considered that the current range of services and floorspace available at this location would not be sufficient to meet the needs of Warton and provide a suitable Local Centre. This is recognised both in policy S1, as identified above, and The Infrastructure Delivery Plan August 2016 which states, in paragraph 9.12, that “there is currently a lack of shops and community facilities” and that “the provision of retail facilities and services appropriate to its scale and function will improve Warton as a sustainable location to live”.</p> <p>It is considered that the location identified for the Local Centre has limited potential to provide the range of services and retail facilities necessary to improve sustainability at Warton and support the proposed residential development. The area at the junction of Church Road and Lytham Road is constrained by relatively dense development and there are no identified opportunities to provide the services and facilities necessary to create the proposed Local Centre. The existing premises and buildings around the Church Road/Lytham Road junction are unlikely to appeal to meet modern retail requirements and therefore not appeal to retail and service operators. The allocation of this area restricts the form of Local Centre which could be provided to the disbenefit of the village and as such will not increase the sustainability of the settlement, an important element of the plan.</p> <p>The site to which these representations relate could accommodate a modern purpose built Local Centre which could be developed and designed to meet the needs of Warton and accommodate the requirements of modern retailers. The site at land to the north of the Lytham Road roundabout is accessible and would provide scope for a range of retail and community uses. Land to the north of the subject site is currently subject to an appeal for 350 dwellings under reference APP/M2325/W/15/3004502). If approved this development would provide for the containment of the subject site and effectively result in it forming part of the settlement of Warton with development on all sides.</p>

Whether the representations relating to the allocation of the site as a Local Centre are accepted or not it would be logical to amend the settlement boundary to include the subject site. In the setting of an approval of land to the north the subject site would serve no function with a countryside designation.

It is considered that the Local Plan is not sound when considered against the tests outlined in paragraph 182 of National Planning Policy Framework (NPPF) for the following reasons:

- The proposed Local Centre site at Warton has not been assessed to establish whether it can meet the infrastructure requirements of the proposed housing allocations for the settlement. Given the constraints at the location identified for the Local Centre there is limited opportunities to meet the recognised lack of services and facilities to deliver the plan. By contrast the site submitted in these representations would provide scope for a range and variety of services which would meet infrastructure requirements and provide for a sound plan.
- The location of the proposed Local Centre is not justified. The location which currently accommodates a limited range of services and facilities has been identified but it would appear that consideration has not been given to a new location which could provide modern purpose built facilities to operate alongside the existing limited range of services in the settlement. This alternative strategy of a new facility should be considered a more appropriate strategy.

Plan Number: DPA\_01



Enlarged Extract from Fylde Local Plan to 2032 Publication Version Policies Map (Draft)

The local centre should be relocated to the location identified on the accompanying plan (Ref: DPA\_01).

Representation Part B – Mr C. Hill c/o Agent: De Pol Associates Ltd

OC/AGCN/13/01758  
– Hallam Land  
Management Ltd.

Pegasus Group

Policy SL3 also mentions of developing a new local retail centre, with paragraph 6.19 noting that this will be developed in consultation with Bryning with Warton Parish Council, on previously developed land owned by BAE Systems on Lytham Road. However, the proposals map does not show the extent of the intended centre (instead it is defined by a small blue triangle), whilst the submitted BWNP sought to focus development on the existing centre and did not include any additional land within the centre boundary.

	As such if there is a genuine aspiration to create an enhanced Local Centre then the land to made available should be clearly marked out and agreed with the NPSG/ Parish Council, particularly if the new centre is to support the level of housing and employment growth (1,160+ dwellings and the Enterprise Zone) that is likely to be required by 2032
Paragraph 9.63	
OC/IB/10/01031 – Fred Moor	<p>Small but important point in the paragraph that says</p> <p><i>“ ....Lowther Pavilion and Gardens is a major tourism attraction, which is important for both the daytime and night time economy and includes the only theatre in the Borough.....”</i></p> <p>Reword to</p> <p><i>“ Lowther Pavilion and Gardens is a major tourism attraction, which is important for both the daytime and <del>night time</del> <b>evening</b> economy and includes the only theatre in the Borough.”</i></p> <p>I know of no ‘night time’ uses of Lowther Gardens or the Pavilion, (such as night clubs for example), and I argue there should be none, given the surrounding residential area in which care homes and nursing homes predominate.</p>
Policy EC6 – Leisure, Culture and Tourism Development	
OC/LO/15/02112 – BAE Systems  Cass Associates	<p>Zone Six of the Coastal Masterplan within the Coastal Strategy relates to land on and adjacent to Warton Aerodrome. BAE Systems would object to any infrastructure provision or development within this Zone that would have a detrimental impact on its operational requirements and communication systems at the Aerodrome. BAE Systems consider that the policy and supporting statement must reference the need for suitable safeguards to the operational requirements and communications systems at the Aerodrome from any development associated with the Coastal Strategy. This would be in line with Policy CL3 which relates to renewable and low carbon energy generation affecting facilities such as Warton Aerodrome.</p> <p>Amend policy EC6 i to Implementing the infrastructure projects identified in the Coastal Strategy, including the delivery of tourism and recreation, taking account of any potential impact it may have on the operation requirements and communication systems of adjacent land uses such as Warton Aerodrome.</p>
OC/IB/10/01031 – Fred Moor	<p>The Island Sea Front Area.</p> <p>Whilst I welcome the very firm statement that <i>“Non leisure, culture and tourism uses will not be permitted in this Sea Front Area.”</i> there may be a small conflict between the recently issued development brief for this site and the proposals map. The proposals map properly shows the area designated as ‘Historic Parks and Gardens’, but it fails to show the boundary of the designated Seafront Area as including the approach to it (which is currently used for access and parking) and which is included within the plan in the development brief. This access and parking area lies within the historic parks and gardens designation.</p> <p>It appears to me that either the development brief should be changed to exclude the access and car parking area, or the proposals map should include that area within the ‘Seafront Area’ designation.</p>
OC/AGCN/16/0119 – Britmax Developments	We object to the blanket approach suggested in policy EC6 that tourism, cultural, heritage and leisure assets will be protected; in particular tourism and leisure uses. Firstly, there is no definition of what is considered to be an ‘asset’; therefore, it is difficult to know exactly what the policy is seeking to protect.

Indigo Planning	<p>The redevelopment of a site that is an existing tourism or leisure use should be assessed and considered on its own individual merits. The continuation of an existing use at a site will not always be the most suitable, appropriate or viable use for that site. Rather than see sites and existing operations deteriorating there should be flexibility incorporated into this policy that does allow the redevelopment of existing tourism/leisure uses for alternative forms of development where appropriate.</p> <p>With regards to the promotion and enhancement of rural tourism, this should not be solely focused on small scale visitor attractions. As currently drafted the policy is not positively prepared or justified as it does not represent the most effective strategy for meeting future development needs. Some sites outside settlement boundaries will be suitable and able to accommodate more large scale rural tourism facilities and, subject to such uses being able to be suitable accommodated on site with no adverse impacts to the surrounding environment should be encouraged and supported.</p> <p>The rural tourism part of this policy should be amended to also support large scale rural tourism at appropriate sites.</p>
Policy EC7 – Tourism Accommodation	
OC/IB/10/01031 – Fred Moor	<p>1) Policy EC7 is too weak to safeguard the stock of Tourist accommodation and the holiday areas when it <b>says “Non serviced tourism accommodation uses in these areas will be resisted”</b>. This is nowhere near as strong as the current TREC1 policy which says <i>changes of use will not be allowed</i></p> <p>2). There is no evidence and no objective justification to delete the concept of secondary holiday areas set out in the existing local plan.</p> <p>The concept of primary and secondary holiday areas should be maintained and mapped, and changes to primary holiday areas should not be “resisted”, the should be refused in order to retain the ‘critical mass’ of accommodation for holidaymakers.</p> <p>This change is nothing more than Fylde’s present policy, and it mirrors both the logic and the wording used to maintain the ‘critical mass’ of attractions on The Island Seafront Site in relation to Policy EC6.</p>
OC/AGCN/16/0119 – Britmax Developments  Indigo Planning	<p>We object to the long term protection and retention of all holiday caravan pitches purely for holiday purposes. As per the points raised in relation to policy EC6, requiring a site to be retained for its existing use does not represent a positively prepared or justified approach to meeting future development needs.</p> <p>Holiday caravan sites can become unviable, and preventing the redevelopment of such sites for alternative forms of development runs the risk the caravan park operations at the site will need to cease and the site become vacant and potentially fall into a state of disrepair.</p> <p>Having the flexibility to assess such sites and consider redevelopment opportunities means that sites can remain in active use and continue to meet the various needs of the community and Borough.</p>
OC/LO/15/02132 – Blackpool South Caravan Club site  Savills	<p>Policy EC7 – <i>Tourist Accommodation</i> relates specifically to Holiday Caravans and Camping Pitches. The policy states that “<i>Holiday caravan pitches will be retained for holiday use. Proposals to allow residential use of existing holiday caravan pitches and holiday park homes will be resisted. Conditions will be imposed on any permissions granted for additional holiday caravan pitches and holiday park homes to ensure that they are retained for holiday use.</i>”</p> <p>The Club are keen to remain in the local area and believe that it brings leisure and employment benefits to the area. However, The Club recognise that the land directly to the south of the site is being promoted for residential development, and the land directly adjacent to their site is being</p>

	<p>promoted for a mix of both employment and residential development. In the event that this change proves negative to The Caravan Club's members and does not provide the environment that they are looking to stay in, The Club may wish to search for suitable alternative premises. However, <i>Policy EC7: Tourism Accommodation</i> states that <i>holiday caravan pitches will be retained for holiday use. Proposals to allow residential use of existing holiday caravan pitches and holiday park homes will be resisted</i>. This Policy would be prohibitive towards The Club being able to relocate in the event that its site incurs a decline in visitor numbers and a decline in its viability.</p> <p>If this site is not to be included, The Club wishes to see an amendment made to policy EC7, so that the policy is not prohibitive towards the potential relocation of the site in the event that their concerns are realised. The Club wishes to retain a site in the Fylde District in close proximity to Blackpool. In order to facilitate this within the emerging Local Plan, The Club request amendments be made to policy EC7 to include a level of flexibility that is not currently afforded.</p>
Cross Cutting Themes in Chapter 9	
SCB/GD/15/00080 – Historic England	<p><u>Chapter 9: The Fylde Economy</u></p> <p>Page 94 – <b>unsound</b> – see above. Much of this section of the document deals with the conservation of the historic environment; improvements to town centres and leisure and recreational assets. Again, if appropriate heritage protection is not secured through development encouraged by this section of the Local Plan it will not satisfy paragraph 8 of the NPPF.</p>
Chapter 10 – Provision of Homes in Fylde	
OC/IB/13/02027 - CAPOW	<p>As stated previously, in our reply to the earlier draft, it is a GREAT pity that many of the proposals were not implemented from earlier drafts as they are clearly to be policy. This could have prevented extensive “large house” developments in Rural Villages, which are NOT in accord with these policies. This includes the “Liverpool method” as stated in para 10.19. Given the two large sites approved and coming on stream (Queensway and Whyndyke, it makes total sense to spread the housing backlog over the plan period, immediately.</p> <p>The sub-regional ONS for 2014 shows an expected reduction in population or at minimum of flat population growth. FBC want to go for growth to service the aging population BUT why not await proven growth need and adjust the Local Plan accordingly? There is little or no evidence that such growth is occurring. Hence we COULD end up with far too many houses, having spoilt the now ex-rural villages and allowing too many greenfield sites to be concreted over, unnecessarily.</p> <p>There is a current national outcry relating to Developers obtaining approval then not constructing, to maintain higher sales values. The suggestion is that all approved land should be fully developed within 5 years and we have made a similar suggestion previously, which has gone unheeded. There is evidence of this problem locally, plus the question over manpower needed to construct on an ever-increasing portfolio of approved land. This is evident from Developers’ responses to a survey undertaken on behalf of FBC (Keppie Massey report). All this does little or nothing to help with maintaining a “5 year supply of housing land”. More approvals do NOT mean greater numbers of properties being developed but a dilution in the workforce available to complete those sites already under construction and extends the misery/serious disruption to existing residents who are, after all, the existing payers of Council Tax. This requires a serious re-think!</p>
OC/LO/12/0968 – Mactaggart & Mickel Ltd.  Colliers International	<p>Mactaggart &amp; Mickel have reviewed the content of Chapter Ten – Provision of Homes. As detailed in this Chapter the Council have failed to provide the 370 units required since 2011, indeed they are 800 units or thereabouts short of meeting this requirement to 2032. This raises the annual requirement to 420 units per annum.</p>

The Council spread this shortfall over the entire plan period and there is an argument that this should be provided over the first five years of the Local Plan period, to make up the shortfall to provide the houses required now and in as short a timeframe as possible. Appendix Two which support this chapter demonstrates that when existing sites are developed in Wrea Green there will be no further housing sites planned after 2021.

In site specific terms the analysis of our clients landholding, it is not considered that sufficient analysis has been provided in terms of its sustainable, locational and infrastructure requirements, as detailed in paragraph 10.20. The Site Assessment Background Paper look to be exceptionally limited in terms of its analysis, from the information provided in this document. The comment that the 'site is too small' is also inaccurate.

Mactaggart & Mickel believe that in order to meet the housing requirement over the plan period that further allocations are required to provide sites that are deliverable in the short term. The Council have consistently failed to provide a five year housing land supply and the manner to address this matter comprehensively is to allocate deliverable housing sites, such as the Mactaggart & Mickel site at Moss Side Lane, Wrea Green. This will ensure that the housing requirement is met in full over the plan period.

Wrea Green should also have an allocated residential site that will deliver housing beyond 2021. The D&A Statement details the sustainable, locational and infrastructure benefits of the Mactaggart & Mickel landholding, which should be allocated for future residential development.

**Paragraph 10.16**

OC/IB/13/02027 - CAPOW

We do not see any reason to raise issues with any other matter, save one, the housing requirement. This is 370pa of which 249pa are to be affordable, then why has it been necessary to approve SO many large market houses and therefore swamp the Rural Fylde in such housing, contrary to this Emerging Policy. It seems a proper transition was required at a MUCH earlier stage. No action has been taken to try and match the local requirements with applications being approved. In fact there are areas where it has been difficult to "fill" affordable housing, in evidence that the need CANNOT be as great as has been indicated. If there is a "need" this cannot happen. This is contrary to the NPPF. Some Rural Villages have had a Housing Needs Survey conducted by FBC but this has not been used when agreeing the housing content of Reserved Matters Applications. This includes during this current period of Consultation of the Local Plan. The absence of a 5 year housing supply should not preclude this evaluation. In many instances NO infrastructure, traffic calming measures or services improvement has been a requirement for a development to be approved.

**Policy H1 – Housing Delivery and the Allocation of Housing Land**

OC/AGCN/15/02088 - Warton East Developments  
Satnam Group

These representation go to the soundness of the plan currently proposed. In our view the plan is unsound, it is not positively prepared (as it ignores sites such as the land east of Warton and does not seek to allocate such land), and is not justified (as the housing requirement is not based on a true and accurate OAN). As such the plan will not be effective in meeting housing and other needs in the plan area over the life of the plan, and fails to be consistent with government policy (that exhorts councils to allocate housing to "boost the supply" of homes in sustainable locations).

As such the plan needs to be modified before it is submitted for examination along the lines set out below.

"POLICY H1, HOUSING DELIVERY AND THE ALLOCATION OF HOUSING LAND", should be based on a proper and thorough up to date assessment of housing needs, to date this has not been undertaken. As such the main function of this plan is unsound and not in compliance with policy or good practice guidance. The attached NLP report (unoposed by the council at the recent inquiry) sets out where the annual requirement should be set to meet the OAN. **The policy should be amended to reflect the outcome of an up to date assessment of housing need in the borough. This is substantially more than the 370 pa proposed.**

	<p><b>This representation was also accompanied by a number of separate documents, please see: Document SD013 – Copies of Regulation 20 Representations (Regulation 22(1)(d) document)</b></p> <p><b>Title: Land at Warton, Fylde</b>  <b>Technical Paper on Housing Issues</b>  <b>Satnam Planning Services Ltd.</b>  <b>3 June 2016</b>  <b>41737/MW/WS</b></p> <p><b>Title: Planning Proof of Evidence (FBC) for Land East of Warton</b>  <b>June 2016</b>  <b>10.1</b></p> <p><b>Title: Warton East – Landscape Masterplan</b>  <b>Rev A</b>  <b>2043</b></p> <p><b>Title: Town and Country Planning Act 1990 – Section 77</b>  <b>Statement of Common Ground (planning Issues)</b>  <b>Appeal on behalf of Warton East Developments Ltd.</b>  <b>Satnam Planning Services Ltd.</b>  <b>July 2016</b>  <b>SOCG FINAL</b></p>
<p>OC/AGCN/10/01017  – Administrators for  Greenhurst  Investments</p> <p>Indigo Planning</p>	<p>Given the above, we <b>object</b> to Policy DLF1 which sets the development locations for Fylde on the basis that the council will need to deliver more than a minimum of 7,768 new homes, but considerably less than 60.6 ha of gross employment development over the plan period to 31 March 2032.</p> <p><i>Housing</i></p> <p>The borough has been in a position of undersupply for a number of years and has a record of persistent under-delivery. Against its draft housing requirement of 370 dwellings per annum, the council has not for some time been able to demonstrate a five year housing land supply. This is demonstrated in a number of recent appeal decisions and is set out in the council’s Five Year Supply document (base date 31 March 2016) which demonstrates a 4.8 year supply of housing.</p> <p>Whilst the council acknowledge the undersupply in their latest monitoring work, we have undertaken a more detailed assessment of sites comprised in the council’s supply against National Planning Policy Framework (NPPF) / National Planning Practice Guidance (NPPG) and our assessment demonstrates a significant deficiency in supply, even lower than Fylde’s published position. We consider the supply to be more in the region of 3.6 years. Furthermore, the position is exacerbated by the fact that as at May 2016, Wyre Council requested that Fylde Council help meet its objectively assessed housing need. Whilst the exact extent of the unmet need is unknown, it is clear that Wyre is looking to neighbouring authorities to meet its needs. This will result in Fylde needing to find more sites for housing. It is also important to note that both our conclusions and the council’s assessment are based upon the emerging draft plan housing requirement, which is yet to be tested at examination, and should the annual requirement increase, would reduce the supply position even further. This was a point made by the St Anne’s NDP Examiner where he states that the Local Plan Publication Version “<i>is still likely to be challenged at Inquiry, not least on the matter of housing numbers</i>”.</p>

<p>OC/LO/12/00968 – Mactaggart &amp; Mickel Ltd.</p> <p>Colliers International</p>	<p>In terms of Policy DLF 1 – Development Locations for Fylde, it sets out the housing requirement to 2032, over the plan period, being a minimum of 7,768 units and then details locationally where these are to be directed.</p> <p>Mactaggart &amp; Mickel believe that the objectively assessed housing need requires a greater number of minimum housing units than currently stated. This is based on the consistent inability of Fylde Council to deliver its housing requirement, they have rarely met their five year land supply. It is suggested that further sites are allocated to ensure that the housing requirement in Fylde is met in full by 2032. It should be noted that to date the council are over 800 units behind in meeting their 370 unit requirement from 2011. This demonstrates that further housing allocations are required to rectify this backlog that is already building up at the outset of this plans delivery period.</p>
<p>OC/ACT/13/02036 – Minority Group - Liz Oades</p>	<p>2. <u>Housing Need Chapter 7</u></p> <p>The local demographics, as far as Fylde is concerned, show a net loss in housing need figures as more people die in Fylde than are born. We are also of the opinion that the fragmentation of households in Fylde is not as great as shown.</p> <p>We believe the original and subsequent Fordham Housing Need Assessments overstated and inflated real housing need, and this approach has now been carried forward into the Preferred Options document. Ultimately, this inflates the number of homes presumed to be required, and the area needed for them.</p> <p>We assert that we should not have to lose too much of our green fields to accommodate inward migration and we pose the question “Should Fylde lose too much of its green fields to accommodate the inward migration of people who wish to move here”? This is a political decision and it’s perfectly right that residents should take a view as to how much land they want to lose.</p> <p>3. <u>Housing Figures Chapter 8</u></p> <p>In recent months there have been very significant changes to the background statistics used to model the housing numbers and the land allocations required to meet the projected need to 2030.</p> <p>The revised base figures from the 'Office of National Statistics' are now available and must be incorporated immediately. As these figures show the population trends from a recent start point, clearly there should be no requirement to account for underperformance on figures for previous years.</p> <p>Additionally, the simplistic approach of using all age average household size to convert the population to housing unit numbers can be replaced by a model which accounts for the predicted significant age shift towards elderly residents who will live in significantly smaller households.</p> <p>All of these aspects significantly undermine the very foundation of the mathematical base on which the preferred option report is founded and will demonstrate that the housing need figures - even excluding the current economic circumstances - are massively overstated. These figures are being worked on and challenged by many different groups.</p> <p>Additionally, the 5 year supply status is over reliant on "build out" rates over which neither the Development Management Committee or Planning Officers have any control. This is solely in the control of Developers and must be challenged as permissions are already in place which more than cover and well exceed a 5 year supply.</p>

The Government is looking to produce a policy to prevent 'Land Banking' at this moment. This effectively is what is happening in Fylde Borough. If there was a huge need for housing, these permissions would have been taken up and built.

SCB/SCB/08/00363 – CPRE – Fylde District

**PROVISION OF HOUSING IN FYLDE**

The total provision of housing over the plan period and the consequent land allocated for new housing developments in the FLPPV is driven by the local Housing Requirement Figure for Fylde proposed in the Council's Housing Requirement Paper (Reference 9). This figure also directly affects the 5-Year Housing Supply figure.

**THE HOUSING REQUIREMENT FIGURE**

In the opinion of CPRE the housing requirement figure of 370 homes/year is based on an objectively assessed need calculation based on unrealistic scenarios leading to a unreasonably high figure.

We agree with the following caveats in the Council's Housing Requirement Paper suggesting the figure could be too high:

- Ability of the development industry to achieve the target (114.)
- Downward revision of assumed build rates for deliverable homes (115./116.)
- Large number of commitments (permissions) not being taken up (119.)
- Shortfall in completions since the start of the Plan Period which 'continue to be low' (119./138.)
- Workers for land in Fylde (14 Ha) for Blackpool's employment needs need not be accommodated in Fylde (132.)
- The Preston Western Distributor road will make it much easier for workers to commute into Fylde (132.)
- 370 homes/year is a substantial uplift (56%) from the 2012-based Sub-National Household Projection for Fylde, the 'starting point' projection. (149.)
- 370 homes/year represents a high level of delivery in relation to that achieved even before the recession. (155.)

Taking into account the perceived capacity of the industry and market signals reflected in the increasing shortfall in take up of permissions and completions, CPRE suggests the realistic achievable housing requirement for Fylde ought to be circa. 250 homes/year.

**Relevant figures**

Average new homes built in the last 13 years:	210 homes/year	HLAS (Ref 10)
Average new homes from start of Local Plan (5 years):	210 homes/year	HLAS
2012-based household projection for Fylde for Plan Period:	225 homes/year	DCLG
2014-based household projection for Fylde for Plan Period:	259 homes/year	DCLG
FLPPV Housing Requirement Figure:	370 homes/year	
CPRE suggested annual requirement:	~250 homes/year	

**THE 5-YEAR HOUSING SUPPLY**

In July 2014 CPRE Lancashire published independent research (Reference 4) which showed in Fylde the number of sites with extant planning

	<p>permission for housing was equivalent to more than ten years housing land supply (viz. land with planning permission for 3,948 dwellings divided by 366 homes/year = 10.8 years supply of housing land). Despite this, inspectors ruled that the NPPF 5-Year Housing Land Supply rule was not satisfied and in consequence allowed appeals for greenfield sites including Queensway, Mowbreck Lane Wesham, Kirkham Triangle and sites at Wrea Green. These off-plan sites are now allocated in the FLPPV.</p> <p>(See Table: OFF-PLAN GREENFIELD HOUSING SITES ALREADY APPROVED).</p> <p>The number of existing planning permissions for housing is now over 5,000. (FLPPV Para 10.19).</p> <p>The Revised Preferred Option used the Sedgefield method to recover the shortfall. We note that the FLPPV now adopts the Liverpool method. (FLPPV Para 10.19).</p> <p>CPRE agrees that the Liverpool method is the most appropriate in Fylde, given the unrealistic housing requirement, and consequent history of under-delivery since the start of the Plan Period which has resulted in a large notional shortfall of new homes.</p>
<p>OC/AGCN/13/01729 – Story Homes Ltd.</p> <p>Barton Willmore</p>	<p>Allowances and Unallocated Sites</p> <p>Table 2 of the Publication Draft Document allocates 12.6% (998 dwellings) of the total housing requirement to be met through ‘allowances and unallocated sites’ over the plan period. As drafted, it is unclear from the policy or supporting text what is included within this allowance.</p> <p>A review of the Housing Trajectory at Appendix 2 of the Publication Draft Document would indicate ‘allowances’ include:</p> <ul style="list-style-type: none"> <li>• Small site completions from 2011 to 2016 (125 dwellings);</li> <li>- Small site commitments and minded to approve sites from 2017 to 2021 (unallocated sites) (383 dwellings);</li> <li>• Small sites and windfall allowance (unallocated sites) from 2021 to 2032 (440</li> <li>- dwellings); and</li> <li>• Long term empty homes re-entering the market from 2016 to 2020 (50 dwellings).</li> </ul> <p>Our Client considers that Table 2 should be updated to itemise each allowance to provide greater clarity as to what is meant by ‘allowances and unallocated sites’.</p> <p>Notwithstanding this, our Client wishes to make the following comments in relation to the proposed inclusions of allowances within the housing land supply.</p> <p>Small Sites Committed and Mined to Approve from 2017 to 2021</p> <p>The Council includes an allowance of 383 dwellings within the housing supply for small sites which are committed or minded to be approved. It is unclear from the Publication Draft Document and associated evidence base whether this figure suggests all committed sites will be deliverable. In our Client’s view a non -delivery allowance should be applied to this figure to take into account the fact not all of the permissions will come forward.</p> <p>Windfall Allowance</p> <p>Paragraph 48 of the NPPF is clear that:</p>

**“Local planning authorities may make an allowance for windfall sites in the five-year supply if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply...”**

Paragraph: 24 Reference ID: 3-24-20140306 of PPG goes on to state that:

**“Local planning authorities have the ability to identify broad locations in years 6-15, which could include a windfall allowance based on a geographical area (using the same criteria as set out in paragraph 48 of the National Planning Policy Framework).”**

Our Client objects to the inclusion of a windfall allowance within the Council’s housing land supply as the Council has failed to provide any compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply.

The Council has also failed to provide any compelling evidence for the inclusion of windfall sites and re-occupation of long term empty properties within the Council’s housing land supply. Until such time, the Council can demonstrate that this is a legitimate source of supply it should be removed from the overall supply. As required by paragraph 159 of the NPPF, on behalf of Fylde, Blackpool and Wyre Councils, Turley produced a joint ‘Fylde Coast Strategic Housing Market Assessment’ (“SHMA”) in February 2014.

In November 2014, the Council published an Addendum SHMA to take account of the 2012 sub-national population projections (“2012 SNPP”) and subsequently produced a second Addendum in May 2015 to take account of the 2012 household projections. The findings of the original SHMA and Addendums 1 and 2 have been incorporated into a ‘Housing Requirement Paper’ (“HRP”) published by the Council in June 2016.

As stated in the HRP, the Council has sought to adopt a housing requirement of 7,768 dwellings (370 dwellings per annum) for the period 2011 – 2032. This figure represents the Borough’s demographic assessment of need, with a substantial uplift of over 50% from the 2012 household projection. This requirement is based on prudent economic assumptions and would essentially support the stabilisation of employment in Fylde.

For the reasons set out below, our Client is not convinced the justification for this requirement set out within the 2016 HRP is sound, and remains of the belief that the Council need to reconsider their housing requirement.

From the information available, we consider that it is likely that the adoption of a housing requirement which is higher than currently proposed by the Council is necessary to match the Borough’s economic growth aspirations. Simply put, 370 dwellings per annum will leave the Borough in a position where it is at a standstill and failing “boost significantly” the supply of housing as required by the NPPF.

#### Objectively Assessed Needs

An objective assessment of housing need is a test of whether the household projection based starting point can be reconciled with:

- a) the latest demographic evidence;
- b) the ability to accommodate projected job demand; and
- c) the requirement to address worsening market signals.

If it cannot be reconciled, then an adjustment should be made.

Starting Point Estimate

The household projections published by the Department for Communities and Local Government (CLG) provide the starting point estimate of overall housing need.

Paragraph: 016 Reference ID: 2a-016-20150227 of the PPG states wherever possible, local needs assessments should be informed by the latest available information. The NPPF is clear that Local Plans should be kept up-to-date.

Addendum 2 of the SHMA (2015) utilises the 2012-based sub national household projections (2012 SNHP), which project a starting point estimate of 221 dwellings per annum in Fylde between 2011 and 2032.

Since the publication of Addendum 2, CLG published their 2014 – based sub national household projections (2014 SNHP) on 12th July 2016. These projections cover a period up to 2039 and form the latest available assessment. In relation to Fylde, the 2014 SNHP see the number of households increase from 221 to 256 per annum.

The PPG states new projections do not automatically mean that housing assessment are rendered out of date every time new projections are issued; however, the projections indicate an increase in the number households; therefore, this has the potential to increase the overall requirement.

Our Client contests that the Local Plan should not be submitted for Examination until the Council has undertaken a further assessment to understand fully the implications of the 2014 SNHP, and whether this would have a meaningful change on the proposed housing requirement.

#### Adjusting for Demographic Evidence

Adjustments to household projection-based estimates of overall housing need should be made if justified on the basis of established sources of robust demographic evidence, such as the latest projections and population estimates published by ONS. Adjustments might include alternative/updated components of change and household formation rates.

Despite our Client's objection above, our Client agrees that the 2012- Sub National Population Projections (2012 SNPP) are trend based and are therefore likely to reflect past policy decisions and/or economic conditions. The period leading up to the base date of the 2012 SNPP was subject to a deep economic recession. The effect of the recession may have limited normal migration rates and suppressed household formation rates. An upward adjustment to the projection trend is therefore considered appropriate.

The issue of migration is explored by the SHMA with a review of 5 year and 10 year migration trends recorded in the Borough over this period. The 10 year migration timeframe is considered sensible as it covers a period of both economic growth and depressions. It would therefore reflect typical rates.

As stated within Addendum 2 of the SHMA (2015) and reiterated in the HRP (2016), the scenario based on 10-year net migration trends ensures a stable labour force and an associated dwelling growth of 320 dwellings per annum (based on adjusted headship rates in Addendum 2 and including unattributable population change) or **370 dwellings per annum** (based on adjusted headship rates in Addendum 2 excluding unattributable population change).

Whilst the migration-led scenario (370 dwellings per annum) represents a comparatively substantial uplift in the 2012 SNPP, this is based on prudent economic assumptions used in modelling and it fails to make a specific allowance for improvements to unemployment rates in the authority, and would essentially support a stabilisation of levels of employment in Fylde. Our Client maintains that the migration-led scenario labour force growth would not be sufficient to meet the Council's wider economic growth aspirations.

#### Adjusting for Likely Change in Job Numbers

The assessment of economic need is dealt with in the Addendum 2 SHMA (2015) through the consideration of two employment-led growth scenarios (AECOM and Oxford Economics). The employment-led scenarios suggest a need for between **440 and 450 dwellings per annum** based upon the application of the adjusted headship rate assumptions. Addendum 2 of the SHMA (2015) concludes the upper end of the range would represent the objectively assessed need on the basis of the considered economic position within the Council's evidence base.

Notwithstanding this, the HRP (2016) states that the Council consider an economic-led scenario to be unrealistic, as whilst the Local Plan supports economic growth it is likely that many workers will continue to commute into Fylde, very short distances from Blackpool and Preston and also smaller numbers will continue to travel from much further afield owing to the nature of the employment and the location of the employment sites.

Our Client notes that Land at Warton is currently designated as part of the Lancashire Enterprise Zone and will be a focus for economic growth and job creation with redevelopment of part of the site as a key location for advanced engineering and manufacturing businesses. The Enterprise Zone at Blackpool Airport was designated in April 2016 and aims to become a Centre of Excellence for the Energy Sector. There are plans for a new Energy Headquarter, which will be a dedicated new training facility to be developed by Blackpool and the Fylde College.

It is a Core Planning Principle of the NPPF, and further underlined by Paragraph 21 and 158 of the NPPF, that housing and economic strategies should be integrated, taking into account relevant market and economic signals. Housing supply should not provide a barrier to the achievement of economic objectives.

Our Client accepts that whilst the Enterprise Zones will operate at a national level in terms of supply chain and investment, the strategy for Fylde should be based upon sustainable growth rather than increased commuter patterns. The Council should aspire to attract and retain key workers, providing a wide choice of high quality homes which in turn will help further boost the local economy through local expenditure in Fylde's towns and villages.

Our Client therefore contests that the housing requirement should be adjusted to meet the Borough's economic growth aspirations, to 'boost significantly' housing supply and to encourage sustainable growth.

#### Affordable Housing Need

The Council acknowledges at paragraph 143 of the HRP that the need for affordable housing as assessed through Addendum 1 of the SHMA (2014) is **significant**. The Council's SHMA identified a need for 247 affordable homes to be delivered each year in the period from 2011 to 2032. This would present a requirement for a minimum of 5,187 affordable dwellings over the plan period.

	<p>It is clear the Council will be unable to meet all the identified need as stated within the HRP. Paragraph 158 of the HRP states providing 370 dwellings per annum would contribute towards meeting a significant proportion of the affordable housing needs identified in the SHMA. The requirement is considered to offer 111 affordable units per annum based on the emerging requirement for 30% affordable housing.</p> <p>Whilst we acknowledge that the methodology of a SHMA for calculating affordable housing need is somewhat different to that which might be used to calculate OAN, we consider that the affordable housing needs of the Borough are fundamentally a part of the OAN for the borough.</p> <p>Whilst the proposed housing requirement provides an uplift of the 2012 – household projections, there is a case to be made for a further uplift to the housing requirement to boost the supply of affordable housing. The Council has provided no sound evidence that this would compromise the plans strategy by requiring further land allocations in unsustainable locations.</p> <p>Meeting the Unmet Need of Neighbouring Authorities</p> <p>In the interests of examining whether the Council has undertaken its duty to cooperate effectively, it is also relevant to consider whether the plan has been prepared based on a strategy which seeks to “meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development”.</p> <p>The Council produced a ‘Statement of Compliance for the Duty to Cooperate’ in August 2016. The document provides the context against which the Council has cooperated with neighbouring authorities and stakeholder groups.</p> <p>The Statement confirms that Wyre Council wrote to Fylde Council in May 2016, under the Duty to Cooperate to request that Fylde Council assist Wyre Council in meeting its objectively assessed housing need. Wyre Council considers 479 dwellings per annum to be an appropriate housing requirement figure which ties with the economic evidence; however, Wyre Council has identified that the supply of deliverable land is constrained by highways, flood risk and Green Belt.</p> <p>Notwithstanding this, the Council has chosen to ignore Wyre Council’s request as the evidence base in relation to these issues is incomplete and the exact extent of the unmet need is unknown. Our Client has serious concerns in relation to this approach as there is no firm commitment the Council will assist in meeting Wyre’s needs.</p> <p>Fylde and Wyre are joined by Blackpool within the wider Housing Market Area (HMA). Due to its constrained nature and tight boundary, it is unlikely Blackpool would be able to assist meeting any unmet needs from Wyre. To ensure the full needs of the wider HMA are met will therefore require Fylde to play a key role. The Fylde Local Plan, as currently presented, does not provide any flexibility to deal with this issue of unmet needs from neighbouring authorities.</p> <p>Our Client recognise that Wyre Council is still at a relatively early stage of Local Plan production and as such clarity over the exact nature of unmet need remains uncertain. It is agreed that the Fylde Local Plan should not be delayed indefinitely, however, it is anticipated that Wyre will be in a position to provide more detailed information in early 2017. This is likely to be prior to the examination of the Fylde Local Plan and well before its adoption. Therefore any delay would not be significant.</p>
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The Council will also note that the Blackpool Core Strategy Inspector's report required a main modification (paragraph 9) to ensure that joint working continued with regards to housing and meeting the full needs of the HMA. Given the request from Wyre Council it is considered that the Fylde Local Plan should go further than this by identifying either the quantum of assistance it is willing to provide, or providing a mechanism to enable an early plan review once the scale of the unmet need from Wyre is identified.

Until such detail is provided, it therefore can be concluded at this point, that the Council cannot demonstrate that it has complied with the Duty to Cooperate.

#### Overall Housing Need

An objective assessment of overall housing need is a test of whether the household projection based starting point can be reconciled with a) the latest demographic evidence, b) the ability to accommodate projected job demand, c) the requirement to address worsening market signals. If it cannot be reconciled, then an adjustment should be made.

The Council's preferred approach remains a target of 370 homes per annum to meet the objectively assessed need for homes within the Borough. This is based on a 'business as usual' scenario of job growth.

Our Client remains of the view that to 'boost significantly' the supply of housing, housing growth based on achieving economic growth in Fylde is required. This would require a growth of **at least 440 dwellings per annum**. Failure to meet this level of growth would wholly conflict with the Council's growth aspirations.

Notwithstanding this, following the publication of the 2014 SNHP in July 2016, the Council needs to undertake a further assessment to understand fully the implications of these household projections, and whether this would have a meaningful change on the proposed housing requirement.

The Council also need to engage further with Wyre Council to ensure that any unmet need is satisfactorily addressed and Duty to Cooperate is satisfied.

Based on the above, it is concluded that the Local Plan is unsound as the proposed housing requirement has not been positively prepared and is not consistent with national policy.

Objection 2: Spatial Distribution of Development

**Table 2: Distribution of Development to 2032**

No		Total Housing and percentage of total supply	New Employment land
SL1	Lytham and St Annes Strategic Location for Development	2,311 - 29.3%	53.1Ha
SL2	Fylde-Blackpool Periphery Strategic Location for Development	2,310 - 29.2%	49.5 Ha (including Blackpool Airport EZ)
SL3	Warton Strategic Location for Development	840 - 10.6%	0.0 Ha
SL4	Kirkham and Wesham Strategic Location for Development	1,141 - 14.5%	1.1 Ha
SL5	Non-Strategic Locations for Development	762 - 9.7%	2.4 Ha
	Allowances and unallocated sites	998 - 12.6%	0.0 Ha
	<b>TOTAL</b>	<b>7,891 - 100%</b>	<b>62.0 Ha (including Blackpool Airport EZ)</b>

Our Client continues to support the general principle of adopting a spatial approach to development; however, we remain concerned that the overall proposed housing requirement of 7,700 homes, would fail to meet the full objectively assessed housing needs of the Borough. It therefore automatically follows that the proposed spatial distribution of housing between the four Strategic Locations, Tier 1: Larger Rural Settlements and Tier 2: Smaller Rural Settlements is also flawed.

Table 2 above of the Publication Draft Document sets out the Council's proposed distribution of development. The Council has identified enough land to accommodate a supply of 7,891 dwellings, 121 dwellings above the proposed housing requirement. Our Client is concerned that this is not an adequate buffer to ensure that the housing requirement is met and to ensure the plan provides sufficient flexibility to adapt to rapid change as required by paragraph 14 the NPPF.

In summary, our Client is concerned that the Council has not identified sufficient land to meet the Borough's objectively assessed housing need and to ensure that the plan provides flexibility and choice as well as being able to rapidly respond to changing circumstances as required by the NPPF.

Our Client considers the assumptions made by the Council in terms of timescales and expected delivery rates are unrealistic and they must look to allocate additional sites within the Local Plan which are suitable, available and deliverable and will help to achieve the Borough's objectively assessed needs.

#### **Requirement**

Policy H1 identifies an annual housing requirement of 370 dwellings over the plan period 2011 to 2032. As stated in Section 4 of this response, our Client objects to the proposed annual requirement outlined in Policy H1. Our Client considers that the proposed housing requirement has not been positively prepared, justified and is not consistent with national policy. This figure is not considered sufficiently aspirational, and will not meet the economic growth aspirations and the full objectively assessed housing needs of the Borough as required by paragraph 47 of the NPPF. In addition, the Local Plan should allocate additional land as part of the Local Plan as a contingency should the allocations fail to deliver.

	<p><i>Long-term Empty Homes</i></p> <p>The NPPF indicates that local planning authorities should identify and bring back into residential use empty homes and buildings in line with empty homes strategies and, where appropriate, acquire property by compulsory purchase.</p> <p>PPG goes on to state that any approach to bringing empty homes back into use and counting these against housing need would have to be robustly evidenced by the local planning authority at the independent examination of the draft Local Plan, for example to test the deliverability of the strategy and to avoid double counting (local planning authorities would need to demonstrate that empty homes had not been counted within their existing stock of dwellings when calculating their overall need for additional dwellings in their local plans).</p> <p>In calculating the housing requirement for Fylde, the Council has applied a vacancy rate of 6.6% to the household projection. As stated in paragraph 10.59 of the Publication Draft Document the Council intends to identify and bring back into use empty housing and buildings in line with local housing and empty homes strategies. Whilst this may be the case, the Council has provided no robust evidence to substantiate this claim. Until such time, the inclusion of re-occupation of empty homes cannot be recognised as a legitimate source of supply in terms of meeting housing need against the housing requirement. It should therefore be removed from the overall supply.</p>
<p>OC/AGCN/16/02122 – Mr D. Haythornthwaite PWA Planning</p>	<ol style="list-style-type: none"> <li>1. It is considered that the housing requirement figure of a minimum of 370 dwellings per annum set out in Policy H1 will not ensure that the needs of the Borough are adequately met through the plan period. It is considered that the figure should be increased to at least the upper figure set out in the Fylde Coast Strategic Housing Market Assessment (FCSHMA). Such a higher minimum figure is consistent with guidance in NPPF and would ensure that growth is not constrained within the Borough. This is particularly the case given that the authority does not suffer from any significant strategic constraints which would severely impact the delivery of increased numbers of housing.</li> <li>2. The need to increase the minimum housing requirement figure is reinforced by the fact that Wyre Council has sought assistance from Fylde Council (May 2016), under the Duty Cooperate, in meeting its objectively assessed housing need. The Objectively Assessed Need figures for the three Fylde Coast Authorities originate from the ranges set out in the original SHMA and its updates which considered revised population and household formation data. For Wyre Council this gave an objectively assessed need of between 400 and 479 dwellings per annum from 2011 to 2031. Wyre Council considers 479 dwellings per annum to be an appropriate housing requirement figure which ties in with the economic evidence and this figure was accepted by Wyre Council on 14<sup>th</sup> April 2016 (Paragraph 1.25 of the Draft Plan). Wyre Council has identified that the supply of deliverable land is constrained by three main issues; highway capacity, flood risk, and; green belt.</li> <li>3. Despite this request and notwithstanding that precise proportion of its housing that Wyre will be unable to provide for within its own boundaries, Fylde Council have sought to set a housing requirement figure below the SHMA derived upper limit. This is considered to be inappropriate and unjustified and likely to result in Fylde Council being unable to meet its own housing needs, and certainly not any of those from Wyre Council.</li> <li>4. It is therefore considered that the local plan is <b>unsound</b> on the basis that it is not <b>“positively prepared”</b> nor will it be <b>“effective”</b> in meeting needs, consistent with achieving sustainable development and ensuring effective joint working on cross-boundary housing issues.</li> <li>5. In order to rectify this situation, it is requested that :- <ol style="list-style-type: none"> <li>(i) <b>Policy H1</b> should be amended to include an increased minimum housing requirement figure of no less than 420 dwellings per annum.</li> </ol> </li> </ol>

<p>OC/IB/08/00556 – Anthony Guest</p>	<p><b>The Housing Requirement number has not been objectively and soundly selected.</b> The evidence base (SHMA) produced a range of options ranging from -62 to 430 dwellings per year as the range of requirement. The selection of 370 on the basis of a need to support additional employment was arbitrary and unsound because:</p> <p><b>The Council’s understanding of current and future employment needs is demonstrably poor.</b> Its past and current evidence base (Grimley study of 2006, AECOM/BE study of 2012) have both been rejected in some degree by the Council itself. In the case of the 2012 study, evidence based on the study’s examination of employment growth trends has been summarily rejected. Employment growth in the EZ is running at about one per cent of the growth predicted and relied upon by the Council in its planning assumptions.</p> <p>The Local Plan Publication Version quotes economic growth of 12.7% from 1999 to the present day in paragraph 9.3 but does not quote its source for this figure nor whether this figure is real post-inflation growth (if it includes inflation, it represents shrinkage). Looking at Fylde borough: the Grimley study reported a loss of employment from 1998 to 2005 (and poorer economic performance than the regional and national average); the SHMA records a 1.2% fall in employment between 2001 and 2011. Certainly the observable reality of recent years has been a reduction in employment at major employers in the Borough, most notably at BAe Systems.</p> <p><b>Insufficient consideration has been accorded to the extensive evidence that there will not be substantial growth of employment in the Fylde</b> and to plan properly for such a circumstance. There have been major changes in working practices and service and product delivery locally, nationally and internationally. These changes have become readily apparent in the Borough over the past ten years.</p> <p><b>A more soundly reasoned and evidentially based number of 195 dwellings</b> per year was produced in a letter to the local MP, Mark Menzies from Councillor Fiddler and David Eaves on 13 August 2013 (ref AO/RLSA01).</p> <p><b>A historic shortfall in dwelling completions compared to Plan requirements</b> may result from either a failure to build adequate homes or, alternatively, from a series of unrealistic Plan requirements. The latter alternative needs to be properly considered as part of the evidence base.</p> <p>Revise paragraphs 10.16 and 10.17 to reflect an annual housing build requirement of 195 homes over the plan period.</p> <p>Revise Policy H1 a. and Policy H1d to reflect a change in the housing requirement from 370 to 195 per annum. The matter is relatively complicated and not well addressed in the Local Plan Publication Version.</p>
<p>GCB/BS/08/00325 – Home Builders Federation (HBF)</p>	<p><b>Policy DLF1: Development Locations for Fylde</b></p> <p><u>The policy is considered unsound as the housing requirement is not justified or positively prepared.</u></p> <p>12. The policy considers the level, locations and sources of development across Fylde, our comments upon this policy relate solely to the housing requirement. We discuss housing supply and delivery issues against Policy H1 below.</p> <p>13. The policy sets a minimum dwelling target of 7,768 new homes over the plan period (2011 to 2032) at an average rate of 370 dwellings per annum (dpa). The reference to the housing requirement as a minimum is supported, this is consistent with the NPPF requirements to plan positively and to boost significantly the supply of housing. It is, however, unclear whether the target is a gross or a net requirement. This should be clarified.</p>

The HBF strongly recommend that it is identified as a net requirement, the Council will note the recent Inspectors report into the Blackpool Core Strategy which inserts the reference to a net housing requirement in respect to Main Modification 01.

14. The Council's evidence for identifying its objectively assessed need for housing (OAN) is contained within the 2014 'Fylde Coast Strategic Housing Market Assessment addendum 1' (SHMA addendum 1), 2015 'Fylde Strategic Housing Market Assessment addendum 2' (SHMA addendum 2) and 2016 'Housing Requirement Paper'. The HBF considers the methodology employed within the two

SHMAs to be generally appropriate. It is, however, notable that all three documents indicate a range of scenarios which rely upon the 2012 based sub-national population projections (2012 SNPP) and sub-national household projections (2012 SNHP) as their starting point. The Council will be aware that the 2012 SNPP and SNHP have recently been superseded by their 2014 based counterparts. The PPG (ID 2a-016) is clear that wherever possible the most recent household projections should be used as the starting point for calculating OAN and that meaningful changes in the projections should be considered. The following table identifies the difference between the two sets of projections.

**Table 1: 2012 and 2014 based sub national household projections for Fylde**

<b>Projections</b>	<b>Net dwellings (2011 to 2032)</b>	<b>Average dwellings per annum (2011 to 2032)</b>
<b>2012 based</b>	4,641	221
<b>2014 based</b>	5,376	256
<b>Difference</b>	735	35

Source: CLG

15. The more recent 2014 based projections suggest a higher starting point than their 2012 counterparts. The HBF consider that the difference between the two sets of projections is such that the Council should remodel the scenarios tested within the SHMA addendums and presented in the *Housing Requirement Paper* to ensure that the OAN calculation is justified and based upon the most up to date evidence.

16. The SHMA addendum 2 concluded that a figure of 370dpa would represent a base level of demographic need (paragraph 5.26). However, given the increase between the 2012 and 2014 based SNHP the likelihood is that this base level of demographic need will have increased. The likely result is that the housing figures contained within the plan are insufficient to meet the baseline demographic needs. This is a significant failing. This issue is further exacerbated when it is considered that Wyre Council are requesting assistance from Fylde in meeting their OAN.

17. The HBF has not currently undertaken any modelling of the Fylde OAN and as such the remainder of this response is based upon Council's evidence, which may be subject to change considering the impact of the 2014 SNHP.

18. The Blackpool Core Strategy was found sound using the same methodology and principal documents used in the Council's evidence base. In this case it is clear that the Inspector placed considerable weight upon the economic projections contained within SHMA addendum 1. This is consistent

with the NPPF (paragraph 158) and PPG (ID 2a-018) which are both clear that plans should align their economic and housing strategies. The interim conclusions of the Inspector of the Cheshire East Local Plan Strategy, dated 12th November 2014, clearly identify the folly of not aligning such strategies.

19. In this regard the SHMA addendums 1 & 2 provide three separate employment led scenarios over the period 2011 to 2030 (figure 5.10 SHMA addendum 1) and 2011 to 2032 (figure 4.16 SHMA addendum 2), the latter represents the most up to date analysis taking account of the full plan period and the 2012 SNHP. As noted above the HBF recommend these scenarios are updated to take account of the 2014 based SNHP.

20. The scenarios within the SHMA addendum 1 are sensitivity tested to take account of potential reductions in unemployment (figure 5.11), this is not replicated in the SHMA addendum 2. Whilst the level of such reductions need to be justified it is noted that in the case of Blackpool the Inspector concluded these were reasonable. The various scenarios and sensitivity test are replicated for Fylde below.

**Table 2: Annual net housing requirement for Fylde under employment led scenarios (2011 to 2030)**

Scenario	Experian	Oxford	Aecom
Employment led scenario (addendum 2)	315 (312)	450 (447)	443 (440)
Employment led scenario (addendum 1)	302	434	427
Alternative unemployment rate (addendum 1)	280	411	403

Source: 2014 & 2015 SHMA addendum 1&2 (Edge Analytics), figures in (brackets) are for period 2011 to 2032

21. The figures clearly illustrate that the proposed housing requirement of 370dpa would only fulfil the Experian projections under either the baseline or reduced unemployment sensitivity tests. It is notable that within the Blackpool Core Strategy examination report the Inspector places significant weight upon the Oxford projections, paragraph 26. Within Fylde a housing requirement of at least 447dpa, over the plan period, would be required to meet the needs arising from this scenario.

Furthermore the Aecom scenario was provided to recognise the work undertaken in 2012 on the Employment Land Review within Fylde. To align the housing requirement with this strategy would require a net minimum of 440dpa, although it is recognised any justifiable reduction in unemployment rates may lower this figure marginally. Given the above evidence it is clear that the Council's preferred housing requirement of 370dpa is not sufficient to meet the objectively assessed needs of the area within its own boundaries. Indeed the SHMA addendum 2 concludes at paragraph 5.28 that;

*'As the Addendum 1 report concludes the upper end of the range would represent the OAN on the basis of the considered economic position within the Council's evidence base.....'*

This suggests a requirement of between 440 to 450dpa represents the correct OAN for Fylde.

22. A consideration of affordable housing need also points towards the need to raise the housing requirement. The SHMA addendum 1 identifies an annual requirement for 249 affordable dpa, including a newly arising need of 247 affordable dpa (Figure 6.4). This is equivalent to over two thirds of the identified housing requirement and is an 18% increase (from 207 affordable dpa) compared to the previous calculation.

23. This rate of increase is considered significant and the Council should seek to address and reverse the increasing trend. The NPPF, paragraph 47, requires local authorities to meet the objectively assessed needs for both market and affordable housing. It is clearly unviable for such levels to be met within the proposed housing requirement. In such cases the PPG advises that;

*"...An increase in the total housing figures included in the local plan should be considered where it could help deliver the required number of affordable homes."* (ID2a-029)

24. In conclusion the evidence supports the HBF position that the proposed housing requirement is too low and does not align with the economic strategy within the plan, nor will it meet the affordable housing needs of the area. It is therefore recommended that the housing requirement be increased towards the upper end of the objectively assessed needs range identified in the SHMA addendum 2, 440 to

450dpa (net). The scenarios should also be re-run using the 2014 based SNHP as their starting point.

#### **Policy H1: Housing Delivery and the Allocation of Housing Land**

The policy is unconsidered unsound as it is not justified, effective or positively prepared.

39. Part 'a' of the policy re-iterates the proposed housing requirement for a minimum of 370dpa over the plan period identified in Policy DLF1. We refer to our comments against Policy DLF1 above where we consider this level of development unsound and recommend a figure of 440 to 450dpa, based upon the current available evidence.

40. Parts 'b', 'c' and 'd' of the policy relate to monitoring and phasing. The HBF supports the monitoring of the housing delivery against the plan trajectory. However, if as indicated, in parts b and c the plan is failing then rather than simply persist with the plan the Council should also consider triggers for early plan review.

41. Part 'c' specifically refers to *"...providing a continuous five year supply..."*. The Council's latest 'Five Year Housing Supply Statement' published 18th May 2016 indicates the Council has 4.8 years housing land supply (at 31st March 2016). This is based upon a 20% buffer, as required by NPPF paragraph 47, and dealing with under-delivery in the first five years. Whilst the methodology to identify the five year supply is considered correct and in compliance with the NPPF and PPG the input of 370dpa, as the appropriate housing requirement, is disputed as noted above.

42. To ensure that the plan can be found sound at examination it is imperative that the Council provide an adequate supply of housing land to enable a five year supply to be demonstrated. This will require additional sources of supply to be considered.

43. Part 'd' of the policy identifies an overall supply of 7,891 dwellings over the plan period, 123 dwellings greater than the proposed housing requirement, 7,768. As noted above the HBF considers that the housing requirement should be of the order of 440 to 450dpa. This would mean an overall housing requirement of between 9,240 and 9,450 net additional dwellings. The supply currently falls some way short of this need.

44. Notwithstanding our concerns with the overall housing requirement, the HBF does support the Council in attempting to provide a supply which is greater than the requirement. This is consistent with the NPPF requirements to provide *'flexibility and choice'* and the expression of the housing requirement as a minimum. We do not, however, consider a buffer of just 123 dwellings to be sufficient. To ensure that the overall plan requirement is met and the plan provides flexibility and choice as well as being able to rapidly respond to changing circumstances, all key requirements of the NPPF, it is important that the plan provides a reasonable buffer of sites.

45. It is unlikely that all allocations will deliver exactly as envisaged due to various reasons. The inclusion of a buffer of sites to deal with this eventuality is, therefore, essential. The need for a buffer is also supported by the recent Local Plan Expert Group<sup>2</sup> recommendations to Government. The report recommends a 20% buffer of reserve sites be provided to ensure that the plan can maintain a five year supply and respond flexibly and rapidly to change. The HBF agrees with this stance and concludes that given the recent delivery problems within Fylde it would be prudent to provide this buffer of reserve sites from the outset of the plan.

46. The provision of a reasonable buffer may also provide some flexibility within the plan to deal with any unmet needs emanating from neighbouring Wyre Council. This issue is discussed in greater detail in our comments upon the Duty to Co-operate, above.

47. In terms of the sources of supply which make up the 7,891 dwellings in part 'd' of the policy the HBF has not, at this stage, undertaken a detailed analysis of the likely delivery of individual sites. It is, however, notable that there is a significant reliance upon the source *'allowances and unallocated sites'*. The plan at table 2 *'Distribution of Development to 2032'* identifies that 13% (998 dwellings) of the overall proposed requirement will be met through this source. This source is further disaggregated within the trajectory at Appendix 2 of the plan, and replicated below;

**Table 3: Allowances and unallocated sites**

Source	Delivery
Small site completions	125
Small site commitments and minded to approve	383
Small sites and windfall allowance	440
Long-term empty homes re-entering the market	50
<b>Total</b>	<b>998</b>

Source: Fylde Council

	<p>48. The HBF agrees with the inclusion of small site completions.</p> <p>49. In terms of the category ‘small site commitments and minded to approve’ whilst in principal it is an appropriate category it is unclear whether the Council has applied any discount to this figure to deal with non-implementation. This should ideally be based upon previous rates of non-implementation within Fylde.</p> <p>50. In terms of the windfall allowance of 440 dwellings this is applied at a rate of 40dpa from 2021/22 onwards. The HBF support the non-inclusion of windfalls before this period to ensure that double counting with existing commitments does not occur. The NPPF, paragraph 48, permits an allowance for windfalls providing it is based upon compelling evidence not only that such sites have become available in the past but that they will continue to do so. The HBF remain unconvinced that the Council has provided sufficient evidence to support a 40dpa windfall allowance. The most recent evidence relating to this source of supply would appear to be the now dated 2012 Strategic Housing Land Availability Assessment (SHLAA). The SHLAA identified a windfall allowance of 14dpa, if conversions are included this rises to 35dpa. It is also noted that the previous preferred options consultation identified a windfall allowance of 30dpa.</p> <p>51. Failure to deliver against windfall targets will detrimentally impact upon the delivery of the plan and the demonstration of a five year supply of housing land. It is therefore recommended that a cautious approach is adopted and the use of a windfall allowance is not used as a mechanism to reduce the number of sites allocated within the plan. The Council’s attention is drawn to the Inspectors decision upon the Selby Core Strategy where its windfall allowance has been removed from the annual plan targets and is instead provided as a buffer.</p> <p>52. It is equally important that the delivery of windfall sites against the assumptions identified is closely monitored through the AMR. Failure to achieve the windfall assumptions will require the Council to consider releasing other sites, or to review its plan, to ensure a 5 year housing supply and fulfils the housing requirements within the plan.</p> <p>53. The supply also includes an allowance for 50 long-term empty homes. In including such as allowance it is important that the Council ensure that they are not double counting these properties. The PPG (ID 3-039) states;</p> <p>“...Any approach to bringing empty homes back into use and counting these against housing need would have to be robustly evidenced by the local planning authority at the independent examination of the draft Local Plan, for example to test the deliverability of the strategy and to avoid double counting (local planning authorities would need to demonstrate that empty homes had not been counted within their existing stock of dwellings when calculating their overall need for additional dwellings in their local plans).”</p> <p>The HBF is unaware of this evidence, particularly in relation to double-counting, and therefore recommends that the 50 dwellings be removed from the supply.</p>
<p>OC/IB/10/01031 – Fred Moor</p>	<p><i>“The Local Plan will deliver a minimum of 7,768 new homes and land will be developed for a minimum of 60.6 Ha (gross requirement) of employment use over the plan period to 31 March 2032.”</i></p> <p>I believe the statement to be unsound because although the base information and evidence from which these numbers are derived is generally sound and well prepared, Fylde’s inappropriate Vision has caused the wrong conclusions to be derived from that data.</p>

	<p>I argue that the housing need in Fylde is less than 5,000 homes over the plan period and I will be pleased to explain the basis for this assertion further at the inquiry.</p> <p>I argue that there is a negligible need for additional employment land. This is because of the changing nature of employment and the changing nature of economic activity. Again will be happy to explain further at the inquiry.</p> <p>It is unsound because its assumed need of 420 (unpenalised 370) dwellings a year is grossly over inflated, as is the assumed need for 249 'affordable houses'.</p> <p>The plan is said to be predicated on evidence of need but it is not. It is based on an incorrect interpretation of the housing need figures and a fallacious prediction of the need for employment land, which in turn is based on a Vision. A Vision is not evidence, it is not even a forecast. It is a desire. The plan is unsound because its foundations are unsound.</p> <p>The SHMA (p111 fig 7.11) showed the projected number of dwellings 'needed' in Fylde lay between minus 64 and plus 436 a year depending on how one defines need and what assumptions are made about migration and employment demand.</p> <p>The former Council Leader and former Portfolio Holder for Planning and Development jointly produced evidence to show that over the last 10 years, 195 new dwellings a year (including the 20% buffer) had had more than met Fylde's need.</p> <p>The former Lancashire Joint Structure Plan (2001 to 2016) showed that Fylde had an annual need for just 155 dwellings of all types.</p> <p>The evidence needs to be re-examined and re-interpreted to remove historic errors that have been carried forward to the present SHMA, and to establish sound housing numbers that are informed by real evidence, not by an unrealistic Vision, which itself is pursuing a desire for growth that is not evidence based.</p>
<p>OC/AGCN/16/00065 – Strategic Land Group  Turley Associates</p>	<p><u>Housing Requirement</u></p> <p>In order to assess the adequacy of the provision made by the FLP to provide a deliverable 5 year housing supply and meet the borough's housing needs over the plan period it is necessary to consider the housing requirement and the sites identified to meet that requirement.</p> <p>The evidence base underpinning the housing policies within the FLP has been reviewed in the context of the Framework and national planning guidance (PPG). This has identified a number of concerns around the proposed policy approach and its justification in the context of the evidence base on a number of grounds.</p> <p><u>Evidence Base for Proposed Requirement</u></p> <p>Turley Economics prepared the SHMA (2013) which indicated assessed housing need of between 300 and 420 dwellings per annum.</p> <p>A Turley Economics Addendum reassessed housing need taking into account the 2012 Sub-National Projections in 2014. It concluded that within the previously recommended range, delivery at the lower end of the recommended range would come close to meeting need based on longer term</p>

migration levels but would not meet a growth in employment within the authority. It recommended a demographic base need lower than previously envisaged at 350 dwellings per annum. The higher end of the range was held to fall below the level of housing required to support more ambitious economic forecasts and aligned to the Council's evidence base.

A second supplementary addendum update was then produced (in light of 2012 subnational population projections which projects 221 new households per annum). This addendum recommends a demographic base assessment of need of around 370 dwellings per annum – this represents a 50%+ increase from the 2012 SNHP 'starting point' projection of household growth in the SHMA (2013).

The report does note that 370 dpa would support a slightly stronger level of employment growth if unemployment rates were assumed to improve modestly. However, it continues to identify that a figure at the upper end of the range originally envisaged now falls below the remodelled outputs presented in the addendum with the Employment Led AECOM and Oxford Economics scenarios which suggest a need for between 440 and 450 dwellings. The upper end of this range would represent the OAN on the basis of the considered economic position within the Council's evidence base. The supplementary addendum suggests that the position will need to be considered in parallel with updates of the economic evidence base.

Despite this, the Council's Housing Requirement Paper 2016 concludes that a figure of 370 dwellings per annum will meet Fylde's objectively assessed need to 2032. Whilst it asserts to reach this position following consideration of a range of other factors including economic, there does not appear to be an up to date evidence base that would support this conclusion. Indeed the Council's own evidence base support an OAN at the upper range of 440 and 450 dwellings. This casts significant doubts over the appropriateness of the housing requirement figures, and would not support the use of a lower figure of 370 as proposed.

The appropriateness of this figure is further called into question given that the 2014 based projections have been published and suggest a higher starting point than their 2012 counterparts. No consideration has been given to these figures.

In addition, as considered above, the FLP does not make any provision to accommodate any of Wyre's housing requirement, despite a specific request from Wyre to do so. Whilst it is recognised that the precise figure is not yet known the FLP should incorporate flexibility to accommodate an amount if required (as seems likely). Increasing the supply of potential housing sites, including those in sustainable parts of the borough such as the Strategic Locations would make this a realistic possibility.

#### Supply Over the Plan Period

The FLP states that sufficient land has been identified to exceed the total housing requirement of 7,768 dwellings. However, the extent to which it exceeds this figure is just c.1.6% (122 dwellings).

It is considered that such a small contingency figure does not provide sufficient flexibility, particularly as all are not guaranteed to come forward.

The Framework enables LPAs to include an allowance for windfall sites within the 5 year housing land supply where there is compelling evidence. However, it does not make provision for such sites within development plans. Reliance on a windfall allowance throughout the plan period (as described in the SHLAA and Table 2, page 41 of the FLP) is contrary to the Framework and increases the level of doubt that the plan will not meet the current proposed requirement.

	<p>An increase in the housing requirement, as advocated by SLG, would worsen the degree to which the FLP would be unable to meet the requirement and would mean the identification of additional housing allocations is essential.</p>
<p>OC/LPD/13/01646 – Gladman Developments</p>	<p><b>Introduction</b>  <b>Context</b>  Gladman Developments Ltd. (hereafter referred to as “Gladman”) specialise in the promotion of strategic land for residential development and associated community infrastructure. From this experience, we understand the need for planning to deliver the homes, jobs and thriving local places that the country needs. Every effort should be made to objectively identify and meet the full housing and economic needs on area, whilst responding positively to the wider opportunities for growth.</p> <p>This submission provides Gladman’s representations on the current held by Fylde Borough Council (FBC) on the publication version of the emerging Local Plan. Through this submission Gladman will highlight a number of issues with the Local Plan as currently proposed. We critically submit that the Plan fails to identify what the full objectively assessed need (OAN) for housing is, and that subsequently the Plan is progressing a housing requirement which fails to meet the borough’s full OAN.</p> <p><b>NATIONAL PLANNING POLICY AND GUIDANCE</b>  The National Planning Policy Framework</p> <p>The National Planning Policy Framework (the Framework) makes clear that the purpose of the planning system is to contribute to the achievement of sustainable development and that Local Plans should meet full objectively assessed needs (OAN) for housing.</p> <p>The Framework has been with us now for over four years and the development industry has experience with its application and the fundamental changes it has brought about in relation to the way the planning system functions. Crucially, the Framework sets out the Government’s commitment to ‘significantly boosting the supply of housing’ and how this should be reflected through the preparation of Local Plans. It is imperative that the emerging Local Plan is formulated on the basis of meeting this requirement. In this regard, §47 of the Framework sets out specific guidance that local planning authorities should take into account when identifying and meeting their objectively assessed housing needs and states:</p> <p>‘ To boost significantly the supply of housing, local planning authorities should:</p> <ul style="list-style-type: none"> <li>- Use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework, including identifying key sites which are critical to the delivery of the housing strategy over the plan period;</li> <li>- Identify and update annually a supply of specific deliverable sites sufficient to provide five years’ worth of housing against their housing requirements...</li> <li>- Identify a supply of specific, developable sites or broad locations for growth, for years 6-10, and where possible for years 11-15.’</li> </ul> <p>The starting point of identifying objectively assessed housing needs is set out in §159 of the Framework, which requires local planning authorities to prepare a Strategic Housing Market Assessment, working with neighbouring authorities where housing market areas cross administrative boundaries. It is clear from the Framework that the objective assessment of housing needs should take full account of up-to-date and relevant evidence about the economic and social characteristics and prospects for the area, with local planning authorities ensuring that their assessment of and strategies for housing and employment are integrated and take full account of relevant market and economic signals (§158).</p>

Once a local planning authority has identified its objectively assessed needs for housing these needs should be met in full, unless any adverse impacts would significantly and demonstrably outweigh the benefits of doing so (§14). Local planning authorities should seek to achieve each of the economic, social and environmental dimensions of sustainable development, resulting in net gains across all three. Adverse impacts on any of these dimensions should be avoided. Where adverse impacts are unavoidable, mitigation or compensatory measures may be appropriate (§152).

To be considered sound at Examination the emerging Local Plan will need to meet all four of the soundness tests set out in §182 of the Framework. Paragraph 182 states:

“A local planning authority should submit a Plan for Examination which they consider is ‘sound’ - namely that it is:

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

#### Planning Practice Guidance

As the Council will be aware the Government published its final suite of Planning Practice Guidance (PPG) on 6th March 2014, clarifying how specific elements of the Framework should be interpreted when preparing Local Plans. The PPG on Housing and Economic Development Needs in particular provides a clear indication of how the Government expects local planning authorities to take account of the requirements of the Framework when identifying their objectively assessed housing needs. In summary, the Housing and Economic Development Needs chapter of the PPG states:

- Plan makers **should not apply constraints** to the overall assessment of need, such as limitations imposed by the supply of land for new development, historic under performance, infrastructure or environmental constraints.
- Household projections published by the Department for Communities and Local Government should provide the **starting point** estimate of overall housing need.
- Household projection based estimates of housing need may need adjusting to reflect factors affecting local demography and household formation rates which are not captured by past trends, for example historic suppression by under supply and worsening affordability of housing. The assessment will need to reflect the consequences of past under delivery and the extent to which household formation rates have been constrained by supply.
- Where the supply of working age population that is economically active is less than the projected job growth, this could result in unsustainable commuting patterns and could reduce the resilience of local businesses. In such circumstances, plan makers will need to consider how much the location of new housing or infrastructure development could help address these problems.
- If the historic rate of development shows that actual supply falls below planned supply, future supply should be increased to reflect the likelihood of under-delivery of a plan.
- Plan makers should take account of concealed households.

- Housing needs indicated by household projections should be adjusted to reflect appropriate market signals, as well as other market indicators of the balance between the demand for and supply of dwellings. Appropriate comparisons of indicators (land prices, house prices etc.) should be made with longer term trends in the HMA, similar demographic and economic areas, and nationally. Divergence under any of these circumstances will require upward adjustment to planned housing numbers.
- The more significant the affordability constraints (as reflected in rising prices and rents, and worsening affordability ratio) and the stronger other indicators of high demand (e.g. the differential between land prices), the larger the improvement in affordability needed, and the larger the additional supply response should be.
- Market signals are affected by a number of economic factors. Plan makers should increase planned supply by an amount that, on reasonable assumptions and consistent with principles of sustainable development, could be expected to improve affordability.

#### OBJECTIVELY ASSESSED HOUSING NEED

##### Background

The process of undertaking an OAN is clearly set out in the Framework principally in §14, §47, §152 and §159 and should be undertaken in a systematic and transparent way to ensure that the plan is based on a robust evidence base.

The starting point for this assessment requires local planning authorities to have a clear understanding of housing needs in their area. This involves the preparation of a Strategic Housing Market Assessment (SHMA) working with neighbouring authorities where housing market areas cross administrative areas as detailed in §159 of the Framework. The Framework goes on to set out the factors that should be included in a SHMA including identifying:

**The scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which:**

- **Meets household and population projections taking account of migration and demographic change;**
- **Addresses the need for all types of housing including affordable housing and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes); and**
- **Caters for housing demand and the scale of housing supply necessary to meet this demand.”**

A key point worth noting from the above is that the objective assessment should identify the full need for housing **before** the Council consider undertaking any process of assessing the ability to deliver this figure. In addition, §159 specifically relates to catering for both housing need and housing demand within the authority area. It is worth pointing out that any assessment of housing need and demand within a SHMA must also consider the following factors; falling household formation rates, net inward migration, the need to address the under provision of housing from the previous local plan period, the results of the Census 2011, housing vacancy rates including the need to factor in a 3% housing vacancy rate for churn in the housing market, economic factors to ensure that the economic forecasts for an area are supported by sufficient housing to deliver economic growth, off-setting a falling working age population by providing enough housing to ensure retiring workers can be replaced by incoming residents, addressing affordability and delivering the full need for affordable housing in an area.

The need to identify the full OAN before considering any issues with the ability of a Local Planning Authority to accommodate that level of development has been confirmed in the High Court. Most notably in Solihull Metropolitan Borough Council v (1) Gallagher Homes Limited (2) Lioncourt Homes Limited where it was considered that arriving at a housing requirement was a two stage process and that first the unconstrained OAN must be arrived at. In the judgement it was stated:

**“The NPPF indeed effected a radical change. It consisted in the two-step approach which paragraph 47 enjoined. The previous policy’s methodology was essentially the striking of a balance. By contrast paragraph 47 required the OAN [objectively assessed need] to be made first, and to be given effect in the Local Plan save only to the extent that that would be inconsistent with other NPPF policies [...] The two-step approach is by no means barren or technical. It means that housing need is clearly and cleanly ascertained. And as the judge said at paragraph 94, “[h]ere, numbers matter; because the larger the need, the more pressure will or might be applied to [impinge] on other inconsistent policies”.**

Therefore following the exercise to identify the full, OAN for housing in an area,

**“Local planning authorities should seek opportunities to achieve each of the economic, social and environmental dimensions of sustainable development, and net gains across all three. Significant adverse impacts on any of these dimensions should be avoided and, wherever possible, alternative options which reduce or eliminate such impacts should be pursued. Where adverse impacts are unavoidable, measures to mitigate the impact should be considered. Where adequate mitigation measures are not possible, compensatory measures may be appropriate”. (NPPF §152)**

This statement clearly sets out that local planning authorities should seek to deliver the full OAN and that this should be tested through the evidence base. Only where the evidence shows that this is not achievable should they then test other options to see if any significant adverse impacts could be reduced or eliminated by pursuing these options. If this is not possible then they should test if the significant adverse impacts could be mitigated and where this is not possible, where compensatory measures may be appropriate.

The final stage of the process is outlined in §14 and involves a planning judgement as to whether, following all of the stages of the process outlined above,

**Local Plans should meet OAN, with sufficient flexibility to adapt to rapid change, unless:**

- **any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this framework taken as a whole; or**
- **specific policies in this Framework indicate development should be restricted”.**

It is also worth noting that the final part of this sentence refers to footnote 9 of the Framework which sets out the types of policies that the Government consider to be restrictive. These include:

**“sites protected under the Birds and Habitat Directive (see paragraph 119) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, Heritage Coast or within a National Park (or the Broads Authority); designated heritage assets;**

Although this list is not exhaustive it is clear that local landscape designations, the intrinsic value of the countryside, the character of areas, green gaps etc. are not specifically mentioned as constraints by the Framework.

The National Planning Practice Guidance (NPPG) contains guidance to support local authorities in objectively assessing and evidencing development needs for housing (both market and affordable) and economic development. This document supports and provides further guidance on the process of undertaking such assessments, in addition to what is set out in the Framework.

## Fylde Coast Strategic Housing Market Assessment

FBC is a member of the Fylde Coast Housing Market Area which includes Blackpool Borough Council, Wyre Borough Council and Fylde Borough Council.

Whilst the OAN report and subsequent Addendums prepared by consultants Edge Analytics and Turley Associates on behalf of the Fylde Coast authorities provides the most recent objective assessment of the HMA's housing needs, since the publication of Addendum 2, two important additional sets of demographic data and projections have been released. The Office for National Statistics (ONS) published the 2014-based Sub National Household Projections on 25th May 2016 whilst Addendum 2 considers the implications of these figures, the subsequent 2014-based Household Projections being published by the Department for Communities and Local Government on 12th July 2016 have not been considered prior to the current consultation. Accordingly, it is important that the Council and its partners within the HMA fully consider what impact these new figures will have on the housing needs of the borough. Until the Council's evidence on housing needs is updated to take account the latest starting point as advised by the PPG1 it will remain uncertain whether the Council will deliver its full objectively assessed needs for housing.

FBC's affordable identified affordable housing need is 249dpa, this represents a large proportion of the 370 dpa of all housing development for Fylde. Gladman question why this would be undeliverable as stated in §10.67 of the FLP. The PPG sets out that in assessing demographic-led housing needs, CLG Household Projections form the overall starting point for the estimate of housing needs, but caveats that these may require further adjustment to reflect future change and local demographic trends that are not captured through the projections. Given the probable percentage of affordable housing to be delivered by market housing led development we question whether an increase in the total housing figures would secure the delivery of the Council's full OAN for market and affordable housing.

In light of the above, Gladman reserve the right to comment on any future updates regarding the Council's housing need evidence.

In principle Gladman support Policy H1 which seeks to deliver a minimum 370 dwellings per annum. However, we are concerned with the way in which criteria b will be applied. It states that the Council will keep under review the housing delivery performance on the basis of rolling 3 year completion levels. If, over the latest 3 year review periods, any targets relating to housing completions are missed by more than 20% the delivery of uncommitted sites will be adjusted as appropriate to achieve a high level delivery. Whilst this may seem a positive approach should proposed allocations fail to be implemented as envisaged this will result in a housing deficit. Regardless of the amount this policy needs to be able to react to market conditions and not obstruct the delivery of sustainable growth opportunities from being delivered.

Having considered the FLP as proposed, Gladman are concerned about a range of matters including full objectively assessed need, the spatial strategy and the conflicting views between the development strategy and the Council's development management policies.

The FLP must be positively prepared, effective, justified and consistent with national policy if it is to be found sound at examination. In the first instance, the Council must start with clearly defining a Framework and PPG compliant OAN by developing an unconstrained requirement which properly follows the guidelines set out at the national level. In this regard, the OAN evidence will need to be updated to take into consideration the 2014 Household Projections using this as a starting point. This would should have been carried out prior to this consultation. Working with the wider HMA the Council should update its housing needs evidence before submitting the Local Plan for independent examination. Should the OAN

	<p>increase the Council will need to undertake further evidence base work in order to identify suitable and sustainable sites to fulfil this need and consult on any proposed changes.</p>
<p>OC/AGCN/13/01758 – Hallam Land Management  Pegasus Group</p>	<p>3.11 We also take issue with the overall housing requirement in Fylde (which we address in section 4) and the wider HMA and how this aligns with the Lancashire Enterprise Partnership (LEP) ambitions to create 50,000 new jobs over the period 2015 to 2025, as set out in LEP’s Strategic Economic Plan. Therefore, it is also recommended that the Council provide a statement regarding the co-operation on these matters and how the plan responds to the wider housing requirements for the HMA and LEP ambitions to create 50,000 new jobs.</p> <p><b>4. OVERALL HOUSING REQUIREMENT (CHAPTER 6)</b></p> <p>4.1 We object to the overall housing requirement and consider that it should be increased.</p> <p><b>Development Locations in Fylde (Policy DLF1)</b></p> <p>4.2 Policy DLF1 set a ‘minimum’ overall housing requirement of <b>7,768</b> across the plan period from 2011 to 2032 which equates to <b>370 dwellings per annum (dpa)</b>. This figure is also set out in Policy H1 in Chapter 10. Whilst we welcome the reference to this being a minimum target we would also recommend that this is confirmed as a net rather than gross figure, to ensure that the plan will ‘<i>boost significantly</i>’ the supply of housing. This will also align with the Blackpool Core Strategy, where reference to a net housing requirement was added as a main modification to Policy CS2 before adoption.</p> <p>4.3 This target of 370 represents a 21% increase from the previous draft figure of 306 dpa, which was based on the former RSS target, and is derived from evidence within the Fylde Coast SHMA and its subsequent Addendums. The Council set out their approach to this within paragraphs 10.6 - 10.14 of Chapter 10. <b>However, this target is not consistent with this evidence and does not reflect the Full Objectively Assessed Need (FOAN) of the area the reasons given below.</b></p> <p>4.4 The current Fylde Coast Strategic Housing Market Assessment was prepared by Turley in February 2014 and endorsed by the Council on 29th April 2014. The 2014 SHMA was based on the 2011 sub national population projections and 2011 interim household projections, and listed a range of demographic and economic scenarios which suggested a need figure ranging from 130 up to 470 dwellings per annum. Ultimately, the SHMA recommended a range of between 300-420 dwellings per annum, noting that the Council’s final figure needed to consider economic and affordable housing requirements (which they estimated at 207 dwellings per annum).</p> <p>4.5 Council Officers reported the findings of the SHMA to Cabinet in April 2014, in the ‘draft Fylde Housing Requirement Paper 2014’ which suggested that a housing growth figure of 366 dwellings per annum was the most appropriate; although this paper also acknowledged that 404 dwellings per annum would be required to meet the Council’s employment aspirations.</p> <p>4.6 An update of the SHMA was commissioned in May 2014 following the release of new 2012 sub national population projections (SNPP) by DCLG which was reported to the Local Plan Steering Group Meeting on 17th November 2014. This SHMA Addendum 1 confirmed that the new population projections did not materially affect housing requirements in Fylde with objectively assessed need remaining within the 300-420 dwellings per annum range. It did note however, that affordable need had increased from 207 to <b>249</b> dwellings per annum (an increase of 18%).</p>

4.7 **This is significant, as this level of affordable need is over two thirds of the total identified housing requirement.** Paragraph 47 of the NPPF requires local authorities to meet the objectively assessed needs for both market and affordable housing; however it is clearly unviable for such levels to be met within the proposed housing requirement. In such instances the NPPG advises that:  
*'...An increase in the total housing figures included in the local plan should be considered where it could help deliver the required number of affordable homes.'* (para 2a-029-20140306)

4.8 A further update to the SHMA was commissioned to take account of the 2012 sub national household projections (SNHP), which were released on 27th February 2015; and the revised plan period up to 2032, rather than 2030. This Addendum 2 was published alongside the Revised Preferred Options document that went to Development Management Policy Committee on 17th June 2015.

4.9 The Fylde Addendum 2 concluded that the lower end of the recommended range (300) was no longer appropriate and that figure of 370 would represent a base level of demographic need, consistent with the approach the Council had taken previously (when they adopted a figure of 366).

4.10 **However, paragraph 5.27 states that a figure of 440–450 dwellings per annum would be required to support the level of economic growth forecast in the Council's employment evidence for the Local Plan.**

4.11 It follows that this elevated level of housing would be required to support the strategic vision of the plan which confirms (at Chapter 3, page 26) that by 2032:

*"Fylde will have continued to develop as a dynamic prosperous place to live and work through boosting the delivery of sustainable homes and employment growth."*

4.12 National guidance confirms that housing strategies within Local Plan must take account of economic aspirations, with paragraph 158 of the NPPF stating that:

*"Local Planning Authorities should ensure that their assessment of and strategies for housing, employment and other uses are integrated, and that they take full account of relevant market and economic signals."*

4.13 The NPPG also states at paragraph 2a-018-20140306:

*"where the supply of working age population that is economically active (labour force supply) is less than the projected job growth, this could result in unsustainable commuting patterns (depending on public transport accessibility or other sustainable options such as walking or cycling) and could reduce the resilience of local businesses."*

4.14 Indeed, the economic projections in the SHMA addendum were given considerable weight when considering the Blackpool Core Strategy, and particularly the Oxford Economic projections, which in the case of Fylde, **equate to a dwelling requirement at the higher end of 440-450 range** (see table 4.16 below).

**Figure 4.16: Population and Household Projections Application of Headship Rate Sensitivity: Fylde 2011 – 2032**

Scenario	Change 2011–2032				Average per year	
	Population Change	Population Change %	Households Change	Households Change %	Headship Rate Sensitivity	Dwellings – 2012 SNHP Headship Rates
Employment -led (Oxford Economics)	14,437	19.0%	8,770	25.0%	447	437
Employment -led (AECOM Policy On)	14,135	18.6%	8,625	24.6%	440	429
Migration-led 10 Year (X)	9,879	13.0%	7,250	20.7%	370	360
Migration-led 10 Year	8,775	11.5%	6,215	17.7%	317	307
Employment -led (Experian)	8,461	11.1%	6,116	17.5%	312	303
SNPP-2012	5,667	7.4%	4,815	13.7%	246	237

Source: Edge Analytics, 2015

*housing is set in the Council’s own evidence, contained in the SHMA 2014 and the two Addenda published in October 2014 and May 2015. This conclusion of this evidence, with which I agree, is that the OAN for housing in Fylde Borough over the period 2011-2032 is within a range of **440 to 450 dwellings per annum.***

4.18 Further housing need evidence submitted to the same Inquiry by NLP on behalf of Warton East Developments Ltd1, came to similar conclusions, although they advocated an even higher OAN figure of 460 dpa, by including an additional affordable uplift to the SHMA findings. We understand this paper has already been submitted with representations from Warton East Developments Ltd so we have not included as an appendix here, but can provide if required.

4.19 It must be noted that the population and household projections that this evidence was based on have been updated, with the 2014 SNPP published on 25th May 2016 and the 2014 SNHP on 12th July 2016. In Fylde’s case these show an increase in the rate of population and household growth, with the 2014 SNPP showing an 7.1% increase in growth compared to 2012 (across the comparable period 2014-2037); and the 2014 SNHP showing a 9.9% increase compared to 2012 across the same period.

4.15 Therefore, whilst the Council’s proposed target represents an increase from the previous Preferred Option Local Plan, and is consistent with the approach they have taken through the SHMA process, it is significantly lower than the figure now recommended by Turley, based on the latest projections and the revised plan period.

**4.16 Turley conclude that a figure of 440 to 450 dwelling per annum would be required to meet the economic growth aspirations in the Council’s employment evidence for the Local Plan, and it is our view that this represents an accurate FOAN figure for Fylde for the reasons set out above.**

4.17 We provided more detailed evidence on this matter to the Clifton House Farm Inquiry (‘Objectively Assessed Housing Need Paper’, June 2016, attached at **Appendix 7**), which concluded: *“the most robust evidence as to the OAN for*

4.20 Whilst this increase is not considered a meaningful change that would undermine the SHMA findings in the context of the NPPG (para 2a-016-20150227), particularly given that these latest projections have yet to be referenced in the guidance (paragraph 16 still refers to the 2012 SNHP); it does give further support to an OAN figure at the higher end of the SHMA range, as it shows that the demographic starting point is increasing.

4.21 As a final point, we also note from paragraph 10.11 of the Turley SHMA that it did not model housing needs for the elderly (i.e. those that would need care home accommodation) and that these needs would have to be assessed separately. As such, any future housing land requirements set out in the Local Plan will need to account for such needs. At present, it cannot be assumed that such demand will be met within the current housing allocations set out in the Local Plan, which have been limited to an assessment that does not account for these needs, and on the basis of a strategy that does not even meet the FOAN of standard C3 housing.

#### 5 Year Housing Land Supply Position

5.4 Paragraph 10.15 confirms that if the Council are unable to demonstrate a 5 year supply, the presumption in favour of sustainable development is engaged, as set out in Policy NP1, which reflects paragraph 14 of the NPPF.

5.5 Fylde's latest 5 year supply statement, which was published on 18th May 2016, with a base date of 31st March 2016, states that they have a **4.8 year supply**.

5.6 This position is based on the proposed requirement figure of 370 dpa, using the Sedgefield approach to under-delivery, and a 20% buffer, which acknowledges that they have suffered persistent under delivery in the past.

5.7 As such, Fylde Council are unable to demonstrate a 5 year supply of deliverable housing sites based on their proposed requirement figure, and it follows that this shortfall will be greater if the housing requirement is increased in line with Turley's recommendations. Indeed, the Planning SoCG for the Clifton House Farm Appeal (**Appendix 5**)

5.8 confirmed that Fylde would have a 3.74 year supply based on a requirement of 445 dpa, and as little as 3.2 years based on our own housing supply evidence submitted to the Inquiry.

5.9 We do comment further on delivery on individual sites in section 6, and the trajectory in Appendix 2 of the Plan, and given that this supply position is constantly evolving, we reserve the right to make further comments on this matter at a later date.

5.10 To ensure that the plan is found sound **and that paragraph 49 of the NPPF is not invoked upon adoption it is paramount that the plan seeks to address this at the earliest possible opportunity**. This will require a pro-active approach to housing delivery within the plan and the inclusion of sufficient sites which are attractive to the market in current economic conditions.

5.11 Numerous policies throughout the plan are unlikely to ensure that a 5 year housing supply will be achieved on adoption. These issues are addressed in greater detail against individual policies.

#### ***Total Housing Supply***

5.12 In respect of the total supply figure of 7,891, whilst this has risen by almost 16% since the 2013 Preferred Option, it has actually decreased slightly (3.6% from 8,188) since the 2015 Revised Preferred Option in October 2015, and is well below the level required to support the FOAN endorsed by Turley in the SHMA Addendum 2 (440-450 dpa), as this would require a minimum delivery of **9,240 – 9,450** dwellings over the plan period.

5.13 However, this figure does identify a greater supply of housing than the proposed requirement (7,768) and we fully support this approach. Firstly, this approach acknowledges that the housing requirement is a minimum figure in accordance with the NPPF, which Local Plans should seek to surpass. Secondly, this builds in a buffer to account for under-delivery or non-delivery on existing commitments and proposed allocations which is inevitable, and we provide more detailed comments on individual sites within the next section.

5.14 The plan seeks to provide a housing supply equivalent to 376 dpa, which is 6 dpa greater than the proposed requirement, giving a buffer of 1.6 (referred to as a *'small amount of headroom'* in para 10.17), however this is clearly insufficient.

5.15 Our past experience suggests that a buffer of at least 10% should be applied, and this approach has been endorsed in paragraph 8.55 of the Droitwich Spa decision (Ref: APP/H1840/A/13/2199085 & APP/H1840/A/13/2199426), where a number of other relevant appeal decisions are referred to where the same approach has been applied and accepted (Moreton in Marsh, Marston Green, Honeybourne and Tetbury). Applying a 10% buffer to the correct FOAN figure of 440-450 dpa would mean that the plan would need to identify a total supply of between 10,164 and 10,395.

5.16 However, we also note that the Home Builders Federation (HBF) advocated a buffer of around 20%, in their representations to the 2015 Revised Preferred Options, due to poor levels of past delivery and the consistent lack of a 5 year supply in Fylde; as well as concerns with Blackpool's ability to meet its own needs going forward, due to physical constraints and historic under delivery there; which we refer to in section 3, and this situation has now been magnified by Wyre stating that they cannot meet their own needs going forward (also discussed in section 3).

5.17 As such, we conclude that a 20% buffer is justifiable in this instance, which would require the plan to identify a total supply of between **11,088 and 11,340**.

5.18 This would require land to be identified to accommodate an additional 3,197 and 3,449 dwellings, over and above the allocations in the current document.

## **8. HOUSING POLICIES (CHAPTER 10)**

8.1 We object to the overall housing requirement as noted, and also object to the wording within the remaining housing policies and the supporting evidence base.

8.2 The policies and supporting text relating to the overall housing requirement and distribution strategy have been largely covered within section 5; however we make more specific comments below on the wording and mechanisms proposed in chapter 10.

### **Housing Delivery and Allocation of Housing Land (Policy H1)**

8.3 In terms of the overall housing requirement set out in part (a) of policy H1 we would refer to our comments in section 5, where we object to the proposed housing requirement figure of 370 dpa and recommend that this is increased to **440-450 dpa** to reflect the latest evidence and to comply with national guidance.

8.4 Parts (b), (c) and (d) of the policy relate to monitoring and phasing, and whilst HLM fully support the monitoring of the housing delivery against the plan trajectory, we would stress that if the plan is failing then rather than simply persist with the plan the Council should also consider triggers for an early plan review.

8.5 In respect of Part (d) we would again refer to our comments in section 5, where we consider that the delivery of developable sites should provide a total of **11,088- 11,340** rather than 7,891; as it is important that the plan has a wide portfolio of sites with sufficient headroom to ensure delivery in varying market conditions. This is particularly important given that the Council cannot currently demonstrate a five year supply.

## 10. CONCLUSIONS

10.1 In summary, HLM strongly object to the proposed housing requirement and distribution strategy set out in this Revised Preferred Option.

10.2 Firstly, we consider that the plan has underestimated the total annual housing requirement within Fylde by approximately 20% and that a figure of **440 to 450 dwelling per annum** would be required to meet Fylde's economic growth aspirations and affordable housing obligations, as recommended in the 2014 SHMA Addendum 2.

10.3 This has major implications on the distribution strategy within the plan, and indicates that the plan would need to identify a total supply of between **11,088 and 11,340** dwellings to be able to deliver this requirement with a suitable buffer for non-delivery, which represents an increase of up to **3,450 dwellings (44%)** from the current identified supply.

### **Windfall Development**

5.19 We welcome the fact that the proportion of windfall and smaller/ non-strategic sites has reduced from 31% to 22% of the total supply since the 2013 Preferred Option, as this introduces more certainty into the process, with less reliance on unplanned development.

5.20 The table identifies 12.6% (998 dwellings/ 48 dpa) as coming through 'allowances and unallocated sites'. The breakdown of this figure is set out within the trajectory at Appendix 2 of the document which comprises:

*Figure 5.2 - Small Site Allowances in Housing Trajectory (Appendix 2):*

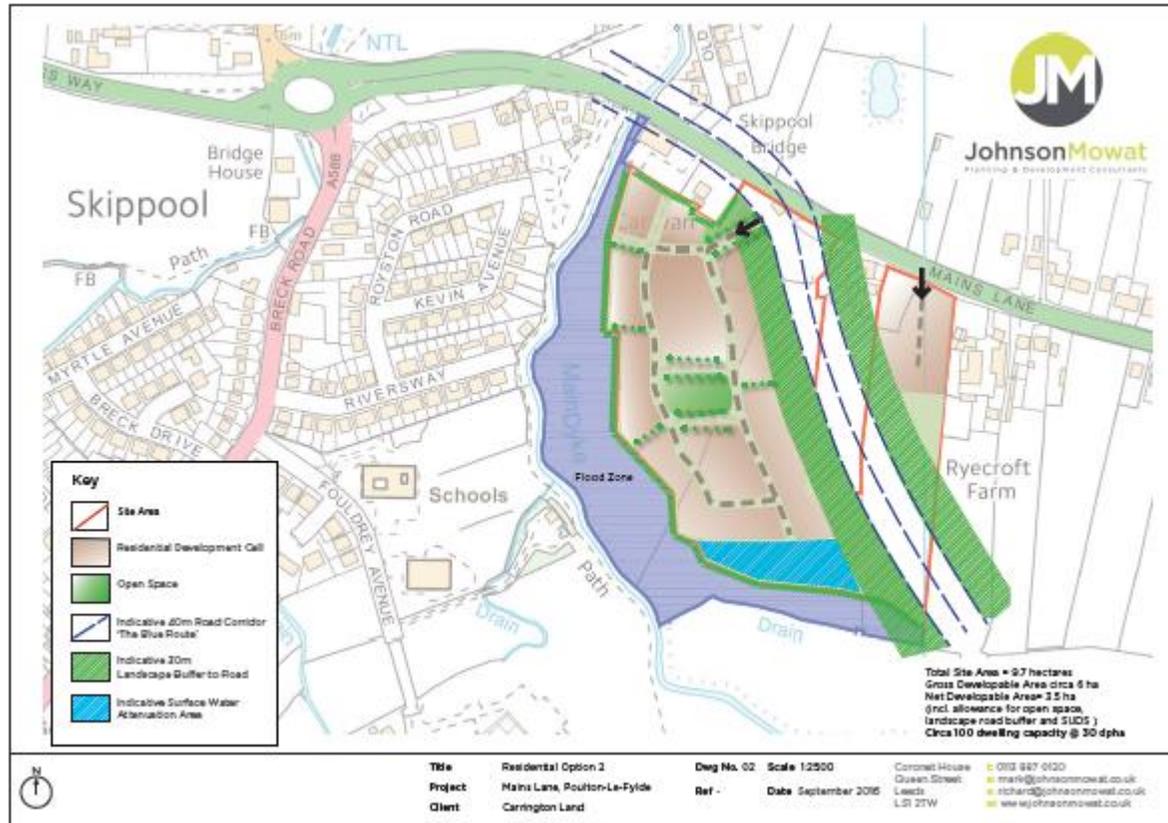
<b>Allowances</b>	<b>Total</b>		<b>Trajectory timeframe</b>
Small site completions	1252	25 dpa	2011/12-2015/16 (Years 1-5)
Small site commitment and Minded to Approve (Unallocated sites)	383	77 dpa	2015/16-2019/20 (Years 6-10)
Small sites and Windfall Allowance (Unallocated sites)	440	40 dpa	2021/22-2031/32 (Years 11-21)
Long term empty homes re-entering market	50	10 dpa	2016/17-2020/21 (Years 6-10)

	<p><b>TOTAL</b> <b>998</b></p> <p>5.23 The proposed windfall delivery rate of 40 dpa from year 11 onwards does reflect the quoted level of windfall since 2011, with residual completions and committed small sites expected within years 1-10 averaging over 50 dpa, although it is unclear exactly where these sites have come from as the SHLAA has not been updated since 2012. Therefore, there is some evidence of past windfall and we welcome the fact that the proposed allowance is only applied from year 11 onwards as this removes any double counting.</p> <p>5.24 However, there is no compelling evidence that this past rate of windfall will continue through the plan period. Firstly, the current windfall total includes 57 units that are 'minded to approve', meaning they are not yet committed. Secondly, it predicts a delivery rate of 77 dpa in years 6-10, which is reflective of the committed/ minded to approve pipeline, but it is significantly higher than the projected delivery rates within the 2012 SHLAA (14 dpa, rising to 35 if conversions are included) and 2013 Preferred Option (30 dpa); and the actual rate of completions in years 1-5 (25 dpa), suggesting that this may be unrealistic and may need to be spread across more years, or have a discount for non-delivery built in.</p> <p>5.25 Thirdly, windfall rates should fall as a new plan progresses to adoption as more sites are allocated or picked up through the SHLAA process. In this case, given the limitations of the previous Local Plan, which was adopted in October 2005 with an extremely restrictive approach to housing, comprising a residual requirement of just 1 dwelling between 2005 and 2016, it is entirely reasonable to assume that the vast majority of the Council's housing supply in recent years has been through windfall development. As such, development opportunities of this scale and nature will have been partly exhausted over the last 5 years and there is no evidence to indicate that windfall development could continue at the same rate and scale.</p> <p>5.26 Failure to deliver against windfall targets will hinder delivery of the plan and the ability to demonstrate a 5 year housing land supply, which Fylde have struggled to do in recent years anyway. It is recommended that the windfall allowance is not used as a mechanism to reduce the number of allocated sites, and could instead be used to provide the buffer (see para 5.14), as recommended in the Inspector's report on the Selby Core Strategy.</p> <p>5.27 It's equally important that the delivery of windfall sites is closely monitored through the AMR process. Failure to achieve the windfall assumptions will require the Council to consider releasing other sites, or review its plan, to ensure a 5 year housing supply and that the full housing requirements of the plan are met.</p>
<p>OC/AGCN/16/00631 – Carrington Group  JohnsonMowat</p>	<p><b>Housing Requirement</b></p> <p>Carrington Group supports the evidence presented by the HBF in respect to the Fylde Objectively Assesses Housing Need (OAN). The proposed housing requirement is too low and does not align with the economic strategy within the plan, nor will it meet the affordable housing needs of the area. Carrington Group also remain concerned that the housing implications of the Lancashire Enterprise Partnership (LEP) ambitions to create 50,000 new jobs over the period 2015 to 2025 LEP Strategic Economic Plan is not fully addressed in the 'Statement of Compliance with the Duty to Co-operate' or the plan.</p> <p>Carrington Group agree with an HBF recommendation that increases the housing requirement be increased towards the upper end of the objectively assessed needs range identified in the SHMA addendum 2, 440 to 450dpa (net). The scenarios should also be re-run using the 2014 based SNHP as their starting point.</p>

### Five Year Land Supply

The Council's latest 'Five Year Housing Land Supply Statement' published 18 May 2016 indicates the Council has a 4.8 years housing land supply (at 31 March 2016). This is based upon a 20% buffer, as required by the Framework, and dealing with under-delivery in the first five years. Whilst the methodology to identify the five year supply is considered correct and in compliance with the Framework and PPG the input of 370dpa, as the appropriate housing requirement, is disputed as above. A housing requirement in the order of 440 to 450dpa would mean an overall housing requirement of between 9,240 and 9,450 net additional dwellings. The supply currently falls some way short of this need.

To ensure that the plan can be found sound at examination it is imperative that the Council provide an adequate supply of housing land to enable a five year supply to be demonstrated.



OC/LO/16/00169 –  
 Mr A Bradshaw  
 Emery Planning

### Requirement

2.1 The housing requirement set out in policy H1 is a minimum of 7,700 new homes in Fylde during the period 2011 to 2032. This equates to 370 dwellings per annum. In our representations to the December 2015 Preferred Approach we had no specific comments to make on the proposed requirement as there have been a number of factors which have resulted in an uplift from the demographic starting point. Since then, the major change is the publication of the household projections. These increase the household projections from 219 households to 237 households which is

an 8% increase. This increase to the starting point for determining the Objectively Assessed Need must be considered and in our view would require an uplift to the housing requirement.

### **Supply**

2.2 Policy H1 of the draft Local Plan states:

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

*a. Setting and applying minimum requirements as follows: 370 homes per annum*

*b. Keeping under review housing delivery performance on the basis of rolling 3 year completion levels. If, over the latest 3 year review period, any targets relating to housing completions are missed by more than 20%, the delivery of uncommitted sites will be adjusted as appropriate to achieve a higher delivery; provided this would not adversely impact on existing housing or markets within or outside the Local Plan area*

*c. Ensuring there is enough deliverable land suitable for house building capable of providing a continuous 5 year supply from the start of each annual monitoring period and in locations that are in line with policy DLF1 (Development Locations for Fylde) and suitable for developments that will provide the range and mix of housing types necessary to meet the requirements of the Local Plan.*

*d. The delivery of the developable sites, which are allocated for housing and mixed use from 1st April 2011 to 31st March 2032, to provide a total of 7,891 homes.”*

### **Five year housing land supply**

2.3 As above, policy H1 c. seeks to ensure that there is enough land identified, which is capable of delivering a five year supply of housing land.

2.4 This is in line with paragraph 47 of the NPPF, which states:

*“To boost significantly the supply of housing, local planning authorities should:*

- use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework, including 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 sufficient to provide five years worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land”*

2.5 Notwithstanding this, we note that the Council accepts that it cannot demonstrate a five year supply of housing land. In its view, the Council considers that it can demonstrate a 4.8 year supply. We discuss this below.

2.6 Paragraph 3-033 of the PPG: *“Updating evidence on the supply of specific deliverable sites sufficient to provide five years worth of housing against housing requirements”* is particularly relevant in relation to this. It states:

*“Applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. The examination of Local Plans is intended to ensure that up-to-date housing requirements and the deliverability of sites to meet a five year supply will have been thoroughly considered and examined prior to adoption, in a way that cannot be replicated in the course of determining individual applications and appeals where only the applicant’s/appellant’s evidence is likely to be presented to contest an authority’s position.*

*The National Planning Policy Framework requires local planning authorities to identify and update annually a supply of specific deliverable sites sufficient to provide five years’ worth of housing. As part of this, local planning authorities should consider both the delivery of sites against the forecast trajectory and also the deliverability of all the sites in the five year supply.*

*Local planning authorities should ensure that they carry out their annual assessment in a robust and timely fashion, based on up-to-date and sound evidence, taking into account the anticipated trajectory of housing delivery, and consideration of associated risks, and an assessment of the local delivery record. Such assessment, including the evidence used, should be realistic and made publicly available in an accessible format. Once published, such assessments should normally not need to be updated for a full twelve months unless significant new evidence comes to light or the local authority wishes to update its assessment earlier.*

*By taking a thorough approach on an annual basis, local planning authorities will be in a strong position to demonstrate a robust five year supply of sites. Demonstration of a five year supply is a key material consideration when determining housing applications and appeals. As set out in the National Planning Policy Framework, a five year supply is also central to demonstrating that relevant policies for the supply of housing are up-to-date in applying the presumption in favour of sustainable development.”* (our emphasis)

2.7 Consequently, the PPG expects the deliverability of sites to meet a five year supply to be thoroughly considered and examined during the Local Plan examination.

2.8 We make the following comments in relation to the methodology for calculating a five year housing land supply. We refer to the following six key stages:

1. Identifying the base date and five year period;
2. Identifying the housing requirement;
3. Identifying the accumulated backlog;
4. Identifying the method of addressing the backlog;
5. Applying the appropriate buffer; and
6. Identifying a Realistic and Deliverable Supply.

2.9 These stages are discussed below.

Stage 1: Identifying the base date and five year period

2.10 The Council's Housing Land Availability has a base date of 31st March 2016. Therefore, the current five year period is 1st April 2016 to 31st March 2021.

Stage 2: Identifying the housing requirement

2.11 Notwithstanding our comments on the OAN as set out above, policy H1(a). indicates that the minimum annual requirement is 370 dwellings p.a. Against this annual requirement, the minimum five year housing requirement is 1,870 dwellings.

Stage 3: Identifying the accumulated backlog

2.12 As set out in draft policy H1(d), the base date of the plan is 1st April 2011. Therefore, the completions in the last five monitoring years should be assessed against a total need over the same period of 1,850 dwellings (i.e. 370 X 5 years).

2.13 The Housing Land Availability Schedule (31st March 2016) confirms that there were just 1,048 net dwellings completed between 1st April 2011 and 31st March 2016. Consequently, against a total requirement of 1,850 dwellings in these five years, the accumulated backlog is 802 dwellings. This is set out in the following table:

**Table 1: completions in Fylde 2011 to 2016**

Monitoring year	Requirement	Net completions	Over provision / undersupply
2011/12	370	141	-229
2012/13	370	162	-208
2013/14	370	234	-136
2014/15	370	207	-163
2015/16	370	304	-66
<b>Total</b>	<b>1,850</b>	<b>1,048</b>	<b>-802</b>

Stage 4: Identifying the method of addressing the backlog

2.14 We note from the Council's Five Year Housing Land Supply Statement that the Council considers the backlog should be addressed in full in the five year period (i.e. the Sedgfield method). We agree for the reasons set out below.

2.15 The NPPF does not specifically state how the backlog should be addressed. However, it did introduce a requirement to "boost significantly" the supply of housing (paragraph 47). The backlog is a shortfall in supply which exists at the start of the five year requirement, so to defer addressing it until the end the plan period makes little sense in the light of paragraph 47. Therefore addressing the backlog as soon as possible would be consistent with this requirement.

2.16 Paragraph 3-035 of the PPG (Reference ID: 3-035-20140306): "How should local planning authorities deal with past under-supply?" provided further guidance. It states:

*“Local planning authorities should aim to deal with any undersupply within the first 5 years of the plan period where possible. Where this cannot be met in the first 5 years, local planning authorities will need to work with neighbouring authorities under the ‘Duty to Cooperate’.”*

2.17 Consequently, the PPG is clear that Local Planning authorities should aim to deal with the backlog within five years. Whilst the PPG does appear to recognise that there may be circumstances when this is not possible, it does not suggest that the backlog should be addressed over any other period in those circumstances. Instead it states that local planning authorities will need to work with neighbouring authorities under the ‘Duty to Co-operate’, presumably with adjacent authorities looking to help to address the backlog by making immediate provision. The PPG does not endorse deferring addressing the issue for longer than five years.

2.18 In summary, the accumulated backlog should be addressed in full within the five year period. Therefore, the total five year requirement is 2,652 dwellings (i.e. 1,850 + 802).

Stage 5: Applying the appropriate buffer

2.19 We note from the Council’s Five Year Housing Land Supply Statement that the Council accepts the 20% buffer applies. We agree for the reasons set out below.

2.20 As above, paragraph 47 of the NPPF states:

*“To boost significantly the supply of housing, local planning authorities should: Identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements with an additional 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land.”*

2.21 It continues by stating:

*“Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land”.*

2.22 Paragraph 3-035 (Reference ID: 3-035-20140306) of the PPG: “How should local planning authorities deal with past under supply?” states:

*“The approach to identifying a record of persistent under delivery of housing involves questions of judgment for the decision maker in order to determine whether or not a particular degree of under delivery of housing triggers the requirement to bring forward an additional supply of housing. The factors behind persistent under delivery may vary from place to place and, therefore, there can be no universally applicable test or definition of the term. It is legitimate to consider a range of issues, such as the effect of imposed housing moratoriums and the delivery rate before and after any such moratoriums. The assessment of a local delivery record is likely to be more robust if a longer term view is taken, since this is likely to take account of the peaks and troughs of the housing market cycle”.*

2.23 The Housing Land Availability Schedule confirms that the Council has not met the minimum requirement of 370 dwellings p.a. in any of the monitoring years since 1st April 2011. Indeed, against the annual requirement set out in the RSS for the North West for Fylde of 306 dwellings p.a., the Council under delivered in every year apart from one (in 2007/08):

**Table 2: completions in Fylde 2003 to 2016**

Monitoring year	Annual requirement	Number of net housing completions	Over provision / undersupply
2003/04	306	142	-164
2004/05	306	285	-21
2005/06	306	130	-176
2006/07	306	168	-138
2007/08	306	394	88
2008/09	306	305	-1
2009/10	306	145	-161
2010/11	306	115	-191
2011/12	370	141	-229
2012/13	370	162	-208
2013/14	370	234	-136
2014/15	370	207	-163
2015/16	370	304	-66

2.24 There has therefore been a persistent under delivery against the requirement and as a result, a 20% buffer applies.

**Application of the buffer**

2.25 We note from the Council’s Five Year Housing Land Supply Statement that the Council accepts the 20% buffer applies to both the base requirement and the accumulated backlog. We agree for the reasons set out below.

2.26 In our view, the total five year requirement includes the backlog and there is no rational reason not to apply the buffer to both. This is in line with recent guidance from the Planning Advisory Service (PAS), entitled: “Five Year Land Supply”. This was published on 20th July 2015 and states:

*“We believe the preferred approach is for the buffer to be applied to both the requirement and shortfall. This is the most appropriate order because it ensures the buffer is applied to the full requirement which represents all the need that exists. The idea is that for every year you underprovide the amount adds onto the requirement to be met in the next five years. In reverse any over provision which would count as completions and could be taken off the requirement, to which the buffer is then applied. The idea of the buffer is to ensure that there is flexibility to provide sites and meet the needs that exist.”*

2.27 We also note that it is in line with the recommendations of the Local Plans Expert Group as set out in its report to the Secretary of State (March 2016 – paragraph 43).

2.28 Consequently, the total supply that must be demonstrated to meet the five year requirement is 3,182 dwellings (i.e. 2,652 + 20%).

Stage 6: Identifying a Realistic and Deliverable Supply

**Council’s housing land supply**

2.29 We note from the Council's Five Year Housing Land Supply Statement that the Council considers its five year supply at 1st April 2016 to be 3,052 dwellings.

2.30 Whilst we have not undertaken a critical assessment of the Council's housing land supply on a site by site basis at this stage, we consider the housing land supply is significantly less than that set out by the Council for the reasons set out below.

#### Methodology

2.31 Footnote 11 of the NPPF states:

*"To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans".*

2.32 Paragraph 3-031 of the PPG: "What constitutes a 'deliverable site' in the context of housing policy?" states:

*"Deliverable sites for housing could include those that are allocated for housing in the development plan and sites with planning permission (outline or full that have not been implemented) unless there is clear evidence that schemes will not be implemented within five years. However, planning permission or allocation in a development plan is not a prerequisite for a site being deliverable in terms of the five-year supply. Local planning authorities will need to provide robust, up to date evidence to support the deliverability of sites, ensuring that their judgements on deliverability are clearly and transparently set out. If there are no significant constraints (e.g. infrastructure) to overcome such as infrastructure sites not allocated within a development plan or without planning permission can be considered capable of being delivered within a five-year timeframe.*

*The size of sites will also be an important factor in identifying whether a housing site is deliverable within the first 5 years. Plan makers will need to consider the time it will take to commence development on site and build out rates to ensure a robust five-year housing supply." (our emphasis)*

2.33 Paragraph 3-033 of the PPG: "Updating evidence on the supply of specific deliverable sites sufficient to provide five years worth of housing against housing requirements" states:

*"Local planning authorities should ensure that they carry out their annual assessment in a robust and timely fashion, based on up-to-date and sound evidence, taking into account the anticipated trajectory of housing delivery, and consideration of associated risks, and an assessment of the local delivery record. Such assessment, including the evidence used, should be realistic and made publicly available in an accessible format. Once published, such assessments should normally not need to be updated for a full twelve months unless significant new evidence comes to light or the local authority wishes to update its assessment earlier." (our emphasis)*

2.34 From the outset, the guidance contained within paragraph 3-033 of the PPG is clear that the Council must publish evidence to support the delivery rates of all sites it has included within the five year housing land supply. This is particularly relevant for the sites that do not have planning permission as paragraph 3-031 of the PPG requires the Council to publish robust and up to date evidence to support the deliverability of such sites.

2.35 Without the evidence, it is unclear how the Council has concluded on the delivery assumptions on sites in the supply, particularly for the many sites included in the supply, which are not in control of a housebuilder.

#### Sites without planning permission

2.36 Some of the sites in the Council's five year supply have been waiting a very long time for the S106 to be negotiated and agreed. Examples include:

- Fairways Garage, Heeley Road, St Annes (20 dwellings) – A resolution to grant outline planning permission was made on 30th July 2008, yet the S106 has not been signed over 8 years later;
- Kingsway Garage, St Annes (30 dwellings) – A resolution to grant outline planning permission was made on 10th October 2012, yet the S106 has not been signed almost 4 years later;
- Axa Data Centre, Lytham (45 dwellings) – A resolution to grant outline planning permission was made on 4th September 2013, yet the S106 has not been signed 3 years later;
- Land to the rear of 11-63 Westgate Road, Squires Gate (70 dwellings) – A resolution to grant outline planning permission was made on 7th November 2012, yet the S106 has not been signed almost 4 years later;
- West End Residential Park, Kirkham (27 dwellings) – A resolution to grant planning permission was made on 10th October 2012, yet the S106 has not been signed almost 4 years later;

2.37 We question whether there is a realistic prospect that sites that have been awaiting the signing of a S106 for such a long time have a realistic prospect of delivering deliver any dwellings in the five year period.

2.38 We also note that there are a number of sites where planning permission had expired or was about to expire just after the base date. Examples include:

- 7-8 St Georges Square, St Annes (11 dwellings) – permission expired 27th September 2014; and
- Pennine View (12 dwellings) – outline planning permission expired on 4th September 2016.

2.39 Footnote 11 of the NPPF is clear that sites where planning permission has expired should not be included in the five year housing land supply.

#### Lead-in times and build rates

2.40 As above, paragraph 3-031 of the PPG explains that plan makers will need to consider the time it will take to commence development on site and build out rates.

2.41 In terms of lead-in times, the Council will need to consider on a site by site basis:

- how long a planning application will take to prepare, submit and be determined (if the site does not already have planning permission);
- how long it will take for the S106 agreement to be negotiated and agreed;
- whether an allowance needs to be made for the site to be sold to a developer / housebuilder;
- how long it will take for applications for reserved matters and discharge of conditions to be made, considered and approved;
- whether there is infrastructure that needs to be put in place before the site could start delivering dwellings and how long this will take;
- whether there are any other site specific considerations, which would affect a start on site.

2.42 In terms of build rates, we note that the Council's trajectory assumes a build rate of around 30 dwellings per annum.

2.43 The Council will need to demonstrate why it considers some of the larger sites will have multiple developers involved from the commencement of construction. Whilst we accept that sites of a certain size may be developed by multiple developers over the lifetime of their delivery, the Council will need to provide evidence to demonstrate that multiple housebuilders will simultaneously be on site from the outset. Until this is evidenced, the standard build rate of 30 dwellings p.a. should be applied. This has the effect of reducing the deliverable supply.

Empty homes allowance

2.44 The Council includes an empty homes allowance of 50 dwellings in the five year period.

2.45 Paragraph 3-039 of the PPG: *“How should local planning authorities deal with empty housing and buildings?”* states:

*“The National Planning Policy Framework encourages local authorities to bring empty housing and buildings back into residential use. Empty homes can help to contribute towards meeting housing need but it would be for individual local authorities to identify and implement an empty homes strategy. Any approach to bringing empty homes back into use and counting these against housing need would have to be robustly evidenced by the local planning authority at the independent examination of the draft Local Plan, for example to test the deliverability of the strategy and to avoid double counting (local planning authorities would need to demonstrate that empty homes had not been counted within their existing stock of dwellings when calculating their overall need for additional dwellings in their local plans).”*

2.46 The Council has not provided robust evidence to demonstrate for example that there would be no double counting of empty homes. Therefore at the present time, the Council cannot rely on an empty homes allowance. Should evidence be prepared on this issue, we request the opportunity to make further representations.

Summary in relation to five year housing land supply

2.47 In summary, the Council accepts that it cannot demonstrate a deliverable five year housing land supply. In our view, the shortfall is significantly more than that set out by the Council in its latest Five Year Housing Land Supply Statement. The implication of this is firstly that more sites are required to address the shortfall.

2.48 Secondly, in accordance with paragraph 49 of the NPPF, relevant housing land supply policies are out of date.

**Housing supply for the plan period**

2.49 Policy DF1 of the draft Local Plan states that the Council will deliver a minimum of 7,768 dwellings by the end of the plan period to 2032. As above, 1,048 dwellings have already been delivered between 1st April 2011 and 31st March 2016. This leaves 6,720 dwellings.

2.50 The Council has only allocated enough land to provide a total of 6,893 dwellings. This only provides an over provision of 173 dwellings (2.6%). Whilst the Council accepts that some windfall development would come forward, it only considers that this would be on small sites. We therefore have concerns as to whether the plan would provide sufficient land to meet that requirement. We have already identified above a shortfall in the five year housing land supply, but there is also an issue in terms of supply over the whole plan period.

2.51 The Local Plans Expert Group published its report to the Communities Secretary and to the Minister of Housing and Planning in March 2016. Paragraph 11.2 of the report identifies that particular problems currently occur with identifying and maintaining a five year supply of housing land, not least because:

	<p>i. the factors affecting a five year land supply calculation are ‘live’, in the sense that matters such as build rates, site circumstances etc. change constantly so that, whatever a Local Plan Inspector finds as a result of the local plan examination will be out of date even before the local plan is adopted;</p> <p>ii. even though local plan examinations are often dominated by five year supply issues, they rarely have the time to address the full detail properly and there are several examples of appeals being won on the five year issue immediately after a local plan has been adopted because further scrutiny is possible through section 78 appeals;</p> <p>iii. even where a Local Plan has recently been found sound – with a housing requirement that meets OAN – the subsequent publication of new household projections or other data is being cited by developers and others as reason to argue that the plan is out of date;</p> <p>iv. because Plans tend only to allocate the minimum amount of land they consider necessary, once adopted, there is little that Local Plans can do to address any shortages that appear in the five year supply. Any shortages, therefore, trigger (slow) local plan reviews meaning that shortfalls tend to be addressed by application or appeal led solutions, rather than plan-led solutions; and</p> <p>v. the combination of short term focus, coupled with inevitable long term shortcomings, then encourages the concept of plans being found sound subject to early reviews, which undermines the credibility and sustainability of the plan-led system.</p> <p>2.52 Consequently the report recommends at paragraph 11.4 that the NPPF should make clear that local plans should be required not only to demonstrate a five year land supply but also focus on ensuring a more effective supply of developable land for the medium to long term (over the whole plan period), plus make provision for, and provide a mechanism for the release of, developable Reserve Sites equivalent to 20% of their housing requirement, as far as is consistent with the policies set out in the NPPF. Reserve Sites represent land that can be brought forward to respond to changes in circumstances.</p> <p>2.53 At present the recommendations of the Group are just that; recommendations. However their conclusions reflect precisely the concerns that we have in respect of the Fylde Local Plan. There is insufficient flexibility to deal with changing circumstances, specifically a failure to deliver housing at the anticipated rates. Consequently, the reality is that any slippage from the identified sites could result in the housing requirement not being met. This would have serious implications in terms of the failure to meet identified housing need, and also the plan would be out-of-date. This could happen almost immediately following adoption, as has been widely experienced elsewhere.</p> <p>2.54 We consider that a flexibility allowance is required, in the order of 20%. This would give a reasonable degree of security that should sites not deliver at the rates anticipated, a 5 year housing land supply could still be maintained and the overall housing requirement could be met.</p>
<p>OC/AGCN/16/00620 – Taylor Wimpey</p> <p>Cushman and Wakefield</p>	<p>To reiterate Taylor Wimpey’s previous position on this matter, Taylor Wimpey is concerned that the current housing requirement set out at policy DLF1 of the PV (a minimum of 7,768 new homes over the plan period) does not adequately address the Government’s strategic priority of housing delivery, particularly in the context of compliance with NPPF paragraph 178 and evidence of joint working on this issue.</p> <p><b>Full, Objective Assessment of Housing Need (FOAN)</b></p> <p>The Housing Requirement Paper (2016) concludes that a figure of 370 dpa will meet Fylde’s objectively assessed need to 2032. Policy DLF1 Development Locations for Fylde sets a minimum dwelling target of 7,768 new homes over the plan period (2011 to 2032), equating to 370 dpa. We note however the statement within the Housing Requirement Paper 2016 that due to the shortfall of 820 dwellings that has been accrued since the start of the plan period in April 2011, the housing requirement will be increased to 420 dpa for the remainder of the plan period to 2032 to ensure this dwelling target is met.</p>

TWUK do not support the figure of 370 dpa as representing the objectively assessed need, nor do we support the minimum dwelling target of 7,768 dwellings over the plan period. For the reasons outlined below, the FOAN is incorrectly derived and has serious consequences for establishing the Council's overall housing requirement. Our critique of the FOAN is based on the following considerations;

1. Failure to use the 2014-based household projections;
2. Employment growth
3. Commuting
4. Affordable housing,
5. Market signals,
6. Household formation rates.

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<sup>1</sup> Paragraph ID 9-001-20140306, PPG

### **Household Projections**

The Housing Requirement Paper establishes the FOAN based on the available data within the 2012 Sub-National Household Projections (SNHP) alongside a consideration of the headship rate data within the 2012 SNHP dataset. The PPG identifies that local needs assessments should be informed by the latest available information to ensure that Local Plans are up-to-date<sup>2</sup>. The 2014-based Household Projections were published in July 2016, and are thus the most recent source of data for calculating housing need. Significantly, the 2014-based household projections forecast Fylde to be one of the fastest growing areas in Cumbria and Lancashire with the annual household growth increasing by 8% from the 2012-based household projections. TWUK therefore consider that the 2014-based projections should be used as the starting point in determining the FOAN for Fylde as this represents the most upto- date available data. The use of any earlier data would clearly not be in compliance with the requirements of the PPG and most importantly would be an incorrect starting position. Beginning the assessment on the basis is flawed and would lead to the preparation of an unsound plan from the outset as it would not be justified and based upon the most up to date evidence.

The consequence of this is that whilst the SHMA addendum 2 concluded that a figure of 370dpa would represent a base level of demographic need (paragraph 5.26), the increase between the 2012 and 2014 based SNHP means that this base level of demographic need will have increased. The likely result is that the housing figures contained within the plan are insufficient to meet the baseline demographic needs. This is a significant failing. This issue is further exacerbated when it is considered that Wyre Council are likely to be requesting assistance from Fylde in meeting their OAN.

### **Employment Growth Scenarios**

Employment-led scenarios are important in allowing an assessment of the housing requirement needed to stabilise jobs as well as that required to increase employment in line with economic growth aspirations. These scenarios therefore provide an important mechanism for the Council to ensure alignment of their housing requirement and economic growth aspirations.

In this context, it is important to note that the Blackpool Core Strategy was found sound using the same methodology and principal documents used in the Council's evidence base. In this case it is clear that the Inspector placed considerable weight upon the economic projections contained within SHMA addendum 1. This is consistent with the NPPF (paragraph 158) and PPG (ID 2a-018) which are both clear that plans should align their economic and housing strategies. The interim conclusions of the Inspector of the Cheshire East Local Plan Strategy, dated 12th November 2014, clearly identify the folly of not aligning such strategies.

In this regard the SHMA addendums 1 & 2 provide three separate employment led scenarios over the period 2011 to 2030 (figure 5.10 SHMA addendum 1) and 2011 to 2032 (figure 4.16 SHMA addendum 2), the latter represents the most up to date analysis taking account of the full plan period and the 2012 SNHP. As previously suggested TWUK recommend these scenarios are updated to take account of the 2014 based SNHP.

<sup>2</sup> Paragraph ID 2a-016-20150227

The scenarios within the SHMA addendum 1 are sensitivity tested to take account of potential reductions in unemployment (figure 5.11), this is not replicated in the SHMA addendum 2. Whilst the level of such reductions need to be justified it is noted that in the case of Blackpool the Inspector concluded these were reasonable. The various scenarios and sensitivity test are replicated for Fylde below.

**Annual net housing requirement for Fylde under employment led scenarios (2011 to 2030)**

Scenario	Experian	Oxford	Aecom
Employment led scenario (addendum 2)	315 (312)	450 (447)	443 (440)
Employment led scenario (addendum 1)	302	434	427
Alternative unemployment rate (addendum 1)	280	411	403

Source: 2014 & 2015 SHMA addendum 1&2 (Edge Analytics), figures in (brackets) are for period 2011 to 2032

On the basis of the employment led scenarios contained in SHMA Addendum 2 (table above) it is evident that the Council’s proposed housing requirement of 370 (based on a migration-led scenario) would only fulfil the Experian economic projections which forecast a fall in employment, and be a significant reduction from the AECOM and Oxford Economics scenarios which identify a requirement for 443 and 450 (447) dpa respectively.

Furthermore the Aecom scenario was provided to recognise the work undertaken in 2012 on the Employment Land Review within Fylde. To align the housing requirement with this strategy would require a net minimum of 440dpa, although it is recognised any justifiable reduction in unemployment rates may lower this figure marginally. Given the above evidence it is clear that the Council’s preferred housing requirement of 370dpa is not sufficient to meet the objectively assessed needs of the area within its own boundaries. Indeed the SHMA addendum 2 concludes at paragraph 5.28 that;

*‘As the Addendum 1 report concludes the upper end of the range would represent the OAN on the basis of the considered economic position within the Council’s evidence base.....’*

It is clear therefore that the Council has not currently planned for sufficient housing to support the forecast levels of employment growth within the borough, leading to a lack of alignment between housing need and economic growth. It is therefore recommended that an uplift to the OAN is provided to ensure economic objectives are able to be achieved and employment growth levels are in alignment with the housing requirements.

The SHMA Addendum 2 (2015) also indicates a range of scenarios utilising the sub-national household projections as a base. The SHMA however is based on a period up to 2030, whereas the Fylde Local Plan relates to a plan period to 2032. Whilst this is recognised within the Addendum 2 report and justified as allowing for a comparison to the findings of the SHMA and SHMA Addendum (2014), there remains a need for additional evidence to examine the requirement for the full plan period to 2032 and the further implications this has for the Council's housing needs (and supply).

On the basis of the employment scenario evidence just presented a requirement of at least 440 to 450dpa is considered to best represent the correct OAN for Fylde.

### **Affordable Housing**

With regard to affordable housing need the SMHA Addendums 1 and 2 reports identify a high affordable housing need of 249 dpa, which equates to over two thirds of the overall housing requirement. The current housing target of 370 dpa would provide 111 affordable units per annum based on the emerging requirement for 30% affordable housing. The SHMA Addendum 1 identifies that the greatest local affordable housing need is within the key settlements, with 64% of the net annual affordable housing need being within Lytham and St Annes, and 24% of the need within Kirkham/Wesham and Freckleton/Warton.

Paragraph 47 of the NPPF states that local authorities should meet their objectively assessed needs for both market and affordable housing, and the PPG further advises that an increase in total housing figures included in the Local Plan should be considered where it could help deliver the required number of affordable homes (ID2a-029). The *Satnam Millennium Limited v Warrington Borough Council (2015)* ruling (CO/4055/2014) goes so far as to say that having identified the OAN for affordable housing, the housing requirement included in the Local Plan should then be considered in order to help the delivery of the required number of affordable homes. The ruling goes on state that the Local Plan should meet the OAN for affordable housing, subject only to the constraints referred to in paragraphs 14 and 47 of the NPPF. Furthermore the PPG states that the more significant the affordability constraints (as reflected in rising prices and rents, and worsening affordability ratio) and the stronger other indicators of high demand (e.g. the differential between land prices), the larger the improvement in affordability needed and, therefore, the larger the additional supply response should be<sup>3</sup>. The PPG also advises that in such cases:

*'.....An increase in the total housing figures included in the local plan should be considered where it could help deliver the required number of affordable homes. (ID2a-029)'*

This evidence further supports TWUK's position that the identified objectively assessed need is too low and does not align with the economic strategy within the plan, nor will it meet the affordable housing needs of the area, particularly in settlements where local need is greatest.

### **Commuting**

The Housing Requirement Paper 2016 sets out the commuting assumptions that have been used to inform the housing requirement. This states that Fylde is somewhat unique with a relatively high level of in-commuting from outside the Borough (approximately 50%), and as such, the paper concludes that as it is unlikely new workers will live within the Council's area, housing will not need to be built to accommodate them. This is not considered to be sustainable development as it encourages unsustainable commuting patterns in direct contradiction with the NPPF and PPG. PPG states that:

<sup>3</sup>Para 020 ID 2a-020-02140306

*Where the supply of working age population that is economically active (labour force supply) is less than the projected job growth, this could result in unsustainable commuting patterns... In such circumstances, plan makers will need to consider how the location of new housing or infrastructure development could help address these problems (ID2a-018)'*

The Council should plan for new homes to accommodate the future increased local workforce, rather than relying on, and encouraging, continued in-commuting. Methods of reducing the reliance on unsustainable commuting patterns should be explored, and it is considered that the proposed housing requirement should be uplifted accordingly. The precise uplift should be considered in the context of the above point regarding a more appropriate employment growth scenario. This additional growth should be accommodated within the identified Key and Local Service Centres, such as Kirkham and Wesham, as these settlements have been identified as having the existing services, facilities, employment opportunity and infrastructure to accommodate additional development and investment.

### **Market Signals**

The PPG highlights the importance of taking market signals into account when assessing housing need, stating:

*'The housing need number suggested by household projections (the starting point) should be adjusted to reflect appropriate market signals, as well as other market indicators of the balance between the demand for and supply of dwellings (ID 2a-019)'*

The PPG lists affordability as a key market signal to be taken into consideration when determining the housing need. The SHMA Addendum 2 (2015) suggests there has been worsening affordability in Fylde since 1997 and illustrates a sharp increase in the affordability ratio from 2011-2012. The report then acknowledges that a 'modest' uplift is required to address affordability issues in the borough. The Housing Requirement Paper shows that the affordability ratio has begun to improve from 2013-2015 and the Council accordingly makes the assumption that if this trend continues to be the case, it is reasonable to conclude that the figures do not signal a particular imbalance between the demand for and supply of dwellings.

It is considered that the Council are premature in making this assumption, as the improving affordability has been sustained for only a short time period and should not be considered representative of an anticipated future long term trend. The PPG is explicit in stating that longer term trends should be used when comparing indicators and assessing the extent of the upward adjustment required<sup>4</sup>. As such, it is clear that the Council should have consideration as to the historic long term trend of worsening affordability and uplift the housing requirement accordingly in compliance with the requirements of the NPPF and PPG to ensure that affordability is improved across the borough.

In addition to the concerns regarding affordability, we consider that further regard should be had to the current and historic rate of development in assessing the housing need. The SHMA Addendum 2 report identifies that there has been a long-term fall in the rate of net completions in Fylde, contributing to the rate of development consistently falling below the planned target of 370 dpa. Although completions have just begun to increase, net completions in 2015/16 were still below the requirement of 370 dpa at 304 dwellings<sup>5</sup>. The SHMA Addendum 2 acknowledges that a modest uplift is required to ensure that the currently constrained position in terms of the backlog against supply is not projected forwards. The Housing Requirement Paper 2016 demonstrates that whilst housing commitments have risen dramatically from 2012/13 to 2015/16, completions have remained steady at only 5-7% of commitments, demonstrating that many residential permissions are not being progressed through to completions.

<sup>4</sup>Para 020 ID 21-020-20140306

Therefore, the rate of development clearly demonstrates that the actual supply is falling below planned supply and a more substantial uplift than 'relatively modest' as set out within the Housing Requirement Paper 2016 may be required, particularly when considered in conjunction with the affordability issues outlined above.

Furthermore paragraph 47 of the NPPF makes clear that local planning authorities should ensure their five year supply of sites for housing provides choice and competition in the market. Such a supply enables a flexible supply of land for housing to be maintained which is responsive to market signals and ensures a deliverable five year supply is sustained.

#### **Household Formation Rates**

An element of flex at a minimum of 10% above the OAN for the plan period must be incorporated in relation to household formation rates. This approach ensures there is a flexible supply of housing land in accordance with the NPPF, and has been supported by Inspectors at other Local Plan examinations. At the Local Plan examination in Stafford, the Inspector advocated an approximately 10% uplift in line with paragraph 47 of the NPPF:

*"The proposed level of housing provision takes account of the additional households estimated to be formed... and includes an element of further growth... [recognising Stafford's role as a growth point...[and taking] account of the difference between the projected number of new households and new homes required, whilst catering for in-migration and significantly boosting housing delivery compared with recent completion rates<sup>6</sup>.*

#### **Younger Household Formation**

The SHMA Addendum 2 (2015) states that the 2012 SNHP data suggests that household formation rates for younger age groups (20-39) have fallen in Fylde since 2001 due to worsening affordability ratios (when compared to neighbouring areas), sustained evidence of a need for affordable housing in the borough and a cumulative under-provision of housing. These factors have the potential to have inhibited the ability of younger households to form and may continue to do so in the future within the context of the persistent shortfall in supply.

The PPG identifies that whilst the most recent household projections and demographic evidence should be a starting point (as of July 2016, this is the 2014-based household projections), adjustment may be required due to local demographic factors, including the suppression of household formation rates. Historically, household formation rates have been constrained due to factors such as the economic recession, lack of mortgage availability, under-supply of housing and the worsening availability of housing. The PPG indicates that the assessment of housing need will therefore need to reflect the consequences of past under delivery of housing and reflect the extent to which household formation rates have been constrained historically.

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<sup>5</sup> Fylde Housing Land Availability Schedule 2016

<sup>6</sup> Paragraph 31, Report on the Examination of the Plan for Stafford Borough Development Plan Document, 11 June 2014

Since 2012 (the base date for the SNHP data utilised by the Council), household formation rates have increased due to increasing mortgage availability and Government initiatives such as Help to Buy and Starter Homes. As such, this should be reflected within the household requirement as an adjustment from the 2012 SNHP data.

This therefore suggests that there is a further need to uplift the housing requirement figure in line with the PPG to ensure the formation of younger households in the future and that the lack of supply does not constrain household formation. The importance of younger households is particularly

significant in light of the borough's ageing population and the ambition to create a strong and competitive economy with diverse employment opportunities that retain young people within Fylde's job market.

### **Summary**

In summary the Council's OAN of 370 dpa is inconsistent with their stated economic ambition, their obligation to meet their full objectively assessed needs for both market and affordable housing (significant in this case) within its boundaries and the LEP's stated sub-regional economic objectives and targets. It does not respond positively to the market signals for Fylde, nor seek to address the poor younger household formation rates. Furthermore, it does not encourage sustainable commuting patterns. Considering all of this cumulatively, it is therefore recommended that the housing requirement be significantly increased.

In addition, the Local Plans Expert Group have published recommendations for revisions to the PPG which seek to provide clarification alongside a methodology for how FOAN should be calculated to ensure that a suitable demographic starting point is established, followed by uplifts to account for market signals, local affordability, household formation rates (when compared to the 2008-based projections) and affordable housing need. TWUK recommend that the Council have consideration to this proposed methodology to ensure the FOAN has had full and due consideration to all matters and suitable uplifts are applied in reaching the FOAN from the demographic starting point.

### **Housing Requirement**

The reference in the PV Local Plan to the housing requirement being a minimum is supported, as this is consistent with the NPPF requirements to plan positively and to boost significantly the supply of housing. Similarly, the reference at paragraph 10.24 to the housing target being a net requirement is also supported.

Notwithstanding this and whilst TWUK recognise that the Council's proposed housing requirement matches what they consider to be the OAN for the Borough, our challenge to the OAN as detailed previously results in only one solution – the Council's housing requirement must be significantly uplifted.

Furthermore, and as outlined earlier in this letter, Fylde Council have acknowledged that Wyre Council have written to Fylde Council to request assistance under the Duty to Cooperate in meeting Wyre's OAN. The Council have recognised that additional housing will need to be accommodated so as to assist in meeting Wyre's OAN, however no additional provision has been included in the housing requirement figure identified within the PV Local Plan. As such, a further uplift to the housing requirement will therefore be necessary to accommodate this provision and ensure that the Council is able to maintain a flexible and responsive supply of land for housing, particularly its obligation to cooperate with adjacent Authorities in meeting cross border housing needs and requirements.

We also recognise the statement within the Housing Requirement Paper 2016 that due to the shortfall of 820 dwellings that has been accrued since the start of the plan period in April 2011, the housing requirement will be increased to 420 dpa for the remainder of the plan period to 2032. TWUK request that any updated housing requirement be reflected within the policy wording of the PV Local Plan and the annual housing target contained within the wording of Policy H1 revised accordingly.

### **Housing Land Supply and Delivery**

Fylde’s most recent Five Year Housing Supply Statement has a base dated 31st March 2016 and is calculated against a housing requirement of 370 dwellings per annum that the Council consider will meet Fylde’s objectively assessed need (OAN) for housing over the Local Plan period to 2032. Notwithstanding Taylor Wimpey’s earlier representations on the need to increase this housing requirement figure, the Council’s 2016 five year housing supply statement identifies the potential to deliver around 3,052 new homes in the first five years of the plan period against a requirement of 3,181, leaving a shortfall of 129 homes over the first five years of the plan period. This demonstrates that the Council’s housing requirements cannot be met in the first five years of the plan period. On this basis, this element of the PV Local Plan is considered unsound until such a time as a five year supply of housing land can be demonstrated.

The Council’s latest five year housing supply statement claims the supply as follows:

Proposed Annual Housing Target (Policy H1) – 370	370
5 year housing requirement and shortfall – 370 x 5 (+801)	2,651
Adjusted 5 year housing requirement including shortfall and 20% buffer (2,651 + 530)	3,181
Adjusted annual housing requirement for 0-5 year period (3,181 / 5)	636

This calculation results in a supply of 4.8 years, against a total dwelling supply of 3,052. We would comment that this is calculated against the proposed housing target as contained with draft Policy H1, and not the uplifted annual housing target of 420 dpa as outlined within the Housing Requirement Paper 2016. Were this uplifted annual requirement instead used, the five year supply position significantly worsens to approximately 4.4 years, against the same total dwelling supply of 3,052.

The Council’s deficiency and inability to provide a five year supply of housing land at the point of plan adoption reveals a further need to identify more housing land over and above that already identified and/or to bring sites forward from later in the plan period. This will ensure that the housing needs can be met immediately and the housing policies proposed within the emerging Local Plan are relevant and can be used in the consideration of applications for residential development.

On this basis the Council cannot currently demonstrate a five year housing land supply, contrary to the Government’s desire to boost growth and housing land supply, and guidance contained in the NPPF and NPPG. TWUK are not aware of any justification set out by the Council as to why this requirement cannot and will not be met, nor the significance of the impacts on the Council’s stated objective of delivering a sufficient supply of housing to retain and attract the households needed to sustain the local economy, confirming that failure to deliver this provision would undermine the economic potential of the district, constraining economic growth and the opportunity for significant job creation. It is considered that the current housing land supply position, particularly in the early years of the new plan period, will result in exactly the scenario that the Council suggest that they are planning to avoid. On this basis this element of the plan is considered to be unsound because it does not meet the test of being positively prepared or effective<sup>7</sup>.

To remedy this, it is important that the Council has a wide portfolio of sites that can be delivered by the market in current conditions. This is particularly important given that the Council cannot currently demonstrate a five year supply nor is it currently planning to do so. The Council may wish to identify likely timescales for delivery through a trajectory but should not seek to stall sustainable and deliverable sites from coming forward; this will simply thwart development and will create difficulties for the Council in achieving its 5 year supply of housing.

It is therefore important that the Council boosts its portfolio of deliverable sites, which will require additional sources of supply to be considered. This is particularly important given the Council's record of delivery and completion of dwellings over the last 23 years. Only 250 net dwellings have been completed on average per annum, this is some 120 short of the 370 housing requirement and further short of what TWUK consider to be the annual housing requirement. There is therefore a significant need to identify and allocate additional land in the immediate term to ensure the requirement can be met.

### **Supply of Sites**

Notwithstanding the above comments on housing land supply and delivery, it is important that the plan provides a reasonable buffer of sites. This will ensure that the overall plan requirement is met and the plan provides flexibility and choice as well as being able to rapidly respond to changing circumstances, all key requirements of the NPPF.

TWUK consider it unlikely that all allocations will deliver exactly as envisaged due to various reasons. The inclusion of a buffer of sites to deal with this eventuality is, therefore, essential. The need for a buffer is also supported by the recent Local Plan Expert Group<sup>8</sup> recommendations to Government. The report recommends a 20% buffer of reserve sites be provided to ensure that the plan can maintain a five year supply and respond flexibly and rapidly to change. TWUK agrees with this stance and concludes that given the recent delivery problems within Fylde it would be prudent to provide this buffer of reserve sites from the outset of the plan.

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<sup>7</sup> Para 020 ID 2a-020-02040306

<sup>8</sup> Local Plan Expert Group (2016): Report to the Communities Secretary and to the Minister of Housing and Planning

The provision of a reasonable buffer may also provide some flexibility within the plan to deal with any unmet needs emanating from neighbouring Wyre Council. This issue is discussed in greater detail in our comments upon the Duty to Co-operate, above.

In addition to these critical considerations, TWUK has undertaken a high level review of the proposed residential allocations to assess their deliverability and suitability for development. The Strategic Site Assessment assessed 31 proposed strategic sites against a range of indicators resulting in a final overall site score based upon an accumulation of all the various indicators. The Strategic Site Assessment was then used to inform the Site Assessment Background Paper which outlined the sites being taken forward within the PV Local Plan for allocations as strategic and non-strategic sites. Sites have been included in the five year supply of housing land which upon closer examination are not considered to be deliverable within the anticipated timeframe, thus casting doubt over the reliability of the housing trajectory. We have undertaken a review of the housing trajectory contained at Appendix 2 of the PV Local Plan and have categorised sites, identifying those where the trajectory is unreasonable, those where it is potentially unreasonable, and those where it is considered reasonable. As a result, we have identified a number of sites below where the proposed housing trajectory is considered unreasonable:

- **Coastal Dunes, Clifton Drive North, Blackpool Airport Corridor** – 338 dwellings between 2015/16 to 2021/22 – The SHLAA assumes that 15 dwellings will be built in the first year, with 30dpa subsequently. The SHLAA assumes that there will be two developers on sites with a capacity of 300 homes and thus the build out rate doubled.

A first phase for 73 dwellings is currently under construction, which at the maximum delivery rate of 30 dpa as noted in the SHLAA, will be completed by 2017/18. A full planning application (ref. 16/0062) for 353 dwellings is currently under determination and the trajectory appears to assume delivery of this development will commence in 2016/17.

Application ref. 16/0062 has been submitted on behalf of Persimmon and it is therefore reasonable to assume Persimmon will be the sole developer for the 353 dwellings, if approved. As such, the build out rate within the housing trajectory should reflect the SHLAA assumptions for a sole developer, and be reduced accordingly to 15 dwellings in the first year and 30dpa thereafter. This removes 150 dwellings from the five year housing land supply.

- **Whyndyke Farm, Preston New Road, Whitehills** – 810 dwellings from 2018/19 to 2031/32 – The site has a total development capacity of 1,310 dwellings, with 810 dwellings forecast to be realised over the plan period, making it therefore the largest site allocation contained within the housing trajectory. The current proposed delivery rate is considered to not have had due consideration to the large size of the site and the possible constraints to construction, market conditions (including oversaturation of the market) and other external rapidly changing circumstances over its considerable implementation period – all key considerations of the NPPF and PPG.. On this basis we strongly suggest that the Council reconsider the proposed delivery rate to ensure the delivery rate is realistic over the plan period. For such a significant site, and given recent delivery problems within Fylde, this is considered extremely important.
- **7-8 St Georges Square, Lytham & St Annes** – 11 dwellings in 2016/17 – Planning permission expired 27/09/2014, with no reserved matters application or new application having been submitted or approved. As such, it is unrealistic to expect the delivery of dwellings in 2016/17.
- **Pennine View, Weeton Road, Wesham** – 12 dwellings in 2017/18 – Outline planning permission expired on 04/09/2016, and no reserved matters or new application has been submitted. As such, it is unrealistic to expect the delivery of dwellings in 2017/18.
- **Land to the West, Ballam Road, Lytham** – 12 dwellings in 2017/18 – Outline planning application ref. 13/0152 is undetermined. A reserved matters application will be required prior to development commencing, and as such, it is unrealistic to expect the delivery of dwellings in 2017/18.
- **Singleton Village, Singleton** – 15 dwellings in 2017/18 – Application ref. 14/0652 has recently been withdrawn. As such it is considered unrealistic to anticipate delivery in full of the site in 2017/18.
- **The Refuge, Ruskin Road, Freckleton** – 13 dwellings in 2017/18 – A reserved matters application has not yet been submitted and it is therefore considered unrealistic to expect the scheme to be delivered in full in 2017/18.

- **Arundel Lodge Nursing Home, 1 Station Road, Wesham** – The housing trajectory identifies the site capacity as 11 dwellings, however the delivery of these 11 dwellings is not recorded in any years in the trajectory. We would query whether this site requires to be removed from the trajectory.
- **Crossacres land between Weeton Road / Fleetwood Road, Wesham** – 4 dwellings in 2016/17 – The site capacity is identified as 13 dwellings, with 9 of these having been delivered in 2011/12. We would query how reliable it is, after a five year delay in delivering dwellings at the site, to now assume a further 4 dwellings will be delivered in 2016/17.

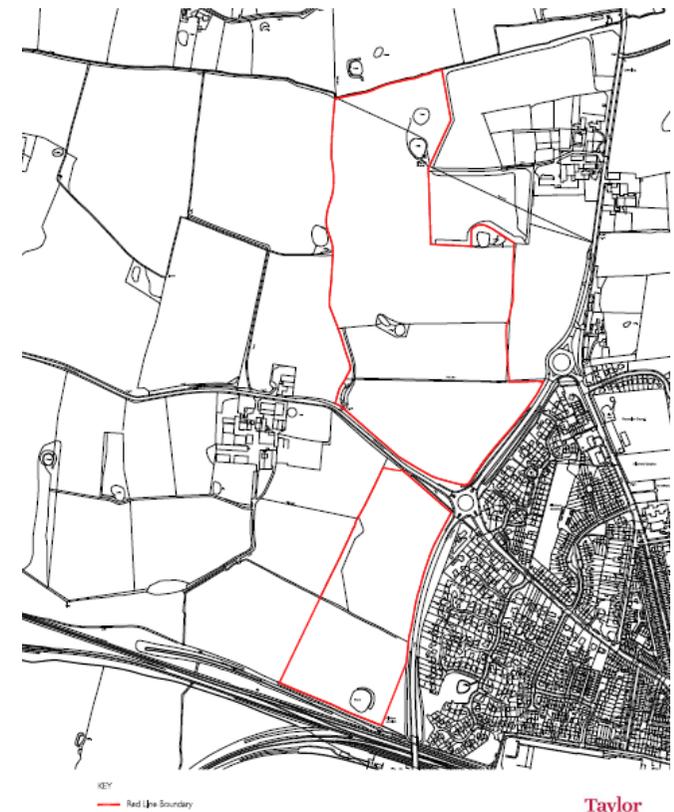
The variety of concerns identified regarding the above sites cast significant doubt over the wider housing trajectory and the assumptions made. Our appraisal of the housing trajectory considers the delivery of 1,038 dwellings to be wholly unrealistic and it is therefore imperative that the Council re-examines its housing trajectory to ensure the anticipated delivery of dwellings is reliable.

We consider that a contingency should be included within the Local Plan to include an early review clause if the housing trajectory is not being met. This would then allow for additional sites to be assessed and brought forward for development if it became apparent that the trajectory was not being realised. This approach to a contingency allowance is supported in the recommendations by the Local Plans Expert Group (March 2016) who state at paragraph 11.4 that local plans should be required to provide a mechanism for the release of developable Reserve Sites that can be brought forward to respond to changes in circumstances.

### Windfalls

Appendix 2 of the PV Local Plan provides the housing trajectory over the plan period. Table 2: Distribution of Development to 2032 in the PV Local Plan states that 13% of the total housing supply will be realised from allowances and unallocated sites, including windfalls. Whilst we recognise the potential of this source of housing delivery, we are concerned that an over reliance on this source could jeopardise overall housing delivery across the plan period.

We recognise and support that the Council are not making any allowance for windfalls within the first ten years of the plan period. This is considered to represent a positive intention for the initial delivery of new dwellings to be realised from the allocations proposed within the Local Plan providing enough sites are allocated for development within the plan itself. However, TWUK are unconvinced that the Council has provided sufficient evidence to support a windfall allowance of 40dpa from 2021/22 onwards. The most recent evidence regarding completions from windfall sites is the SHLAA 2012, which identified a windfall allowance of between 14 dpa, increasing to 35 dpa if conversions are included. As such, an allowance of 40 dpa seems unrealistically high.



	<p>It is unclear whether the dwellings included in the housing trajectory as ‘small site commitments and minded to approve’ have had a discount applied to them to deal with non-implementation. We request clarification of this matter, and an appropriate discount to be applied based upon previous rates of non-implementation within Fylde.</p> <p>The housing supply also includes an allowance for bringing back into use 50 long-term empty properties. The Council should ensure that they are not double counting these properties in line with the PPG (ID 3-039) which states that</p> <p><i>“Any approach to bringing empty homes back into use and counting these against housing need would have to be robustly evidenced by the local planning authority...to avoid double counting (local planning authorities would need to demonstrate that empty homes had not been counted within their existing stock of dwellings when calculating their overall need for additional dwellings in their local plans).”</i></p> <p>TWUK are unaware of the evidence available to robustly demonstrate that this source of supply would not include for any double counting. We therefore recommend that the 50 dwellings be removed from the supply of housing.</p> <p>The Council has failed to deliver against its housing target for several years and has subsequently accrued a significant backlog. As such, any over reliance on windfall delivery, small site commitments or bringing back into use of empty properties could exacerbate this position. We would therefore advocate a more cautious approach be taken, and suggest the total housing supply from allowances and unallocated sites be reduced to 5%, resulting in further consideration of additional land allocation capacity from alternative sites. Alternatively, the Council could follow the approach of the Inspector to the Selby Core Strategy where the Council’s windfall allowance was removed from plan targets and instead provided as a buffer.</p>
<p>OC/LO/15/02109 – Metacre Ltd.</p> <p>De Pol Associates Ltd.</p>	<p>Policy H1 criterion a) identifies a requirement for 370 dwellings per annum (dpa), whilst Policy DLF1 refers to the Local Plan delivering a minimum of 7,768 dwellings over the plan period (equates to 370 dpa between 2011-2032). NPPF Paragraph 182 confirms that to be ‘sound’ a local plan must be:</p> <ul style="list-style-type: none"> <li>• <i>positively prepared</i>, which includes being based on a strategy which seeks to meet objectively assessed development requirements, including unmet requirements from neighbouring authorities when it is reasonable to do so; and <i>justified</i>, in so far as being the most appropriate strategy when considered against the reasonable alternatives; and</li> <li>• <i>effective</i>, which includes being based on effective joint working on cross-boundary strategic priorities; and <i>consistent with national policy</i>, in so far as it should enable the delivery of sustainable development in accordance with the policies of the NPPF.</li> </ul> <p>It is considered that the Local Plan’s 370 dpa requirement fails all of the above tests. NPPF 14 confirms that Local Plans should positively seek opportunities to meet the development needs of their area and should be able to meet objectively assessed needs with sufficient flexibility to adapt to rapid change. NPPF 17 also identifies one of the core planning principles of the planning system, which it states should underpin both plan-making and decision-taking, being to proactively drive and support sustainable development to deliver the homes that the county needs, with every effort made objectively to identify and then meet these needs.</p> <p>Moreover NPPF 47 requires local planning authorities to ‘boost significantly’ the supply of housing, which includes using <i>“their evidence base to ensure that their Local Plan meets the full objectively assessed needs for market and affordable housing in the housing market area”</i>.</p> <p>One of the core planning principles set out in NPPF 17 is that planning should proactively drive and support sustainable economic development to deliver the homes, business and industrial units that the country needs. NPPF 152 confirms that Local Plans should seek opportunities to achieve</p>

each of the economic, social and environmental dimensions of sustainable development and deliver net gains across all three. NPPF 7 highlights that the economic role of sustainability includes contributing to building a strong, responsive and competitive economy by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation. It also acknowledges the key role of delivering adequate housing in this regard, with NPPF 21 stating that planning policies should recognise and seek to address potential barriers to investment such as a lack of housing. Similarly NPPF 7 confirms that providing housing to meet the needs of present and future generations is a key social role of sustainability.

In this context and for the following reasons it is considered that the Council's selection of the 370 dpa target is not *justified* based on the evidence available and results in the plan not being *positively prepared, effective or consistent with national policy*.

The Fylde Coast Strategic Housing Market Assessment (SHMA) dated 2013, together with its two updates Addendum 1 (May 2014) and Addendum 2 (May 2015) provide the evidence base for the determination of the Full Objectively Assessed Need (FOAN) for housing. The Council's selection of the 370 dpa figure in the Local Plan represents a low position in the identified OAN scenarios and attached to this representation is a statement by Chilmark Consulting, dated September 2016, which demonstrates why this is unjustified and will result in a significant under-provision of new homes over the plan period.

In summary:

- The Council's selection of the 370 dpa figure fails to make adequate provision for economic growth, which based on the Council's own evidence in their SHMA Addendum 2 would need to be 440-450 dpa in order to meet economic growth objectives. Even this figure is likely to be underestimated given that it does not take full account of the published and committed investment plans of the Lancashire Enterprise Partnership and two Government designated and funded Enterprise Zones located in and immediately adjacent to the Borough. The Local Plan therefore fails to meet the aforementioned economic and social elements of sustainability advocated in NPPF and in so doing is not consistent with national policy. It is also not positively prepared as it is not based on a strategy which seeks to meet full objectively assessed development requirements.
- It is clear from the Council's evidence base that Fylde's affordable housing needs are acute, sustained and that affordability is a significant issue. The Council's selection of the 370 dpa figure, which is at the lowest end of the FOAN scenarios identified in their SHMA, fails to make adequate provision for meeting the Borough's affordable housing needs. This planned provision would result in a serious and significant level of under-provision of affordable housing. In so doing it fails to meet the social element of sustainability advocated in NPPF and is therefore not consistent with national policy nor is it positively prepared.
- Paragraph 1.24 of the Local Plan publication version states that in May 2016 Wyre Council requested that Fylde assist in meeting its objectively assessed housing need, as Wyre's supply of deliverable land is constrained by highway capacity, flood risk and Green Belt factors. However the Fylde Local Plan takes no account of the identified un-met housing needs arising from Wyre Borough Council, as highlighted to the Council in accordance with the Duty to Co-operate. This represents a fundamental flaw in the plan's preparation and raises concerns as to the lawfulness of the Plan. The Plan also fails the tests of soundness as it has not been positively prepared, in so far as it is not based on a strategy which seeks to meet unmet requirements from neighbouring authorities, nor is it effective based on effective joint working on cross-boundary strategic priorities.

The Local Plan therefore fails the test of soundness and does not comply with the duty to co-operate.

The planned 370 dpa requirement in policies H1 and DLF1 should be increased to adequately meet economic growth objectives and affordable housing requirements. A firm un-met housing need figure for Wyre also needs to be identified and consulted upon before the Fylde Plan proceeds to Submission and Examination stages.

Additional land should also be allocated for housing development in policies SL1 to SL5 in order to deliver this increased housing requirement. In this regard please see separate site specific representations proposing the allocation of additional housing sites.

**Fylde Council Local Plan to 2032: Publication Stage  
(August 2016)**

**Representation on Behalf of Metacre Ltd. - Proposed Housing  
Requirements**

**September 2016**

**Purpose**

1. Chilmark Consulting Ltd. (CCL) are instructed by and write on behalf of Metacre Ltd. with regard to the *Fylde Local Plan to 2032: Publication* (August 2016) consultation (**FLPP**).
2. Metacre Ltd. welcomes the opportunity to consider, review and comment on the Local Plan at its Publication Stage. Metacre's representations follow on from those previously submitted to the Council with respect to the *Fylde Local Plan: Revised Preferred Option (LP RPO)* of October 2015.
3. The purpose of this representation is to focus on and re-affirm Metacre's objection to the Local Plan's proposed Full Objectively Assessed Housing Need (FOAN) and planned housing requirement.
4. The comments made herein must therefore be read in conjunction with Metacre's previous representations to the LP RPO and on other matters in the Local Plan now submitted by DePol Associates on behalf of Metacre.
5. The representation draws on various published information and evidential reports prepared by Fylde Council in support of the FLPP and the LP RPO.
6. There are three inter-related matters forming the focus of our response to the FLPP:
  - the identification and selection of the preferred FOAN housing requirement and particularly its justification as the planned requirement by the Council;
  - the relationship between economic growth objectives and the selected FOAN housing requirement;
  - the ability of the planned housing requirement to meet the housing needs of Fylde in full, with particular reference to the provision of sufficient affordable housing to meet identified needs.

**The Housing Requirement**

**Context**

7. It is important that the planned housing requirement meets in full the objectively assessed housing needs of the area. Rigorous testing of the FOAN range is essential as is the justification for the selected housing requirement target.
8. The Council, together with other constituent authorities in the Fylde Coast Housing Market Area have taken steps to analyse and review the changing demographic, household and economic projections that underpin the calculation of an appropriate FOAN range and this is welcomed.

9. Policy DLF1 (Development Locations for Fylde) establishes that the Local Plan will deliver a minimum of **7,768** net new dwellings in the period April 2011 to March 2032 (a slight increase from the 7,700 proposed in the earlier LP RPO). This planned requirement equates to **369** dwellings per annum (dpa) and broadly aligns with the Council's conclusion in the *Fylde Housing Requirement Paper* (July 2016) (and the previous Paper of 2015) that a FOAN of **370** dpa be selected.

10. The *Fylde Coast Strategic Housing Market Assessment* (2013) together with its two updates *Addendum 1* (May 2014) and *Addendum 2* (May 2015) provide the evidential base for the determination of the FOAN housing figure.

11. *Addendum 2* sets out the most recent analysis of the FOAN requirement as it is based on the 2012-based CLG Sub National Household Projections (2012 SNHP) and took into consideration the new headship rates published with that data set. This represents, for the present time, the latest evidence in accordance with the NPPG (Section 2a at paragraphs 015 and 016) although the 2014-based CLG Household Projections were published in July 2014 and are a more recent dataset. It is anticipated that the NPPG will be updated in due course to confirm the 2014-based projections as the appropriate starting point.

12. It is therefore *Addendum 2* to which we must refer in order to understand the most recent analysis of FOAN requirements. It is this *Addendum* that the Council reports extensively in its *Housing Requirement Paper* (2016) and relies upon for the FLPP.

13. *Addendum 2* concluded that there is a modelled baseline housing need for **237** dpa as paragraph 61 of the *Housing Requirements Paper* states. It then applied a sensitivity to address the levels of household formation for younger age groups with a view to refining the projection. This resulted, correctly, in an upward adjustment to the projection resulting in a demographic assessment of housing need of **370** dpa. *Addendum 2* recorded that this marks an upward shift in the 2012 SNHP starting point.

14. The *Housing Requirement Paper* takes the *Addendum 2* demographic assessment of need as the selected housing growth scenario and therefore the FOAN and planned requirement for the FLPP.

#### Nature of Concern and Objection

15. Metacre are concerned that the Council's selection of the **370** dpa OAN figure represents a low position in the potential FOAN range and that the selection of this figure within the FLPP will result in a significant under-provision of new homes over the plan period.

16. The SHMA *Addendum 2* is clear (as recorded at paragraph 68 of the *Housing Requirements Paper*) that the FOAN ranges to **440-450** dpa to account for employment-led housing growth. There are clear economic factors evident from the employment-led housing growth scenarios modelled in SHMA *Addendum 2* to show why there needs to be a higher FOAN figure than that selected by the Council.

17. It is clear that the Council has simply selected a low figure within the range FOAN proffered by the SHMA *Addendum* and has sought to justify this in favour of a demographic-based FOAN at **370** dpa.

18. Indeed, the Council attempts, through the *Housing Requirements Paper* to justify the selection of the demographic-based FOAN figure in the FLPP rather than an economic-based approach for various reasons including:

- the lack of delivery of new homes in the past;
- the inability of Fylde to accommodate economic growth; and
- that the FOAN selected balances economic, social and environmental factors.

19. It is Metacre's view that none of these factors adequately justify the selection of an FOAN and a planned requirement that is below the levels necessary to provide for both demographic and economic growth in the District and which responds sufficiently to affordability issues and supports the accommodation of un-met housing needs arising elsewhere.

20. The Council's selection is fundamentally flawed and lacks credible justification. The reasons for this are set out in the following sections concerned with economic growth, affordable housing provision and unmet housing needs arising.

### **Economic Growth Scenarios**

21. The SHMA and its addenda have tested a series of three economic growth scenarios for Fylde. The *Housing Requirement Paper* reports these at paragraph 45.
22. In summary the three scenarios (Experian, Oxford Economics and Aecom) all identify significant employment growth over the plan period ranging from **+52** jobs per annum (jpa) by Experian, to **+111** jpa (Aecom) and **+148** jpa (Oxford Economics).
23. In particular, the Oxford Economics scenario identifies job growth of over **3,000** jobs, while the Aecom scenario (which is also used as the basis for the *Fylde Employment Land Review* report) forecasts some **2,600** additional new jobs.
24. The *Addendum 2* modelled housing requirements, taking account of the employment-led (Aecom and Oxford Economics job growth scenarios), concludes that there is a need for between **440** and **450** dpa. This is considerably larger (**+70 – 80** dpa) than the selected FOAN or planned housing requirement figure.
25. The *Housing Requirements Paper* concludes at paragraph 69 that:  
*“the upper end of the range would represent the OAN on the basis of the considered economic position within the Council’s evidence base”.*
26. Paragraph 69 continues by caveating that the economic evidence base will continue to be updated and will need consideration alongside subsequent updates of housing need.
27. The Fylde economy is to grow in accordance with the Council’s objectives, as well as the stated investment plans of the Lancashire Enterprise Partnership (LEP), and with two Government designated and funded Enterprise Zones in and immediately adjacent to the District (Blackpool Airport Enterprise Zone and Lancashire Enterprise Zone).
28. There will be in-migration of working age households to Fylde to take up new employment opportunities as well as a need to replace retiring workers up to 2032. These investments need to be accounted for in economic projections and the FOAN housing response.
29. The *Housing Requirement Paper* recognises this issue at paragraphs 27, et seq. noting that the LEP has set a job growth target of 50,000 new jobs (see paragraph 27 of the *Housing Requirements Paper*) across the county; and that the Council’s own economic ambitions are in accordance with regional and national policies in the *Fylde Borough Economic Development Strategy*. Paragraph 29 confirms that the *“central tenant of which is to provide economic growth, wealth and creation and employment opportunities”*.
30. It is of significant concern however that, in response to previous consultation objections to the LP RPO (set out in the *Housing Requirements Paper* at page 41), the Council is effectively suggesting that it is not supportive of the LEP’s objectives and considers that: *“the purpose of the Local Plan is not to meet the LEP’s growth targets. There is no explicit obligation for the council to meet the LEP growth targets through its housing number”*.
31. Fylde will benefit directly in terms of economic growth generated through the LEP’s programme but it will need to make an appropriate contribution to housing the workers for new jobs created. The Lancashire Enterprise Zone which is partly in Fylde also proposes to create 6,000 new direct jobs with a further 5,000 – 7,000 in-direct jobs in the wider supply chain (see paragraph 27 of the *Housing Requirements Paper*).
32. Similarly, Blackpool Airport Enterprise Zone was confirmed in March 2015 (see paragraph 28 of the *Housing Requirements Paper*) and is described as having: *“the potential to provide opportunities for retail, employment and leisure uses at the airport, and would also provide jobs close to where people live”*.
33. These are new employment opportunities that will arise in the Fylde plan period and for which there is committed public capital and revenue funding as well as significant capital allowances taxes and business rates relief support.
34. The economic growth scenarios in the SHMA Addendum do not fully account for these significant investments and committed objectives but it is wholly appropriate that they should be taken fully into account in assessing the appropriate FOAN and planned requirement figure for Fylde.

35. In disregarding the employment-led housing growth FOAN scenarios the Council's *Housing Requirement Paper* (see paragraph 140) prays in aid of Fylde's: "unique set of circumstances and a functional economic area that extends beyond the North West of England".

36. This is reflected partly in work commuting flows into and out of Fylde (based on Census data). The Council therefore concludes that Fylde is a net importer of labour and that while Fylde aspires to grow its economy it is unlikely that new workers will live within the Council's area and therefore housing is not needed to accommodate them.

37. This approach is fundamentally flawed. The Fylde economy and functional economic area is not unique, it is entirely normal for there to be a significant interrelationship between individual districts and boroughs and more widely in the North West region with commuting flows for work.

38. The LEP has identified in its *Strategic Economic Plan* (March 2014) an 'Arc of Opportunity' (including Fylde District) and there are two designated Enterprise Zones economically and physically aligned to the District which address this matter and take a strategic view as to what is required to support economic growth, including the provision on adequate levels of housing within the area (including Fylde) to meet economic growth objectives.

39. Simply taking the approach proposed by the Council will result in past trends being projected forward and a failure to address and support economic growth objectives or sustainable development and travel patterns appropriately.

40. Furthermore, this approach does not abrogate the Council's duties to support economic growth and meet future economic requirements in accordance with the NPPF and Government's clearly stated national objectives for prosperity. While the Council may consider it does not have a statutory duty to deliver the LEP's economic objectives, it is nonetheless a key beneficiary and supporter of the LEP's committed programme of growth and investment in the *Strategic Economic Plan*.

41. On this basis, it is concluded that:

- the selected FOAN figure and planned requirement of **370** dpa fails to make adequate provision for economic growth that, on the Council's own evidence in the SHMA *Addendum 2*, would require between **440** and **450** dpa to be delivered.
- the Aecom projection was used to underpin the Council's *Employment Land Review* (ELR) and it is appropriate that this scenario should at least be used as the base alignment between the ELR and the FOAN housing figure. Indeed, the SHMA *Addendum 2* records that the upper end of the FOAN range is "based on the considered economic position of the Council's evidence base".
- there should be further scenario modelling and testing undertaken by the Council in order to take full account of the published and committed LEP and two Enterprise Zones plans for new job growth. While this might be considered as 'policy-on', the level of funding commitment and focus is significant and there is a very strong prospect that the LEP and two EZ plans will successfully generate additional jobs in Fylde and the wider LEP Arc of Opportunity above those projected to date. It is wholly appropriate that these investments are fully taken into account in determining a new FOAN and planned housing requirement for Fylde that meets economic growth objectives.

**Affordable Housing Provision**

42. The Fylde Coast SHMA and its addenda have considered the level of affordable housing need arising now and the level of housing provision that would be necessary to meet those needs.

43. The *Housing Requirement Paper* (at paragraph 143) and the FLPP both identify that the need for affordable housing is some **247** dpa (drawing from SHMA *Addendum 1*).

44. The *Housing Requirement Paper* concludes at paragraph 158 that an FOAN of **370** dpa would "contribute towards meeting a significant proportion of affordable housing need". This is however misleading as the selected FOAN housing figure will result in significant under-delivery of new affordable housing.

45. Draft FLPP policy H4 (Affordable Housing) establishes that all market housing developments of 10 dwellings or greater are required to provide 30% affordable housing subject to viability testing as appropriate.

46. Taking 30% affordable housing secured from a total of **370** dpa would result in the delivery of only **111** affordable homes per annum. This is less than **45%** of the total objectively assessed affordable housing need. It is not therefore credible or realistic for the Council to conclude that a FOAN of **370** dpa will meet affordable housing needs. It does not meet even half of the identified need.

47. The Council argues in the *Housing Requirements Paper* at paragraph 143 that in order to meet affordable housing needs there would need to be a minimum of 823 new dwellings per year delivered and that this is unrealistic in relation to the historic trends in total completions.

48. While it may be that historic trends would not support delivery of sufficient housing completions it is clear that the affordable housing needs in Fylde are acute, sustained and affordability is a very significant issue (as paragraph 143 of the *Housing Requirements Paper* highlights).

49. New housing delivery is the main mechanism to ensure the provision of adequate affordable housing and it is incumbent on the Council to establish a proactive and positive approach to meeting the housing needs of Fylde. Reliance on the private rented sector to provide access to housing for those in affordable need is neither consistent with the NPPF nor does it deal with wider affordability concerns including the quality, choice and mix of affordable housing available.

50. The FOAN and planned requirement selected is inconsistent with the requirements of the NPPF at *inter alia* paragraphs 47 and 50. The Council's position should be addressed with an increase to the planned requirement to account for the poor affordability of housing in the District and the failure to secure sufficient affordable housing in the past.

51. On this basis, it is concluded that:

- the FLPP selected FOAN planned requirement figure of **370** dpa fails to make adequate provision for meeting Fylde's affordable housing needs. The level of affordable housing resulting from such an FOAN will be wholly insufficient to meet identified needs;
- the level of affordable housing that would be met with the policies set out in the FLPP is less than half of the Council's own estimated affordable housing need; and
- the FLPP is therefore flawed in this respect and an alternative, higher FOAN planned requirement is necessary in order to secure sufficient affordable housing.

#### **Unmet Housing Needs Arising**

52. The FLPP at paragraphs 1.23 to 1.28 deals with matters of meeting housing and employment land needs arising from neighbouring local authorities under the Duty to Co-operate.

53. At paragraph 1.24 the FLPP identifies that in May 2016 Wyre Council requested that Fylde assist it meeting its objectively assessed housing need. The basis of the request under the Duty to Co-operate is summarised in paragraph 1.25 of the FLPP. Wyre has concluded that it has identified that the supply of deliverable land sufficient to meet its stated FOAN of **479** dpa is constrained by highway capacity, flood risk and Green Belt factors.

54. Wyre and Fylde have not identified the precise number of homes that would need to be delivered outside of Wyre District and the extent to which these might need to be accommodated in Fylde. The FLPP notes that the Council is committed to working with Wyre and other neighbours to address the issue.

55. The FLPP response to this direct request or assistance in meeting housing needs arising elsewhere in the same Housing Market Area (HMA), is not to plan for any such provision to be made in Fylde. The Council conclude that without more evidence and to avoid delay in securing an up-to-date plan, no additional housing is to be added to the FOAN or the planned requirement.

56. At this stage in the plan-making process it is of concern to Metacre that there is no clear figure (or even a broad estimate) of the unmet need arising from Wyre despite there being a significant period of time available to Fylde District to work with Wyre to determine the position. Put simply this is a failure to plan and is symptomatic of an ill-conceived rush to secure an adopted plan at the earliest opportunity.

57. It is not acceptable to leave this critical issue to another day as the final planned housing requirement (including unmet housing needs) that the District will need to accommodate could have a fundamental impact on the spatial strategy and economic/housing balance.

58. It is therefore appropriate for Fylde to make provision in its Plan now for unmet housing needs arising elsewhere in the HMA and particularly from an immediate neighbouring authority.

59. Although far from an ideal situation, in other cases local authorities have at least included an estimate of the possible level of un-met housing need that they may have to accommodate and ensured that this is included within the draft plan to assist in proper and effective plan-preparation.

60. It is critical that a firm un-met need figure is identified and consulted upon before the Fylde Plan proceeds to Submission and Examination stages.

61. The final un-met needs figure must be thoroughly supported by detailed evidence to ensure it is robust and that it includes information from all affected and interested neighbouring authorities in order that there can be any confidence that the proposed level and distribution of unmet housing needs is appropriate.

62. This lack of precision now at the Publication stage of the FLPP is a fundamental weakness of the plan process and a failure to fully comply with the requirements of the Duty to Co-operate to resolve strategic matters such as housing. As it stands, the FOAN and the FLPP's planned housing delivery are insufficient to meet housing needs in full.

**Overall Conclusions**

63. In conclusion, the FLPP and its published evidence base:

- fails to adequately justify the reasoning and rationale for selecting the FOAN given the evidence in the SHMA and its two addenda that highlight that a higher FOAN figure would be needed to meet economic growth objectives;
- does not take economic growth objectives, particularly committed LEP and two Enterprise Zone investments fully into account and results in the selection of an FOAN figure and planned requirement that would fail to meet the economic growth and employment outcomes of such investments in the plan period;
- under-estimates the level of housing delivery needed in order to secure a meaningful and sufficient level of affordable housing delivery for Fylde in the plan period. The FOAN target would result in a serious and significant level of under-provision of affordable housing;
- fails to account for the identified un-met housing needs arising from Wyre District as highlighted to the Council in accordance with the Duty to Cooperate. The failure to make any provision in the FOAN or planned housing delivery requirement represents a fundamental flaw in the plan's preparation and raises concerns as to the lawfulness and soundness of the Plan.

64. For these reasons, it is concluded that the FLPP policies for housing and the Council's rationale and justification for selection of a 370 dpa OAN figure are **unsound** and potentially unlawful with regard to the lack of support for Wyre's identified un-met housing needs in accordance with the Duty to Co-operate.

65. The Publication Draft Plan is therefore not effective or justified and must be revised to meet in full all of the housing needs arising.

66. Metacre Ltd. reserve the right to make further representations and comments in relation to the Local Plan as it progresses and particularly in light of any changes, additions or updates to the FOAN housing figure and the evidence base that supports it.

OC/AGCN/15/02235  
 – Hollins Strategic  
 Land

**Policy H1**  
**Policy DLF1 Development Locations for Fylde**  
 Policy DLF1 states that the LP will deliver a minimum of 7,768 homes over the plan period. At para. 10.17, the eLP states that the eLP is only capable of delivering a supply of 7,891 homes, which amounts to an extra 6 houses per year. This is an insufficient buffer. The eLP should provide greater certainty that the minimum target can be delivered by allocating more sites for housing and these should be incorporated into table 2 (distribution of development to 2032).

	<p><b>Policy H1 Housing Delivery and the Allocation of Housing Land</b>  The introductory paragraphs to this policy confirm that the eLP supply only “<i>provides a small amount of headroom above the housing requirements for the Plan period</i>” (para. 10.17). As previously stated, this is not sufficient and the eLP should provide a greater buffer.</p> <p>Paragraph 10.21 confirms that the “<i>Council is allocating previously developed sites first, but there is an insufficient supply of such land</i>”. This again demonstrates the eLP approach prioritises PDL in a way that does not accord with the NPPF.</p> <p>Part c) of policy H1 refers to the need to ensure that there is a deliverable land supply. It is considered necessary that the eLP confirms that a Review of the LP will take place if the deliverable supply is such that one is warranted. This is particularly important given the issues surrounding the WC OAN and the likelihood that FBC will need to assist WC. It would be sensible for the eLP to confirm that a Review will take place once the WC evidence base has been completed, if it is shown that FBC should assist WC.</p> <p>Part d) of policy H1 states that developable sites will provide “<i>a total of 7,891 homes</i>”. This should be amended to state “<i>a minimum of 7,891 homes</i>”.</p> <p><b>Policy H4 Affordable Housing</b>  The justification for this policy sets out the need for affordable housing. It is significant, as highlighted at para. 10.66 where the eLP confirms that “<i>at the end of quarter 3 2015-16 there were 945 active applicants registered, with an average of 57 applicants bidding for available properties each month</i>”. The eLP repeatedly refers to the Borough wide need for affordable housing and the significant affordable housing issue in the Rural Area. It is considered that the eLP must increase its housing targets so that additional affordable housing can be provided.</p>
<p>OC/LPD/15/02217 –  Wainhomes  Developments Ltd.   Emery Planning</p>	<p><b>1. Introduction</b>  1.1 Emery Planning Partnership is instructed by Wainhomes Developments Ltd to submit representations on the Publication Draft. We made representations to the Revised Preferred Option of the Fylde Local Plan (October 2015) in relation to Cropper Road West. We welcome a number of changes made to the plan which address our previous concerns.</p> <p>1.2 Our client’s specific interests within Fylde are:</p> <ul style="list-style-type: none"> <li>• land at Cropper Road West, Whitehills which is allocated (Policy HSS5) in the Plan for 442 dwellings. A location plan is enclosed as Appendix 1.</li> <li>• Land to the west of Bryning Lane, Wrea Green. This site is an omission site and the location plan is Appendix 6.</li> </ul> <p>1.3 The purpose of these representations is to assess the policies in the plan and set out our comments.</p> <p><b>2. Policy H1 Requirement</b>  2.1 The PPG states that plan-makers should make an assessment of future job growth, noting that if future labour supply doesn’t meet the needs of job growth, this could result in unsustainable commuting or “<i>reduce the resilience of local businesses</i>”. It is therefore welcomed that a key objective</p>

of the local plan is to provide homes close to jobs. However we question whether the plan actually achieves that objective. The Planning Advisory Service (PAS) Technical Advice Note (TAN) on OAN and Housing Targets (July 2015) notes that:

*“Planning Inspectors have interpreted this to mean that demographic projections (our emphasis) should be tested against expected future jobs, to see if housing supply in line with the projections would be enough to support those future jobs. If that is not the case, the demographically projected need should be adjusted upwards accordingly.”*

2.2 In short this means if there are not enough people in the plan area, then the housing requirement should be increased so there is a greater pool of workers to meet the expected job growth.

2.3 The Fylde Coast SHMA (2014) set out a range of a range of economic scenarios, two of which (AECOM and Oxford Economics) indicate a requirement in excess of 400 dwellings per annum. The Oxford Economics scenario represents a ‘policy-off’, integral part of the OAN. However even if it is accepted that the OAN is 370 dwellings per annum, the AECOM ‘policy-on’ scenario indicates that the Council should be increasing the requirement in order to align housing growth with its economic policy and ambitions. We therefore cannot see why a higher requirement in the order of 420 dwellings per annum has not been pursued.

2.4 It is also apparent that the housing requirement figure does not make any allowance for the need for C2 and specialist accommodation. This is despite a very substantial need, as described at paragraphs 10.40 to 10.48 of the draft plan. The need for C2 and other specialist accommodation can either be incorporated within the overall housing requirement (similar to the approach taken in the emerging Cheshire East Local Plan) or set out as a separate requirement (similar to the approach taken in the emerging Cornwall Local Plan). Either way it must be accounted for in the plan and sufficient land allocated accordingly.

### **Supply**

2.5 Policy H1 of the draft Local Plan states:

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

*a. Setting and applying minimum requirements as follows: 370 homes per annum*

*b. Keeping under review housing delivery performance on the basis of rolling 3 year completion levels. If, over the latest 3 year review period, any targets relating to housing completions are missed by more than 20%, the delivery of uncommitted sites will be adjusted as appropriate to achieve a higher delivery; provided this would not adversely impact on existing housing or markets within or outside the Local Plan area*

*c. Ensuring there is enough deliverable land suitable for house building capable of providing a continuous 5 year supply from the start of each annual monitoring period and in locations that are in line with policy DLF1 (Development Locations for Fylde) and suitable for developments that will provide the range and mix of housing types necessary to meet the requirements of the Local Plan.*

*d. The delivery of the developable sites, which are allocated for housing and mixed use from 1st April 2011 to 31st March 2032, to provide a total of 7,891 homes.”*

### **Five year housing land supply**

2.6 As above, policy H1 c. seeks to ensure that there is enough land identified, which is capable of delivering a five year supply of housing land.

2.7 This is in line with paragraph 47 of the NPPF, which states:

*“To boost significantly the supply of housing, local planning authorities should:*

- use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework, including 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 sufficient to provide five years worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land”*

2.8 Notwithstanding this, we note that the Council accepts that it cannot demonstrate a five year supply of housing land. In its view, the Council considers that it can demonstrate a 4.8 year supply. We discuss this below.

2.9 Paragraph 3-033 of the PPG: *“Updating evidence on the supply of specific deliverable sites sufficient to provide five years worth of housing against housing requirements”* is particularly relevant in relation to this. It states:

*“Applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. The examination of Local Plans is intended to ensure that up-to-date housing requirements and the deliverability of sites to meet a five year supply will have been thoroughly considered and examined prior to adoption, in a way that cannot be replicated in the course of determining individual applications and appeals where only the applicant’s/appellant’s evidence is likely to be presented to contest an authority’s position. The National Planning Policy Framework requires local planning authorities to identify and update annually a supply of specific deliverable sites sufficient to provide five years’ worth of housing. As part of this, local planning authorities should consider both the delivery of sites against the forecast trajectory and also the deliverability of all the sites in the five year supply.*

*Local planning authorities should ensure that they carry out their annual assessment in a robust and timely fashion, based on up-to-date and sound evidence, taking into account the anticipated trajectory of housing delivery, and consideration of associated risks, and an assessment of the local delivery record. Such assessment, including the evidence used, should be realistic and made publicly available in an accessible format. Once published, such assessments should normally not need to be updated for a full twelve months unless significant new evidence comes to light or the local authority wishes to update its assessment earlier.*

*By taking a thorough approach on an annual basis, local planning authorities will be in a strong position to demonstrate a robust five year supply of sites. Demonstration of a five year supply is a key material consideration when determining housing applications and appeals. As set out in the National Planning Policy Framework, a five year supply is also central to demonstrating that relevant policies for the supply of housing are up-to-date in applying the presumption in favour of sustainable development.” (our emphasis)*

2.10 Consequently, the PPG expects the deliverability of sites to meet a five year supply to be thoroughly considered and examined during the Local Plan examination.

2.11 We make the following comments in relation to the methodology for calculating a five year housing land supply. We refer to the following six key stages:

1. Identifying the base date and five year period;
2. Identifying the housing requirement;
3. Identifying the accumulated backlog;
4. Identifying the method of addressing the backlog;
5. Applying the appropriate buffer; and
6. Identifying a Realistic and Deliverable Supply.

2.12 These stages are discussed below.

Stage 1: Identifying the base date and five year period

2.13 The Council's Housing Land Availability has a base date of 31st March 2016. Therefore, the current five year period is 1st April 2016 to 31st March 2021.

Stage 2: Identifying the housing requirement

2.14 Notwithstanding our comments on the OAN as set out above, policy H1(a). indicates that the minimum annual requirement is 370 dwellings p.a. Against this annual requirement, the minimum five year housing requirement is 1,870 dwellings.

Stage 3: Identifying the accumulated backlog

2.15 As set out in draft policy H1(d), the base date of the plan is 1st April 2011. Therefore, the completions in the last five monitoring years should be assessed against a total need over the same period of 1,850 dwellings (i.e. 370 X 5 years).

2.16 The Housing Land Availability Schedule (31st March 2016) confirms that there were just 1,048 net dwellings completed between 1st April 2011 and 31st March 2016. Consequently, against a total requirement of 1,850 dwellings in these five years, the accumulated backlog is 802 dwellings. This is set out in the following table:

**Table 1: completions in Fylde 2011 to 2016**

Monitoring year	Requirement	Net completions	Over provision / undersupply
2011/12	370	141	-229
2012/13	370	162	-208
2013/14	370	234	-136
2014/15	370	207	-163
2015/16	370	304	-66
<b>Total</b>	<b>1,850</b>	<b>1,048</b>	<b>-802</b>

Stage 4: Identifying the method of addressing the backlog

2.17 We note from the Council's Five Year Housing Land Supply Statement that the Council considers the backlog should be addressed in full in the five year period (i.e. the Sedgefield method). We agree for the reasons set out below.

2.18 The NPPF does not specifically state how the backlog should be addressed. However, it did introduce a requirement to "boost significantly" the supply of housing (paragraph 47). The backlog is a shortfall in supply which exists at the start of the five year requirement, so to defer addressing it until the end the plan period makes little sense in the light of paragraph 47. Therefore addressing the backlog as soon as possible would be consistent with this requirement.

2.19 Paragraph 3-035 of the PPG (Reference ID: 3-035-20140306): "How should local planning authorities deal with past under-supply?" provided further guidance. It states:

*"Local planning authorities should aim to deal with any undersupply within the first 5 years of the plan period where possible. Where this cannot be met in the first 5 years, local planning authorities will need to work with neighbouring authorities under the 'Duty to Cooperate'."*

2.20 Consequently, the PPG is clear that Local Planning authorities should aim to deal with the backlog within five years. Whilst the PPG does appear to recognise that there may be circumstances when this is not possible, it does not suggest that the backlog should be addressed over any other period in those circumstances. Instead it states that local planning authorities will need to work with neighbouring authorities under the 'Duty to Co-operate', presumably with adjacent authorities looking to help to address the backlog by making immediate provision. The PPG does not endorse deferring addressing the issue for longer than five years.

2.21 In summary, the accumulated backlog should be addressed in full within the five year period. Therefore, the total five year requirement is 2,652 dwellings (i.e. 1,850 + 802).

Stage 5: Applying the appropriate buffer

2.22 We note from the Council's Five Year Housing Land Supply Statement that the Council accepts the 20% buffer applies. We agree for the reasons set out below.

2.23 As above, paragraph 47 of the NPPF states:

*"To boost significantly the supply of housing, local planning authorities should: Identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements with an additional 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land."*

2.24 It continues by stating:

*"Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land".*

2.25 Paragraph 3-035 (Reference ID: 3-035-20140306) of the PPG: “How should local planning authorities deal with past under supply?” states:

*“The approach to identifying a record of persistent under delivery of housing involves questions of judgment for the decision maker in order to determine whether or not a particular degree of under delivery of housing triggers the requirement to bring forward an additional supply of housing.*

*The factors behind persistent under delivery may vary from place to place and, therefore, there can be no universally applicable test or definition of the term. It is legitimate to consider a range of issues, such as the effect of imposed housing moratoriums and the delivery rate before and after any such moratoriums.*

*The assessment of a local delivery record is likely to be more robust if a longer term view is taken, since this is likely to take account of the peaks and troughs of the housing market cycle”.*

2.26 The Housing Land Availability Schedule confirms that the Council has not met the minimum requirement of 370 dwellings p.a. in any of the monitoring years since 1st April 2011. Indeed, against the annual requirement set out in the RSS for the North West for Fylde of 306 dwellings p.a., the Council under delivered in every year apart from one (in 2007/08):

**Table 2: completions in Fylde 2003 to 2016**

Monitoring year	Annual requirement	Number of net housing completions	Over provision / undersupply
2003/04	306	142	-164
2004/05	306	285	-21
2005/06	306	130	-176
2006/07	306	168	-138
2007/08	306	394	88
2008/09	306	305	-1
2009/10	306	145	-161
2010/11	306	115	-191
2011/12	370	141	-229
2012/13	370	162	-208
2013/14	370	234	-136
2014/15	370	207	-163
2015/16	370	304	-66

2.27 There has therefore been a persistent under delivery against the requirement and as a result, a 20% buffer applies.

#### **Application of the buffer**

2.28 We note from the Council’s Five Year Housing Land Supply Statement that the Council accepts the 20% buffer applies to both the base requirement and the accumulated backlog. We agree for the reasons set out below.

2.29 In our view, the total five year requirement includes the backlog and there is no rational reason not to apply the buffer to both. This is in line with recent guidance from the Planning Advisory Service (PAS), entitled: “Five Year Land Supply”. This was published on 20th July 2015 and states:

*“We believe the preferred approach is for the buffer to be applied to both the requirement and shortfall. This is the most appropriate order because it ensures the buffer is applied to the full requirement which represents all the need that exists. The idea is that for every year you underprovide the amount adds onto the requirement to be met in the next five years. In reverse any over provision which would count as completions and could be taken off the requirement, to which the buffer is then applied. The idea of the buffer is to ensure that there is flexibility to provide sites and meet the needs that exist.”*

2.30 We also note that it is in line with the recommendations of the Local Plans Expert Group as set out in its report to the Secretary of State (March 2016 – paragraph 43).

2.31 Consequently, the total supply that must be demonstrated to meet the five year requirement is 3,182 dwellings (i.e. 2,652 + 20%).

Stage 6: Identifying a Realistic and Deliverable Supply

#### **Council’s housing land supply**

2.32 We note from the Council’s Five Year Housing Land Supply Statement that the Council considers its five year supply at 1st April 2016 to be 3,052 dwellings.

2.33 Whilst we have not undertaken a critical assessment of the Council’s housing land supply on a site by site basis at this stage, we consider the housing land supply is significantly less than that set out by the Council for the reasons set out below.

Methodology

2.34 Footnote 11 of the NPPF states:

*“To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans”.*

2.35 Paragraph 3-031 of the PPG: “What constitutes a ‘deliverable site’ in the context of housing policy?” states:

*“Deliverable sites for housing could include those that are allocated for housing in the development plan and sites with planning permission (outline or full that have not been implemented) unless there is clear evidence that schemes will not be implemented within five years. However, planning permission or allocation in a development plan is not a prerequisite for a site being deliverable in terms of the five-year supply. Local planning authorities will need to provide robust, up to date evidence to support the deliverability of sites, ensuring that their judgements on deliverability are clearly and transparently set out. If there are no significant constraints (e.g. infrastructure) to overcome such as infrastructure sites not allocated within a development plan or without planning permission can be considered capable of being delivered within a five-year timeframe.*

*The size of sites will also be an important factor in identifying whether a housing site is deliverable within the first 5 years. Plan makers will need to consider the time it will take to commence development on site and build out rates to ensure a robust five-year housing supply.” (our emphasis)*

2.36 Paragraph 3-033 of the PPG: “Updating evidence on the supply of specific deliverable sites sufficient to provide five years worth of housing against housing requirements” states:

*“Local planning authorities should ensure that they carry out their annual assessment in a robust and timely fashion, based on up-to-date and sound evidence, taking into account the anticipated trajectory of housing delivery, and consideration of associated risks, and an assessment of the local delivery record. Such assessment, including the evidence used, should be realistic and made publicly available in an accessible format. Once published, such assessments should normally not need to be updated for a full twelve months unless significant new evidence comes to light or the local authority wishes to update its assessment earlier.” (our emphasis)*

2.37 From the outset, the guidance contained within paragraph 3-033 of the PPG is clear that the Council must publish evidence to support the delivery rates of all sites it has included within the five year housing land supply. This is particularly relevant for the sites that do not have planning permission as paragraph 3-031 of the PPG requires the Council to publish robust and up to date evidence to support the deliverability of such sites.

2.38 Without the evidence, it is unclear how the Council has concluded on the delivery assumptions on sites in the supply, particularly for the many sites included in the supply, which are not in control of a housebuilder.

Sites without planning permission

2.39 Some of the sites in the Council’s five year supply have been waiting a very long time for the S106 to be negotiated and agreed. Examples include:

- Fairways Garage, Heeley Road, St Annes (20 dwellings) – A resolution to grant outline planning permission was made on 30th July 2008, yet the S106 has not been signed over 8 years later;
- Kingsway Garage, St Annes (30 dwellings) – A resolution to grant outline planning permission was made on 10th October 2012, yet the S106 has not been signed almost 4 years later;
- Axa Data Centre, Lytham (45 dwellings) – A resolution to grant outline planning permission was made on 4th September 2013, yet the S106 has not been signed 3 years later;
- Land to the rear of 11-63 Westgate Road, Squires Gate (70 dwellings) – A resolution to grant outline planning permission was made on 7th November 2012, yet the S106 has not been signed almost 4 years later;
- West End Residential Park, Kirkham (27 dwellings) – A resolution to grant planning permission was made on 10th October 2012, yet the S106 has not been signed almost 4 years later;

2.40 We question whether there is a realistic prospect that sites that have been awaiting the signing of a S106 for such a long time have a realistic prospect of delivering deliver any dwellings in the five year period.

2.41 We also note that there are a number of sites where planning permission had expired or was about to expire just after the base date. Examples include:

- 7-8 St Georges Square, St Annes (11 dwellings) – permission expired 27th September 2014; and
- Pennine View (12 dwellings) – outline planning permission expired on 4th September 2016.

2.42 Footnote 11 of the NPPF is clear that sites where planning permission has expired should not be included in the five year housing land supply.

#### Lead-in times and build rates

2.43 As above, paragraph 3-031 of the PPG explains that plan makers will need to consider the time it will take to commence development on site and build out rates.

2.44 In terms of lead-in times, the Council will need to consider on a site by site basis:

- how long a planning application will take to prepare, submit and be determined (if the site does not already have planning permission);
- how long it will take for the S106 agreement to be negotiated and agreed;
- whether an allowance needs to be made for the site to be sold to a developer / housebuilder;
- how long it will take for applications for reserved matters and discharge of conditions to be made, considered and approved;
- whether there is infrastructure that needs to be put in place before the site could start delivering dwellings and how long this will take;
- whether there are any other site specific considerations, which would affect a start on site.

2.45 In terms of build rates, we note that the Council's trajectory assumes a build rate of around 30 dwellings per annum.

2.46 The Council will need to demonstrate why it considers some of the larger sites will have multiple developers involved from the commencement of construction. Whilst we accept that sites of a certain size may be developed by multiple developers over the lifetime of their delivery, the Council will need to provide evidence to demonstrate that multiple housebuilders will simultaneously be on site from the outset. Until this is evidenced, the standard build rate of 30 dwellings p.a. should be applied. This has the effect of reducing the deliverable supply.

#### Empty homes allowance

2.47 The Council includes an empty homes allowance of 50 dwellings in the five year period.

2.48 Paragraph 3-039 of the PPG: *"How should local planning authorities deal with empty housing and buildings?"* states:

*"The National Planning Policy Framework encourages local authorities to bring empty housing and buildings back into residential use. Empty homes can help to contribute towards meeting housing need but it would be for individual local authorities to identify and implement an empty homes strategy. Any approach to bringing empty homes back into use and counting these against housing need would have to be robustly evidenced by the local planning authority at the independent examination of the draft Local Plan, for example to test the deliverability of the strategy and to avoid double counting (local planning authorities would need to demonstrate that empty homes had not been counted within their existing stock of dwellings when calculating their overall need for additional dwellings in their local plans)."*

2.49 The Council has not provided robust evidence to demonstrate for example that there would be no double counting of empty homes. Therefore at the present time, the Council cannot rely on an empty homes allowance. Should evidence be prepared on this issue, we request the opportunity to make further representations.

Summary in relation to five year housing land supply

2.50 In summary, the Council accepts that it cannot demonstrate a deliverable five year housing land supply. In our view, the shortfall is significantly more than that set out by the Council in its latest Five Year Housing Land Supply Statement. The implication of this is firstly that more sites are required to address the shortfall.

2.51 Secondly, in accordance with paragraph 49 of the NPPF, relevant housing land supply policies are out of date.

#### **Housing supply for the plan period**

2.52 Policy DF1 of the draft Local Plan states that the Council will deliver a minimum of 7,768 dwellings by the end of the plan period to 2032. As above, 1,048 dwellings have already been delivered between 1st April 2011 and 31st March 2016. This leaves 6,720 dwellings.

2.53 The Council has only allocated enough land to provide a total of 6,893 dwellings. This only provides an over provision of 173 dwellings (2.6%). Whilst the Council accepts that some windfall development would come forward, it only considers that this would be on small sites. We therefore have concerns as to whether the plan would provide sufficient land to meet that requirement. We have already identified above a shortfall in the five year housing land supply, but there is also an issue in terms of supply over the whole plan period.

2.54 The Local Plans Expert Group published its report to the Communities Secretary and to the Minister of Housing and Planning in March 2016. Paragraph 11.2 of the report identifies that particular problems currently occur with identifying and maintaining a five year supply of housing land, not least because:

i. the factors affecting a five year land supply calculation are 'live', in the sense that matters such as build rates, site circumstances etc. change constantly so that, whatever

a Local Plan Inspector finds as a result of the local plan examination will be out of date even before the local plan is adopted;

ii. even though local plan examinations are often dominated by five year supply issues, they rarely have the time to address the full detail properly and there are several examples of appeals being won on the five year issue immediately after a local plan has been adopted because further scrutiny is possible through section 78 appeals;

iii. even where a Local Plan has recently been found sound – with a housing requirement that meets OAN – the subsequent publication of new household projections or other data is being cited by developers and others as reason to argue that the plan is out of date;

iv. because Plans tend only to allocate the minimum amount of land they consider necessary, once adopted, there is little that Local Plans can do to address any shortages that appear in the five year supply. Any shortages, therefore, trigger (slow) local plan reviews meaning that shortfalls tend to be addressed by application or appeal led solutions, rather than plan-led solutions; and

v. the combination of short term focus, coupled with inevitable long term shortcomings, then encourages the concept of plans being found sound subject to early reviews, which undermines the credibility and sustainability of the plan-led system.

2.55 Consequently the report recommends at paragraph 11.4 that the NPPF should make clear that local plans should be required not only to demonstrate a five year land supply but also focus on ensuring a more effective supply of developable land for the medium to long term (over the whole plan period), plus make provision for, and provide a mechanism for the release of, developable Reserve Sites equivalent to 20% of their housing requirement, as far as is consistent with the policies set out in the NPPF. Reserve Sites represent land that can be brought forward to respond to changes in circumstances.

2.56 At present the recommendations of the Group are just that; recommendations. However their conclusions reflect precisely the concerns that we have in respect of the Fylde Local Plan. There is insufficient flexibility to deal with changing circumstances, specifically a failure to deliver housing

	<p>at the anticipated rates. Consequently, the reality is that any slippage from the identified sites could result in the housing requirement not being met. This would have serious implications in terms of the failure to meet identified housing need, and also the plan would be out-of-date. This could happen almost immediately following adoption, as has been widely experienced elsewhere.</p> <p>2.57 We consider that a flexibility allowance is required, in the order of 20%. This would give a reasonable degree of security that should sites not deliver at the rates anticipated, a 5 year housing land supply could still be maintained and the overall housing requirement could be met.</p>
<p>OC/LO/15/02116 – Rushton Properties Ltd. (In liquidation) c/o Ideal Corporate Solutions</p> <p>Emery Planning</p>	<p><b>1. Introduction</b></p> <p>1.1 Emery Planning Partnership is instructed by Rushcliffe Properties Ltd (in Liquidation) c/o Ideal Corporate Solutions to submit representations on the Publication Draft. Our client’s specific interest within Fylde is the former Valentine’s Kennels, Wildings Lane, Lytham St Annes, FY8 3RJ. A site location plan is appended at EP1.</p> <p>1.2 The purpose of these representations is to assess the policies in the plan and set out our comments.</p> <p><b>2. Policy H1 Requirement</b></p> <p>2.1 The housing requirement set out in policy H1 is a minimum of 7,700 new homes in Fylde during the period 2011 to 2032. This equates to 370 dwellings per annum. In our representations to the December 2015 Preferred Approach we had no specific comments to make on the proposed requirement as there have been a number of factors which have resulted in an uplift from the demographic starting point. Since then, the major change is the publication of the household projections. These increase the household projections from 219 households to 237 households which is an 8% increase. This increase to the starting point for determining the Objectively Assessed Need must be considered and in our view would require an uplift to the housing requirement.</p> <p>2.2 The PPG states that plan-makers should make an assessment of future job growth, noting that if future labour supply doesn’t meet the needs of job growth, this could result in unsustainable commuting or “<i>reduce the resilience of local businesses</i>”. It is therefore welcomed that a key objective of the local plan is to provide homes close to jobs. However we question whether the plan actually achieves that objective. The Planning Advisory Service (PAS) Technical Advice Note (TAN) on OAN and Housing Targets (July 2015) notes that:</p> <p><i>“Planning Inspectors have interpreted this to mean that demographic projections (our emphasis) should be tested against expected future jobs, to see if housing supply in line with the projections would be enough to support those future jobs. If that is not the case, the demographically projected need should be adjusted upwards accordingly.”</i></p> <p>2.3 In short this means if there are not enough people in the plan area, then the housing requirement should be increased so there is a greater pool of workers to meet the expected job growth.</p> <p>2.4 The Fylde Coast SHMA (2014) set out a range of a range of economic scenarios, two of which (AECOM and Oxford Economics) indicate a requirement in excess of 400 dwellings per annum. The Oxford Economics scenario represents a ‘policy-off’, integral part of the OAN. However even if it is accepted that the OAN is 370 dwellings per annum, the AECOM ‘policy-on’ scenario indicates that the Council should be increasing the requirement in order to align housing growth with its economic policy and ambitions. We therefore cannot see why a higher requirement in the order of 420 dwellings per annum has not been pursued.</p>

2.5 It is also apparent that the housing requirement figure does not make any allowance for the need for C2 and specialist accommodation. This is despite a very substantial need, as described at paragraphs 10.40 to 10.48 of the draft plan. The need for C2 and other specialist accommodation can either be incorporated within the overall housing requirement (similar to the approach taken in the emerging Cheshire East Local Plan) or set out as a separate requirement (similar to the approach taken in the emerging Cornwall Local Plan). Either way it must be accounted for in the plan and sufficient land allocated accordingly.

2.6 Finally, the Satnam Judgment clarifies that an uplift to the requirement is considered to meet the need for affordable housing. In Fylde the need is extremely high (247dpa), and would not be met by the proposed housing requirement. We therefore consider that the requirement should be uplifted further to further address the significant shortfall for affordable housing.

### **Supply**

2.7 Policy H1 of the draft Local Plan states:

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

*a. Setting and applying minimum requirements as follows: 370 homes per annum*

*b. Keeping under review housing delivery performance on the basis of rolling 3 year completion levels. If, over the latest 3 year review period, any targets relating to housing completions are missed by more than 20%, the delivery of uncommitted sites will be adjusted as appropriate to achieve a higher delivery; provided this would not adversely impact on existing housing or markets within or outside the Local Plan area*

*c. Ensuring there is enough deliverable land suitable for house building capable of providing a continuous 5 year supply from the start of each annual monitoring period and in locations that are in line with policy DLF1 (Development Locations for Fylde) and suitable for developments that will provide the range and mix of housing types necessary to meet the requirements of the Local Plan.*

*d. The delivery of the developable sites, which are allocated for housing and mixed use from 1st April 2011 to 31st March 2032, to provide a total of 7,891 homes.”*

### **Five year housing land supply**

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2.9 This is in line with paragraph 47 of the NPPF, which states:

*“To boost significantly the supply of housing, local planning authorities should:*

*· use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework, including 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 sufficient to provide five years worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land”*

2.10 Notwithstanding this, we note that the Council accepts that it cannot demonstrate a five year supply of housing land. In its view, the Council considers that it can demonstrate a 4.8 year supply. We discuss this below.

2.11 Paragraph 3-033 of the PPG: *“Updating evidence on the supply of specific deliverable sites sufficient to provide five years worth of housing against housing requirements”* is particularly relevant in relation to this. It states:

*“Applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. The examination of Local Plans is intended to ensure that up-to-date housing requirements and the deliverability of sites to meet a five year supply will have been thoroughly considered and examined prior to adoption, in a way that cannot be replicated in the course of determining individual applications and appeals where only the applicant’s/appellant’s evidence is likely to be presented to contest an authority’s position.*

*The National Planning Policy Framework requires local planning authorities to identify and update annually a supply of specific deliverable sites sufficient to provide five years’ worth of housing. As part of this, local planning authorities should consider both the delivery of sites against the forecast trajectory and also the deliverability of all the sites in the five year supply.*

*Local planning authorities should ensure that they carry out their annual assessment in a robust and timely fashion, based on up-to-date and sound evidence, taking into account the anticipated trajectory of housing delivery, and consideration of associated risks, and an assessment of the local delivery record. Such assessment, including the evidence used, should be realistic and made publicly available in an accessible format. Once published, such assessments should normally not need to be updated for a full twelve months unless significant new evidence comes to light or the local authority wishes to update its assessment earlier.*

*By taking a thorough approach on an annual basis, local planning authorities will be in a strong position to demonstrate a robust five year supply of sites. Demonstration of a five year supply is a key material consideration when determining housing applications and appeals. As set out in the National Planning Policy Framework, a five year supply is also central to demonstrating that relevant policies for the supply of housing are up-to-date in applying the presumption in favour of sustainable development.”* (our emphasis)

2.12 Consequently, the PPG expects the deliverability of sites to meet a five year supply to be thoroughly considered and examined during the Local Plan examination.

2.13 We make the following comments in relation to the methodology for calculating a five year housing land supply. We refer to the following six key stages:

1. Identifying the base date and five year period;
2. Identifying the housing requirement;
3. Identifying the accumulated backlog;
4. Identifying the method of addressing the backlog;
5. Applying the appropriate buffer; and
6. Identifying a Realistic and Deliverable Supply.

2.14 These stages are discussed below.

Stage 1: Identifying the base date and five year period

2.15 The Council's Housing Land Availability has a base date of 31st March 2016. Therefore, the current five year period is 1st April 2016 to 31st March 2021.

Stage 2: Identifying the housing requirement

2.16 Notwithstanding our comments on the OAN as set out above, policy H1(a). indicates that the minimum annual requirement is 370 dwellings p.a. Against this annual requirement, the minimum five year housing requirement is 1,870 dwellings.

Stage 3: Identifying the accumulated backlog

2.17 As set out in draft policy H1(d), the base date of the plan is 1st April 2011. Therefore, the completions in the last five monitoring years should be assessed against a total need over the same period of 1,850 dwellings (i.e. 370 X 5 years).

2.18 The Housing Land Availability Schedule (31st March 2016) confirms that there were just 1,048 net dwellings completed between 1st April 2011 and 31st March 2016. Consequently, against a total requirement of 1,850 dwellings in these five years, the accumulated backlog is 802 dwellings. This is set out in the following table:

**Table 1: completions in Fylde 2011 to 2016**

Monitoring year	Requirement	Net completions	Over provision / undersupply
2011/12	370	141	-229
2012/13	370	162	-208
2013/14	370	234	-136
2014/15	370	207	-163
2015/16	370	304	-66
<b>Total</b>	<b>1,850</b>	<b>1,048</b>	<b>-802</b>

Stage 4: Identifying the method of addressing the backlog

2.19 We note from the Council's Five Year Housing Land Supply Statement that the Council considers the backlog should be addressed in full in the five year period (i.e. the Sedgfield method). We agree for the reasons set out below.

2.20 The NPPF does not specifically state how the backlog should be addressed. However, it did introduce a requirement to "boost significantly" the supply of housing (paragraph 47). The backlog is a shortfall in supply which exists at the start of the five year requirement, so to defer addressing it until the end the plan period makes little sense in the light of paragraph 47. Therefore addressing the backlog as soon as possible would be consistent with this requirement.

2.21 Paragraph 3-035 of the PPG (Reference ID: 3-035-20140306): "How should local planning authorities deal with past under-supply?" provided further guidance. It states:

*“Local planning authorities should aim to deal with any undersupply within the first 5 years of the plan period where possible. Where this cannot be met in the first 5 years, local planning authorities will need to work with neighbouring authorities under the ‘Duty to Cooperate’.”*

2.22 Consequently, the PPG is clear that Local Planning authorities should aim to deal with the backlog within five years. Whilst the PPG does appear to recognise that there may be circumstances when this is not possible, it does not suggest that the backlog should be addressed over any other period in those circumstances. Instead it states that local planning authorities will need to work with neighbouring authorities under the ‘Duty to Co-operate’, presumably with adjacent authorities looking to help to address the backlog by making immediate provision. The PPG does not endorse deferring addressing the issue for longer than five years.

2.23 In summary, the accumulated backlog should be addressed in full within the five year period. Therefore, the total five year requirement is 2,652 dwellings (i.e. 1,850 + 802).

Stage 5: Applying the appropriate buffer

2.24 We note from the Council’s Five Year Housing Land Supply Statement that the Council accepts the 20% buffer applies. We agree for the reasons set out below.

2.25 As above, paragraph 47 of the NPPF states:

*“To boost significantly the supply of housing, local planning authorities should: Identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements with an additional 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land.”*

2.26 It continues by stating:

*“Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land”.*

2.27 Paragraph 3-035 (Reference ID: 3-035-20140306) of the PPG: “How should local planning authorities deal with past under supply?” states:

*“The approach to identifying a record of persistent under delivery of housing involves questions of judgment for the decision maker in order to determine whether or not a particular degree of under delivery of housing triggers the requirement to bring forward an additional supply of housing. The factors behind persistent under delivery may vary from place to place and, therefore, there can be no universally applicable test or definition of the term. It is legitimate to consider a range of issues, such as the effect of imposed housing moratoriums and the delivery rate before and after any such moratoriums.*

*The assessment of a local delivery record is likely to be more robust if a longer term view is taken, since this is likely to take account of the peaks and troughs of the housing market cycle”.*

2.28 The Housing Land Availability Schedule confirms that the Council has not met the minimum requirement of 370 dwellings p.a. in any of the monitoring years since 1st April 2011. Indeed, against the annual requirement set out in the RSS for the North West for Fylde of 306 dwellings p.a., the Council under delivered in every year apart from one (in 2007/08):

**Table 2: completions in Fylde 2003 to 2016**

Monitoring year	Annual requirement	Number of net housing completions	Over provision / undersupply
2003/04	306	142	-164
2004/05	306	285	-21
2005/06	306	130	-176
2006/07	306	168	-138
2007/08	306	394	88
2008/09	306	305	-1
2009/10	306	145	-161
2010/11	306	115	-191

Monitoring year	Annual requirement	Number of net housing completions	Over provision / undersupply
2011/12	370	141	-229
2012/13	370	162	-208
2013/14	370	234	-136
2014/15	370	207	-163
2015/16	370	304	-66

2.29 There has therefore been a persistent under delivery against the requirement and as a result, a 20% buffer applies.

#### **Application of the buffer**

2.30 We note from the Council's Five Year Housing Land Supply Statement that the Council accepts the 20% buffer applies to both the base requirement and the accumulated backlog. We agree for the reasons set out below.

2.31 In our view, the total five year requirement includes the backlog and there is no rational reason not to apply the buffer to both. This is in line with recent guidance from the Planning Advisory Service (PAS), entitled: "Five Year Land Supply". This was published on 20th July 2015 and states:

*"We believe the preferred approach is for the buffer to be applied to both the requirement and shortfall. This is the most appropriate order because it ensures the buffer is applied to the full requirement which represents all the need that exists. The idea is that for every year you underprovide the amount adds onto the requirement to be met in the next five years. In reverse any over provision which would count as completions and could be taken off the requirement, to which the buffer is then applied. The idea of the buffer is to ensure that there is flexibility to provide sites and meet the needs that exist."*

2.32 We also note that it is in line with the recommendations of the Local Plans Expert Group as set out in its report to the Secretary of State (March 2016 – paragraph 43).

2.33 Consequently, the total supply that must be demonstrated to meet the five year requirement is 3,182 dwellings (i.e. 2,652 + 20%).

#### Stage 6: Identifying a Realistic and Deliverable Supply

2.34 We note from the Council's Five Year Housing Land Supply Statement that the Council considers its five year supply at 1st April 2016 to be 3,052 dwellings.

2.35 Whilst we have not undertaken a critical assessment of the Council's housing land supply on a site by site basis at this stage, we consider the housing land supply is significantly less than that set out by the Council for the reasons set out below.

#### Methodology

2.36 Footnote 11 of the NPPF states:

*"To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans".*

2.37 Paragraph 3-031 of the PPG: "What constitutes a 'deliverable site' in the context of housing policy?" states:

*"Deliverable sites for housing could include those that are allocated for housing in the development plan and sites with planning permission (outline or full that have not been implemented) unless there is clear evidence that schemes will not be implemented within five years. However, planning permission or allocation in a development plan is not a prerequisite for a site being deliverable in terms of the five-year supply. Local planning authorities will need to provide robust, up to date evidence to support the deliverability of sites, ensuring that their judgements on deliverability are clearly and transparently set out. If there are no significant constraints (e.g. infrastructure) to overcome such as infrastructure sites not allocated within a development plan or without planning permission can be considered capable of being delivered within a five-year timeframe. The size of sites will also be an important factor in identifying whether a housing site is deliverable within the first 5 years. Plan makers will need to consider the time it will take to commence development on site and build out rates to ensure a robust five-year housing supply." (our emphasis)*

2.38 Paragraph 3-033 of the PPG: "Updating evidence on the supply of specific deliverable sites sufficient to provide five years worth of housing against housing requirements" states:

2.39

*"Local planning authorities should ensure that they carry out their annual assessment in a robust and timely fashion, based on up-to-date and sound evidence, taking into account the anticipated trajectory of housing delivery, and consideration of associated risks, and an assessment of the local delivery record. Such assessment, including the evidence used, should be realistic and made publicly available in an accessible format. Once published, such assessments should normally not need to be updated for a full twelve months unless significant new evidence comes to light or the local authority wishes to update its assessment earlier." (our emphasis)*

2.39 From the outset, the guidance contained within paragraph 3-033 of the PPG is clear that the Council must publish evidence to support the delivery rates of all sites it has included within the five year housing land supply. This is particularly relevant for the sites that do not have planning permission as paragraph 3-031 of the PPG requires the Council to publish robust and up to date evidence to support the deliverability of such sites.

2.40 Without the evidence, it is unclear how the Council has concluded on the delivery assumptions on sites in the supply, particularly for the many sites included in the supply, which are not in control of a housebuilder.

Sites without planning permission

2.41 Some of the sites in the Council's five year supply have been waiting a very long time for the S106 to be negotiated and agreed. Examples include:

- Fairways Garage, Heeley Road, St Annes (20 dwellings) – A resolution to grant outline planning permission was made on 30th July 2008, yet the S106 has not been signed over 8 years later;
- Kingsway Garage, St Annes (30 dwellings) – A resolution to grant outline planning permission was made on 10th October 2012, yet the S106 has not been signed almost 4 years later;
- Axa Data Centre, Lytham (45 dwellings) – A resolution to grant outline planning permission was made on 4th September 2013, yet the S106 has not been signed 3 years later;
- Land to the rear of 11-63 Westgate Road, Squires Gate (70 dwellings) – A resolution to grant outline planning permission was made on 7th November 2012, yet the S106 has not been signed almost 4 years later;
- West End Residential Park, Kirkham (27 dwellings) – A resolution to grant planning permission was made on 10th October 2012, yet the S106 has not been signed almost 4 years later;

2.42 We question whether there is a realistic prospect that sites that have been awaiting the signing of a S106 for such a long time have a realistic prospect of delivering deliver any dwellings in the five year period.

2.43 We also note that there are a number of sites where planning permission had expired or was about to expire just after the base date. Examples include:

- 7-8 St Georges Square, St Annes (11 dwellings) – permission expired 27th September 2014; and
- Pennine View (12 dwellings) – outline planning permission expired on 4th September 2016.

2.44 Footnote 11 of the NPPF is clear that sites where planning permission has expired should not be included in the five year housing land supply.

Lead-in times and build rates

2.45 As above, paragraph 3-031 of the PPG explains that plan makers will need to consider the time it will take to commence development on site and build out rates.

2.46 In terms of lead-in times, the Council will need to consider on a site by site basis:

- how long a planning application will take to prepare, submit and be determined (if the site does not already have planning permission);
- how long it will take for the S106 agreement to be negotiated and agreed;
- whether an allowance needs to be made for the site to be sold to a developer / housebuilder;
- how long it will take for applications for reserved matters and discharge of conditions to be made, considered and approved;
- whether there is infrastructure that needs to be put in place before the site could start delivering dwellings and how long this will take;
- whether there are any other site specific considerations, which would affect a start on site.

2.47 In terms of build rates, we note that the Council's trajectory assumes a build rate of around 30 dwellings per annum.

2.48 The Council will need to demonstrate why it considers some of the larger sites will have multiple developers involved from the commencement of construction. Whilst we accept that sites of a certain size may be developed by multiple developers over the lifetime of their delivery, the Council will need to provide evidence to demonstrate that multiple housebuilders will simultaneously be on site from the outset. Until this is evidenced, the standard build rate of 30 dwellings p.a. should be applied. This has the effect of reducing the deliverable supply.

Empty homes allowance

2.49 The Council includes an empty homes allowance of 50 dwellings in the five year period.

2.50 Paragraph 3-039 of the PPG: *"How should local planning authorities deal with empty housing and buildings?"* states:

*"The National Planning Policy Framework encourages local authorities to bring empty housing and buildings back into residential use. Empty homes can help to contribute towards meeting housing need but it would be for individual local authorities to identify and implement an empty homes strategy. Any approach to bringing empty homes back into use and counting these against housing need would have to be robustly evidenced by the local planning authority at the independent examination of the draft Local Plan, for example to test the deliverability of the strategy and to avoid double counting (local planning authorities would need to demonstrate that empty homes had not been counted within their existing stock of dwellings when calculating their overall need for additional dwellings in their local plans)."*

2.51 The Council has not provided robust evidence to demonstrate for example that there would be no double counting of empty homes. Therefore at the present time, the Council cannot rely on an empty homes allowance. Should evidence be prepared on this issue, we request the opportunity to make further representations.

Summary in relation to five year housing land supply

2.52 In summary, the Council accepts that it cannot demonstrate a deliverable five year housing land supply. In our view, the shortfall is significantly more than that set out by the Council in its latest Five Year Housing Land Supply Statement. The implication of this is firstly that more sites are required to address the shortfall.

2.53 Secondly, in accordance with paragraph 49 of the NPPF, relevant housing land supply policies are out of date.

#### **Housing supply for the plan period**

2.54 Policy DF1 of the draft Local Plan states that the Council will deliver a minimum of 7,768 dwellings by the end of the plan period to 2032. As above, 1,048 dwellings have already been delivered between 1st April 2011 and 31st March 2016. This leaves 6,720 dwellings.

2.55 The Council has only allocated enough land to provide a total of 6,893 dwellings. This only provides an over provision of 173 dwellings (2.6%). Whilst the Council accepts that some windfall development would come forward, it only considers that this would be on small sites. We therefore have concerns as to whether the plan would provide sufficient land to meet that requirement. We have already identified above a shortfall in the five year housing land supply, but there is also an issue in terms of supply over the whole plan period.

2.56 The Local Plans Expert Group published its report to the Communities Secretary and to the Minister of Housing and Planning in March 2016. Paragraph 11.2 of the report identifies that particular problems currently occur with identifying and maintaining a five year supply of housing land, not least because:

- i. the factors affecting a five year land supply calculation are 'live', in the sense that matters such as build rates, site circumstances etc. change constantly so that, whatever a Local Plan Inspector finds as a result of the local plan examination will be out of date even before the local plan is adopted;
- ii. even though local plan examinations are often dominated by five year supply issues, they rarely have the time to address the full detail properly and there are several examples of appeals being won on the five year issue immediately after a local plan has been adopted because further scrutiny is possible through section 78 appeals;
- iii. even where a Local Plan has recently been found sound – with a housing requirement that meets OAN – the subsequent publication of new household projections or other data is being cited by developers and others as reason to argue that the plan is out of date;
- iv. because Plans tend only to allocate the minimum amount of land they consider necessary, once adopted, there is little that Local Plans can do to address any shortages that appear in the five year supply. Any shortages, therefore, trigger (slow) local plan reviews meaning that shortfalls tend to be addressed by application or appeal led solutions, rather than plan-led solutions; and
- v. the combination of short term focus, coupled with inevitable long term shortcomings, then encourages the concept of plans being found sound subject to early reviews, which undermines the credibility and sustainability of the plan-led system.

2.57 Consequently the report recommends at paragraph 11.4 that the NPPF should make clear that local plans should be required not only to demonstrate a five year land supply but also focus on ensuring a more effective supply of developable land for the medium to long term (over the whole plan period), plus make provision for, and provide a mechanism for the release of, developable Reserve Sites equivalent to 20% of their housing requirement, as far as is consistent with the policies set out in the NPPF. Reserve Sites represent land that can be brought forward to respond to changes in circumstances.

2.58 At present the recommendations of the Group are just that; recommendations. However their conclusions reflect precisely the concerns that we have in respect of the Fylde Local Plan. There is insufficient flexibility to deal with changing circumstances, specifically a failure to deliver housing at the anticipated rates. Consequently, the reality is that any slippage from the identified sites could result in the housing requirement not being met. This would have serious implications in terms of the failure to meet identified housing need, and also the plan would be out-of-date. This could happen almost immediately following adoption, as has been widely experienced elsewhere.

2.59 We consider that a flexibility allowance is required, in the order of 20%. This would give a reasonable degree of security that should sites not deliver at the rates anticipated, a 5 year housing land supply could still be maintained and the overall housing requirement could be met.

**This representation was also accompanied by a number of separate documents, please see:  
Document SD013 – Copies of Regulation 20 Representations (Regulation 22(1)(d) document)**

**Title: EP1. Site Location Plan**

**EP2. St Anne's on the Sea Neighbourhood Plan Examiner's Report**

**EP3. Application Committee Report**

**EP4. Illustrative Layout**

<b>EP5. Decision Notice</b>	
<p>OC/AGCN/16/01121 – The Rigby Organisation</p> <p>PWA Planning</p>	<p>1. It is considered that the housing requirement figure of a minimum of 370 dwellings per annum set out in Policy H1 will not ensure that the needs of the Borough are adequately met through the plan period. It is considered that the figure should be increased to at least the upper figure set out in the Fylde Coast Strategic Housing Market Assessment (FCSHMA). Such a higher minimum figure is consistent with guidance in NPPF and would ensure that growth is not constrained within the Borough. This is particularly the case given that the authority does not suffer from any significant strategic constraints which would severely impact the delivery of increased numbers of housing.</p> <p>2. The need to increase the minimum housing requirement figure is reinforced by the fact that Wyre Council has sought assistance from Fylde Council (May 2016), under the Duty Cooperate, in meeting its objectively assessed housing need. The Objectively Assessed Need figures for the three Fylde Coast Authorities originate from the ranges set out in the original SHMA and its updates which considered revised population and household formation data. For Wyre Council this gave an objectively assessed need of between 400 and 479 dwellings per annum from 2011 to 2031. Wyre Council considers 479 dwellings per annum to be an appropriate housing requirement figure which ties in with the economic evidence and this figure was accepted by Wyre Council on 14<sup>th</sup> April 2016 (Paragraph 1.25 of the Draft Plan). Wyre Council has identified that the supply of deliverable land is constrained by three main issues; highway capacity, flood risk, and; green belt.</p> <p>3. Despite this request and notwithstanding that precise proportion of its housing that Wyre will be unable to provide for within its own boundaries, Fylde Council have sought to set a housing requirement figure below the SHMA derived upper limit. This is considered to be inappropriate and unjustified and likely to result in Fylde Council being unable to meet its own housing needs, and certainly not any of those from Wyre Council.</p> <p>4. It is therefore considered that the local plan is <b>unsound</b> on the basis that it is not “<b>positively prepared</b>” nor will it be “<b>effective</b>” in meeting needs, consistent with achieving sustainable development and ensuring effective joint working on cross-boundary housing issues.</p> <p>5. In order to rectify this situation, it is requested that :- (i) <b>Policy H1</b> should be amended to include an increased minimum housing requirement figure of no less than 420 dwellings per annum.</p>
<p>OC/AGCN/16/00119 - Britmax Developments</p> <p>Indigo Planning Ltd.</p>	<p>We object to emerging policy DLF1 which sets the development locations for Fylde on the basis that the Council will need to deliver more than a minimum of 7,768 new homes over the plan period.</p> <p>The draft housing requirement being promoted by the Council of 7,768 dwellings equates to 370 dwellings per annum. Against this requirement the Council is unable to demonstrate a five year supply of housing. This is evidenced in a number of recent appeal decisions and the Council’s Five Year Supply document (base date 31 March 2106) which records a 4.8 year supply of housing.</p> <p>Whilst a detailed interrogation of the Council’s land supply has not been undertaken at this stage, from a review of the Council’s reported supply and the persistent under-delivery of housing over the past number of years, we consider the housing land supply position to be lower than the Council’s current estimates.</p>
<p>Para 10.23</p>	

<p>OC/AGCN/13/01729 – Story Homes Ltd.</p> <p>Barton Willmore</p>	<p>Paragraph 10.23 of the Publication Draft Document states a number of small sites and windfall homes may be built over the plan period based on previous small sites and windfall trends. In our Client’s view, the adoption of a robustly prepared and up -to-date Local Plan may result in a reduction in the number dwellings coming forward on windfall sites in contrast to past trends. A sufficient supply of housing land will reduce the need for windfall development coming forward during the plan period. The thorough preparation required in adopting the plan will mean that many potential windfall sites will already be known and allocated by the Council.</p> <p>Failure to deliver against windfall targets will detrimentally impact upon the delivery of the plan and the demonstration of a five year supply of housing land. It is therefore recommended that a cautious approach is adopted and the use of windfall allowance is not used as a mechanism to reduce the numbers of sites allocated within the plan.</p>
<p>OC/AGCN/15/02258 – Persimmon Homes Lancashire</p>	<p>Persimmon Homes Lancashire are grateful for the opportunity to respond to the Consultation on the Publication Version of the Fylde Local Plan.</p> <p>Persimmon support the amends made following our previous comments on the Strategic Objectives. We appreciate that the intervening time from the Issues and Options has been used productively to update much of the evidence base. We note the recent release of the 2014 population projections and assume that the evidence will again be updated accordingly in due course.</p> <p>In addition, we note the Wyre have requested that Fylde consider taking some of their housing numbers. Some further clarification is required on this. We also remain concerned that the housing figure identified does not provide the opportunity to meet the affordable housing demand identified in the evidence base. It is felt that further commentary is required on this matter.</p>
<p><b>Policy H2 – Density and Mix of New Residential Development</b></p>	
<p>OC/AGCN/15/02258 – Persimmon Homes Lancashire</p>	<p>Persimmon Homes Lancashire are grateful for the opportunity to respond to the Consultation on the Publication Version of the Fylde Local Plan.</p> <p>Persimmon support the amends made following our previous comments on the Strategic Objectives. We appreciate that the intervening time from the Issues and Options has been used productively to update much of the evidence base. We note the recent release of the 2014 population projections and assume that the evidence will again be updated accordingly in due course.</p> <p>In addition, we note the Wyre have requested that Fylde consider taking some of their housing numbers. Some further clarification is required on this. We also remain concerned that the housing figure identified does not provide the opportunity to meet the affordable housing demand identified in the evidence base. It is felt that further commentary is required on this matter.</p> <p>Policy Specific Comments:</p> <p><b>H2 – Density and Mix of New Residential Development.</b> Persimmon Homes do not feel that this policy in its current form, in relation to ‘Specialist Accommodation for the Elderly’ is sound. The policy is not justified in requiring compliance with an optional technical standard (M4 (3A) (Wheelchair-accessible dwellings)). This sits against the Housing Standards Review, and runs against recent Government statements and the Deregulation Bill.</p> <p><b>General Points</b></p>

	<p>In order to plan positively, the shortfall in delivery over the past plan period would suggest that identification of general areas for further, future development after the plan period, or as preferred reserve sites should delivery fall during the plan, would be prudent.</p> <p>This response should also be read in conjunction with our response to the Preliminary Draft Charging Schedule for the Community Infrastructure Levy (CIL).</p> <p>Persimmon Homes are happy to discuss the contents of this response if required &amp; would like to be kept informed of any forthcoming consultation in regards to the Local Plan. We would also like to be informed in the Local Plan Examination in Public with a view to participating in the hearings associated with the items covered in this response.</p>
<p>OC/AGCN/13/01729 – Story Homes Ltd.</p> <p>Barton Willmore</p>	<p><b>Density</b></p> <p>Paragraph 47 of the NPPF allows Local Authorities to set out their own approach to housing density to reflect local circumstances. Policy H2 requires residential development within Fylde to normally achieve a net minimum density of 30 homes per hectare within and adjoining Local Service Centres and Tier 1 and 2 Rural Settlements. There is no allowance in the Policy for sites with densities of less than 30 dwellings per hectare except in certain areas of the larger strategic sites.</p> <p>Paragraph 47 of the NPPF allows Local Authorities to set out their own approach to housing density to reflect local circumstances. Policy H2 requires residential development within Fylde to normally achieve a net minimum density of 30 homes per hectare within and adjoining Local Service Centres and Tier 1 and 2 Rural Settlements. Densities of less than 30 dwellings per hectare will only be permitted where “special circumstances are demonstrated”. However, the Plan fails to provide a justifiable reason within the background text why this density has been chosen.</p> <p>Furthermore, a generic density range does not take into account the character of the different settlements and the physical, ecological or landscape constraints of individual sites that prevent the site from delivering the required housing density. A density standard presents an onerous requirement on applicants at a time when the Council should be actively encouraging new development without delay.</p> <p>Our Client maintains that the policy, in its current form, fails to allow for consideration of the specific form and character of individual settlements. It is recommended that paragraph 1 is either re-worded to allow enough flexibility to justify different densities or, alternatively, the Council prepares a credible up-to-date evidence base to justify its proposed requirement for each settlement.</p> <p><b>Housing Mix</b></p> <p>To deliver a wide choice of high quality homes, paragraph 50 of the NPPF requires Local Authorities to identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand. Policy H2 states that this will be provided in accordance with the Fylde Coast SHMA (2014). All developments of 10 or more dwellings will be required to include at least 50% of dwellings that are 1, 2 or 3 bedroom homes. In rural areas, this figure should be at least 33% of 1 or 2 bedroom homes.</p> <p>Our Client supports the need to deliver a mix of house types in rural areas; however, objects to the emphasis placed on small family homes. Our Client accepts that there is a need for smaller family homes in rural areas, however, the emphasis placed on this type of dwelling in the policy wording has the potential to delay the delivery of housing in sustainable locations. In order to create sustainable and inclusive communities, a</p>

	<p>variety of house types should be delivered. Furthermore, it does not accord with the presumption in favour of sustainable development in Paragraph 14 of the Framework that outlines that “proposals for the delivery of sustainable development should be permitted without delay”.</p> <p>Our Client have concerns over the application of this policy requirement throughout the duration of the plan period and how flexibly the Council will apply this policy requirement. Our Client suggests that the exact mix of housing should be set at the time of a planning application being made or permission granted to allow the mix to be based on the most up to date evidence available to meet local needs.</p>
GCB/BS/08/00325 – Home Builders Federation (HBF)	<p><b>Policy H2: Density and Mix of New Residential Development</b></p> <p><u>The policy is considered unsound as it is not justified nor effective.</u></p> <p>54. The policy is split into several discrete elements upon density, mix, specialist needs etc. The following response considers each of these elements separately, as appropriate.</p> <p><u>Density</u></p> <p>55. The policy identifies a minimum density of 30dph. This is a higher density than achieved by the majority of developments within Fylde in the last monitoring year. The Council’s Housing Land Availability Schedule identifies that 57% were less than 30 dph, 27% were between 30 and 50 dph and 15% were greater than 50 dph. Given this history it is recommended that the policy provide flexibility and identifies that lower density developments will also be acceptable.</p> <p>56. The desirability for ‘executive style’ housing to attract and retain employers and employees within the area should also be considered in the context of this policy. It should also be noted that the requirement to meet the national minimum space standards within Policy GD7 will have an impact upon density, this needs to be considered.</p> <p><u>Mix</u></p> <p>57. The HBF understands the need to provide a mix of dwellings upon a site both to reflect local needs but also to maximise the market for the site. The policy refers to the 2014 SHMA. Whilst it is recognised that this is the most up to date evidence it will quickly become out of date and its relevance towards the latter periods of the plan may become tenuous. The HBF therefore recommend that whilst the SHMA may be useful, reference to local needs at the time of the development, the market and viability should also be included.</p> <p><u>Specialist accommodation for the elderly</u></p> <p>58. The HBF supports the provision of housing for older people and other specialist needs. The policy seeks to require that at least 20% of homes on all sites of 20 units or more are designed to meet such needs.</p> <p>59. Whilst reference to the optional technical standard M4(3A) is noted the text is unclear if all such properties would need to meet this standard. As noted within our comments upon Policy GD7 we do not consider the Council has provided sufficient evidence to include the optional standards in compliance with the PPG (paragraph 56-007).</p>

	<p>60. Notwithstanding the foregoing comments in relation to the principle of the policy requirement further guidance upon the interpretation of this policy may be beneficial. For example it is unlikely to be appropriate to provide specialist accommodation for the elderly on every site due to site specific issues, not least location and access to amenities. Whilst flexibility is welcomed in its current format the policy is somewhat ambiguous, references within the supporting text to the types of accommodation deemed appropriate to meet this need would assist in this regard, this should include properties which are adaptable rather than simply relying upon those already adapted.</p>
<p>OC/AGCN/16/00119 – Britmax Developments  Indigo Planning</p>	<p>Whilst it is important that specialist accommodation for the elderly is provided in sustainable and accessible locations, consideration should also be given to the need for this type of accommodation to be located in an attractive and tranquil setting. This is particularly important for residential care homes, where the residents are less mobile and require a more intensive level of care.</p> <p>On this basis, sites outside settlement boundaries should not automatically be ruled out. Sites, such as the Great Birchwood site, are located outside of the settlement boundary but yet are sustainably located being on a regular bus route offering easy and quick access to Warton and Lytham.</p> <p>As set out in chapter 2, Fylde already has a high proportion of older residents with 28% of these aged over 65+ which is the highest in Lancashire and well in excess of the national average (paragraph 2.10). The ageing population within the Borough is expected to continue increasing and by 2020 it is expected there will be more than 5,000 people aged 85 and over in the Borough (paragraph 2.10).</p> <p>As a result, there is a significant need for accommodation to cater for the increasing population across the Borough. In order for the plan to be positively prepared and meet all development needs, suitable sites, such as land at Great Birchwood, should be identified as having the potential to assist in meeting the demand for elderly person’s accommodation.</p> <p>The Great Birchwood site is located within an attractive setting set back from Lytham Road, adjacent to the Great Birchwood woodland and includes a number of ponds. It offers a tranquil location for future elderly persons accommodation. The site is also situated in an accessible location, with the bus services along Lytham Road offering easy access into Warton and Lytham. This bus service could also be utilised by staff and visitors to any care facilities located on the site.</p> <p>Whilst is important that elderly residential accommodation does meet the needs of this sector of the population, there should be flexibility within policies as to the final layout and design of such accommodation. This will enable proposals to reflect the site and its surroundings and effectively manage any site constraints. The list of criteria in emerging policy H2 should, therefore, be a recommendation rather than an exact requirement. The site is, therefore, ideal to accommodate elderly person accommodation.</p> <p>We object to emerging policy DLF1 which sets the development locations for Fylde on the basis that the Council will need to deliver more than a minimum of 7,768 new homes over the plan period.</p> <p>The draft housing requirement being promoted by the Council of 7,768 dwellings equates to 370 dwellings per annum. Against this requirement the Council is unable to demonstrate a five year supply of housing. This is evidenced in a number of recent appeal decisions and the Council’s Five Year Supply document (base date 31 March 2106) which records a 4.8 year supply of housing.</p> <p>Whilst a detailed interrogation of the Council’s land supply has not been undertaken at this stage, from a review of the Council’s reported supply and the persistent under-delivery of housing over the past number of years, we consider the housing land supply position to be lower than the Council’s current estimates.</p>

<p>OC/LPD/13/01646 – Gladman Developments</p>	<p>The standards set in this policy should allow for flexibility and the wording ‘subject to viability’ should be included within the proposed mix.</p>
<p>OC/AGCN/13/01758 – Hallam Land Management  Pegasus Group</p>	<p><b>Density and Mix of New Residential Development (Policy H2)</b></p> <p>8.6 The policy is split into separate elements relating to density, mix, specialist needs etc. The following response considers each of these elements separately, as appropriate.</p> <p>Density</p> <p>8.7 The policy identifies a minimum density of 30 dph. Paragraph 47 of the NPPF allows Council’s to set their own approach to housing density to reflect local circumstances; however this should be based upon evidence and we are not aware of any evidence having been provided at this stage.</p> <p>8.8 It is also suggested that the policy includes an element of flexibility to allow lower densities in some cases (potentially by adding the word ‘normally’, as per the wording in previous 2015 Revised Preferred Options version) as individual developments will need to respond to both site characteristics and market conditions.</p> <p>8.9 The desirability for ‘executive style’ housing to attract and retain employers and employees within the area should also be considered in the context of this policy and we would stress that this is particularly relevant in the context of Warton, given the presence of the BAE Systems complex and Enterprise Zone, as their future success is reliant on their ability to attract high proportions of skilled ‘executive’ staff.</p> <p>8.10 It should also be noted that the imposition of the national minimum space standards within Policy GD7 will have an impact upon density. As such we would refer to our comments on that policy and ask that this is given further consideration by the Council.</p> <p>Mix</p> <p>8.11 HLM fully support the provision of a mix of dwellings within sites both to reflect local needs but also to maximise the market for the site, and we welcome the note that this will need to be updated as the plan progresses in line with future Housing Needs Assessments.</p> <p>8.12 However, as with the density policy, we recommend that some flexibility is built in to the requirement for 50% of dwellings to be 1-3 bed, to allow individual developments to respond to site characteristics and market conditions, which will again be relevant in Warton, in terms of the provision of executive housing for skilled workers.</p> <p><b><i>Specialist Accommodation for the Elderly</i></b></p> <p>8.13 HLM fully supports the provision of housing for older people. The policy requires that at least 20% of homes on all sites of 20 units or more are designed specifically to accommodate the elderly, including compliance with the optional wheelchair access standard M4(3A), unless it can be demonstrated that this would render the development unviable.</p> <p>8.14 Whilst we welcome the flexibility regarding viability, we would refer to our comments on Policy GD7 part n (sections 7.3-7.8), which note that Fylde have not provided sufficient evidence to justify the imposition of this policy, and therefore we recommend that reference to M4(3A) is removed until sufficient evidence is provided.</p>

	<p>8.15 In the interim we would recommend that further clarity is provided on what would constitute elderly accommodation, and suggest that it includes dwellings that are adaptable to elderly needs, rather than ready adapted, to provide additional flexibility.</p>
<p>OC/LO/15/02109 – Metacre Ltd.</p> <p>De Pol Associates</p>	<p>This policy requires all development over 10 dwellings to comprise at least 50% 1 to 3 bedroom dwellings and for sites within or close to the tier 1 and 2 settlements to comprise at least 33% 1 or 2 bedroom houses. Development over 20 houses is also expected to include 20% of homes designated specifically to accommodate the elderly.</p> <p>The appropriate mix of dwellings for a site is dependent on a variety of factors, including the size of the site, the location and character of the site and surrounding area, the particular market in the location of the site and viability matters etc. It simply isn't appropriate, possible or even necessary to try and identify a dwelling mix to be applied to all residential development in the whole of the Borough.</p> <p>Furthermore, the Local Plan spans a further 16 year period and the policy itself acknowledges that any housing mix will need to be adjusted over the Plan period to reflect updated Housing Needs Assessments. The need for this requirement is also questioned given that paragraph 10.3 confirms that on average the profile of the housing stock in Fylde is broadly typical for England.</p> <p>The policy is therefore not positively prepared or justified as it is too prescriptive, un-flexible and unnecessary. It should be deleted as a reasonable alternative would be to allow the dwelling mix to be considered on a site by site basis.</p> <p>The second paragraph under the sub-heading 'Mix' and subsequent requirement for 20% of homes to be designed to accommodate the elderly should be deleted.</p>
<p>OC/AGCN/13/02020 – Oyston Estates</p> <p>Cassidy &amp; Ashton</p>	<p>The proposed Policy H2 is too prescriptive in terms of its approach to housing mix and specialist housing for the elderly. Although there will be many cases where such an approach may be appropriate to a site, it will not apply in each and every development of over ten units [or twenty units in respect to housing for the elderly]. This level of prescription is contrary to the approach set out in the NPPF and should be relaxed.</p> <p>Policy H2 should be revised as follows:  All developments of 10 or more dwellings <del>will therefore be required to include</del> <i>should consider</i> the inclusion of at least 50% of dwellings that are 1-, 2- or 3-bedroom homes. Developments within or in close proximity to the Tier 1 Larger Rural Settlements or Tier 2 Smaller Rural Settlements should consider the inclusion of <del>include</del> at least 33% 1- or 2-bedroom homes.</p> <p>...</p> <p>In order to meet the needs of an ageing population in Fylde, at least 20% of homes within residential developments of 20 or more homes should consider the option of being designed specifically to accommodate the elderly, including compliance with optional technical standard M4(3A) (wheelchair-accessible dwellings), unless it is demonstrated that this would render the development unviable.</p>
<p>OC/AGCN/15/02235 – Hollins Strategic Land LLP</p>	<p><b>Policy H2 Density and Mix of New Residential Development</b></p> <p>The policy refers to specialist Accommodation for the Elderly and technical standard M4(3A). It is considered that this policy or its justification should explain this technical standard in more detail. It is also considered necessary for the policy to acknowledge that M4(3A) may be replaced in the future by another standard.</p>

	<p>With regard Development on Garden Land, the policy states that “<i>stringent caveats will be applied</i>” but it does not set these out. This is considered necessary.</p> <p>At para. 10.37, the justification to the policy states that development in Tier 1 and 2 settlements should include “<i>at least 33% 1- and 2- bedroom homes</i>”. It is considered that this has not been fully justified. Furthermore, it is not clear whether the viability of this approach has been tested, or whether the amount of development in each settlement has taken account of this approach.</p>
<p>OC/IB/12/00964 – Keith Halliwell</p> <p>JWPC Ltd.</p>	<p>We also wish to object to the following policies that relate to new housing development:</p> <p>H2 – Density and Mix H4 – Affordable Housing ENV4 – New Open Space</p> <p>The polices above are incredibly prescriptive polices that individually and together have the potential to restrict development from being delivered, through providing direct limits on the lowest density of development on a site, the minimum amount of open space and specific type and sizes of market and affordable housing. As the policies will be relevant to the majority of new housing developments over the plan period, the restrictions could seriously hinder delivery through providing a too prescriptive brief for a large number of sites. In order to significantly boost the supply of housing, consistent with national policy, local authorities need to attract land owners to release sites and housebuilders to build them. Minimum limits of 30 dwellings per hectare and the percentage of 1 or 2 bedroomed dwellings, with the addition of providing elderly and affordable accommodation, and specific amounts of open space, can severely hinder the delivery of sites, thus making the Local Plan ineffective.</p> <p>Obviously the Council needs to maintain an element of control to development, but we would suggest that only larger significant or strategic sites should be considered relevant for all of these policies relating to new housing. What assessment has the Council done regarding the amount of land required to deliver, for example, a site of fifteen new dwellings against these policies. Such a site would require on site children’s playspace, 30% affordable homes, restrictions on the size of units and a net minimum density of 30 dwellings per hectare. Such cumulative restrictions on sites of up to a few hectares could reduce the rate of overall housing delivery by making them unattractive to developers and for landowners to release for development at a time when the Council needs to increase delivery to meet a rolling five year supply of housing and the increased requirement over the plan period.</p> <p>An alternative approach would be to provide much of this detail directly to the proposed strategic development site, where appropriate, and provide less prescriptive policy for smaller sites, or increase the threshold at which they become a consideration.</p>
<p><b>Policy H3 – Conversions and Change of Use to Residential</b></p>	
<p>OC/IB/10/01031 – Fred Moor</p>	<p>Whilst I cannot support the conclusions that Fylde has drawn from the evidence on housing need, and I doubt the basis of some of the evidence itself, (the combined effect of which is to deliver inflated ‘need’ , there is another matter which I believe this plan fails to address. One that is linked to the duty to co-operate.</p> <p>The southern and central areas of Blackpool have an excess of smaller hotel property that is damaging its tourism industry because the number of bedspaces exceeds demand for almost the whole year. As a consequence, these businesses are not viable and one can secure B&amp;B at £10 a night as desperate property owners try to cover their costs. The outcome is that standards decline, and reinvestment from profit is impossible. The pages of commercial estate agents are full of such properties for sale at very low prices as owners seek to stem their losses.</p>

	<p>It is widely recognised that the travel to work area and the housing market operate across local authority borders. In terms of travel time (and travel to work time), the southern part of Blackpool is closer to Fylde’s most populated areas than many of the rural parts of Fylde.</p> <p>It follows that, if Fylde has an excess of housing demand – especially for low cost or affordable housing, with the most acute shortage in the main urban areas, and if Blackpool has an excess of smaller run-down property that is easily capable of adaption for sale (or for re-development) as either low cost homes and / or for redevelopment as affordable housing, then the problems of both councils have a single solution if Fylde had successfully persuaded or pursued Blackpool to recognise its duty to co-operate across boundaries by agreeing to release unprofitable and poor quality accommodation for redevelopment or adaption to housing to meet Fylde’s need.</p> <p>I have seen no evidence in Fylde’s local plan that this approach has been pursued, and I regard that as an omission which is causing more agriculture land in Fylde to be taken for development than would have been the case. I thus argue that the absence of a policy to pursue this aim renders the plan unsound.</p>
<p>OC/LO/15/02109 – Metacre Ltd.</p> <p>De Pol Associates</p>	<p>The policy states that conversions and the change of use of redundant buildings to residential use will be looked on favourably where the Council has identified a need for additional housing through the SHMA.</p> <p>There is no basis to suggest that residential conversions and changes of use are only acceptable when they relate to redundant buildings and there is a need for additional housing. This is particularly the case given the objective of the NPPF to boost significantly the supply of housing and its presumption in favour of sustainable development.</p> <p>The justification text to the policy makes reference to the need to protect employment sites, however, this is already covered by separate employment policies in the Local Plan and does not justify a moratorium on all conversions and change of use scheme other than when they relate to redundant buildings and there is a need for housing.</p> <p>The policy is therefore not positively prepared, justified or in compliance with NPPF.</p> <p>The first paragraph of policy H3 should be deleted, together with related text in the justification to the policy.</p>
<p><b>Policy H4 – Affordable Housing</b></p>	
<p>OC/ACT/13/02036 – Minority Group - Liz Oades</p>	<p>5. <u>Affordable Housing Policy H3 Paragraph 2</u></p> <p>We proposed that the wording in this paragraph be altered to read “the provision of affordable housing will be to meet the need for those settlements”. The existing wording in the Plan effectively means that Kirkham, Wesham Warton, Freckleton and Lytham St. Annes will take all the affordable housing for the Borough. Developers in Lytham St. Annes usually attempt not to build social housing on their developments and instead give cash equivalents to provide social housing elsewhere in the Borough and, as there is no housing development proposed for Freckleton, it means that Kirkham, Wesham and Warton will tend to get ever increasing numbers of this type of housing. This is poor planning and affects the balance of housing provision in communities.</p> <p>Our proposed change of wording was not accepted. It was defeated, chiefly by a block vote of Fylde’s Conservative group. We regard this change as being essential for a sound plan.</p>

<p>OC/AGCN/15/02258 – Persimmon Homes Lancashire</p>	<p>Persimmon Homes Lancashire are grateful for the opportunity to respond to the Consultation on the Publication Version of the Fylde Local Plan.</p> <p>Persimmon support the amends made following our previous comments on the Strategic Objectives. We appreciate that the intervening time from the Issues and Options has been used productively to update much of the evidence base. We note the recent release of the 2014 population projections and assume that the evidence will again be updated accordingly in due course.</p> <p>In addition, we note the Wyre have requested that Fylde consider taking some of their housing numbers. Some further clarification is required on this. We also remain concerned that the housing figure identified does not provide the opportunity to meet the affordable housing demand identified in the evidence base. It is felt that further commentary is required on this matter.</p> <p>Policy Specific Comments:</p> <p><b>H4 – Affordable Housing.</b> Persimmon Homes support the reference to Starter Homes within the policy and feel this represents positive planning. Given the unknown quantity of the legislation at this time however, to require the whole of the remainder of the affordable requirement to be delivered as rented tenures is unjustified. This removes the delivery of any other forms of intermediate affordable tenure. It is appreciated that the policy goes on to say that that the precise requirements will be negotiated on a case by case basis, but the preceding wording leaves little room for negotiation.</p> <p>It is inappropriate at this stage to specify the bedroom number for starter homes units that will be provided on site, as this may conflict with the emerging national policy.</p> <p>As with market housing, Persimmon do not support the requirement to adhere to the National Technical Standard for the affordable products. Persimmon Homes Lancashire has no issue in providing tenure blind houses, sharing house types, materials and specifications with the open market units.</p> <p><b>General Points</b></p> <p>In order to plan positively, the shortfall in delivery over the past plan period would suggest that identification of general areas for further, future development after the plan period, or as preferred reserve sites should delivery fall during the plan, would be prudent.</p> <p>This response should also be read in conjunction with our response to the Preliminary Draft Charging Schedule for the Community Infrastructure Levy (CIL).</p> <p>Persimmon Homes are happy to discuss the contents of this response if required &amp; would like to be kept informed of any forthcoming consultation in regards to the Local Plan. We would also like to be informed in the Local Plan Examination in Public with a view to participating in the hearings associated with the items covered in this response.</p>
<p>OC/AGCN/13/01729 – Story Homes Ltd.</p>	<p>Our Client recognises that there is a considerable affordable housing need across Fylde, which varies from place to place. Our Client supports the principle of delivering affordable housing on site in Tier 1 and Tier 2 Rural Settlements, with the flexibility to deliver off - site, or via a contribution in lieu of onsite provision should the level of identified local need be less than 30%. However, the Policy needs to make explicit that the balance of the</p>

<p>Barton Willmore</p>	<p>provision will be delivered for borough wide needs via an off -site contribution. The off-site contribution would then be used to provide affordable housing in another settlement with a greater need.</p> <p>Our Client welcomes the inclusion of a viability clause within the policy. It is crucial that the economic viability of any scheme is taken into account when agreeing the amount of affordable housing to be provided on a site. However, our Client objects to the burden of costs associated with the verification of the viability assessment being met by the applicant. This requirement is completely unjustified and has the potential to stall the delivery of residential development. This part of the policy should therefore be deleted.</p> <p>Our Client supports the provision of Starter Homes as a proportion of affordable housing on site to be in accordance with the Regulations.</p>
<p>GCB/BS/08/00325 – Home Builders Federation (HBF)</p>	<p><u>The policy is considered unsound as it is not justified.</u></p> <p>61. The need for affordable housing is not disputed, the 2014 SHMA addendum identifies a net annual need for 249 affordable dwellings. The desirability to meet this need must, however, be weighed against the impacts that the policy requirement has upon the viability of development. It is noted that the policy does include flexibility by the inclusion of a sentence upon viability. Whilst this is supported it is imperative that the policy requirement is set at a level which is deliverable in the majority of cases.</p> <p>62. The policy requires all housing developments of 10 dwellings or more to provide up to 30% affordable housing. The Council’s most up to date evidence upon viability the 2016 ‘Economic viability assessment addendum report’ (EVA addendum) identifies that the cumulative impact of policies renders some of the tested sites either marginal or unviable, particularly apartment and developments on previously developed land within the lower value zones of Fylde. If a CIL charge is also introduced this will further stress viability across Fylde and could worsen the viability and delivery.</p> <p>63. The Council will be aware that the PPG is clear that;</p> <p>“Plan makers should not plan to the margin of viability but should allow for a buffer to respond to changing markets and to avoid the need for frequent plan updating. Current costs and values should be considered when assessing the viability of plan policy. Policies should be deliverable and should not be based on an expectation of future rises in values at least for the first five years of the plan period. This will help to ensure realism and avoid complicating the assessment with uncertain judgements about the future. Where any relevant future change to regulation or policy (either national or local) is known, any likely impact on current costs should be considered” (our emphasis ID 10-08) and “Planning obligations must be fully justified and evidenced. Where affordable housing contributions are being sought, planning obligations should not prevent development from going forward” (our emphasis ID 23b-005).</p> <p>64. From the evidence provided it is clear that certain sites, upon which the Council is reliant for delivery of its strategy, will either be unviable or marginal based upon the cumulative impact of plan policies. It is therefore recommended that as a minimum the Council should seek to reduce affordable housing contributions in lower value areas to deal with these issues. The affordable housing contribution proposed should also take full account of any CIL charges proposed across Fylde to ensure developments are not rendered unviable.</p> <p>65. The HBF has a number of concerns with the study, which require further information or consideration. It is recognised that the EVA addendum is an update to the previous study, however, it does not appear to have updated all of the base costs, including build costs. The build costs are not</p>

	<p>related to BCIS, as recommended by the 2012 Local Housing Delivery Group report<sup>3</sup>, and the PPG (ID 10-013). The costs used are likely to under estimate costs particularly for smaller developers.</p> <p>66. It is understood to inform the sales values assumptions in the report a review of new build and re-sales has been undertaken. Whilst this is considered generally appropriate it is not clear whether the values obtained from new build are applied to Net Sales Area or Gross Internal Area. We recommend a consistent approach is taken and that Net Sales Area is used.</p> <p>67. In terms of infrastructure costs it is noted that a figure of between £0 and £7,500 per unit is applied to greenfield sites for ‘opening-up costs’. The upper end of this range is significantly below the £17,000 to £23,000 per dwelling considered appropriate for large sites within the 2012 Local Housing Delivery Group report.</p> <p>68. In terms of tenure, the HBF supports the flexibility provided by the policy. It is, however, important that each scheme properly reflects the local market and requirements of the affordable housing providers and developer. It is also imperative that the requirements can be agreed quickly to ensure delays in processing applications are not experienced. The HBF is aware that a number of our members have had significant delays in this regard within Fylde.</p> <p><u>Information</u></p> <p>69. The HBF would like to be made aware of the following;</p> <ul style="list-style-type: none"> <li>• Submission of the plan for examination;</li> <li>• The publication of the examiner’s recommendations and any publicly available correspondence regarding the plan; and the</li> <li>• Adoption of the plan.</li> </ul>
<p>SCB/LA/08/00388 – Blackpool Council</p>	<p>At the Revised Preferred Option stage Blackpool Council submitted a representation suggesting the inclusion of a policy in the Fylde Local Plan to enable off-site payments for affordable housing for expenditure in Blackpool. This request has been noted in the Fylde Local Plan Revised Preferred Option Consultation Report (Appendix 8 in the Statement of Consultation that accompanied the Publication Version of the Plan) under Policy SL2 and reference is made to the Housing Chapter, but no policy wording has been included by Fylde in the Publication Version of the Plan.</p> <p>The context for Blackpool’s initial request relates to Blackpool Council’s representations to Fylde Council as part of the planning application process for the Whyndyke Farm development site on the Fylde-Blackpool periphery. Outline permission was sought for a major mixed use development including 1,310 homes in Fylde and 90 homes in Blackpool. Blackpool Council’s representations to the application suggested that, rather than providing affordable housing on site, contributions could be made to enable the delivery of high quality affordable housing offsite within inner Blackpool, to assist sustainable housing regeneration in these areas.</p> <p>The representations were considered as part of the planning application process, but the Fylde planning application committee report concluded that the proposal was not appropriate for that part of the development that is located in Fylde. One of the key concerns set out in legal advice in the committee report was that there was a lack of policy support within the Fylde planning framework to support Blackpool’s proposal.</p> <p>In light of Fylde Council’s response to our Local Plan representation, Blackpool Council requests that further consideration is given to this matter. Justification for our request is set out below.</p>

Blackpool has a unique and extreme set of housing challenges rooted in the town's changing fortunes as the UK's largest seaside holiday resort. The decline in overnight visitors to the resort has resulted in a significant number of guest houses seeking alternative income through converting and sub-dividing their properties to permanent residential use.

Whilst new dwellings resulting from conversion and subdivision are an important source of additional housing, in the inner areas of Blackpool the result of this is an extremely dysfunctional and unbalanced housing supply. There is a significant oversupply of small, poor quality bedsits and flats or houses in multiple occupation and the building stock is poor quality and in need of investment and renewal.

Therefore, the adopted Blackpool Core Strategy pursues a dual strategy focus of regeneration and supporting growth. It is important that planning policies relating to development in Blackpool and adjoining areas support both of these aims and contribute towards achieving the Core Strategy goals.

Goal 3 of the Blackpool Core Strategy aims to regenerate the town centre, resort core and inner areas to address economic, social and physical decline. One of the key objectives is to establish balanced and stable communities in the inner areas with sustainable housing regeneration and new landmark residential development which improves housing quality and choice.

Goal 4 of the Blackpool Core Strategy seeks to support growth and enhancement in South Blackpool to meet future housing and employment needs for Blackpool and the Fylde Coast. Key objectives of particular relevance include:

- Linking the delivery of new housing development in South Blackpool with resort regeneration, for example through New Homes Bonus and commuted sum payments, to create more sustainable housing markets
- Providing a complementary housing offer between new homes in South Blackpool and those delivered through regeneration in the inner areas to avoid competition within Blackpool's housing market.

Therefore, the approach taken to new housing development within South Blackpool is to seek to ensure that it does not compete with inner area regeneration schemes, but provides a complementary offer that helps to aid resort regeneration through New Homes Bonus and the collection of commuted sums for the provision of high quality affordable housing in the inner areas. This approach was found sound by the Blackpool Core Strategy Planning Inspector.

As acknowledged in the Publication Version of the Fylde Local Plan (and previous iterations) whilst the Fylde-Blackpool Periphery Strategic Location is located in Fylde Borough, it is adjacent to the boundary with Blackpool and has greater connections with Blackpool in terms of character and geographical location, functioning as an extension to the Blackpool built up area and detached from the main settlements in Fylde. It is also acknowledged in the Fylde Plan that it is likely that existing residents and businesses within this area will continue to rely on Blackpool's infrastructure, services and facilities.

It is therefore accepted that any housing on the Fylde-Blackpool Periphery functions as an extension of the Blackpool built up area, regardless of borough boundaries. With this in mind Blackpool considers that it is not unreasonable to request that the approach to affordable housing commuted sums in this area could be adopted which reflects Objectives 18 and 19 of the Blackpool Core Strategy.

The principle of using off-site affordable housing commuted sums to deliver affordable housing to support Blackpool's regeneration objectives was first established in the Blackpool Local Plan 2001/2016 (adopted in 2006). This approach was carried forward in Policy CS14 in the Blackpool Core Strategy (adopted January 2016) and was found sound by the Core Strategy Planning Inspector.

The approach is actively used on sites in Blackpool. Recent examples of this policy approach being implemented in Blackpool include for housing applications at Moss House Road (up to 584 dwellings) and at Runnell Farm, Midgeland Road (up to 83 dwellings). Both permissions were subject to legal agreements requiring the payments of sums of money towards affordable housing in the inner area and both sites are on the southern edge of Blackpool and not far from the Fylde-Blackpool Periphery.

In the case of Runnell Farm outline permission was granted at appeal and the Inspector raised no issue about the approach being taken in respect of affordable housing. He stated that all of the S106 contributions, including those for affordable housing, were on the evidence, necessary to make the development acceptable in planning terms, directly related to the development and fairly and reasonably related in scale and kind to the development in the terms of the Framework.

It is important to note that both applications were the subject of appeals and the Inspectors dealing with the appeals raised no issue with the principle of a contribution to off-site provision of affordable housing on either site. These decisions were made post publication of the National Planning Policy Framework (NPPF).

With respect to the NPPF, we consider that the approach that we are proposing for Fylde is supported by paragraph 50, which permits off-site affordable housing provision or a financial contribution of a broadly equivalent value if it can be robustly justified (for example to improve or make use of the existing housing stock) and the agreed approach contributes to the objective of creating mixed and balanced communities.

It is proposed that the commuted sums sought will be used to deliver affordable housing in a variety of ways, including new-build and the refurbishment and redevelopment of existing properties in inner Blackpool. The collection of these sums will enable improvements to be made and better use to be made of existing building stock in Blackpool. One of the key aims of the proposed approach is to help to establish balanced and stable communities in Blackpool.

In proposing cross-boundary affordable commuted sums this would also include linking the payments to making an appropriate level of affordable housing in Blackpool available to Fylde residents.

It is important to state that the Fylde Coast Strategic Housing Market Assessment indicates that there is very low affordable housing need in the rural south west of Fylde (Wrea Green and Westby), which includes the Fylde-Blackpool Periphery. However, just under 30% of Fylde's total housing requirement is proposed in this location. This means that potentially affordable housing could be delivered here in significant numbers. However, residents of new affordable properties would have no local connection with the Fylde-Blackpool Periphery; therefore, properties delivered in Blackpool via commuted sums may be equally suitable for their needs.

In addition Blackpool Council is pursuing some innovative approaches to inner area regeneration and has established the Blackpool Housing Company as a vehicle to help tackle the decline in these areas, providing the ability and experience which can be used to bring forward our

affordable housing offer in the inner areas. The company aims to create quality rental homes in inner Blackpool to challenge the dominance of existing poor standard small rented flats.

Turning to specific policy in the Publication Version of the Local Plan regarding affordable housing (H4) we suggest the following policy wording (underlined) could be included to accommodate cross-boundary commuted sums.

#### **Policy H4 Affordable Housing**

##### **Off-site Provision of Affordable Housing**

*In circumstances where the Council considers that affordable housing would be most appropriately provided off-site, for instance in relation to applications for residential park homes, the Council will require contributions for off-site provision of affordable housing equivalent in value to the provision of 43% of the number of market homes to be built on site, this being the equivalent of providing 30% affordable housing on-site.*

**For residential developments at the Fylde-Blackpool Periphery, cross-boundary financial contributions to provide affordable housing provision in Blackpool will be sought where appropriate, to accord with Blackpool's housing strategy and to support inner area regeneration in Blackpool.**

We are also suggesting the insertion of an additional paragraph (underlined) to the justification of Policy H4:

The Fylde-Blackpool Periphery Strategic Location is adjacent to the boundary with Blackpool and has greater connections with Blackpool in terms of character and geographical location. As a result of changes in the demand for holiday accommodation in Blackpool, there is a significant oversupply of small, poor quality bedsits and flats or houses in multiple occupation and the building stock is poor quality and in need of investment and renewal. The Blackpool Core Strategy pursues a dual strategy focus of regeneration and supporting growth. It is important that planning policies relating to development on the Fylde-Blackpool Periphery support this dual focus and contribute towards achieving the Blackpool Core Strategy goals. Therefore, where appropriate, cross-boundary financial contributions to provide affordable housing in Blackpool will be sought.

The presumption in Policy H4 of the Fylde Local Plan is for affordable housing to be provided on site to contribute towards creating a mix of housing, but for off-site contributions to be allowed in some circumstances. We acknowledge that in seeking cross boundary affordable housing commuted sums that a balance needs to be struck with onsite and offsite provision. We are advocating a flexible approach which would be decided on a site-by-site basis.

We note that the majority of housing allocations at the Fylde-Blackpool Periphery already have planning permission (or an application/section 106 agreement is under consideration) so would not be subject to an amended affordable housing policy. However, 442 units do not have planning permission on the Cropper Road West site (HSS5) that could be subject to the amended policy provisions. The NPPF highlights that it is important that flexibility is built into Local Plans to adapt to change. The proposed approach would future proof the Plan and the policy provisions could be used if additional applications came forward at the Fylde-Blackpool Periphery in the future – for example in a situation where a five-year supply could not be demonstrated.

<p>OC/AGCB/16/00119 – Britmax Developments</p> <p>Indigo Planning</p>	<p>There is support for the recognition in emerging policy H4 that it is not always viable for new housing schemes to provide or make a contribution towards affordable housing. The final percentage/contribution of affordable housing should be determined by economic viability and individual site and market conditions.</p> <p>It is important that any affordable housing policy does allow for the affordable housing contribution to be provided as on off-site financial contribution towards affordable housing provision in a more appropriate location within the Borough, as allowed for under paragraph 50 of the NPPF. This is required in order for the policy to meet the test of soundness by being consistent with national policy (NPPF paragraph 182).</p>
<p>OC/AGCN/13/01758 – Hallam Land Management</p> <p>Pegasus Group</p>	<p>8.16 As noted in Section 5, the 2014 SHMA addendum identifies a net annual need for 249 affordable dwellings per annum; however the requirement to meet this need must be balanced against the impacts that the policy requirement has upon the viability of development. It is noted that the policy does include flexibility by referring to viability. Whilst this is supported it is imperative that the policy requirement is set at a level which is deliverable in the majority of cases.</p> <p>8.17 The Councils evidence upon viability is contained within the Fylde Local Plan Economic Viability Assessment (EVA), February 2016, which is on consultation alongside this Publication Local Plan document. Within the EVA it is evident that the cumulative impact of policies renders some of the tested sites either marginal or unviable, particularly apartment and PDL developments within the lower value zones.</p> <p>8.18 HLM have made separate representations to this EVA consultation, which conclude that base land values have been underestimated within the low value areas, and build costs have also been underestimated, and the combination of these factors further undermine site viability within Fylde.</p> <p>8.19 Furthermore, whilst we welcome the reference to Starter Homes in the text as a proportion of rather than an addition to the 30% affordable requirement, we note that Starter Homes have not been factored into the Viability Assessment, which undermines it and the wider policy further.</p> <p>8.20 Whilst this may be based on the assumption that Starter Homes would have less impact on viability than affordable products as they achieve closer to market value (80%), this is not explained, and neither does not take account of the negative impact that Starter Homes are likely to have on the sale prices achieved on adjacent market housing (i.e. non-first time buyers may not be willing to pay 20% more for the same product).</p> <p>8.21 The Council will be aware that the NPPG is clear that (para 23b-005-20140306): <b><i>‘Plan makers should not plan to the margin of viability but should allow for a buffer to respond to changing markets and to avoid the need for frequent plan updating. Current costs and values should be considered when assessing the viability of plan policy. Policies should be deliverable and should not be based on an expectation of future rises in values at least for the first five years of the plan period. This will help to ensure realism and avoid complicating the assessment with uncertain judgements about the future. Where any relevant future change to regulation or policy (either national or local) is known, any likely impact on current costs should be considered’ (our emphasis paragraph 10-08) and ‘Planning obligations must be fully justified and evidenced. Where affordable housing contributions are being sought, planning obligations should not prevent development from going forward’ (our emphasis)</i></b></p> <p>8.22 In respect of tenure, whilst we welcome the flexible case by case approach, this must be supported by up to date evidence and regular correspondence between Council Officers and Registered Providers to ensure that each scheme properly reflects the local market and requirements of the affordable housing providers; and can be agreed in a timely fashion, as the current process for negotiating housing tenure within Fylde has led to delays. As such we would ask that this section includes a reference to this.</p>

<p>OC/AGCN/13/02020 – Oyston Estates  Cassidy &amp; Ashton</p>	<p>The proposed Policy H4 is too prescriptive in terms of its approach to affordable housing. In particular, the provision of 43% equivalent for offsite provision is unlikely to be viable whilst the absence of any intermediate or shared ownership housing would prevent the provision of an important element of affordable housing. Similarly the size and type of affordable housing/starter homes to respond to need and again not be prescriptive.</p> <p>This level of prescription is contrary to the approach set out in the NPPF and should be relaxed.</p> <p>Policy H4 should be revised to delete any specific reference to the specific off site provision and should also allow for the provision of intermediate or shared ownership housing.</p>
<p>OC/IB/12/00964 – Keith Halliwell  JWPC Ltd.</p>	<p>We also wish to object to the following policies that relate to new housing development:</p> <p>H2 – Density and Mix H4 – Affordable Housing ENV4 – New Open Space</p> <p>The policies above are incredibly prescriptive policies that individually and together have the potential to restrict development from being delivered, through providing direct limits on the lowest density of development on a site, the minimum amount of open space and specific type and sizes of market and affordable housing. As the policies will be relevant to the majority of new housing developments over the plan period, the restrictions could seriously hinder delivery through providing a too prescriptive brief for a large number of sites. In order to significantly boost the supply of housing, consistent with national policy, local authorities need to attract land owners to release sites and housebuilders to build them. Minimum limits of 30 dwellings per hectare and the percentage of 1 or 2 bedroomed dwellings, with the addition of providing elderly and affordable accommodation, and specific amounts of open space, can severely hinder the delivery of sites, thus making the Local Plan ineffective.</p> <p>Obviously the Council needs to maintain an element of control to development, but we would suggest that only larger significant or strategic sites should be considered relevant for all of these policies relating to new housing. What assessment has the Council done regarding the amount of land required to deliver, for example, a site of fifteen new dwellings against these policies. Such a site would require on site children’s playspace, 30% affordable homes, restrictions on the size of units and a net minimum density of 30 dwellings per hectare. Such cumulative restrictions on sites of up to a few hectares could reduce the rate of overall housing delivery by making them unattractive to developers and for landowners to release for development at a time when the Council needs to increase delivery to meet a rolling five year supply of housing and the increased requirement over the plan period.</p> <p>An alternative approach would be to provide much of this detail directly to the proposed strategic development site, where appropriate, and provide less prescriptive policy for smaller sites, or increase the threshold at which they become a consideration.</p>
<p><b>Policy H5 – Gypsies, Travellers and Travelling Showpeople’s Sites</b></p>	
<p>OC/GYPS/11/01198 – Kirk Mullhearn</p>	<p>I wish to lodge an objection to your local plan, as it fails to effectively plan for the accommodation needs of the Showmens/Fairground community, in Fylde.</p> <p>I would like the opportunity of appearing before the inspector at any examination to further my objection.</p>

	I would be grateful if you could acknowledged receipt of my objection, and could you let me know when and where the appointed inspector will receive oral evidence?
SCB/SCB/08/00363 – CPRE – Fylde District	<p><b><u>GYPSY, TRAVELLERS &amp; TRAVELLING SHOWPEOPLE’S SITES</u></b></p> <p>CPRE believes that travellers and gypsies, like everyone else, have the right to a decent home. But – and this too applies to everyone else – in obtaining their home undue harm should not be imposed on other people, and the environment and countryside we all share. It is the responsibility of the Local Plan to allocate suitable gypsy, travellers and travelling showpeople’s sites. Otherwise such sites should not be allowed as an exception to restrictions for development in the Fylde countryside. We highlight the negative impacts associated with the site in Countryside Area at Fairfield Road, Hardhorn.</p> <p>There should be no exception to Policy GD4 <i>Development in the Countryside</i> to allow gypsy, travellers and travelling showpeople’s sites.</p> <p>Site allocations will need to show the 6 pitches allowed on appeal at Angel Lane, Fairfield Road, Hardhorn. (Appeal decision reference 3026000, 3-Aug-16).</p>
OC/GYPS/11/01176 – Russell Holland	I wish to lodge an objection as there are no plans for the accomadation needs of the travelling showmans community in the fylde, I would like to meet the inspector to voice my concerns as the need for showmans sites has not gone away as your last survey suggested, could you please confirm that you have received my objection
<b>Policy H6 – Isolated New Homes in the Countryside</b>	
SCB/SCB/08/00363 – CPRE – Fylde District	<p>There is inconsistency between Policy H6 <i>Isolated New Homes in the Countryside</i>, and Policy H7 <i>Replacement of, and Extension to Existing Homes in the Countryside</i>.</p> <p>As worded, Policy H6 could permit a new home in the countryside on the grounds of ‘<i>exceptional quality of the design of the building helps to raise standards of design more generally in the countryside</i>’.</p> <p>But even if such criteria of Policy H6 are met, in our opinion <u>any</u> new home in the countryside should follow the same rules and justification of Policy H7 concerning ‘<u>large homes</u>’.</p> <p>We support the criteria of Policy H7:</p> <p><i>b) The appearance of the replacement or extended home respects the character of the original building and surrounding rural area with regard to scale, design and use of materials.</i></p> <p>And the associated justification:</p> <p><i>10.87 Most importantly, the impact on the rural landscape must be considered. Large homes are often overbearing in appearance, they dominate the landscape and are surrounded by suburban style gardens with ornate walls, gates and floodlighting. The overall impact is to make the appearance of the rural area more suburban.</i></p> <p>We recommend that this justification of Policy H7 should also apply to isolated <u>new</u> homes in the countryside.</p>
OC/AGCN/13/01516 – PWA Planning	1. Policy H6 does not accurately reflect the guidance in NPPF Paragraph 55. In particular there is only very limited reference to the re-use of redundant or disused buildings, where this would lead to an enhancement to the immediate setting. The supporting text makes no reference at all to this particular exception criteria which is clearly set out in NPPF.

	2. In order to rectify this situation, it is requested that Policy H6 should be revised to make it more consistent with NPPF Paragraph 55. In particular an additional criteria should be included which refers explicitly to the re-use of redundant buildings. The supporting text should also reflect this exception and should ideally repeat NPPF Paragraph 55 verbatim.
<b>Policy H7 – Replacements of, and Extensions to, Existing Homes in the Countryside</b>	
OC/AGCN/16/00116 – Britmax Developments	Chapter 10 - Policy H7 Replacement of, and extension to, existing homes in the countryside There is support for the acknowledgement that replacement and extension of existing homes, with an allowance for an increase by a maximum of 33%, is acceptable in the open countryside.
Indigo Planning	It should be made explicit in the policy that this also applies to existing homes in the green belt, which is allowed for under paragraph 89 of the NPPF. This is required to ensure the policy is consistent with national policy.
<b>Chapter 11 – Health and Wellbeing</b>	
Paragraph 11.19	
OC/AGCN/13/02020 – Oyston Estates	The principle of Healthy New Towns and Whyndyke Garden Village is supported but para. 11.19 should be revised to emphasise that it is the developer who will lead the development with support from key community, health and local government organisations.
Cassidy & Ashton Group	The para. should be re-worded to say: The initiatives designed to make Whyndyke Garden Village a healthy community will be driven by the developer with support from key community, health and local government organisations, as appropriate and subject to viability. It is intended that the built environment, social integration, community development and transport will be designed to provide the opportunity for everyone to easily choose a healthy diet, lifestyle, attitude and activity.
<b>Chapter 12: Infrastructure, Service Provision and Transport</b>	
Policy INF1 – Service Accessibility and Infrastructure	
OC/AGCN/15/02258 – Persimmon Homes Lancashire	<p>Persimmon Homes Lancashire are grateful for the opportunity to respond to the Consultation on the Publication Version of the Fylde Local Plan.</p> <p>Persimmon support the amends made following our previous comments on the Strategic Objectives. We appreciate that the intervening time from the Issues and Options has been used productively to update much of the evidence base. We note the recent release of the 2014 population projections and assume that the evidence will again be updated accordingly in due course.</p> <p>In addition, we note the Wyre have requested that Fylde consider taking some of their housing numbers. Some further clarification is required on this. We also remain concerned that the housing figure identified does not provide the opportunity to meet the affordable housing demand identified in the evidence base. It is felt that further commentary is required on this matter.</p> <p>Policy Specific Comments: <b>INF 1 Service Accessibility and Infrastructure</b> – It is assumed that this policy is drafted as such, because it is intended to adopt a CIL policy within Fylde. The policy states that development should “mitigate any negative impacts on the quality of the existing Infrastructure as a result of new development.” It is not believed that this wording is compliant with the NPPF as it is not positively prepared. Firstly the impact of viability on delivery of development should be considered. Secondly, if in such instances as the LPA are unable to show a 5 year housing land supply (and indeed that more general presumption in favour of sustainable development), national policy guides us to “grant permission unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits...” and in the case of impacts on the Local highway Network:</p>

	<p>“Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.” That is to say not all negative impacts can be fully mitigated for, but this is not on its own, a sufficient reason for refusal. Therefore in its current format the wording is considered unsound.</p> <p><b>General Points</b></p> <p>In order to plan positively, the shortfall in delivery over the past plan period would suggest that identification of general areas for further, future development after the plan period, or as preferred reserve sites should delivery fall during the plan, would be prudent.</p> <p>This response should also be read in conjunction with our response to the Preliminary Draft Charging Schedule for the Community Infrastructure Levy (CIL).</p> <p>Persimmon Homes are happy to discuss the contents of this response if required &amp; would like to be kept informed of any forthcoming consultation in regards to the Local Plan. We would also like to be informed in the Local Plan Examination in Public with a view to participating in the hearings associated with the items covered in this response.</p>
<p>SCB/SCB/08/00355 – United Utilities</p>	<p>United Utilities wishes to build a strong partnership with all Local Planning Authorities (LPAs) to aid sustainable development and growth within its area of operation. We aim to proactively identify future development needs and share our information. This helps:</p> <ul style="list-style-type: none"> <li>- ensure a strong connection between development and infrastructure planning;</li> <li>- deliver sound planning strategies; and</li> <li>- inform our future infrastructure investment submissions for determination by our regulator.</li> </ul> <p>When preparing the Development Plan and future policies, we can most appropriately manage the impact of development on our infrastructure if development is identified in locations where infrastructure is available with existing capacity. It may be necessary to co-ordinate the delivery of development with the delivery of infrastructure in some circumstances.</p> <p>In accordance with comments made to previous iterations of the Local Plan, United Utilities welcomes the inclusion of the following text to the body of Policy INF 1:</p> <p><i>“e) In considering development proposals, it may be necessary to co-ordinate the timescales for delivery of development with the timescales for the delivery of infrastructure. For large development sites, which may be constructed over a number of years and by various developers, it will be necessary to ensure a coordinated and holistic approach to the delivery of infrastructure, especially drainage infrastructure through the requirement for site wide strategies which establish principles to be adhered to during the construction process.”</i></p> <p><b>Strategic Sites</b></p> <p>We note the emerging Local Plan includes a number of strategic site allocations. Given the significant size of some of these sites, we would like to emphasise that it is difficult for United Utilities to fully understand the potential impact on our infrastructure until we have more details on connection points, the nature of the development, the timing for the delivery of the development and also the approach to surface water management and drainage.</p>

	Given the size of these sites, it may be necessary to coordinate infrastructure improvements with the delivery of development once more details become available. In addition, for the larger development sites it may be necessary to ensure that the delivery of development is guided by strategies for infrastructure which ensure coordination between phases of development over lengthy time periods and by numerous developers.
Policy INF2 – Developer Contributions	
OC/AGCN/15/02088 - Warton East Developments  Satnam Group	“POLICY INF2, DEVELOPER CONTRIBUTIONS”, is too prescriptive to meet Government policy on contributions and benefits sought from developments. The policy should be amended to make clear that the types of obligations set out are suggestions only and each site must be assessed on its own merits. The policy as drafted in not compliant with national policy and CIL. <b>The policy should be redrafted.</b>
SCB/SCB/08/00355 – United Utilities	United Utilities also supports the inclusion of the following text to the body of Policy INF 2:  <i>“The types of infrastructure that developments may be required to provide contributions towards include, but are not limited to:  c) Flood risk management and coastal defences (including strategic flood defence measures and local flood risk management measures) and sustainable drainage measures (both on site and borough wide, including the retrofitting of sustainable drainage systems – SuDS;”</i>
OC/AGCN/13/01729 – Story Homes Ltd.  Barton Willmore	Our Client supports the introduction of a Community Infrastructure Levy and have submitted representations to the Preliminary Draft Charging Schedule. Our Client notes that the Council has published a Regulation 123 list to determine which projects and infrastructure receive monies through the CIL however there appears to be no costs assigned to the majority of the infrastructure projects listed in the 123 list. Local Planning Authorities need to be able to demonstrate the infrastructure need and subsequent funding gaps and must ensure that the level of total CIL receipts that could be generated through the levy reflects the needs and proposals in the Local Plan.  Our Client maintains that the Council need to identify likely development costs for infrastructure throughout the plan period, and this may impact on meeting the Council’s development needs. If the expected funding raised through CIL would be less than the cost of the infrastructure required to meet the development needs through the Local Plan, the Council should be looking to increase the scale of development to help fund any infrastructure gap.
OC/AGCN/16/00116 – Britmax Developments  Indigo Planning	Chapter 12 - Policy INF2 Developer Contributions We would reinforce the need to ensure that any planning obligations required as part of new developments are CIL compliant and meet the tests set out at paragraph 204 of the NPPF.  It is also important that viability of schemes is taken into account when determining the level of contributions to be required as part of new schemes. Paragraph 205 of the NPPF re-iterates that sufficient flexibility should be provided to ensure that developments are not stalled due to onerous obligations impacting upon the deliverability of the site.  For this policy to be sound, it needs to be consistent with national policy and should, therefore, be sufficiently flexible to take viability matters into account.
OC/AGCN/13/01758 – Hallam Land Management Ltd.	<b>Developer Contributions (Chapter 12, Policy INF2)</b>

Pegasus Group	<p>9.4 HLM welcome the use of the words ‘<i>subject to viability</i>’ and ‘<i>normally</i>’ in this policy requesting planning obligations as this builds in flexibility which should help marginal sites to come forward which may otherwise have been rendered unviable by the combined requirements of the listed obligations.</p> <p>9.5 With regard to the matter of viability and the Council’s Draft Charging Schedule, it should be noted that Hallam Land Management have submitted separate representations to this through Richard Heathcote (MRICS) from Moorside Homes Limited. These representations are included at <b>Appendix 10</b> for ease of reference</p> <p>9.6 We welcome the reference in paragraph 12.19 to the CIL regulations on pooled contributions (Regulation 123) which came into force in April 2015, but think it would be useful to emphasise in the main policy wording, by clearly stating that obligations will be sought for specific projects, as this will also ensure that the Regulation 122 tests are met in terms of the obligation being necessary, directly related, and fairly and reasonably related in scale and kind to the development.</p>
Policy T1 – Strategic Highway Improvements	
SCB/SCB/08/00347 – Highways England	<p><b><u>Covering Email:</u></b></p> <p>In response to the current consultation on the Publication Version of the new Fylde Local Plan, I have prepared the attached letter that sets out our current position at this stage in the development of the Plan.</p> <p>Essentially, the only item outstanding is the highways evidence for M55 Junction 3 to be carried out on your behalf by CH2M under a collaboration agreement. As I write, the contract issue between CH2M and Highways England (that is preventing CH2M for completing the work) unfortunately still remains unresolved. However, I continue to remain confident that this obstacle will be removed before the end of October; the work itself being able to be completed fairly quickly. Whilst it is important that the evidence in respect of Junction 3 is available before the Plan is finalised, I am also confident that the evidence will not throw up any major issues that would require a major rethink of the strategy that ourselves and LCC are currently taking in pursuit of improving Junction 3 (i.e. pursuit of funding through Growth Deal, our Designated Funds programme and also through the forthcoming Second Roads Investment Strategy 2021-25.</p> <p>In terms of the information contained in the table within the IDP, there are some minor changes needed, the only change needed are:</p> <ul style="list-style-type: none"> <li>• Preston Western Distributor: reference to ‘Highways Agency’ needs changing to ‘Highways England’.</li> <li>• A585 Windy Harbour to Skippool: consultation on route options is to commence September 2016.</li> </ul> <p>Going forward, I will continue to keep an eye on the situation with CH2M and keep you informed. It would be useful if you could let me know the absolute latest when the evidence is needed for – this way, if it starts to look like the contractual issue isn’t going to be resolved by that date, we can then look at alternative options.</p> <p><b><u>Letter Response:</u></b></p> <p>Thank you for inviting Highways England to respond to the consultation in respect of the Publication Version of the Fylde Local Plan (‘the Plan’).</p> <p>Highways England has made detailed consultation response contributions at the previous stages of the Local Plan development process. Consequently we feel that our input to the development of the Plan in general is already well known. However, as each stage of the plan has</p>

progressed, it has become increasingly apparent that Fylde Council requires an evidence base with regards to the impact of the Plan as proposed upon the strategic road network (SRN) that we operate and indeed highway network in general.

As the Plan document and Infrastructure Development Plan (IDP) notes, the SRN that Highways England is responsible for within the Fylde Council area consists of the M55 motorway (not including the roundabout at Junction 4) and the A585(T) (north of M55 Junction 3 at Wesham). With this in mind, our concern is whether the SRN can sustainably accommodate Local Plan development and also what highway infrastructure improvements will be required. We therefore need to be able to be in receipt of this evidence to be able to offer a final response to the Local Plan.

In considering the spatial distribution of the Plan and its impacts as proposed the following sections of the SRN are of particular interest to us - M55 Junction 3, the A585(T) north of M55 Junction 3 and M55 Junction 4. As the IDP mentions, Fylde Council is currently continuing to work with Highways England and Lancashire County Council to develop this evidence base. Until this work has been completed, our position in relation to the Local Plan at each of these sections of route can be summarised as follows:

### **A585(T) North of M55 Junction 3**

This section of the route within Fylde is predominantly rural, with existing ribbon development north of the M55 within at Greenhalgh with Thistleton. It is noted that Plan site allocations do not include any significant levels of development within the A585(T) corridor, but nonetheless does allocate smaller-scale developments within smaller settlements served by side road accesses from the A585(T). Whilst it is generally assumed by us that this level of development can be accommodated within the existing capacity of the A585(T) mainline, safety considerations as a result of increased turning movements at these side road junctions will need to be judged by us in response to individual planning applications that may come forward; any improvements found necessary to overcome any valid safety concerns we have being developer funded and of a nature in keeping with the Design Manual for Roads and Bridges (DMRB). The most significant example of these junctions is the A585(T)/B5269 Thistleton junction.

In terms of an overall approach for the improvement of this section, we will continue to work with Lancashire County Council, who is taking forward study work in relation to options for the possible future improvement of the route between M55 Junction 3 and the Windy Harbour junction. The announcement of the A585(T) Windy Harbour to Skippool major improvement scheme is expected to address existing congestion problems at the Little Singleton and Shard junctions within the Fylde district; the Windy Harbour junction having already been improved in 2014. Public consultation on the proposed major scheme route options is expected to begin in September 2016.

Depending on the preferred route configuration adopted, the major scheme is likely to influence traffic patterns and usage of the Thistleton junction. Whilst Highways England will continue to monitor safety at this junction, the form of any proposed solution that we may take forward is therefore likely to be influenced by the major scheme, and as such it is currently premature to take forward a solution in advance of the major scheme being finalised.

The critical factor behind how this section of the A585(T) will perform in the future is development within the Wyre district, as this area contains the existing key settlements and sites where further development could take place in the future.

### **M55 Junction 3**

This junction forms part of the SRN and is of key interest to Highways England in relation to the Plan. This is because sites are allocated for the development of housing within the Plan within nearby Kirkham and Wesham, which is linked directly to the SRN at Junction 3 via the A585 (County section that is not part of the SRN). Junction 3 also provides a key access point from the SRN to the key employment site and Enterprise Zone at Warton. An significant additional influencing factor is the A585(T) to the north of the junction, which serves traffic largely generated from sites within the Wyre district.

To assist Wyre Council in the development of their emerging Local Plan (2017-31), Highways England has undertaken work to assess what the impact of proposed Wyre Local Plan development would be at Junction 3 during AM and PM peak hour periods in terms of queue lengths at the junction. This assessment was base-dated to 2014 and then projected to 2031, which is the end of the emerging Wyre Local Plan period. It depicted a 'do nothing' scenario (based upon the existing, un-signalised junction) and a 'do something' scenario (based upon a full signalisation of the junction) and took account of the evidence provided by Lancashire County Council to incorporate the projected impacts of the new M55 Junction 2 / Preston Western Distributor Route. The Preston Western Distributor Route is expected to provide a degree of traffic relief at Junction 3 by providing viable alternative access route to the BAE Warton site and Warton Enterprise Zone from the new M55 Junction 2 instead.

Our analysis was then modified to add the impacts of sites identified within the Fylde Local Plan within the Kirkham and Wesham area to the proposed sites within Wyre. The results of this work indicated that without mitigation, the impact of Wyre and Fylde Plan trips would result in an unacceptable level of congestion, particularly on the A585(T) North and A585 South arms. With the signalisation of the junction, the analysis revealed that although the signals could be adjusted to maintain the level of congestion to be within the capacity of the M55 slip roads, this would be at the expense of congestion on the A585(T) North and A585 South arms. The level of congestion modelled would pose both an operational and (potential) safety risk for road users. Fylde Council has been provided with a copy of this work.

In presenting this analysis, it is important to be aware that the development quantum factored into this work was based upon sites:

- included with the Fylde Local Plan Revised Preferred Option (information from Fylde Council in relation to the Revised Preferred Option indicates that within Kirkham and Wesham area, the total proposed Local Plan housing land allocation already has 792 dwellings approved / committed upon it; the remaining land being allocated for an additional 322 dwellings).
- identified by Wyre Council in confidence to Highways England as part of the emerging Wyre Local Plan Issues and Options consultation. Consequently, this represents a full, unrefined target development quantum and so does not necessarily reflect what Wyre Council may seek to identify and progress at the next stages of their Local Plan development.

The highways evidence provided by Highways England to Wyre Council, as part of their current Issues & Options stage consultation, suggests that even with achievable suggested mitigation schemes in place across the A585(T) as a whole, the level of growth that can be sustainably achieved within Wyre is likely to be less than the maximum 67% of proposed Local Plan build-out that the route could accommodate. Therefore, in terms of housing numbers, Wyre Council may need to revise down their target development quantum which could therefore reduce the traffic impacts indicated at Junction 3. Obviously, this is a matter for Wyre Council to consider and we do not know the extent to which their Local Plan proposals will be amended going forward.

Highways England believes that Wyre Council will need to take into account the emerging Fylde Local Plan when formulating its Local Plan in respect of M55 Junction 3. Our view is that the emerging Fylde Local Plan is at a more advanced stage of development and so reduces available capacity at

M55 Junction 3 that Wyre Council may rely upon to support growth within its area (particularly as the majority of development within the immediate vicinity is committed already). However, whilst we would ask that a coordinated approach is taken across the two authorities to ensure that the volume of Local Plan development does not adversely affect M55 Junction 3 (particularly given that both authorities form part of a single Fylde Coast Strategic Housing Market Assessment area), it is not for Highways England to seek to delay the Local Plan process to insist that the Local Plan of an adjoining authority (which is far less progressed) is taken into account. With this in mind, we therefore understand that the Fylde Local Plan is likely to have the first call upon the available capacity on the SRN by virtue of being more advanced.

It therefore remains that Fylde Council must demonstrate that the traffic impacts of the Fylde Local Plan sites, in isolation, can be accommodated by Junction 3. We have therefore recommended to the Council that they build upon the previous work methodology undertaken by Highways England (referred to above) to assess the traffic impacts at the Junction. To this end, it is understood that Fylde Council intends to commission this work to be done for Highways England to then review. Highways England is working to assist Fylde Council to procure this work directly through our spatial planning consultants with a view to the evidence being available for consideration by Fylde Council and ourselves during autumn 2016.

Highways England is committed to supporting sustainable growth. We recognise that improvements to M55 Junction 3 will be required in the future in order to be able to support levels of growth contained within the Plan. Highways England is currently pursuing opportunities to progress improvements to the junction through its own road improvement funding mechanisms. However, at the present time, it should be recognised that there is no certainty as to whether further improvements of the junction (likely to include full signalisation) will be funded. In view of the fact that the majority of Plan development within the vicinity is already committed (and so offers more limited scope for a developer-funded scheme), should Highways England not be able to fund improvements in the medium term, we will continue to monitor the situation at the junction. It may be that other opportunities may have to be explored to fund improvements through other funding sources and developer contributions (should mitigation be necessary as part of any future applications).

#### **M55 Junction 4**

The M55 Junction 4 (Marton Circle) roundabout junction does not form part of the SRN and is operated by Lancashire County Council (LCC) in collaboration with Blackpool Borough Council. The only sections of the junction forming part of the SRN are the eastfacing slip roads (i.e. westbound exit slip road and eastbound entry slip road). Consequently, Highways England has no direct control over the way the junction operates and therefore of implementing any mitigation measures that may be required to facilitate the Local Plan. Highways England's concern however in considering the traffic impact of the Plan is to ensure that growth does not result in traffic seeking to exit the M55 queuing back along the slip road and onto the motorway mainline carriageway.

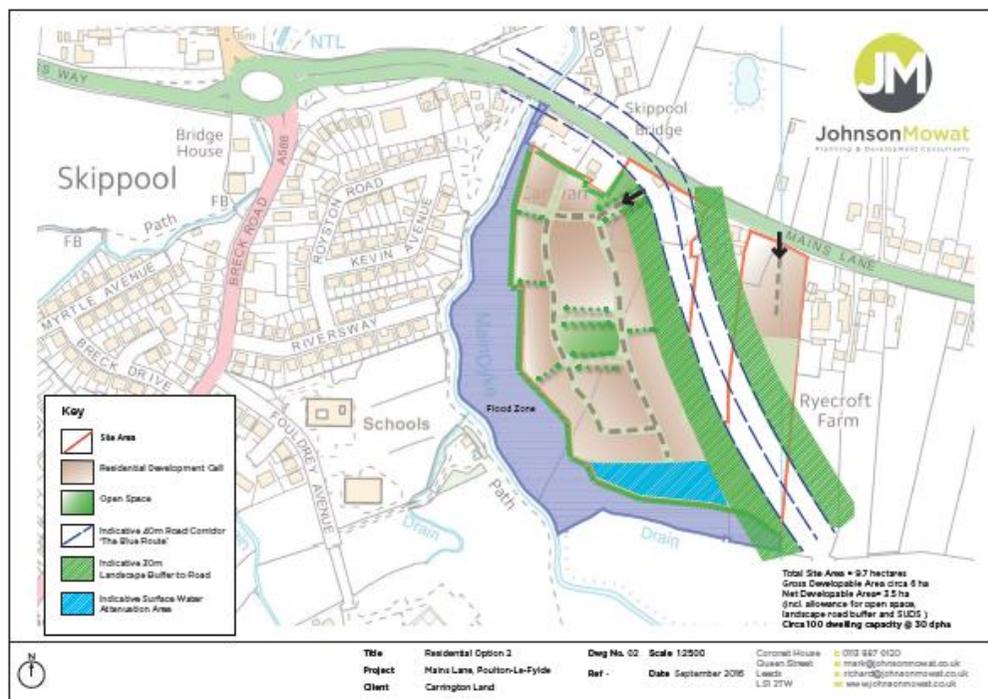
As Highway authority for the Junction 4 roundabout, LCC has therefore produced its own assessment of the traffic impacts of the Local Plan upon the junction dated August 2016. This assessment utilises elements of methodology associated with the assessment of the nearby Whyndyke Farm committed major development site, which includes 1400 dwellings. As condition of this development is the implementation of partsignalisation of the Junction 4 roundabout upon the occupation of 750 dwellings. The assessment that LCC has undertaken is based upon a scenario with scheme in place, and finds that 'the part signalisation of M55 Junction 4 alone will not sufficiently satisfy congestion and queue length concerns over the Fylde Local Plan period'. It then goes on to refer to a particular concern being found to be the westbound off-slip, 'which shows traffic queueing back on to the mainline link in the PM peak.

	<p>The conclusion of the LCC assessment is that further improvement work to the Junction 4 roundabout will be needed to be able to accommodate the full Fylde Local Plan development within the area and suggests what these improvements should consist of.</p> <p>Highways England takes the view that Fylde Council and Lancashire County Council need to develop a strategy that outlines how these further improvements are to be developed, funded, and then delivered at the appropriate time. Such a strategy will also need to be mindful of progress with the adjacent Whyndyke Farm development and the timing of the mitigation conditions that have been placed upon that consent in relation to Junction 4.</p> <p>Furthermore, the development of the approved M55 to Heyhouses Link Road scheme (already identified within the IDP) further underlines the importance of ensuring that timely and appropriate improvements are brought forward to at Junction 4 so that the opportunity to realise the vision and benefits of having a high-quality route connecting the St. Annes area (and the new developments contained within the Plan) to the SRN can be realised. As a measure of our support for this aim, Highways England has secured a contribution to this project of £4million to the scheme through the Government’s Housing and Growth Fund initiative.</p> <p>We hope that this letter provides clarity on Highways England’s position on the current phase of the development of the new Local Plan for Fylde. If you would like to discuss anything about this letter, please feel free to contact either myself or David Wild (<a href="mailto:david.wild@highwaysengland.co.uk">david.wild@highwaysengland.co.uk</a> / 0300 470 6046).</p>
<p>OC/AGCN/08/00312 – Royal Mail Group Ltd.</p> <p>Cushman &amp; Wakefield</p>	<p><b>Background</b> Royal Mail is the UK’s designated Universal Postal Service Provider, supporting customers, businesses and communities across the country. This means it is the only company to have a statutory duty to collect and deliver letters six days a week (and packets five days a week) at an affordable and geographically uniform price to every address in the UK. Royal Mail’s services are regulated by Ofcom.</p> <p><b>Royal Mail Properties</b> Royal Mail owns the following properties within the Borough of Fylde which may be affected by the proposals:</p> <ul style="list-style-type: none"> <li>• Lytham St Annes Delivery Office, 270 Clifton Drive South, Lytham St Annes, FY8 1AA (BE 2583)</li> <li>• Preston West Delivery Office, 9-10 Kirkham Trading Park, Preston, PR4 3AB (BE 2609)</li> </ul> <p><b>Representations</b> The subject of this representation is to make Fylde Borough Council aware of Royal Mail’s operations within the borough and to provide comments on the Council’s Publication Version of the Fylde Local Plan.</p> <p><b>Transport Proposals</b> The adopted Fylde Coast Highways and Transport Masterplan includes a number of priority transport schemes that will be delivered over the plan period including those set out in Policy T1: Strategic Highway Improvements. Whilst the Royal Mail recognise the importance of delivering infrastructure investment across the Borough, such transport proposals could have an impact on Royal Mail’s operation, particularly in meeting its statutory obligations to deliver a ‘Universal Service’ across the Borough and nationally. The transport proposals, either during the construction period, or once operational, may have an impact on the ability for Royal Mail to meet its requisite postal delivery times. The construction phase of such infrastructure works could have implications for Royal Mail in terms of road closures, access restrictions or Traffic Regulation Orders.</p>

	<p>As such, we respectfully request that the Council continues to liaise with the Royal Mail, and Cushman &amp; Wakefield as its planning advisor, to ensure that the Royal Mail has an opportunity to review and respond to the infrastructure work proposals once they reach planning application stage, and when Traffic Regulation Orders are submitted for highway works to allow Royal Mail to plan ahead and adapt and respond to any changes on the highway network to avoid disruption.</p> <p><b>Conclusion</b> Royal Mail would welcome further engagement with Fylde Council, particularly with regards to future provision to ensure suitable sites are identified and secured to develop the required facilities to serve the proposed new communities within Lytham St Annes, Blackpool Periphery, Warton, and Kirkham and Wesham Strategic Locations.</p> <p>Royal Mail also wish to ensure any proposed highway/ infrastructure works do not impact on the efficiency of their operations, and that suitable notice is provided in advance of any construction and/or diversion works associated with the proposed new highway schemes. This will ensure that Royal Mail's operations will not be prejudiced and that they can continue to comply with their statutory duty to maintain a 'universal service' for the UK pursuant to the Postal Services Act 2000.</p> <p>We formally request that this letter is given full consideration in the preparation of the Fylde Local Plan and we would appreciate it if you could keep Cushman &amp; Wakefield informed of the plan making process to ensure we are able to respond appropriately.</p>
<p>OC/AGCN/16/00631 – Carrington Group</p> <p>JohnsonMowat</p>	<p><b>The 'Blue Route'</b> The north eastern extent of the site is subject to the preferred line of the 'Blue Route' or M55 to Fleetwood Corridor improvements. On 5th September 2016 Highways England opened consultation on two options for improving congestion on the local highways network.</p> <p>The first option includes a bypass to the south of A585, understood to be costed at circa £50m. The first option does not include the full extent of the 'Blue Route' south to the M55 as set out within the Local Plan Proposals Map which is estimated to cost in the region of £200m.</p> <p>The second option includes no bypass and proposes a more cost effective solution of providing improvements to the existing A585 with no bypass route.</p> <p><b>The Local Plan</b> Notwithstanding the alternative proposals put forward for consultation by Highways England, the full extent of the 'Blue Route' is proposed to be safeguarded under Policy T1 of the emerging Local Plan. Policy T1 states:-</p> <p><i>"Land within Fylde Borough is proposed for part of the route of the Preston Western Distributor Road which will link up to a new Junction 2 on the M55, and the Cottam Link Road. Planning permission will not be granted for any development in Fylde that would prejudice the construction of these roads which are shown on the Policies Map.</i></p> <p><i>The delivery of the following strategic highway improvements within Fylde will be supported:</i></p> <ul style="list-style-type: none"> <li><i>a. The M55 to Heyhouses (St Annes) Link Road;</i></li> <li><i>b. The M55 to Fleetwood Corridor improvements and</i></li> <li><i>c. The A585 Skippool – Windy Harbour improvements"</i></li> </ul>

As discussed further on in our representation, the proposals put forward would fully comply with Policy T1 and would in no way prejudice the delivery of either the 'Blue Route' or Option 1 of the Highways England proposals and would therefore in no way undermine the emerging Plan.

The full extent of the 'Blue Route' has been a long term option considered by the Council, with significant resourcing and funding issues surrounding delivery of the route together with uncertainty over the extent of environmental impacts brought about by such development.



The July 2015 Fylde Coast Highways and Transport Masterplan informs that the County Council “do not believe that the scheme is deliverable in the foreseeable future” and there is therefore a need “to look for alternative solutions”<sup>1</sup>.

Until such time Lancashire County Council are able to undertake the M55 Fleetwood Corridor Study, then the full extent of the 'Blue Route' is proposed to be safeguarded in the emerging Local Plan. We consider this approach unsound and contrary to the provisions of the Framework2 as a proportionate evidence base has not been utilised to inform the safeguarding of the route. The proposed safeguarding of the 'Blue Route' is not 'justified'<sup>3</sup>, nor is the plan 'effective' as the evidence base which underpins the Local Plan considers the route undeliverable within the plan period to 2032.

We therefore consider the plan in its current form unsound until such time the findings of the M55 Fleetwood Corridor Study have been presented and its findings incorporated within a future revision to the Plan.

Fylde Coast Highways and Transport Masterplan, pg.40  
 2 NPPF §158  
 3 NPPF §182

Para 12.35

SCB/LA/08/00388 – Blackpool Council

Paragraph 12.35: We are not aware that the North Fylde Connectivity Study has been progressed.

Para 12.37

SCB/GD/15/00080 – Historic England

Paragraph 12.37 – there should be a commitment to heritage protection as well as nature conservation accompanying this policy.

Policy T2 – Warton Aerodrome

<p>OC/LO/15/02112 – BAE – Systems</p> <p>Cass Associates</p>	<p>BAE Systems support this policy which seeks to safeguard land to the north of Warton Aerodrome runway from development proposals (except limited extensions to existing properties).</p>
<p>Policy T3 – Blackpool Airport</p>	
<p>OC/TB/13/01649 – Balfour Beatty</p> <p>Nathaniel Lichfield &amp; Partners</p>	<p>Our previous representations to the Council were submitted following a meeting between Balfour Beatty, NLP and Officers of Fylde Council in March 2016 when the Council indicated that the concerns would be considered prior to making any amendments to the draft Plan. The second set of representations followed subsequent discussions with Mike Eastham (Planning Policy) in late June, after the publication of amendments to a draft Publication version of the Plan where reported to the Council’s Development Management Committee on 15 June 2016. Again these comments were submitted at the request of the Council, but unfortunately they have not been addressed in the Publication Version of the Fylde Local Plan.</p> <p>Our two previous responses were therefore submitted as part of the continuous dialogue that Government encourages for the preparation of Local Plans. As a consequence, we would have expected the comments to been given due consideration in the finalisation of a Publication version of the Local Plan. The Publication draft of a Local Plan should be a version that the Council considers should be adopted without further modification. Instead, the Council responded in July 2016 to explain that our submissions would be treated as a response to the Publication version and we were invited to resubmit our comments at this consultation stage. We are concerned, however, that our previous comments raise significant and substantial matters affecting a number of policies in the publication draft of the Plan, which would constitute main modifications and could render the Plan unsound if not properly dealt with.</p> <p>We have been liaising with the Blackpool, Fylde and Wyre Economic Development Company [BFWEDC] who are leading on the preparation of the Blackpool Airport Corridor Enterprise Zone masterplan. The BFWEDC shares a number of our concerns and, in turn, we understand that Blackpool Council and Lancashire County Council also share those concerns in respect of the (lack of) alignment between the publication draft Local Plan and the objectives of the Enterprise Zone. Whilst the Council has produced a Consultations Response document, it only comments on representations submitted up to and including the Revised Preferred Option stage and, therefore, no formal response has been issued by the Council to the issues raised in our submissions of March and June 2016.</p> <p>In summary, we consider that the issues raised in our previous submissions (and set out again below) render the draft Local Plan unsound for a range of reasons including:</p> <p>It is not positively prepared as it appears to limit development of airport-related buildings and facilities within the Green Belt and, without reason it negates the permitted development rights afforded to an airport operator as set down at Part 8, Class F of the Town and Country Planning (General Permitted Development) (England) Order 2015.</p> <p>The revised Policy T3 twice includes the same double negative regarding ‘<i>overriding operational requirements that constitute very special circumstances</i>’ as that set out for Policy EC4, and this wording should be removed in order to ensure that the policy is not ambiguous.</p> <p>The wording put forward by NLP makes clear that the Green Belt will be safeguarded from non-airport related development and Policy T3 would operate alongside national planning policy (NPPF para 88 and 89) which establish the requirement for very special circumstances to be demonstrated for most forms of development in the Green Belt.</p>

The revised paragraph 12.41 of the reasoned justification is also misleading in implying that land has been omitted from the Green Belt to facilitate further airport operational development, when no Green Belt review has been undertaken. It states that “*sufficient land within the airport complex has been omitted from the Green Belt to facilitate further airport operational development*”. This statement implies that there will be resistance to aviation-related buildings / facilities being located in the Green Belt. Such intentions would be inconsistent with Policy EC4, which now offers support for the relocation of buildings closer to the runway (and, therefore, likely to be in Green Belt land) and also the Enterprise Zone objectives of re-siting aviation functions / buildings onto Green Belt land adjacent to the main runway.

1 The current wording of Policy EC4 is unclear as to whether aviation-related development proposed in the Green Belt is required to demonstrate ‘very special circumstances’ due to the use of the word “unless” in the third sentence of part a) of the policy.

Policy T3 should be amended as follows:

*The land designated as Green Belt within open lands of the airport, ~~which will be identified on the Policies Map~~ will be safeguarded from non-airport related development and the continuing operation and viability of the airport as a sub-regional facility will be supported.*

*Further development required in relation to the operation of Blackpool Airport including Centrica’s heliport, or development of ancillary leisure uses, will be located in accordance with the masterplan prepared to guide development that delivers the objectives of the Blackpool Airport Corridor Enterprise Zone. ~~the areas outside the Green Belt, which will be identified on the Policies Map, unless there are overriding operational requirements that constitute very special circumstances and which justify development in the Green Belt.~~*

*The Council will support improvements to surface access (public transport) to Blackpool Airport from surrounding areas and other transport nodes.*

*Blackpool Airport, including Centrica’s heliport will be consulted on all developments within the Airport Safeguarding Zone which will be shown on the Policies Map.*

We request that the reasoned justification to Policy T3 be amended as follows:

§12.39 *“...The majority of the residual airport land is designated as Green Belt and this will be safeguarded from non-aviation related uses. ~~However, there is sufficient land within the airport complex outside the Green Belt to facilitate further airport operational development.~~”*

§12.41 *“...Sufficient land within the Airport complex has been omitted from the Green Belt to facilitate further airport operational development.”*

OC/AGCN/16/00387  
– Glasdon Group

Cassidy & Ashton  
Group

The Policy needs to be flexible to cater for changing requirements at the Airport Enterprise Zone, including non-airport uses.

The Policy should be modified to allow non-airport development in appropriate circumstances, in accordance with the requirements of the Enterprise Zone. The policy is currently too prescriptive and would prevent the creation of much needed employment-led development in the area.

	As a major landowner in the area, it is necessary to appear to join the general discussion regarding the future of the Airport Enterprise Zone.
Para 12.54	
SCB/LA/08/00388 – Blackpool Council	Paragraph 12.54: The Fylde Coast Highways and Transport Masterplan doesn't actually refer to a North Fylde Line Stations Viability Study.
Policy T4 – Enhancing Sustainable Transport Choice	
OC/ACT/15/02246 – The Trams to Lytham Team	<p>I would like to comment on this document as it is of concern to me.</p> <p>Efficient transport is a critical component of economic development. As a local campaigner for Trams to Lytham, I believe passionately that the Blackpool Tramway can and must have a greater role in the overall transport plan for the Fylde Coast, delivering the network the region deserves and so badly needs to become an integral part of the 'Northern Powerhouse'.</p> <p>Linking Blackpool's ever popular tramway (which recently had its highest annual passenger count in 10 years) to the South Fylde Line will solve many of the issues facing the whole of the Fylde Coast. LRT will bring a cheap, reliable and more frequent service that the inadequate route so desperately craves (whether it be line conversion or parallel routing).</p> <p>Better transport links are also needed to provide more job opportunities to the area, with cheap, quick connections to future economic centres like the Blackpool Airport Enterprise Zone and the Talbot Gateway development possible through LRT. Satisfaction of the service would be extremely high, as the current tramway is a winner of a TripAdvisor certificate and has around 96% service approval rates, in stark contrast to the current South Fylde service.</p> <p>Travelling to St Annes or Lytham from Blackpool is difficult and lengthy, and the current hourly train service is not satisfactory for either local or regional travel. A tramway service on the South Fylde Line would vastly improve both of these important issues, and I hope that, alongside any heavy rail improvements, serious consideration is given to create a tram/train/bus interchange at St Annes or Lytham stations and that this is one of the 'high value options' being taken forward.</p> <p>Light rail has been a revolution in towns and cities across the whole of Europe in recent decades, with Manchester being the nearest and arguably one of the most successful systems to date. Green, efficient transport has proven to be the economic way forward, and the Fylde borough should not miss out on its huge transport potential.</p> <p>Our group has grown exponentially in public support over the past year, and we have acknowledged that there is a strong local will for such a service, as can be clearly seen on our social media pages. We hope that the council's local plan will act upon this desire.</p>
OC/IB/16/00271 – LSA Cycle Group	<p>This policy seeks to achieve a modal shift away from car use to alternative forms of transport. However, the Plan is dominated by major road infrastructure projects each of which is likely to encourage car use and long distance community.</p> <p>The Plan should make it clear that the proposed road infrastructure projects may well increase car use and long distance community contrary to its policy statement. The Plan does not indicate whether an increased frequency of service is supported by the planning authority.</p>

The Plan should incorporate a clear policy statement that the planning authority will seek an increased frequency of service on the South Fylde line independent of any proposals to link this line with the Blackpool tramway.

### Chapter 13: Water Management, Flood Risk and Climate Change

OC/NCC/08/00771 –  
National Farmers  
Union (NFU)

The NFU welcomes the plan's intention to protect the best and most versatile agricultural land as well as supporting and protecting agricultural and farming operations, and appropriate diversification as a key element of the rural economy in the Fylde.

At a time of uncertainty for its members and the agricultural sector the NFU welcomes policies that allow for the conversion and construction of dwellings for agricultural workers and in support of farm diversification. The NFU is supportive of Policy GD4. It is important to recognise however that farm holdings can be dispersed and can be made up of a number of parcels, fields and premises that are not contiguous.

The NFU feels that it is worth highlighting that farmers are required to be legally compliant across many aspects of their operations, they are required to achieve high standards as a result of agricultural support schemes, meet stringent animal welfare standards as well as high standards imposed on them as suppliers to the food industry.

The NFU therefore welcomes both recognition of and policies that facilitate rural development and diversification, those that help farmers remain competitive, meet regulations, scheme compliance and standards and to keep the farm business viable as part of the wider rural economy.

At a time when farmers and landowners along the length of river catchments are being asked to play an increasing role in catchment management and 'slowing the flow,' work which will benefit communities along the catchment in reducing flood risk, the NFU feels that it is important to stress the importance of the alignment of plans, strategies and projects dealing with climate change, adaptation and flood risk management. This is to ensure that increasingly vital work right along the catchment by farmers to slow the flow (e.g. tree planting, leaky dams, flood water storage, changed farm practices) which all work to protect communities, are not compromised or undermined by planning policies and poorly designed and sited urban developments. Other work by farmers, where it is appropriate, to clear channels and remove vegetation to help water flow in low lying areas is equally as important as slowing the flow, especially as a consequence of proposed Environment Agency withdrawal in certain areas.

Unsustainable development up and down the catchment as well as disconnected plans and priorities can contribute to devastating consequences caused by flooding in rural and urban communities.

The NFU conclude that the Climate Change Policies in GD7 are weak and would like to see these improved and strengthened. It is important that efforts by farmers and others to manage flood risks, protect communities, sequester CO2 and reduce emissions are not undermined by weak or poorly worded planning policy.

The Fylde Plan can do more to reinforce the link between emissions and the effects of climate change. Adaptation efforts and investment are potentially being undermined by emissions from a range of sources; sources that the plan can do more to dramatically reduce. The plan is the opportunity to put measures in place, through local planning policy, that support adaptation to climate change by reducing emissions.

Where farmers are providing services such as Natural Flood Management there should also be adequate compensation or incentive for providing these 'services'. However, it is appreciated that this is currently out with the remit of local planning policy.

	<p>The NFU has already set out its broad headline commitments dealing with flooding prior to the publication of its new Flooding Manifesto later this year. These are:</p> <ul style="list-style-type: none"> <li>-The Importance of protecting agricultural land</li> <li>-Climate Change</li> <li>-Investment in flood risk management</li> <li>-Planning for flood and coastal risk management</li> <li>-Internal Drainage Boards</li> <li>-Agriculture's role in reducing flood risk</li> <li>-Planning For Urban Runoff</li> <li>-Natural Flood Management</li> <li>-Flooding and Compensation</li> <li>-Lessons Learned from the Netherlands</li> <li>-Flood Resilience &amp; Preparedness</li> </ul>
<p>Para 13.3</p>	
<p>SCB/GD/15/00080 – Historic England</p>	<p>Paragraph 13.3 – it is now generally recognised that many aspects of the historic environment could be, and are now, affected by the manifestations of climate change. Acknowledgement here would be helpful, as would a commitment to provide advice to owners and occupants of heritage assets in Chapter 12 and Policy ENV5.</p>
<p>Policy CL1 – Flood Alleviation, Water Quality and Water Efficiency</p>	
<p>SCB/SCB/08/00355 – United Utilities</p>	<p><b>Proposed Site Allocations and Surface Water</b></p> <p>The Council is required to consider the allocation of a large number of development sites as part of the emerging Local Plan. Whilst it is helpful to see the sites, the Council is aware from past discussions with colleagues that a fuller understanding of the impact on water and wastewater infrastructure can only be fully determined once more details are known, such as timescales for development, the approach to surface water management and the chosen points of connection. This information often only becomes available at planning application stage, once we have more information on the nature of development proposed.</p> <p>The purpose of the planning system is to help achieve sustainable development. This includes securing the most sustainable approach to surface water disposal in accordance with the surface water hierarchy. As with all our consultation responses, we place significant importance on securing the most sustainable approach to drainage, especially surface water drainage. It is important to explain that the volume arising from surface water flows can be many times greater than the foul flows from the same development. As a result they have the potential to use up a significant volume of capacity in our infrastructure.</p> <p>United Utilities supports the inclusion of Part (a) within the body of Policy CL1 as follows:</p> <p><i>“All new development is required to minimise flood risk impacts on the environment and mitigate against the likely effects of Climate Change on present and future generations. This will be achieved by:</i></p> <p style="margin-left: 40px;"><i>a) Ensuring that development incorporates the most sustainable form of managing surface water, subject to the requirement for approval from the drainage authority. This will be expected to be investigated and confirmed as part of any planning application submission. It will be</i></p>

	<p><i>necessary to attenuate any discharge of surface water through the incorporation of sustainable drainage systems (SuDS). This would be greenfield run-off rate on greenfield sites. On previously developed land, surface water betterment will be expected. The preference will be for no surface water to discharge to the public sewer, directly or indirectly, if more sustainable alternatives are available. The priority options for the management of surface water are set out in detail in the Infrastructure Delivery Plan.”</i></p> <p>United Utilities also supports the inclusions of Paragraph 13.24, which makes reference to the importance of discharging surface from new development in accordance with the Surface Water Hierarchy.</p>
<p>OC/AGCN/13/01729 – Story Homes Ltd.  Barton Willmore</p>	<p>Our Client maintains their general support of the approach to this policy and supports the need for sustainable drainage techniques in reducing the risk of flooding and harm to the environment. However, our Client still raises concerns that the Local Plan should not be seeking to a) unnecessarily replicate the role of the Environment Agency through its policies or b) require developers to incorporate unnecessarily onerous drainage measures that go above and beyond what is necessary for each site on its own merits. As we highlighted above, the burden of combined policy requirements can impact on the viability of developments.</p>
<p><b>Policy CL2 – Surface Run-Off and Sustainable Drainage</b></p>	
<p>OC/AGCN/15/02258 – Persimmon Homes Lancashire</p>	<p>Persimmon Homes Lancashire are grateful for the opportunity to respond to the Consultation on the Publication Version of the Fylde Local Plan.</p> <p>Persimmon support the amends made following our previous comments on the Strategic Objectives. We appreciate that the intervening time from the Issues and Options has been used productively to update much of the evidence base. We note the recent release of the 2014 population projections and assume that the evidence will again be updated accordingly in due course.</p> <p>In addition, we note the Wyre have requested that Fylde consider taking some of their housing numbers. Some further clarification is required on this. We also remain concerned that the housing figure identified does not provide the opportunity to meet the affordable housing demand identified in the evidence base. It is felt that further commentary is required on this matter.</p> <p>Policy Specific Comments:</p> <p><b>CL2 Surface Water Run-off and Sustainable Discharge</b> – It is unfeasible to require to have always have agreed discharge rates pre-application.</p> <p><b>General Points</b> In order to plan positively, the shortfall in delivery over the past plan period would suggest that identification of general areas for further, future development after the plan period, or as preferred reserve sites should delivery fall during the plan, would be prudent.</p> <p>This response should also be read in conjunction with our response to the Preliminary Draft Charging Schedule for the Community Infrastructure Levy (CIL).</p> <p>Persimmon Homes are happy to discuss the contents of this response if required &amp; would like to be kept informed of any forthcoming consultation in regards to the Local Plan. We would also like to be informed in the Local Plan Examination in Public with a view to participating in the hearings associated with the items covered in this response.</p>
<p>SCB/SCB/08/00355 – United Utilities</p>	<p>If we can avoid and manage surface water flows entering the public sewer, we are able to significantly manage the impact of development on sewerage infrastructure and, in accordance with Paragraph 103 of the National Planning Policy Framework (NPPF), minimise the risk of flooding.</p>

	<p>Managing the impact of surface water on sewerage infrastructure is also more sustainable as it reduces the pumping and treatment of unnecessary surface water and retains important capacity for foul flows.</p> <p>In accordance with the NPPF and the National Planning Practice Guidance (NPPG), all sites should be drained on a separate system with foul water draining to the public sewer and surface water draining in the most sustainable way. The NPPG clearly outlines the hierarchy to be investigated by the developer when considering a surface water drainage strategy. We ask developers to consider the below drainage options in the following order of priority:</p> <ol style="list-style-type: none"> <li>1. An adequate soakaway or some other form of infiltration system;</li> <li>2. An attenuated discharge to a surface water body such as a watercourse;</li> <li>3. An attenuated discharge to public surface water sewer, highway drain or another drainage system;</li> <li>4. An attenuated discharge to public combined sewer.</li> </ol> <p>Our expectation will be that development sites should only connect foul flows with surface water discharging to an alternative to the public sewer. We always encourage site promoters to discuss further details of their site drainage proposals at the earliest opportunity. We currently have a free pre-development enquiry service and encourage site promoters to use this. For any further information regarding Developer Services and Planning, please visit our website at: <a href="http://www.unitedutilities.com/builders-developers.aspx">www.unitedutilities.com/builders-developers.aspx</a> where pre-development enquiry forms are available.</p> <p>When making representations at the planning application stage, we will provide specific comments in respect of surface water. At this stage, we would like to highlight the importance of our comments, particularly our suggested planning conditions, being reflected in any planning permission that may be granted. It is important to ensure explicit control over the approach to surface water disposal in any planning permission that you may grant. It is also helpful to establish surface water drainage principles as part of policy relating to a specific site allocation.</p> <p>United Utilities welcomes the inclusions of new Policy CL2 within the Revised Preferred Options document, which deals specifically with surface water run-off and sustainable drainage measures associated with new development.</p>
<p>OC/AGCN/13/01729 – Story Homes Ltd.  Barton Willmore</p>	<p>Our Client maintains their general support of the approach to this policy and supports the need for sustainable drainage techniques in reducing the risk of flooding and harm to the environment. However, our Client still raises concerns that the Local Plan should not be seeking to a) unnecessarily replicate the role of the Environment Agency through its policies or b) require developers to incorporate unnecessarily onerous drainage measures that go above and beyond what is necessary for each site on its own merits. As we highlighted above, the burden of combined policy requirements can impact on the viability of developments.</p>
<p><b>Policy CL3 – Renewable and Low Carbon Energy Generation – excluding onshore wind turbines</b></p>	
<p>SCB/GD/15/00080 – Historic England</p>	<p>Policy CL3 – <i>unsound</i> – Criterion (f) is welcomed in its intent, but does not, strictly speaking, satisfy the NPPF. The requirement should be for renewable and low carbon energy schemes to demonstrate that the public benefits they would achieve outweigh the harm to any heritage assets affected and that those benefits cannot be achieved in any other way.</p>
<p>OC/AGCN/13/01729 – Story Homes Ltd.  Barton Willmore</p>	<p>Overall, our Client maintains their support for the need to improve the carbon foot print of new development; however, the Council needs to ensure that the requirements of this policy do not hinder the viability of development. The burden of combined policy requirements can impact on the viability of development to the extent where the delivery of market and affordable housing is compromised.</p>
<p>OC/LO/15/02112 – BAE Systems</p>	<p>BAE Systems support this policy and in particular the criteria that states proposals for renewable and low carbon energy generation must avoid impacts on aviation and defence navigation systems and communications should be given significant weight in decision making.</p>

Cass Associates	
OC/ENV/16/02082 – Friends of the Earth	<p>As an agent acting on behalf of Friends of the Earth I am making a representation on Policy CL3. Suggested Amendment: "Policy CL3 Renewable and Low Carbon Energy Generation Renewable and low carbon energy development potential is significant within Fylde and will generally be supported given their contribution to the mitigation of climate change. Particular support will be given to renewable and low carbon energy generation developments that: a) Are led by, or meet the needs of local communities; and b) Create opportunities for co-location of energy producers with energy users, in particular heat, and facilitate renewable and low carbon energy innovation. When considering such proposals, regard will be given to the wider benefits of providing energy from renewable sources, including wind energy, as well as the potential effects on the local environment; including any cumulative impact of these proposals. Developers of commercial, small and medium sized renewable and low carbon energy developments will be required to provide evidence, to the satisfaction of the Council, in support of their proposals by taking into account all of the following: a. The cumulative impact of the renewable and / or low carbon development within Fylde and across the boundary in Blackpool, Wyre and Preston, where the project is of larger than local impact." Its original form: "Policy CL3 Renewable and Low Carbon Energy Generation excluding onshore wind turbines Renewable and low carbon energy development potential excluding onshore wind turbines - is significant within Fylde. Developers of commercial, small and medium sized renewable and low carbon energy developments will be required to provide evidence, to the satisfaction of the Council, in support of their proposals by taking into account all of the following: a) The cumulative impact of the renewable and / or low carbon development within Fylde and across the boundary in Blackpool, Wyre and Preston;"</p> <p>Friends of the Earth objects to the draft Fylde Local Plan as it fails to comply with planning practice guidance on wind energy and NPPF Chapter 10, as supported by Section 19 of the Planning and Compulsory Purchase Act 2004 (as amended by the Planning Act 2008).</p> <p><b>Matter 1: Climate change</b></p> <p>There is insufficient regard to the requirement to ensure that policies in the plan “as a whole contribute to the mitigation and adaptation of climate change”. This includes the policy on renewable energy (Policy CL3). Given that Directive 2001/42 on the assessment of the effects of certain plans and programmes on the environment (SEA Directive) applies to the minerals plan, the authority is required to consider reasonable alternatives under Article 5(1).</p> <p>Section 39(2) of the Planning and Compulsory Purchase Act 2004 makes it a statutory duty to act with the objective of achieving sustainable development. Section 1(1) of the Climate Change Act 2008 provides that it is the duty of the Secretary of State to ensure that the net UK carbon account for the year 2050 is at least 80% lower than the 1990 baseline. Section 19(1A) of the Planning and Compulsory Purchase Act 2004 provides: Development plan documents must (taken as a whole) include policies designed to secure that the development and use of land in the local planning authority's area contribute to the mitigation of, and adaptation to, climate change.</p> <p>These objectives are adumbrated throughout the NPPF. Achieving sustainable development is summarized at paragraphs 6 and 7 - and paragraph 151 of the NPPF re-states that Local Plans must be prepared with the objective of contributing to the achievement of sustainable development. A test of soundness for the plan is also whether it is in line with sustainable development policies.</p> <p>An aspect of achieving sustainable development which the NPPF expressly alights upon is the objective to “mitigate and adapt to climate change including moving to a low carbon economy”. It is a core planning principle that local plans should “<i>encourage the use of renewable resources (for example, by the development of renewable energy);</i>”</p>

We suggest the policies should follow the Burnley example<sup>1</sup> (see the ‘preferred options’ documentation for their local plan which allocates areas for wind development, see p175 onwards).

### **Matter 2: Wind energy**

Wind energy technology is a tried and tested technology. Government surveys show that renewable energy is consistently popular with the public while support for fracking is low<sup>2</sup>. The Government consistently says that keeping energy costs down for consumers is a priority<sup>3</sup> but new onshore wind developments – the cheapest source of electricity<sup>4</sup> are not being sufficiently encouraged by local plan frameworks.

Planning practice guidance makes it clear that the assessment of areas suitable for development must happen through the local plan process “*only grant planning permission if: the development site is in an area identified as suitable for wind energy development in a local or neighbourhood plan;*” This provides an opportunity for the general suitable locations for wind turbines to be properly identified in participatory process. In a rural, agricultural, area such as the Fylde, the importance of community-led and farmer-led schemes to provide a clean and affordable electricity supply for the local area must be recognised and encouraged by the local plan. We do not think the justification at paragraph 13.48 can be used to exclude wind entirely – instead a proper map setting out the proven constraint areas, should be used to show where development can come forward. We therefore suggest that policy CL3 is amended to include the following wording:

*Particular support will be given to renewable and low carbon energy generation developments that:*

- a) Are led by, or meet the needs of local communities; and*
- b) Create opportunities for co-location of energy producers with energy users, in particular heat, and facilitate renewable and low carbon energy innovation.*

*When considering such proposals, regard will be given to the wider benefits of providing energy from renewable sources, including wind energy, as well as the potential effects on the local environment; including any cumulative impact of these proposals.*

### **Matter 3: Fossil fuels**

With regard to the SPD consultation we wish to make the following points. Oil and gas are fossil fuels, and their extraction (inevitably resulting in direct emissions through methane leakage or flaring, and indirect emissions through their use) must be considered in the context of the recent Paris Agreement and the latest scientific evidence on the impact of exploiting fossil fuels on global, national and local efforts to tackle climate change. The Committee on Climate Change (CCC) has acknowledged in a letter to the Secretary of State for Climate Change (28 January 2016) that the commitment in the Paris Agreement to hold the increase in global average temperature to well below 2°C above pre-industrial levels and to pursue efforts to limit to 1.5°C goes “well beyond” the CCC’s previous assumption. This therefore draws into question whether three distinct, but inter-related, aspects of the UK climate regime are still sufficiently ambitious: the fifth carbon budget advice, the 2050 target and the most appropriate target for the UK after 2050. In addition, CCC’s recommendation for the Fifth Carbon Budget is that the Government should develop policy approaches consistent with reducing carbon intensity of the power generating sector to below 100gCO<sub>2</sub>/kWh in 2030. Gas-fired electricity, which typically emits between 350 - 450gCO<sub>2</sub>/kWh, would still be 3.5 – 4.5 times higher than this policy approach would permit.

The CCC have also warned, in a strongly-worded letter<sup>5</sup> to the Department for Energy and Climate Change, that ‘excessive use of unabated gas-fired capacity... would be incompatible with meeting legislated carbon budgets’ and the Climate Change Act.

Peer-reviewed evidence<sup>6</sup> suggests shale gas is more polluting than conventional gas, and could be more polluting than coal.

Researchers in the US<sup>7</sup> have concluded that “Compared to coal, the footprint of shale gas is at least 20% greater perhaps twice as great on the 20 year horizon and is comparable to coal over 100 years”. There is also growing concern around the impact of methane leakage in the US<sup>8</sup>.

The Tyndall Centre at Manchester University conducted an assessment of the climate and could be more polluting than coal.

Researchers in the US<sup>7</sup> have concluded that “Compared to coal, the footprint of shale gas is at least 20% greater perhaps twice as great on the 20 year horizon and is comparable to coal over 100 years”. There is also growing concern around the impact of methane leakage in the US<sup>8</sup>.

The Tyndall Centre at Manchester University conducted an assessment of the climate and environmental risks from shale gas<sup>9</sup> and concluded that shale gas extraction poses ‘significant risks to human health and the environment’ and that there is no evidence to back-up industry claims that shale gas could be a transition route to a low carbon future. This concluded that “the CO<sub>2</sub> emissions from burning shale gas are estimated to occupy a substantial proportion, over a quarter, of a budget associated with a better than 50:50 chance of avoiding 2°C warming” (page 69). Tyndall add that this figure is likely to be a conservative estimate as firstly, it only calculates carbon dioxide emissions from combustion (and so does not include for example the impact of fugitive methane emissions); and secondly it uses estimates of global shale gas reserves from the US Energy Information Administration which do not include figures for Russia and Central Asia, the Middle East, South East Asia and Central Africa (page 68). Tyndall also assessed the potential impact of shale gas on meeting the UK's legally-binding climate change targets. They conclude that emissions from using the UK's potential shale gas reserves could represent up 14.5% of the total UK greenhouse gas budget for the period 2010 to 2050 (page 67). Again, this only includes carbon dioxide emissions from combustion, and so does not include the impact of fugitive methane emissions.

The Inter-Governmental Panel on Climate Change (IPCC) recently confirmed that there are unprecedented levels of greenhouse gases in the atmosphere and that it is extremely likely (95-100%) that human influence has been the dominant cause of observed warming since the mid-20th century. It confirmed that there will be more frequent temperature extremes, heat waves will occur with a higher frequency for longer, and there will be more intense and frequent extreme rainfall, resulting in flooding.

There should be no assumption that hydrocarbons are needed without a proper assessment of the impacts of this assumption through the Strategic Environmental Assessment, and in terms of ensuring that cumulative climate change impacts are considered through planning control.

### **Conclusion**

We ask you to revisit Policy CL3, and the presumption to omit wind energy development from the types of renewable energy acceptable, subject to the criteria. This exclusion is not viable in light of UK climate target commitments, and the 2015 Paris Agreement.

We would call for a full reappraisal, on a site by site basis of viability for wind energy; distinguishing single wind turbines from larger developments, and a point by point justification of all the sites where wind is not permitted, as opposed to the blanket omission of medium to large scale wind energy.

Where possible the mitigation of climate impacts through wind energy provision, should be sought.

1 <http://www.burnley.gov.uk/residents/planning/planning-policies/burnleys-emerging-local-plan>

2 <https://www.gov.uk/government/statistics/public-attitudes-tracking-survey-wave-17>

3 <https://decc.blog.gov.uk/2015/07/09/clear-priorities-for-decc/>  
 4 <http://www.independent.co.uk/environment/wind-power-now-the-cheapest-source-of-electricity-but-the-government-continues-to-resist-onshore-a6685326.html>  
 5 <http://hmccc.s3.amazonaws.com/EMR%20letter%20-%20September%2012.pdf>  
 6 <http://www.springerlink.com/content/c338g7j559580172/> and <http://www.postcarbon.org/reports/PCI-Hughes-NETL-Cornell-Comparison.pdf>  
 7 [http://www.climateactionprogramme.org/news/shale\\_gas\\_worse\\_for\\_climate\\_than\\_coal/](http://www.climateactionprogramme.org/news/shale_gas_worse_for_climate_than_coal/)  
 8 <http://www.ncwarn.org/2016/06/whistleblower-epa-official-covered-up-methane-leakage-problems/>  
 9 <http://www.tyndall.ac.uk/shalegasreport>

**Chapter 14 – Preserving and Enhancing the Natural, Historic and Built Environment**

**Policy ENV1 - Landscape**

OC/AGCN/13/01758  
 – Hallam Land  
 Management Ltd.  
  
 Pegasus Group

**Landscape (Chapter 14, Policy ENV1)**  
 9.7 Whilst we agree with the principles of this policy, we would request that wording of part (b) is revised to accurately reflect the NPPF, as one of the core principles in paragraph 17 states that the intrinsic character and beauty of the countryside should be ‘recognised’; whereas paragraph 109 states that only valued landscapes need to be ‘protected and enhanced’.

**Paragraph 14.18**

SCB/GD/15/00080 –  
 Historic England

Paragraph 14.18 – many hedgerows are of heritage importance, and may often be found in association with mature/ancient trees and historic rights of way.

**Policy ENV2 - Biodiversity**

OC/AGCN/13/02020  
 – Oyston Estates  
  
 Cassidy & Ashton  
 Group Ltd.

Parts A and B of Policy ENV2 are somewhat contradictory with one another.  
 Part A states,  
  
 Development that would directly or indirectly affect any sites of local importance will be permitted only where it is necessary to meet an overriding local public need or where it is in relation to the purposes of the nature conservation site.  
 Whilst Part B states:  
 Development that would directly or indirectly affect any sites of local importance will be permitted only where it is necessary to meet an overriding local public need or where it is in relation to the purposes of the nature conservation, or mitigation can avoid affecting site integrity.  
  
 The policy should be revised to be consistent.  
  
 Part A should be revised to include the phrase:  
 “... or mitigation can avoid affecting site integrity.”

SCB/SCB/08/00343 –  
 Natural England

**Habitats Regulations Assessment**  
  
 In general Natural England agrees with many of the conclusions of the Habitats Regulations Assessment and welcomes the incorporation of the additional data as we previously advised. However, there is not a clear audit trail provided for the conclusions, and we are unable to provide advice on some allocations as we are unable to link them with the location map. There are several allocations which we believe require additional mitigation measures. We provide further detail on this below.

	<p>In summary the Habitats Regulations Assessment (HRA) has identified Likely Significant Effect (LSE) but then not provided sufficient detail in the Appropriate Assessment to clearly set out how an adverse effect on site integrity will be avoided. If the HRA is relying on a policy to avoid impacts on the designated sites, it needs to ensure that the policy to which it is referring is definitive in what actions/obligations a developer will have to take at the project level to ensure that adverse effects on site integrity are avoided.</p> <p>As Natural England stated when consulted on previous stages of the plan, the HRA needs to provide as much detail as possible to demonstrate that impacts on the designated sites can be avoided and thus ensure deliverability at a project level.</p> <p>Natural England notes that you have followed our previous advice and have obtained additional data. The assessment in table 10 states: <i>As a number of the development sites at the Strategic Locations for Development are located on agricultural land, impacts on species using land which could potentially constitute functionally linked land associated with European sites are possible.</i></p> <p>Presumably you have come to this conclusion based on the evidence obtained however this is not clear and it would be helpful to detail this more fully in the HRA so that an audit trail is provided. The conclusion triggers likely significant effect (LSE), which would mean there is the need for an appropriate assessment; however the HRA continues: <i>Sites associated with the Strategic Locations detailed in SL2 as outlined in Policy DLF1 could not confirm that no significant effects would occur, as such, the potential for likely significant effects as a result of this overarching policy cannot be ruled out. Nevertheless, compliance with Policy ENV2 would ensure appropriate safeguards for protected European sites are incorporated into any proposed developments in these areas. This could include re-screening at the project-level, in order to update the bird information and to consider the implications of the detailed project proposals.</i></p> <p>This places heavy reliance on policy ENV2 and it appears contradictory to Natural England to identify impacts on the designated sites from one aspect of the plan and resolve this through reliance on another part of the plan. If the Council believes that policy ENV2 is able to negate LSE in the HRA then this should be explained more clearly.</p> <p>Policy Env2 states that there will be a Supplementary Planning Document (SPD) for PFG/ FLL and this will be available later in 2016. It appears to Natural England that this would be a more appropriate mitigation measure, however it is unclear how this is currently progressing. We advise that it needs to be in place alongside the Local Plan and it should clearly define what mitigation measures will be applied to each of the allocations that have resulted in LSE, so this can be included in the appropriate assessment as an identifiable mitigation measure. If reliance is to be placed on the SPD it is critical it is progressed as soon as possible.</p> <p>The sites detailed in tables 11 to 14 are very difficult to cross reference to the plans, as the plan allocations lack clear site references; it is recommended that the site references are clearly marked on the plans and sent back to Natural England for our advice and comment. From those it has been possible to identify we can confirm that ES2, ES3, HS40 should be screened in, although these are not labelled and this judgement is made on what we consider to be the correct sites.</p>
OC/LO/15/02116 – Rushton Properties Ltd. (In liquidation) c/o Ideal Corporate Solutions	Policy ENV2 does not follow the approach described in paragraph 113 of the Framework, which requires criteria based policies, distinguishing between the hierarchy of designations. Within the draft policy, various criteria for lower level and local designations appear to broadly mirror the Habitats Directive derogation tests (i.e. need for the development, alternatives and maintenance the conservation status) which would normally apply to protected species. As currently drafted the policy would appear to apply to all designated sites irrespective of their status; and indeed non-designated sites according to the subsequent list of sites to which the policy would apply. It would also restrict development on local designations and nonprotected species in a manner identical to that applied to protected species.

<p>Emery Planning</p>	<p>We would refer to the application in respect of our client’s site at Valentines Kennels. The site is identified on the proposals map as part of a Biological Heritage site, despite the reasons for the designation no longer applying to the site, and there being no statutory objections on ecology grounds for refusing the recent planning application. There is clearly potential for development to come forward within the designations covered by Policy ENV2.</p> <p>We therefore recommend that the policy is amended as follows:  <i>“Designated sites of biological and geological conservation importance will be protected from any significant adverse impacts of development, having regard to an up-to-date assessment of the site and the potential for appropriate mitigation (where necessary). The level of protection should be proportionate to the status of the designation, and give appropriate weight to their importance and the contribution that they make to wider ecological networks. Any adverse impacts will be weighed against the benefits of the proposed development.”</i></p> <p>Furthermore, we cannot see why a Biological Heritage Site designation continues to be proposed for Valentine’s Kennels. The Council is fully aware from the recent application that the reasons for the designation no longer apply to the site. The designation was on the basis of there being a breeding colony of tree sparrows but the nesting box scheme no longer has been maintained and their population has accordingly declined. There were no statutory objections on ecology grounds for refusing the recent planning application, and the Council is not seeking to defend the current appeal on that basis. Furthermore, this point was specifically accepted in the examiner’s report into the St Anne’s Neighbourhood Plan (see the final paragraph on page 12 of the examiner’s report at EP2). We therefore propose that the designation is removed from the proposals map.</p> <p><b>This representation was also accompanied by a number of separate documents, please see:</b>  <b>Document SD013 – Copies of Regulation 20 Representations (Regulation 22(1)(d) document)</b>  <b>Title: EP1. Site Location Plan</b>  <b>EP2. St Anne’s on the Sea Neighbourhood Plan Examiner’s Report</b>  <b>EP3. Application Committee Report</b>  <b>EP4. Illustrative Layout</b>  <b>EP5. Decision Notice</b></p>
<p>OC/NCC/08/00775 – The Woodlands Trust</p>	<p>We would like to see this section give specific protection to ancient woodland and ancient or veteran trees. These are irreplaceable habitats and hence it is essential that they are given the highest possible level of protection. It is not possible to effectively mitigate or compensate for their loss.</p> <p>We would like to see a wording to the effect that damage to or loss of ancient woodland or ancient and veteran trees should only be allowed in the most wholly exceptional circumstances.</p> <p>They are our richest terrestrial wildlife habitats, with complex ecological communities that have developed over centuries, and contain a high proportion of rare and threatened species, many of which are dependent on the particular conditions that this habitat affords. For this reason, ancient woods are reservoirs of biodiversity, but because the resource is limited and highly fragmented, they and their associated wildlife are particularly vulnerable.</p>

	<p>Their long continuity and lack of disturbance means ancient woods are often also living history books, preserving archaeological features and evidence of past land use, from earthworks to charcoal pits. They are also places of great aesthetic appeal, making them attractive for recreation and the many benefits this can bring in terms of health and wellbeing.</p> <p>With only 2.4% of the land area in Great Britain covered by ancient woodland and significantly less than this in Fylde it is essential that no more of this finite resource is lost. The Woodland Trust has an inventory of ancient, veteran and notable trees which can be referred to find any such trees in Fylde.</p> <p>The Biodiversity Strategy for England (Biodiversity 2020: A Strategy for England's Wildlife &amp; Ecosystem Services, Defra 2011, see 'Forestry' para 2.16) states that 'We are committed to providing appropriate protection to ancient woodlands and to more restoration of plantations on ancient woodland sites'</p>
<p>Paragraph 14.35</p>	
<p>SCB/GD/15/00080 – Historic England</p>	<p>Paragraph 14.35 – the description of Green Infrastructure in this paragraph could usefully recognise that a substantial amount of it is of heritage value – for example, Historic Parks &amp; Gardens; cemeteries and burial grounds; open spaces within (for example) conservation areas. Paragraph 9.24 of the <i>Infrastructure Delivery Plan: August 2016</i> refers.</p>
<p>Policy ENV3 – Protecting Existing Open Space (the Green Infrastructure)</p>	
<p>OC/ACT/13/02036 – Minority Group – Liz Oades</p>	<p>Open Space Study Update and Playing Field Strategy. These are poor documents as much of the information within them is inaccurate, I think they are lazy studies and should be redone ensuring that the information is fully accurate.</p> <p>At the Planning Policy meeting held in June there was a discrepancy noted in relation to the population figures within the documents, this should perhaps be looked at again?</p>
<p>SCB/PC/08/00412 – Treales Roseacre &amp; Wharles Parish Council</p>	<p>The rural settlement community of Treales in central Fylde is characterised by roadside fields and woodlands interspersed by with former estate farmsteads. These open spaces form the essential intrinsic character of the setting, reflecting the heritage of this rural community, which for the most part has managed to be uniquely retained whilst developing, unlike other communities in our Parish. It is proposed that Treales is to be within designated countryside. It is not a referenced rural settlement within the Settlement hierarchy.</p> <p>The proposed Local Plan Policy S1 - The Proposed Settlement Hierarchy - in considering Tier 2: Smaller Rural Settlements, proposes that "Within the rural areas, development will be restricted to the Tier 1: and Tier 2: Larger and Smaller Rural Settlements, except where development involves a like-for-like re-development of an existing property, the appropriate re-use of an existing building or minor infill development."</p> <p>In recent times there has been a concerted series of individual "infill" housing developments which, through the cumulative effect of forming a ribbon of urbanised housing development in the Treales community have significantly, adversely affected the intrinsic character.</p> <p>In the current adopted plan, policy EP2, states 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. Only very limited parts of the Treales countryside community are the subject of such protection.</p> <p>In the proposed Local Plan, at para 14.35, - Open Space (the Green Infrastructure network)- it is stated that that should be taken to mean all open space of public value, including, but not limited to:</p>

natural and semi-natural greenspaces – including trees and woodlands, urban forestry, scrub, grasslands, wetlands, open and running water, wastelands and derelict open land and rock areas. At para 14.36 The National Planning Policy Framework requires councils to plan positively for the creation, protection, enhancement and management of biodiversity and Green Infrastructure and that the Fylde Open Space Study Update identifies the a number of typologies, including natural and semi-natural greenspace.

In the proposed Local Plan, Policy ENV3 - Protecting Existing Open Space (the Green Infrastructure network)- states that the existing areas of open space which are identified on the Policies Map, comprise the Green Infrastructure network within Fylde. The Green Infrastructure network will be protected from inappropriate development.

Whilst ENV3 has a number of paragraphs seeking to protect the character of public open space in the settlement hierarchy, there is no protection for open space which is considered essential to the setting, character, or visual amenities of communities in the countryside.

The modification proposed in section 6 below, will positively address the gap in unmet requirements of justified protection left in the proposed local plan in an effective way, consistent with national policy.

It is proposed to modify the following :-

1. add a paragraph to Policy ENV3, as follows :-

h. Development will not be permitted on existing open space (the Green Infrastructure network), defined on the Proposals Map, which is considered essential to the setting, character, or visual amenities of communities in the countryside

2. Add the following area to the Proposals Map and identify :-

On both sides of the following sections of roadway, provide the protection of ENV3 (paragraph h)to the natural and semi-natural greenspaces - including trees and woodlands, urban forestry, scrub, grasslands, wetlands, open and running water, wastelands and derelict open land and rock areas :

These sections are :

From the entrance of “Church View Farm “on Carr Lane, north to the junction with Moorside and Kirkham Road to include all natural & semi-natural green and field spaces around the junction; east along Kirkham Road to Church Road; then east along Treales Road to “Grange Farm and then to the junction of Dagger Road and Kirkham Road”.

This is in accord with the proposed Local Plan Strategic Objective 2: To maintain, improve and enhance the environment by : paragraph c. Promoting the Green Infrastructure throughout the urban and rural areas of Fylde. (page 30)

(NB : The area can be shown on a map if a suitable editable copy of the Proposals Map can be provided)

Policy ENV4 – Provision of New Open Space (the Green Infrastructure network)

<p>OC/LPD/13/01646 – Gladman Developments</p>	<p>Gladman recognise the importance of this policy to secure the provision of new open space. The policy states that within housing developments comprising of ten or more units the following minimum standards will be applied</p> <ul style="list-style-type: none"> <li>- 16m2 per 1 bedroom home</li> <li>- 24m2 per 2 bedroom home</li> <li>- 32m2 per 3 bedroom home</li> <li>- 40m2 per 4 bedroom home</li> <li>- 48m2 per 5 bedroom home</li> </ul> <p>However, we question why housing developments of 100 dwellings or more will be required to provide double the above standards. This casts serious doubt over whether development could be delivered viably if so much land was used for public open space without any sufficient justification or evidence for this standard being applied.</p>
<p>OC/AGCN/13/01729 – Story Homes Ltd.  Barton Willmore</p>	<p>Policy ENV5 requires new housing developments of ten or more to provide new or enhanced provision of public open space, sports and recreation facilities in accordance with locally defined standards. Housing developments of 100 homes or more will be required to provide double the locally defined standards.</p> <p>Our Client notes the comments made by the Council in the Revised Preferred Options Responses Report that a flexible approach will be taken in requiring new open space where there may be an existing over provision. However our position still stands in relation to the outdated Open Space, Sport and Recreation Study 2008.</p> <p>Our Client maintains that in accordance with paragraph 73 of the NPPF the Council needs to undertake a robust and up-to-date assessment of the needs for open space, sports and recreation facilities and opportunities for new provision. The assessment should identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in the local area. Policy ENV5 is reliant on evidence presented in the Council’s Open Space, Sport and Recreation Study 2008. Our Client therefore objects to this policy as drafted as it is not justified by up -to-date evidence. As such, the Council’s position is not aligned with the NPPF and the policy is unsound.</p>
<p>OC/IB/12/00964 – Keith Halliwell</p>	<p>The representations relate to the Local Plan document, the Settlement Hierarchy Background Paper and the Proposals Map.</p> <p>The Settlement Hierarchy Background Paper dated March 2016 forms part of the evidence base. One of its two recommendations is that as Elswick, which was originally identified as a Tier 1 settlement, scores below the Tier 2 settlements of Singleton and Weeton in the Settlement Hierarchy (based on services and facilities) it should be redesignated as a Tier 2 settlement in the emerging Local Plan. We object to the proposed change for the village of Elswick to a Tier 2 settlement on the basis that the scoring criteria is flawed.</p> <p>A direct comparison between the Settlement Hierarchy scoring of the four settlements now proposed in the Local Plan as Tier 2 gives final figures as follows:</p> <ul style="list-style-type: none"> <li>Clifton - 10</li> <li>Elswick - 13</li> <li>Singleton - 15</li> <li>Weeton – 14</li> </ul>

A direct comparison of the three highest scoring settlements (Elswick, Singleton and Weeton) shows that Elswick outperforms the other two in all categories, with the single exception being access to a Primary School. Being within 10 minutes of a primary school accounts for five points, which is a highly influential number for these settlements when the overall outcome range of the three settlements is between 13 and 15. Both Weeton and Singleton score 5 points for this category of their overall total of 14 and 15 respectively. Elswick scores 13 alone without the 5 points for a primary school.



However, the nature of this single category allowing for five points is skewed as the potential score is either a 5 or a 0, with Elswick scoring 0. Page 13 of the Paper states that this is because Copp C of E Primary School, north of Elswick is more than the 800 metres from the village. The school is approximately an 850 metres walk from the village, linked directly from the centre along Copp Lane. Using the Council's methodology means that had the school been 50 metres closer, the score for Elswick would be 18, rather than 13. This strict assessment of distance and skewed scoring methodology allowing only for a score of 0 or 5, impacts so significantly on the outcome of the overall score that it provides an unjustified methodology for assessing the settlement hierarchy. Elswick outscores the other villages in Tier 2 significantly on the majority of the other services and facilities and also has the largest population of these villages.

We object to the Settlement Hierarchy as proposed, and seek that Elswick reverts to its previous proposed Tier 1 position in the Settlement Hierarchy in Policy S1 of the Local Plan.

Policy GD1 Settlement Boundaries provides details of development to be allowed at the areas shown on the proposals map. However, Policy DLF1 and Policy SL5 may result in additional development beyond the existing tightly drawn settlement boundaries. We specifically seek amendment to the settlement boundary of Elswick to allow for growth of the village during the plan period. We also propose a specific expansion of the settlement boundary to the north, to accommodate development closest to the nearby primary school, thus providing for new greenfield development in the more

sustainable part in the village. A plan is shown at the end of this representation as an indication of land that is available for development. The tightly drawn settlement boundary, with all land adjacent being designated in the countryside (Policy GD4), has the potential to conflict with the proposals in the plan for providing 50 new dwellings, or more should the settlement hierarchy be revised back to a Tier 1 settlement.

We also wish to object to the following policies that relate to new housing development:

H2 – Density and Mix

H4 – Affordable Housing

	<p>ENV4 – New Open Space</p> <p>The policies above are incredibly prescriptive policies that individually and together have the potential to restrict development from being delivered, through providing direct limits on the lowest density of development on a site, the minimum amount of open space and specific type and sizes of market and affordable housing. As the policies will be relevant to the majority of new housing developments over the plan period, the restrictions could seriously hinder delivery through providing a too prescriptive brief for a large number of sites. In order to significantly boost the supply of housing, consistent with national policy, local authorities need to attract land owners to release sites and housebuilders to build them. Minimum limits of 30 dwellings per hectare and the percentage of 1 or 2 bedroomed dwellings, with the addition of providing elderly and affordable accommodation, and specific amounts of open space, can severely hinder the delivery of sites, thus making the Local Plan ineffective.</p> <p>Obviously the Council needs to maintain an element of control to development, but we would suggest that only larger significant or strategic sites should be considered relevant for all of these policies relating to new housing. What assessment has the Council done regarding the amount of land required to deliver, for example, a site of fifteen new dwellings against these policies. Such a site would require on site children’s playspace, 30% affordable homes, restrictions on the size of units and a net minimum density of 30 dwellings per hectare. Such cumulative restrictions on sites of up to a few hectares could reduce the rate of overall housing delivery by making them unattractive to developers and for landowners to release for development at a time when the Council needs to increase delivery to meet a rolling five year supply of housing and the increased requirement over the plan period.</p> <p>An alternative approach would be to provide much of this detail directly to the proposed strategic development site, where appropriate, and provide less prescriptive policy for smaller sites, or increase the threshold at which they become a consideration.</p>
<p><b>Policy ENV5 – Historic Environment</b></p>	
<p>SCB/GD/15/00080 – Historic England</p>	<p>Our response should be read in conjunction with our previous comments regarding the <i>Draft Local Plan - Revised Preferred Options</i> published in June 2015, in respect of which we are pleased to note that many of our representations appear to have been accepted by the Council.</p> <p><b>Overview</b></p> <p>Following the publication of the National Planning Policy Framework (NPPF) in March 2012, the government’s position on Local Plan-making and the historic environment is made clear. The NPPF requires Local Plans to enable the delivery of sustainable development, one of the core dimensions of which is the protection and enhancement of the historic environment (paragraph 7).</p> <p>In order to satisfy the NPPF, development plans are required, in summary, to -</p> <ol style="list-style-type: none"> <li>1. identify the historic environment as a strategic priority (paragraph 156),</li> <li>2. contain a positive strategy for the conservation, enhancement and enjoyment of the historic environment (paragraph 126),</li> <li>3. contain a policy or policies for the conservation, enhancement and enjoyment of the historic environment that is/are clearly identified as strategic (paragraph 156)</li> <li>4. demonstrate that they have been informed by a proper assessment of the significance of the heritage assets in the area, including their settings, and of the potential for finding new sites of archaeological or historic interest (paragraph 163), and there has been a proper assessment to identify land where development would be inappropriate because of its historic significance (paragraphs 129 and 157).</li> </ol> <p>Where a Plan fails to address these matters it may be considered unsound.</p> <p><b>1. The historic environment as a strategic priority</b></p>

Paragraph 156 of the NPPF requires local authorities to set out their strategic priorities for the area in the Local Plan. There is an expectation that included within them should be the conservation and enhancement of the historic environment, including landscape.

Chapters 1, 2 and 3 of the document outline the priorities for the authority and provide a spatial portrait of Fylde. Although these sections make reference to the historic environment and the contribution it makes to the social and economic wellbeing of the area, they somewhat undersell the importance of a good quality (historic) environment to attracting and retaining high quality jobs and creating uplifting places to live and visit. Disappointingly, in making reference only to sites and buildings in paragraph 2.5, the Spatial Portrait fails to acknowledge here the full range of quality heritage assets the area possesses, including conservation areas.

The Spatial Portrait focuses on five distinct local areas. The commentary in respect of Lytham and St. Annes describes in helpful detail some of the important heritage assets to be found there but fails to translate this into implications (or actions) for the Local Plan to address. Lytham Hall is identified as the only grade I listed building in the area and adjudged to be 'at risk', but it is not made clear whether it is the only listed building at risk or not. Disappointingly, none of the other four local area commentaries makes any mention of the historic environment at all, and in consequence no implications or actions are identified in respect of it. This is somewhat surprising given that in respect of the rural areas the Vision for Fylde in Chapter 3 makes specific mention of the importance of heritage protection.

Reassuringly, however, Chapter 4 contains a Strategic Objective to 'maintain, improve and enhance the environment'. This objective includes protecting, restoring and enhancing the quality, character and distinctiveness of the...landscape...; promoting the Green Infrastructure network; conserving and enhancing the built and historic environment; and requiring new development to meet the highest quality urban design standards having regard to local identity and character.

***Although these opening Chapters of the Plan do not convey a consistent message as regards the importance the local authority attaches to the historic environment, the weight given to it in the Strategic Objectives is sufficient to allow Historic England to conclude that it is a strategic priority for the purposes of satisfying Paragraph 156 of the NPPF.***

## **2. Strategic policies for the conservation of the historic environment**

Local Plans should include strategic policies to conserve and enhance the historic environment of the area (paragraph 156) and to guide how the presumption in favour of sustainable development should be applied locally (paragraph 15). Such policies need to be clearly identified as strategic otherwise they will risk being overridden by Neighbourhood Plan policies which are only required to be in general conformity with the strategic policies of the Local Plan (paragraphs 12 and 185). If the policies delivering heritage conservation may be overridden then the Plan cannot be confidently predicted to deliver development needs sustainably throughout the Plan period.

Paragraph 1.14 of the Plan states that 'councils and other bodies engage constructively, actively and on an ongoing basis to develop strategic policies in the preparation of Local Plans and any documents and activities that can reasonably be considered to prepare the way for such plans'. This is the closest the Plan comes to indicating that *all* policies in the document are to be regarded as *strategic*, but it is not clear and unequivocal.

***A clearer statement is required to ensure that the policies in the Plan, and especially those for the conservation, enhancement and enjoyment of the historic environment, are strategic for the purposes of NPPF paragraph 156.***

***Policy ENV5 has been substantially redrafted following our advice and would, subject to some further modification and adjustment as set out in Annex 1, be brought into full conformity with the NPPF.***

## **3. A positive strategy for conservation of the Historic Environment**

In order to be compliant with the NPPF, the Plan should include a clear and positive strategy for the conservation and enjoyment of the historic environment in the area, including heritage assets most at risk through neglect, decay or other threats (paragraph 126). It may be derived from an understanding of the issues set out in the evidence base and response to those matters. The strategy should also seek positive improvements in the quality of the historic environment in the pursuit of sustainable development (Paragraph 9).

***In referencing the authority's Heritage Strategy, and including other actions and commitments elsewhere in the Plan, policy ENV5 and the Plan as a whole can (with the proviso in (2) above) be regarded as amounting to a positive strategy for the conservation, enhancement and enjoyment of the historic environment consistent with the NPPF (paragraph 126).***

#### **4 Gathering evidence**

To be found sound the Plan should be based on adequate up-to-date evidence about the historic environment, used to assess the significance of heritage assets (designated and non-designated) and the contribution they make to the local area (Paragraphs 158 and 169). It should also entail an assessment of historic landscape character.

This requirement is especially important in regard to site allocations. In respect of those in the Plan Historic England can find no supporting evidence to demonstrate that these allocations have been informed by:

- (i) an assessment of the significance of those heritage assets on, or in the vicinity of, the sites concerned
- (ii) an assessment of the extent to which the significance of any assets might be harmed or lost as a consequence of development
- (iii) an assessment of the extent to which public benefits might outweigh that harm or loss.

Local planning authorities are required (paragraph 129) to identify and assess the particular significance of any heritage asset that may be affected by a proposal (including any significance derived from its setting). Without this understanding of the historic environment of the area and an assessment of the extent to which the significance or value of its heritage assets may be harmed or lost by the Plan proposals, the local authority cannot demonstrate that the objectively assessed development needs of the area will be met in accordance with the presumption in favour of sustainable development (paragraph 14). There would consequently remain a danger that the local distinctiveness and character of the area may be lost.

There needs to be an assessment of the likelihood that currently unidentified heritage assets, particularly sites of historic and archaeological interest, will be discovered in the future (paragraph 169). It is also necessary for the authority to identify any heritage assets outside of the area where there may be setting impacts caused by potential development proposals in that area.

A review of a number of the documents supporting the Plan reveals no clear indication that sites identified for development have been informed by any assessment of the kind outlined above. The *Strategic Site Assessment* (and indicators), the *Site Assessments Background Paper*, the *SHLAA 2012 Statement of Methodology* and the *Assessment of Deliverability/Developability of Sites Within Settlements and Assessment of Housing Capacity*, for example, remain silent in this regard.

***Historic England is not yet satisfied, and the Council has not yet demonstrated, that it has identified and assessed the particular significance of any heritage assets that may be affected by the proposed site allocations (taking account of the available evidence and any necessary expertise) in accordance with the requirements of paragraphs 158 and 169 of the NPPF.***

Historic England Advice Note No.3: *Site Allocations* (HEAN3) is now available on our website.

In addition to these principal representations I attach, in Annex 1, more specific comments on the document.

I trust these are of assistance. When you have had an opportunity to consider them you may think it beneficial for us to discuss matters in greater detail. I or one of my colleagues shall be happy to oblige.

### **Conserving and Enhancing the Historic and Built Environment**

This section of the Plan has been substantially amended and now better reflects the NPPF. Many of the changes are welcome, but in some respects, however, it still requires modification.

#### **Policy ENV5 –**

As articulated in paragraph 14.77, there is a need and desirability to work in partnership with other bodies and organisations to achieve common goals. Reference in this policy to delivery of the Heritage Strategy could and should draw upon these partnerships and commit others to a broad range of actions (not only in relation to designing and managing the public realm).

As outlined in reference to paragraph 13.3, the Heritage Strategy could usefully include a commitment to provide the owners and occupants of heritage assets with advice on how best to respond to the climate change challenges that are occurring now.

Whilst Historic England welcomes the identification of locally important heritage assets for inclusion on a Local List, a significant improvement to the list of actions would be the creation of a grade II listed buildings at risk register. Such a commitment would align well with the stated intention in paragraph 14.57 to create an up-to-date inventory of all listed buildings. Both pieces of work have much merit in helping to build upon local community interest and many people's desire to be involved in volunteering.

#### **Conservation Areas**

The sentence beginning with the word 'Demolition' does not read grammatically. I would suggest the following minor amendment:

'Demolition, **or** other substantial loss or harm to the significance of a building or feature, including trees, landscapes, spaces (.....) and artifacts **(omit comma)** that make a positive contribution to the Conservation Area, **(comma)** will only be permitted where this harm is outweighed by the public benefits of the proposal.

Similarly:

'Proposals should:

(b) Preserve or enhance features **(omit comma)** making a positive contribution. **(full stop)** In particular design, massing, and height of any building **(omit comma)** should closely relate.....'

The heading 'Registered Historic Parks & Gardens' should begin a new paragraph.

The last sentence of this section should omit the word 'significant', and the words 'where appropriate'. Even less than substantial harm would/should be unacceptable if it is not outweighed by public benefits.

Locally important heritage assets

	<p>In the first paragraph, the word ‘retention’ should be replaced with ‘conservation’.</p> <p>This section advises that where the loss of a locally listed asset is permitted it will be a requirement that the replacement building must be of appropriate quality. It should be recognised, however, that not all local assets are necessarily ‘buildings’ and it may not always be desirable to replace a particular asset with something else.</p> <p>Scheduled Monuments and other archaeological remains I would suggest the following amendments to the wording:  ‘Development which would result in harm to the significance of a Scheduled Monument <del>and</del> <b>or other</b> nationally important archaeological <del>site</del> <b>sites</b> will not be permitted unless it can be demonstrated that the public benefits <b>which cannot be met in any other way</b> would clearly outweigh the harm.’</p> <p>‘Where there is <b>known or</b> the potential <del>for</del> non-designated archaeology, developers will be expected to investigate the significance of <del>the</del> <b>any</b> archaeology prior to the determination of an application for the site.’</p> <p>‘Developers need to undertake research at an appropriate early stage to <del>find out where archaeological remains are</del> <b>establish whether or not archaeology exists or whether there is the potential for it to exist in order to inform decisions in respect of the site.</b>’</p> <p>Where developers are required to excavate and record any archaeology on the site it should be an additional requirement that they publish their findings within an agreed timetable.</p>
SCB/PC/08/00413 – St Annes Town Council	<p>The Town Council requests that Fylde Council consider providing an ‘Article 4 Direction’ on specific public house buildings within the Fylde, such as the Victoria Hotel, Church Road, FY8 3NE. The purpose of the Article 4 is to remove permitted development rights from such buildings. If the Article 4 Direction is not considered to be suitable for inclusion within the Local Plan, this request be sought through other means such as a Supplementary Planning Guidance. The Town Council requests that Public Houses of both heritage and community importance be protected against change of use as a Public House.</p>
OC/AGCN/15/02258 – Persimmon Homes Lancashire	<p>Persimmon Homes Lancashire are grateful for the opportunity to respond to the Consultation on the Publication Version of the Fylde Local Plan.</p> <p>Persimmon support the amends made following our previous comments on the Strategic Objectives. We appreciate that the intervening time from the Issues and Options has been used productively to update much of the evidence base. We note the recent release of the 2014 population projections and assume that the evidence will again be updated accordingly in due course.</p> <p>In addition, we note the Wyre have requested that Fylde consider taking some of their housing numbers. Some further clarification is required on this. We also remain concerned that the housing figure identified does not provide the opportunity to meet the affordable housing demand identified in the evidence base. It is felt that further commentary is required on this matter.</p> <p>Policy Specific Comments:</p>

	<p><b>ENV5 Provision of New Open Space</b> – In principle we have no issue with this policy, but feel that the level of provision particularly for development of larger 100plus unit schemes is excessive. This should be carefully considered against the viability of development as such requirements could significantly impact the capacity of development sites by reducing the net developable areas.</p> <p><b>General Points</b></p> <p>In order to plan positively, the shortfall in delivery over the past plan period would suggest that identification of general areas for further, future development after the plan period, or as preferred reserve sites should delivery fall during the plan, would be prudent.</p> <p>This response should also be read in conjunction with our response to the Preliminary Draft Charging Schedule for the Community Infrastructure Levy (CIL).</p> <p>Persimmon Homes are happy to discuss the contents of this response if required &amp; would like to be kept informed of any forthcoming consultation in regards to the Local Plan. We would also like to be informed in the Local Plan Examination in Public with a view to participating in the hearings associated with the items covered in this response.</p>
<p>OC/IB/10/01031 – Fred Moor</p>	<p>1) There is a small wording conflict in the Historic Parks and Gardens section which need changing. The lead-in says <i>“Proposals that result in harm to the significance of a Registered Historic Park and Garden or its setting will not be permitted”</i> whilst the later text says <i>“Proposals... should ensure that development does not cause significant harm”</i> Harming the significance sounds like, but is not the same as, causing significant harm.</p> <p>2) Since the Ashton Gardens were designated Grade II listed in December 1997 there has existed a small anomaly in that the boundary of the listed area extends outside the (prior) Conservation area boundary on the site of the former nursery in the Gardens. The anomaly arose because the conservation area boundary was drawn to exclude the nursery part of the gardens, but the nursery area has always been part of the gardens since they became Ashton Gardens in 1914, so it is part of the listed area.</p> <p>The last local plan’s proposals map has had this anomaly, and the present one, as drawn, continues it It would make much more sense to have the same boundary for both the Conservation area and the Listed area and, despite having raised this matter with FBC in the past, it has not been changed in the proposals map. I hope it may be changed now.</p>
<p><b>Paragraph 14.62</b></p>	
<p>SCB/GD/15/00080 – Historic England</p>	<p>Paragraph 14.62 – this paragraph informs us of the status locally listed buildings would have in the planning process. It should be noted, however, that Annex 2: Glossary of the National Planning Policy Framework makes clear that the definition of a heritage asset includes designated heritage assets and any which are contained in a Local List held by a Local Authority which, as it stands, allows for rather than precludes other buildings and structures etc. (not on the list) also being adjudged heritage assets.</p>
<p><b>Glossary</b></p>	
<p>SCB/GD/15/00080 – Historic England</p>	<p>It should be noted that some of the definitions in this section are in the wrong alphabetical order.</p>
<p><b>Appendix 8: Performance Monitoring Framework</b></p>	
<p>SCB/GD/15/00080 – Historic England</p>	<p>This appendix includes four targets/policy outcomes in respect of Policy ENV5. These are not as SMART as they could be, and in consequence will not necessarily demonstrate well the success or otherwise of the Local Plan in safeguarding the historic environment.</p>

	<p>Indicator 19a is ambitious, and has no intermediate targets before 2032.</p> <p>Indicator 19b will be unable to measure the extent to which listed buildings and conservation areas (through building demolition) suffer a loss of significance which falls short of outright 'loss'. Nor will it be able to measure the extent of loss of significance to other asset types. Indicator 19c is helpful insofar as such appraisals and plans underpin decision-making in those areas, but they do not of themselves prevent harm to those assets. Indicator 19d has no timeframe set against it and again would not be able to measure the extent to which any of those assets are lost or otherwise suffer harm to their significance.</p> <p>Bringing the actions in the Heritage Strategy into the monitoring framework will strengthen significantly commitment to its implementation.</p> <p>If you would find it helpful for us to provide further information on possible performance indicators for the Local Plan, I or my colleagues would be happy to assist.</p>
<b>Policies Map</b>	
<p>OC/AGCN/13/01758 – Hallam Land Management Ltd.</p> <p>Pegasus Group</p>	<p>6.40 Policy SL3 also mentions of developing a new local retail centre, with paragraph 6.19 noting that this will be developed in consultation with Bryning with Warton Parish Council, on previously developed land owned by BAE Systems on Lytham Road. However, the proposals map does not show the extent of the intended centre (instead it is defined by a small blue triangle), whilst the submitted BWNP sought to focus development on the existing centre and did not include any additional land within the centre boundary.</p> <p>6.41 As such if there is a genuine aspiration to create an enhanced Local Centre then the land to made available should be clearly marked out and agreed with the NPSG/ Parish Council, particularly if the new centre is to support the level of housing and employment growth (1,160+ dwellings and the Enterprise Zone) that is likely to be required by 2032.</p>
<b>IDP</b>	
<p>OC/ACT/13/02036 – Minority Group - Liz Oades</p>	<p>The education figures seem to be inaccurate and I believe that this needs to be revisited.</p>
<p>SCB/SCB/08/00347 – Highways England</p>	<p><b>Covering Email:</b></p> <p>In response to the current consultation on the Publication Version of the new Fylde Local Plan, I have prepared the attached letter that sets out our current position at this stage in the development of the Plan.</p> <p>Essentially, the only item outstanding is the highways evidence for M55 Junction 3 to be carried out on your behalf by CH2M under a collaboration agreement. As I write, the contract issue between CH2M and Highways England (that is preventing CH2M for completing the work) unfortunately still remains unresolved. However, I continue to remain confident that this obstacle will be removed before the end of October; the work itself being able to be completed fairly quickly. Whilst it is important that the evidence in respect of Junction 3 is available before the Plan is finalised, I am also confident that the evidence will not throw up any major issues that would require a major rethink of the strategy that ourselves and LCC are currently taking in pursuit of improving Junction 3 (i.e. pursuit of funding through Growth Deal, our Designated Funds programme and also through the forthcoming Second Roads Investment Strategy 2021-25).</p> <p>In terms of the information contained in the table within the IDP, there are some minor changes needed, the only change needed are:</p> <ul style="list-style-type: none"> <li>• Preston Western Distributor: reference to 'Highways Agency' needs changing to 'Highways England'.</li> </ul>

- A585 Windy Harbour to Skippool: consultation on route options is to commence September 2016.

Going forward, I will continue to keep an eye on the situation with CH2M and keep you informed. It would be useful if you could let me know the absolute latest when the evidence is needed for – this way, if it starts to look like the contractual issue isn't going to be resolved by that date, we can then look at alternative options.

**Letter Response:**

Thank you for inviting Highways England to respond to the consultation in respect of the Publication Version of the Fylde Local Plan ('the Plan').

Highways England has made detailed consultation response contributions at the previous stages of the Local Plan development process. Consequently we feel that our input to the development of the Plan in general is already well known. However, as each stage of the plan has progressed, it has become increasingly apparent that Fylde Council requires an evidence base with regards to the impact of the Plan as proposed upon the strategic road network (SRN) that we operate and indeed highway network in general.

As the Plan document and Infrastructure Development Plan (IDP) notes, the SRN that Highways England is responsible for within the Fylde Council area consists of the M55 motorway (not including the roundabout at Junction 4) and the A585(T) (north of M55 Junction 3 at Wesham). With this in mind, our concern is whether the SRN can sustainably accommodate Local Plan development and also what highway infrastructure improvements will be required. We therefore need to be able to be in receipt of this evidence to be able to offer a final response to the Local Plan.

In considering the spatial distribution of the Plan and its impacts as proposed the following sections of the SRN are of particular interest to us - M55 Junction 3, the A585(T) north of M55 Junction 3 and M55 Junction 4. As the IDP mentions, Fylde Council is currently continuing to work with Highways England and Lancashire County Council to develop this evidence base. Until this work has been completed, our position in relation to the Local Plan at each of these sections of route can be summarised as follows:

**A585(T) North of M55 Junction 3**

This section of the route within Fylde is predominantly rural, with existing ribbon development north of the M55 within at Greenhalgh with Thistleton. It is noted that Plan site allocations do not include any significant levels of development within the A585(T) corridor, but nonetheless does allocate smaller-scale developments within smaller settlements served by side road accesses from the A585(T). Whilst it is generally assumed by us that this level of development can be accommodated within the existing capacity of the A585(T) mainline, safety considerations as a result of increased turning movements at these side road junctions will need to be judged by us in response to individual planning applications that may come forward; any improvements found necessary to overcome any valid safety concerns we have being developer funded and of a nature in keeping with the Design Manual for Roads and Bridges (DMRB). The most significant example of these junctions is the A585(T)/B5269 Thistleton junction.

In terms of an overall approach for the improvement of this section, we will continue to work with Lancashire County Council, who is taking forward study work in relation to options for the possible future improvement of the route between M55 Junction 3 and the Windy Harbour junction. The announcement of the A585(T) Windy Harbour to Skippool major improvement scheme is expected to address existing congestion problems at the Little Singleton and Shard junctions within the Fylde district; the Windy Harbour junction having already been improved in 2014. Public consultation on the proposed major scheme route options is expected to begin in September 2016.

Depending on the preferred route configuration adopted, the major scheme is likely to influence traffic patterns and usage of the Thistleton junction. Whilst Highways England will continue to monitor safety at this junction, the form of any proposed solution that we may take forward is therefore likely to be influenced by the major scheme, and as such it is currently premature to take forward a solution in advance of the major scheme being finalised.

The critical factor behind how this section of the A585(T) will perform in the future is development within the Wyre district, as this area contains the existing key settlements and sites where further development could take place in the future.

### **M55 Junction 3**

This junction forms part of the SRN and is of key interest to Highways England in relation to the Plan. This is because sites are allocated for the development of housing within the Plan within nearby Kirkham and Wesham, which is linked directly to the SRN at Junction 3 via the A585 (County section that is not part of the SRN). Junction 3 also provides a key access point from the SRN to the key employment site and Enterprise Zone at Warton. An significant additional influencing factor is the A585(T) to the north of the junction, which serves traffic largely generated from sites within the Wyre district.

To assist Wyre Council in the development of their emerging Local Plan (2017-31), Highways England has undertaken work to assess what the impact of proposed Wyre Local Plan development would be at Junction 3 during AM and PM peak hour periods in terms of queue lengths at the junction. This assessment was base-dated to 2014 and then projected to 2031, which is the end of the emerging Wyre Local Plan period. It depicted a 'do nothing' scenario (based upon the existing, un-signalised junction) and a 'do something' scenario (based upon a full signalisation of the junction) and took account of the evidence provided by Lancashire County Council to incorporate the projected impacts of the new M55 Junction 2 / Preston Western Distributor Route. The Preston Western Distributor Route is expected to provide a degree of traffic relief at Junction 3 by providing viable alternative access route to the BAE Warton site and Warton Enterprise Zone from the new M55 Junction 2 instead.

Our analysis was then modified to add the impacts of sites identified within the Fylde Local Plan within the Kirkham and Wesham area to the proposed sites within Wyre. The results of this work indicated that without mitigation, the impact of Wyre and Fylde Plan trips would result in an unacceptable level of congestion, particularly on the A585(T) North and A585 South arms. With the signalisation of the junction, the analysis revealed that although the signals could be adjusted to maintain the level of congestion to be within the capacity of the M55 slip roads, this would be at the expense of congestion on the A585(T) North and A585 South arms. The level of congestion modelled would pose both an operational and (potential) safety risk for road users. Fylde Council has been provided with a copy of this work.

In presenting this analysis, it is important to be aware that the development quantum factored into this work was based upon sites:

- included with the Fylde Local Plan Revised Preferred Option (information from Fylde Council in relation to the Revised Preferred Option indicates that within Kirkham and Wesham area, the total proposed Local Plan housing land allocation already has 792 dwellings approved / committed upon it; the remaining land being allocated for an additional 322 dwellings).
- identified by Wyre Council in confidence to Highways England as part of the emerging Wyre Local Plan Issues and Options consultation. Consequently, this represents a full, unrefined target development quantum and so does not necessarily reflect what Wyre Council may seek to identify and progress at the next stages of their Local Plan development.

The highways evidence provided by Highways England to Wyre Council, as part of their current Issues & Options stage consultation, suggests that even with achievable suggested mitigation schemes in place across the A585(T) as a whole, the level of growth that can be sustainably achieved within Wyre is likely to be less than the maximum 67% of proposed Local Plan build-out that the route could accommodate. Therefore, in terms of housing numbers, Wyre Council may need to revise down their target development quantum which could therefore reduce the traffic impacts indicated at Junction 3. Obviously, this is a matter for Wyre Council to consider and we do not know the extent to which their Local Plan proposals will be amended going forward.

Highways England believes that Wyre Council will need to take into account the emerging Fylde Local Plan when formulating its Local Plan in respect of M55 Junction 3. Our view is that the emerging Fylde Local Plan is at a more advanced stage of development and so reduces available capacity at M55 Junction 3 that Wyre Council may rely upon to support growth within its area (particularly as the majority of development within the immediate vicinity is committed already). However, whilst we would ask that a coordinated approach is taken across the two authorities to ensure that the volume of Local Plan development does not adversely affect M55 Junction 3 (particularly given that both authorities form part of a single Fylde Coast Strategic Housing Market Assessment area), it is not for Highways England to seek to delay the Local Plan process to insist that the Local Plan of an adjoining authority (which is far less progressed) is taken into account. With this in mind, we therefore understand that the Fylde Local Plan is likely to have the first call upon the available capacity on the SRN by virtue of being more advanced.

It therefore remains that Fylde Council must demonstrate that the traffic impacts of the Fylde Local Plan sites, in isolation, can be accommodated by Junction 3. We have therefore recommended to the Council that they build upon the previous work methodology undertaken by Highways England (referred to above) to assess the traffic impacts at the Junction. To this end, it is understood that Fylde Council intends to commission this work to be done for Highways England to then review. Highways England is working to assist Fylde Council to procure this work directly through our spatial planning consultants with a view to the evidence being available for consideration by Fylde Council and ourselves during autumn 2016.

Highways England is committed to supporting sustainable growth. We recognise that improvements to M55 Junction 3 will be required in the future in order to be able to support levels of growth contained within the Plan. Highways England is currently pursuing opportunities to progress improvements to the junction through its own road improvement funding mechanisms. However, at the present time, it should be recognised that there is no certainty as to whether further improvements of the junction (likely to include full signalisation) will be funded. In view of the fact that the majority of Plan development within the vicinity is already committed (and so offers more limited scope for a developer-funded scheme), should Highways England not be able to fund improvements in the medium term, we will continue to monitor the situation at the junction. It may be that other opportunities may have to be explored to fund improvements through other funding sources and developer contributions (should mitigation be necessary as part of any future applications).

#### **M55 Junction 4**

The M55 Junction 4 (Marton Circle) roundabout junction does not form part of the SRN and is operated by Lancashire County Council (LCC) in collaboration with Blackpool Borough Council. The only sections of the junction forming part of the SRN are the eastfacing slip roads (i.e. westbound exit slip road and eastbound entry slip road). Consequently, Highways England has no direct control over the way the junction operates and therefore of implementing any mitigation measures that may be required to facilitate the Local Plan. Highways England's concern however in considering the traffic impact of the Plan is to ensure that growth does not result in traffic seeking to exit the M55 queuing back along the slip road and onto the motorway mainline carriageway.

	<p>As Highway authority for the Junction 4 roundabout, LCC has therefore produced its own assessment of the traffic impacts of the Local Plan upon the junction dated August 2016. This assessment utilises elements of methodology associated with the assessment of the nearby Whyndyke Farm committed major development site, which includes 1400 dwellings. As condition of this development is the implementation of partsignalisation of the Junction 4 roundabout upon the occupation of 750 dwellings. The assessment that LCC has undertaken is based upon a scenario with scheme in place, and finds that ‘the part signalisation of M55 Junction 4 alone will not sufficiently satisfy congestion and queue length concerns over the Fylde Local Plan period’. It then goes on to refer to a particular concern being found to be the westbound off-slip, ‘which shows traffic queueing back on to the mainline link in the PM peak.</p> <p>The conclusion of the LCC assessment is that further improvement work to the Junction 4 roundabout will be needed to be able to accommodate the full Fylde Local Plan development within the area and suggests what these improvements should consist of.</p> <p>Highways England takes the view that Fylde Council and Lancashire County Council need to develop a strategy that outlines how these further improvements are to be developed, funded, and then delivered at the appropriate time. Such a strategy will also need to be mindful of progress with the adjacent Whyndyke Farm development and the timing of the mitigation conditions that have been placed upon that consent in relation to Junction 4.</p> <p>Furthermore, the development of the approved M55 to Heyhouses Link Road scheme (already identified within the IDP) further underlines the importance of ensuring that timely and appropriate improvements are brought forward to at Junction 4 so that the opportunity to realise the vision and benefits of having a high-quality route connecting the St. Annes area (and the new developments contained within the Plan) to the SRN can be realised. As a measure of our support for this aim, Highways England has secured a contribution to this project of £4million to the scheme through the Government’s Housing and Growth Fund initiative.</p> <p>We hope that this letter provides clarity on Highways England’s position on the current phase of the development of the new Local Plan for Fylde.</p>
<p>OC/LPD/08/00725 – Windmill Group of Companies</p>	<p>A few initial comments as follows please:</p> <ul style="list-style-type: none"> <li>• from a developer’s aspect, the residential CIL appears high at £70 per sq m which for example, this represents c.£12/13k per dwelling for a reasonable three / four beds’ dwelling – whilst the principle is accepted, it is significantly more than the aggregate of the current various elements – in my judgement, at £70 there will be a dampening of activity and £50 per sq m would make a greater number of schemes viable;</li> <li>• it is understood that a new secondary school will be needed during the life of the Plan – would it be appropriate to identify where this might be located (and apologies if this is covered):</li> <li>• similar to the previous point, LCC’s core strategy seeks the provision of a sixty beds’ extra care facility in Lytham St Annes – again, would it be appropriate to identify where this might be located (and apologies if this is covered); and</li> <li>• (this is a relatively small point) - one of our sites (with Council reference: 1A842) on the outstanding permissions list is showing as nine dwellings being granted (13/0161) - this has been increased to twelve (14/0161).</li> </ul>
<p>SCB/LA/08/00388 – Blackpool Council</p>	<p><b><u>Fylde Council Infrastructure Delivery Plan (August 2016)</u></b></p> <p>Blackpool also has comments on the accompanying Infrastructure Delivery Plan and these are set out below.</p> <p>Paragraph 2.4: This suggests that the M55 to Heyhouses Link Road will be funded [solely] through Highways England’s Growth and Housing Fund. However, Appendix 2 lists a number of funding sources, which we consider is more realistic.</p>

	Paragraph 2.19: This does not reflect the latest position regarding Lancashire County Council's subsidised bus network.
SCB/SCB/08/00351 – Environment Agency	We note that there is an error in the numbering of the sections on page 29 and 30 of the Infrastructure Delivery Plan (August 2016): section 3.52 is stated twice which results in the subsequent sections being out of sync.
SCB/LA/12/00960 – Lancashire County Council (LCC)	<p><b>IDP - Chapter 2 – Transport, Page 13 Section 2.15</b> Suggested revised text</p> <p>In terms of highways, it is anticipated that improvements will need to be made to Junction 4 of the M55 in order to accommodate the development of the strategic sites in this area. This includes resolving congestion and capacity issues, providing good public transport access and associated highways infrastructure, such as cycling and pedestrian access.</p> <p><b>6.11</b> – Please remove the 'closed bracket' at the end of the sentence.  <b>6.11</b> –Please amend this section to read as follows:  If a shortfall of pupil places has been identified at schools within the catchment of development, a contribution will be calculated. For primary schools, the contribution is based upon a bedroom yield per home. Please see table below. LCC seeks £13,474.53 per primary school place. BCIS All in Tender Price index is applied to the cost per place. (Education Contribution Methodology – May 2016).  <b>6.12</b> - Please amend this section to read as follows:  For secondary schools, the contribution is based upon a bedroom yield per home.  Please see table below. LCC seek £20,303.59 per secondary school place. BCIS All in Tender Price index would be applied to the cost per place. Current bedroom yield information, based on 2012 research, is shown below.  <b>6.12</b> – Before the table please add 'Figures for 2016 are:  6.16 – Please change the reference to calculations of contributions on 10 or more dwellings not 11 as previously stated.  <b>6.17</b> – Row 9, amend the secondary figure of 787 to 709 secondary school places.  <b>6.18</b> – 5<sup>th</sup> line – Amend 'Three of these areas' to 'Four of these areas'  <b>6.20</b> – Amend date - several schools are at capacity as of 2015/16, namely  <b>6.20</b> – Add to list of schools Heyhouses Endowed CE and Lytham CE. The date of January 2013 needs to be updated  <b>6.23</b> – Amend final sentence back to previous Draft IDP, which read - LCC is working with Fylde Council to ensure that an appropriate site for a new secondary school is provided within the plan period.  <b>6.24</b> the statement that it is Lancashire County Councils responsibility to provide a school for every school age resident in Lancashire is true however Lancashire do not have the authority to provide places in unitary authorities within Lancashire. If schools are on the periphery the choice of one school over another is parental preference. In support of cross boundary issues the proposed development at Whyndyke Farm will deliver a new primary school and would address demand from Lancashire and Blackpool  <b>6.26</b> – Delete section as repeats section 6.25.  <b>6.28</b> change the wording of this paragraph to remove the reference to the CE Primary School on Garstang Road as the proposed school relocation to a site in LCC ownership. The proposal to relocate the named school would not be in line with education needs. The issue of school capacity in the Kirkham Wesham will be constantly monitored as housing developments in the area are brought forward and contributions claimed from the developer to fund the future needs of education.</p>

**6.29** – Amend information from 3<sup>rd</sup> row – There are two schools over capacity, namely The Willows Catholic Primary School and St Joseph's Catholic Primary School. There are also two schools at capacity as of 2015/16, namely: Newton Bluecoat CE Primary School and Kirkham and Wesham Primary School. Medlar with Wesham CE Primary School is close to capacity.

- **Appendix 2 – Infrastructure Delivery Schedule, Page 76** - Within the table it is showing the new primary school to serve Queensway and a new primary school to serve Whyndyke Garden Village, both being wholly funded by Section 106 contributions. There is also a section that shows a new secondary school in Fylde, which also states wholly funded by Section 106 contributions. These S106 contributions are only a contribution towards the cost so I think we should be saying that the funding would be met by S106 contributions and funding from LCC's Basic Need allocation.
- **Appendix 2 Education**, remove the reference to the new primary school on land at Mowbreck Lane, Wesham this is no longer a viable option.
- **Appendix 2 Education**, add in cost primary £13,474,53 and Secondary £20,303,59 (adjusted by BCIS all in tender price index)

**Appendix 2 Education Anticipated Funding Source**, suggested form of word change "Funding through s106/CIL and other funding sources " use this for all funding of education

Paragraph	General Comments from Schools Planning Policies	Policies Map
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Section 14 of the education act 1996 dictates that Lancashire County Council's statutory obligation is to ensure that every child living in Lancashire is able to access a mainstream school place in Lancashire. Some children have Special Educational Needs for which they access school provision outside of Lancashire. Special Educational Needs provision is managed by LCC's SEN Team and is not covered by this response The Strategy for the provision of school places and school's capital investment 2015/16 to 2017/18 provides the context and policy for school place provision and schools capital strategy in Lancashire. Over the coming years, Lancashire County Council and its local authority partners will need to address a range of issues around school organisation in order to maintain a coherent system that is fit for purpose, stable, and delivering the best possible outcomes for children and young people.

The SPT produces an Education Methodology document which outlines the Lancashire County Council methodology for claiming education contributions against housing developments.

The impact of any housing development is assessed, with Primary school aged pupils accessing a school within 2 miles and a secondary school aged pupil within 3 miles. This is reflected within Lancashire County Councils Home to School Transport Policy.

Pressure for additional school places can be created by an increase in the birth rate, new housing developments, greater inward migration and parental choice of one school over another. If local schools are unable to meet this demand, a new development can have an adverse impact on the infrastructure of its local community with children having to travel greater distances to access a school place.

Planning Obligations will be sought for education places where Lancashire primary schools within 2 miles and/or Lancashire secondary schools within 3 miles of the development are:

- Already over-subscribed, or

- Projected to become over-subscribed within 5 years
- A development results in demand for a school site to be provided

### **Primary Schools**

The table below provides an indication of the potential demand for primary places expected to come forward in Fylde district.

The School Planning Team use a number of named planning areas in each district to assess the impact of development on a range of schools in that area. A number of primary schools are included, for example, five schools are captured in that planning area and if a parent is unable to secure a place at their preferred school, the next school is available within an acceptable distance to travel.

When providing an education impact assessment for a development, LCC would look at the impact within 5 years, considered a reasonable timescale for a development to come forward. Data used for LCC projections is the birth data, provided by Office of National Statistics, the 5 year housing land supply document, provided by the district council and the migration of births to schools, taken from the pupil census. The data available for 5 years means that these projections are more reliable than the longer term projections.

In order to provide a longer term assessment up to 2032 LCC have made a number of assumptions to allow them to project forward. LCC have assumed that the birth figure will remain the same for future years, and assumed that the migration into schools will continue at the same level.

When considering the impact of housing, the housing assessments take into account the number of bedrooms within a dwelling, as this affects the anticipated yield from a development. At the point of pre-application/outline application stage, the dwelling bedroom information is not generally available, therefore, LCC has made the assumption that all dwellings will have 4 bedrooms and the 4 bedroom pupil yield has been applied. When a development produces accurate bedroom information the SPT reserve the right to reassess the pupil yield. The table below sets out the pupil yield based on the number of bedrooms per dwelling.

<b>No of Bedrooms</b>	<b>Yield per development - Primary</b>	<b>Yield per development – Secondary</b>
1	0.01	0.00
2	0.07	0.03
3	0.16	0.09
4	0.38	0.15
5+	0.44	0.23

### **Secondary Schools**

Secondary planning is based on the whole district not on individual planning areas, accepting that older children are able to travel independently and there is greater parental preference in terms of freedom to travel. When providing an education impact assessment for a development, LCC

would look at the impact within 5 years, considered a reasonable timescale for a development to come forward. The secondary projections consider migration of primary pupils accessing secondary school places. The data available for 5 years means that these projections are more reliable than the longer term projections.

In order to provide a longer term assessment up to 2032 LCC have made a number of assumptions to allow them to project forward. LCC have assumed that demand in years 5 to 10 will remain unchanged. When considering the impact of housing the housing assessments take into account the number of bedrooms within a dwelling, as this affects the anticipated yield from a development. At the point of pre-application/outline application stage the dwelling bedroom information is not generally available, therefore, LCC has made the assumption that all dwellings will have 4 bedrooms and the 4 bedroom pupil yield has been applied. When a development produces accurate bedroom information the SPT reserve the right to reassess the pupil yields.

Within the publication version of the Local Plan the housing trajectory at Appendix 2 showing the distribution of development planned for Fylde to 2032 is included, as follows developments to reflect housing mix, in compliance with CIL.

Site Area	Years 1–5 2011 - 2015		Years 6–11 2016 - 2020		Years 10–14 2021 - 2025		Years 15–19 2026 - 2030		Year 21 2031 - 2032		TOTAL
SL1 – Lytham St Annes	317		777		385		300		60		<b>1,839</b>
SL2 – Blackpool Periphery	116		913		805		417		60		<b>2,311</b>
SL3 – Warton	129		389		217		105		0		<b>840</b>
SL4 – Kirkham & Wesham	220		521		334		66		0		<b>1,141</b>
Non-strategic locations	141		513		108		0		0		<b>762</b>
Allowances & unallocated sites	125		433		200		200		40		<b>998</b>
<b>TOTAL</b>	<b>1,048</b>		<b>3,546</b>		<b>2,049</b>		<b>1,088</b>		<b>160</b>		<b>7,891</b>
	Prim	Sec	Prim	Sec	Prim	Sec	Prim	Sec	Prim	Sec	
*Multiply by average yield Primary = 0.17 Secondary = 0.09	178	94	603	319	348	184	185	98	27	14	

	Indicative level of school places/possible sites generated throughout the plan	<b>1 FE</b>		<b>3 FE</b>		<b>1½ FE</b>	<b>one secondary site</b>	<b>1 FE</b>		<b>0 FE</b>			
	Multiply using worst case scenario yield Primary = 0.38 Secondary = 0.15	<b>398</b>	<b>157</b>	<b>1347</b>	<b>532</b>	<b>779</b>	<b>307</b>	<b>414</b>	<b>163</b>	<b>60</b>	<b>24</b>		
* Specific should be From this	Indicative level of school places/possible sites generated throughout the plan	<b>2 FE</b>		<b>6½ FE</b>	<b>First secondary site required</b>	<b>4 FE</b>		<b>2 FE</b>		<b>0 FE</b>	<b>Second secondary site required</b>		yield applied to

information, overall these sites could bring forward the need for 6½ additional primary forms of entry and approximately 709 secondary school places over the five phases if using the average yield for primary and secondary.

Taking the worst case scenario, overall these sites could bring forward the need for 14½ additional primary forms of entry and approximately 1183 secondary school places over the five phases if using the worst case scenario yield for primary and secondary.

Depending on the position and feasibility of expansion of existing schools at the time of delivery of these developments, there is a potential requirement for additional primary sites and an additional secondary school site. Given the scale of development, the need to assess the feasibility of existing sites for expansion and the fact that a 1 form of entry primary site has been included within the Section 106 for the Queensway development, there may be a need to identify additional primary school sites.

If a large new housing development is proposed (more than 150 houses), it may not be feasible to expand existing schools. In such cases, Lancashire County Council will undertake an initial assessment on whether a site may be required, taking into account the existing provision in the area. If the development is large enough to justify the possibility of a new school, the developer may be asked to contribute a suitable school site as part of the development. The size of this site would be determined in accordance with DfE guidance.

A DfE Planning regulation, Section 77 of the Schools Standard and Framework Act, use of play grounds/ fields to expand existing schools may restrict expansion in schools where a significant development is coming forward.

Given the scale of development in Lytham St Anne's, Warton, Kirkham & Wesham and Blackpool Periphery we would welcome the opportunity to enter further discussion with the possibility of securing additional primary school sites in these areas, or if there are any groupings of small sites which could have an impact.

Lancashire County Council would need to assess these developments to measure the impact on the local schools within the area to ascertain whether an education contribution would be required. An education contribution could include a school site.

Because no one development is likely to be of a scale to produce sufficient secondary yield for a new secondary school, there is a need for Fylde Borough Council to take a strategic decision on the provision of an additional secondary school site which will be required over the timescale of this plan. We have been party to initial discussions in connection with the identification of a secondary school site in Warton and welcome the opportunity to take these discussions forward. It is worth noting that any new school coming forward would be a free (academy) schools, in this instance the School Planning team involvement of management of pupil places reduces in free schools and has an overall effect on the remaining LCC managed schools.

It is felt that comments recorded in the previous version of the IDP should be re-instated, as agreed with Councillors at the Education Liaison Meeting on 13<sup>th</sup> June 2016. Please note I suggest that you confirm that the Councillor's views still stand prior to re-instating.

However, any developments which already have planning permission or developments where a planning application has been submitted and our assessment already sought will have already been counted e.g. Queensway, therefore, this position is expected to represent our maximum requirement.

The publication version of the Local Plan states that a new Primary School site is reserved at Mowbreck Lane in Wesham for the possible relocation of Medlar with Wesham CE Primary School on Garstang Road North in Wesham. This inclusion should be clarified between Fylde BC and LCC as this is not clear as to the location of the proposed site.

**HRA**

SCB/SCB/08/00343 –  
Natural England

**Habitats Regulations Assessment**

In general Natural England agrees with many of the conclusions of the Habitats Regulations Assessment and welcomes the incorporation of the additional data as we previously advised. However, there is not a clear audit trail provided for the conclusions, and we are unable to provide advice on some allocations as we are unable to link them with the location map. There are several allocations which we believe require additional mitigation measures. We provide further detail on this below.

In summary the Habitats Regulations Assessment (HRA) has identified Likely Significant Effect (LSE) but then not provided sufficient detail in the Appropriate Assessment to clearly set out how an adverse effect on site integrity will be avoided. If the HRA is relying on a policy to avoid impacts on the designated sites, it needs to ensure that the policy to which it is referring is definitive in what actions/obligations a developer will have to take at the project level to ensure that adverse effects on site integrity are avoided.

As Natural England stated when consulted on previous stages of the plan, the HRA needs to provide as much detail as possible to demonstrate that impacts on the designated sites can be avoided and thus ensure deliverability at a project level.

Natural England notes that you have followed our previous advice and have obtained additional data. The assessment in table 10 states:  
*As a number of the development sites at the Strategic Locations for Development are located on agricultural land, impacts on species using land which could potentially constitute functionally linked land associated with European sites are possible.*

Presumably you have come to this conclusion based on the evidence obtained however this is not clear and it would be helpful to detail this more fully in the HRA so that an audit trail is provided. The conclusion triggers likely significant effect (LSE), which would mean there is the need for an appropriate assessment; however the HRA continues: *Sites associated with the Strategic Locations detailed in SL2 as outlined in Policy DLF1 could not confirm that no significant effects would occur, as such, the potential for likely significant effects as a result of this overarching policy cannot be ruled out. Nevertheless, compliance with Policy ENV2 would ensure appropriate safeguards for protected European sites are incorporated into any proposed developments in these areas. This could include re-screening at the project-level, in order to update the bird information and to consider the implications of the detailed project proposals.*

This places heavy reliance on policy ENV2 and it appears contradictory to Natural England to identify impacts on the designated sites from one aspect of the plan and resolve this through reliance on another part of the plan. If the Council believes that policy ENV2 is able to negate LSE in the HRA then this should be explained more clearly.

The HRA also states that impacts on the designated site could be avoided through re-screening at the project level – i.e. by deferring the assessment. It is only acceptable to rely on a later or lower tier appraisal as a mitigation measure if all of the following three criteria are met.

- a) The earlier, or higher tier, plan appraisal cannot reasonably predict the effects on a European site in a meaningful way; whereas
- b) The later or lower tier plan, which will identify more precisely the nature, scale or location of development, and thus its potential effects, retains sufficient flexibility over the exact location, scale or nature of the proposal to enable an adverse effect on site integrity to be ruled out (even if that would mean ultimately deleting the proposal); and
- c) The later or lower tier appraisal is required as a matter of law or Government policy, so it can be relied upon.

Given that the locations are known and based on the evidence (bird data) the HRA of the plan concludes LSE, Natural England advises that the first two criteria are not met.

Policy Env2 states that there will be a Supplementary Planning Document (SPD) for PFG/ FLL and this will be available later in 2016. It appears to Natural England that this would be a more appropriate mitigation measure, however it is unclear how this is currently progressing. We advise that it needs to be in place alongside the Local Plan and it should clearly define what mitigation measures will be applied to each of the allocations that have resulted in LSE, so this can be included in the appropriate assessment as an identifiable mitigation measure. If reliance is to be placed on the SPD it is critical it is progressed as soon as possible.

The sites detailed in tables 11 to 14 are very difficult to cross reference to the plans, as the plan allocations lack clear site references; it is recommended that the site references are clearly marked on the plans and sent back to Natural England for our advice and comment. From those it has been possible to identify we can confirm that ES2, ES3, HS40 should be screened in, although these are not labelled and this judgement is made on what we consider to be the correct sites.

Not all the allocations appear to be included in the HRA. All the allocations need to be brought into the HRA to be screened. We recommend that you send a clear map with all the allocations and their references so there is a clear audit trail that they have all been assessed.

In summary Natural England advises that additional work is required in the specific areas identified above. Once this has been done, we will be pleased to review the updated HRA document and are hopeful that we will be able to agree with the conclusions reached.