

Fylde Council Local Plan Examination

**Matter 7**  
**The Economy**  
**Policy EC5 – Retail Centres**

**Representation on behalf of Mr Chris Hill**  
**(Representor No. 10)**

***Question 57 – Does policy set out where and when additional requirements for floorspace will be provided?***

**Where should floorspace be provided?**

1. The key component of NPPF is the delivery of sustainable development and, as identified within the Key Principles outlined in paragraph 17, there is a requirement to allocate sufficient land, suitable for development in the area taking account of the needs of both residential and business communities. This approach is reinforced by NPPF paragraph 151 in respect of local plans requiring them to be “*prepared with the objective of contributing towards sustainable development*”. In respect of retail development paragraph 23 places a requirement on authorities to allocate a range of suitable sites so that the needs for town centre use development are not compromised by limited site availability.
2. Table 4 of the Local Plan identifies a requirement for 2,825sqm of additional convenience floorspace across the Fylde Coast during the plan period up to 2030. However, paragraph 9.43 identifies that the distribution of this required floorspace has not been specified in the plan but, as set out in paragraph 9.44, there will continue to be pressure to grant approvals for edge and out-of-centre developments. In short the authority has recognised a requirement for additional convenience floorspace over the plan period but has not planned to provide for it. The inclusion of paragraph 9.44 underlines the failure of this plan to assess and accommodate the retail requirements of the Borough for the plan period in suitable locations.
3. Proposed Policy EC5 is based on evidence from the Council's Retail Study originally prepared in 2011 and subsequently updated in 2013. At the time this study was undertaken the potential locations for housing development were not identified and there was no indication as to where convenience retail development may be required to support future allocations. Paragraph 5.4.9 of



the Retail Study update recognises that there may be the need for the expansion or creation of new centres to meet the needs of new large scale developments.

4. Since the completion of the retail study the Council has not undertaken any further assessment of specifically where and how much additional retail provision may be required to support proposed Strategic Sites. NPPF is clear in paragraph 156 that local authorities should include strategic policies to deliver the provision of retail and local facilities.
5. The proposed Local Plan fails to identify where the required additional floorspace should be located. It fails to allocate sites to accommodate retail development to ensure a sustainable approach is taken and that a properly planned approach is implemented. Without the identification of sites for town centre use the local plan fails to comply with the requirements of NPPF.
6. The Local Plan does recognise a need to provide a new Local Centre in Warton to support the Strategic Location. As identified in previous representations this is denoted on the Policy Map by a triangle but no further detail is provided. It is recognised by the Local Plan that there is a need to deliver retail and town centre uses in Warton. Further to this the Infrastructure Delivery Plan states in paragraph 9.12 that *“the provision of retail facilities and services appropriate to its scale and function will improve Warton as a sustainable location to live”*, the suggestion being that Warton needs enhanced facilities to make it sustainable.
7. The Local Plan has proposed allocations in Warton under policy SL3 for 840 new dwellings. In addition to this up to 350 additional dwellings have been approved on appeal at Land East of Warton under PINS reference APP/M2325/W/15/3004502 and 115 dwellings at Clifton House Farm under LPA reference 15/0562. As such over the plan period it is proposed that 1,305 additional dwellings will come forward in Warton. Policy EC5 of the Local Plan identifies the requirement for a new Local Centre in Warton to support the Warton Strategic Location, and the associated increase in housing. However, it does not identify the scale of Local Centre required and a potential location is only defined by a triangle on the policy map. As identified in previous representations made on behalf of Mr Hill no boundaries are identified and the area in the vicinity of the triangle is heavily constrained with limited opportunity to expand or provide new retail services.
8. As referred in paragraph 1 of this response authorities must allocate a range of sites to ensure that retail needs are met in full. There is an imperative that a suitable retail allocation is made in order to ensure that the residential development to be delivered at the Strategic Location will be sustainable. It is suggested that without the provision of a Local Centre the Strategic Location will be unsustainable.



9. The indication that the Strategic Location of Warton would be unsustainable without additional retail provision is supported by the figures in the 2013 Retail Assessment update. On the basis of each household consisting of 2.5 people the allocated housing at Warton, together with the two approvals previously mentioned, convenience expenditure in the settlement will increase by an additional £7,453,670 per year by 2030 as identified in Table 1 below. The existing convenience floorspace in Warton is inadequate to meet the requirements of new and existing residents of Warton and as such which will result in unsustainable shopping patterns. It is imperative that a site of sufficient size to accommodate a development of the scale of a Local Centre is allocated in Warton.

Table 1: Convenience Expenditure From Warton Approvals and Allocations 2030

No. of dwellings	Population (based on 2.5 per dwelling)	Expenditure per capita 2030 (£)	Total Expenditure (£)
1,305	3,262	2,285*	7,453,670

\* From spreadsheet 9 of 2013 Fylde Coast Retail Assessment Update

10. The Infrastructure Delivery Plan, in paragraph 9.12, identifies that the Council is working with parties to find a suitable site for a Local Centre. The Infrastructure Delivery Plan was published in August 2016 at the same time as the publication Local Plan which is the subject of this examination. The Local Plan does not identify a specific site for, or extent of a Local Centre and based on paragraph 9.12 of the Infrastructure Delivery Plan it is clear that the Council has not identified a suitable site for a Local centre in Warton.
11. Land east of Warton, north of the Warton/Freckleton roundabout is suitable for the provision of a new Local Centre. The site is highly accessible and of a size which could accommodate a local centre and associated infrastructure. The site has been subject of an initial Highways Assessment included in Appendix 2 which confirms the potential for an access arm off the Warton/Freckleton roundabout. The Local Plan has not identified a suitable site for a Local Centre, which is critical to the sustainability of the settlement and associated Strategic Locations, and the proposed site could respond to this requirement.

**When will additional floorspace be provided?**

12. The second part of the question relates to when floorspace will be provided. In respect of the Warton area it is critical that a new Local Centre is provided for at the earliest opportunity. The two Strategic Sites (HSS2 and HSS7) already benefit from planning consent and these sites are and will be delivered. Permissions have also been granted on other allocated sites and other sites in Warton which have not been allocated. In order to ensure that development is sustainable retail services and facilities should be provided as early as possible in the plan period.



13. Paragraph 7.12 of the publication Local Plan suggests that facilities, including local retail centres, will be delivered through developer contributions in line with Annex 2 of the Infrastructure Delivery Programme. In respect of Warton the Infrastructure Delivery Programme identifies that the new Local Centre at Warton will be “*wholly funded by Section 106 payments*” but that there is “*uncertain capital available*”. The two Strategic Sites HSS2 and HSS7 have planning approvals for 360 and 254 respectively but neither are subject to a requirement to contribute towards a local centre in the settlement. Other Strategic Housing sites which benefit from permission and the planning permissions granted for 350 dwellings at land east of Warton and 115 dwellings at Clifton House farm are not subject to any section 106 contributions towards a local centre.
14. The Council’s identified mechanism for funding, in the Local Plan and Infrastructure Delivery Programme clearly does not exist with sites in Warton having been granted planning permission without a requirement to contribute towards Local Centre delivery. On the basis of the approach identified the Local Centre at Warton will not be delivered regardless of any timescale due to potential lack of funding.
15. It is considered that land to the east of Warton, north of the Warton/Freckleton roundabout as identified in the plan in the plan in Appendix 1 would be suitable to provide a Local Centre and that this could be delivered through private finance, avoiding any potential implications for funding and delivery associated with section 106 funding. It is considered that the Plan is currently unsound because the delivery of a Local Centre is critical to the sustainability of the development of the Strategic Locations. A Local Centre must be brought forward at the earliest opportunity and as such a site immediately available needs to be allocated to achieve this. The site in east Warton is available with willing owners to bring forward a Local Centre to support the Strategic Locations. The site is of a size which can accommodate a Local Centre and has flexibility to meet retailer needs and as such the development of this site could be brought forward at the earliest opportunity.

***Question 58 – Are Centre Boundaries Justified and Consistent with National Policy?***

16. Paragraph 23 of NPPF requires local authorities to define the extent of town centres and primary and secondary frontage. The glossary of NPPF confirms that the term ‘town centre’ also applies to Local Centres.
17. In respect of the Local Plan no boundaries are proposed for the proposed Warton Local Centre. In the setting of NPPF paragraph 23 the extent of the Local Centre at Warton should be defined. Furthermore in accordance with paragraph 23 the boundaries of such a site should be suitable to accommodate the scale and type of development required to provide a Local Centre. In addition

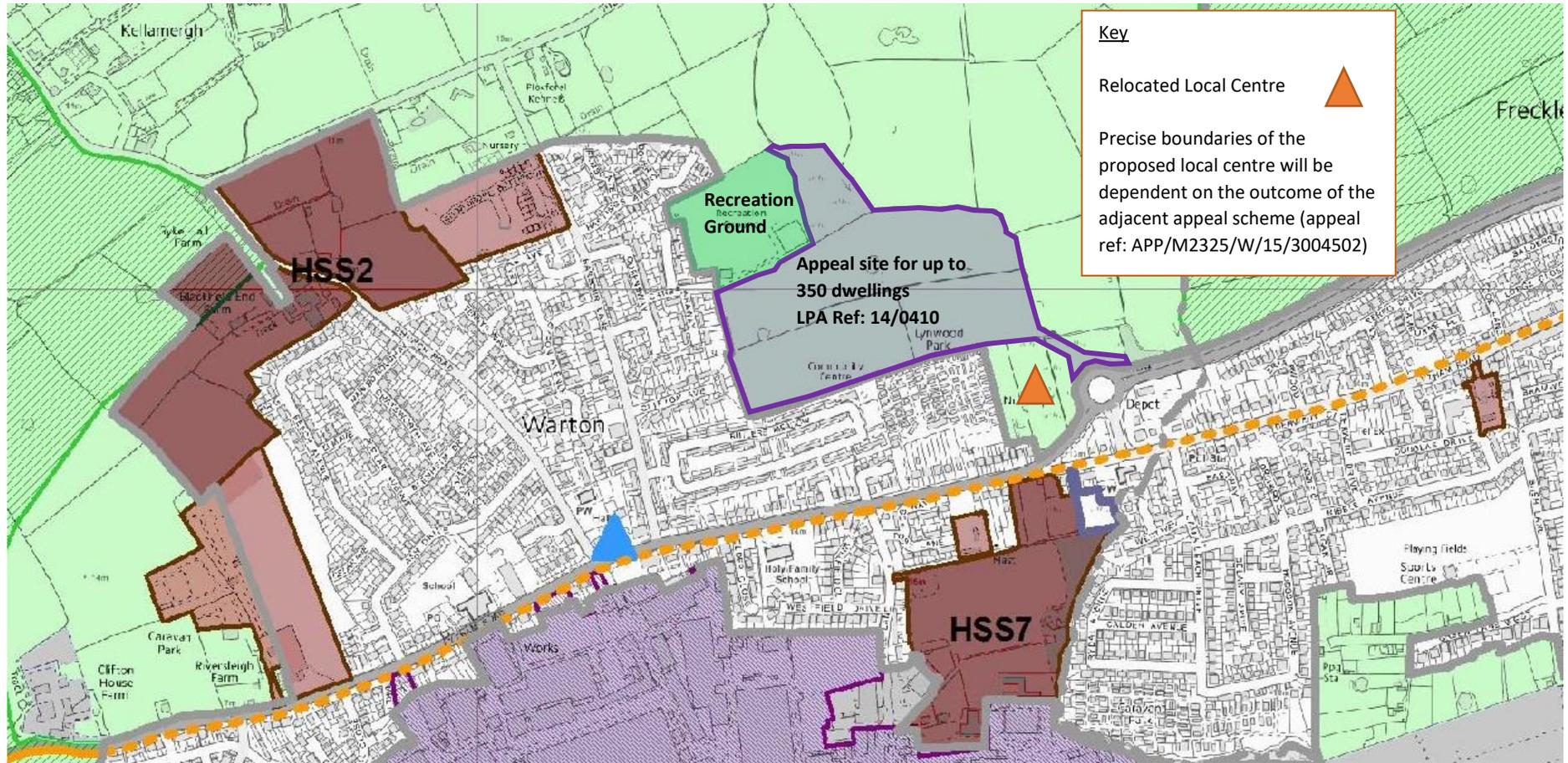


to this without a defined centre boundary it is not possible to establish what is in centre, out of centre or edge of centre for the purposes of determining planning applications which will create uncertainty for developers and retailers in the future.

18. As boundaries are not defined for Warton Local Centre it is not consistent with national policy and therefore the Local Plan is unsound.



## Appendix 1: Proposed Local Centre Location



Enlarged Extract from Fylde Local Plan to 2032 Publication Version Policies Map (Draft)



## Appendix 2: Initial Highways Assessment

**POTENTIAL LOCAL PLAN ALLOCATION FOR A PROPOSED DEVELOPMENT  
ON LAND TO THE WEST OF THE A584 FRECKLETON BYPASS / LYTHAM  
ROAD ROUNDABOUT IN WARTON, FYLDE**

**PRELIMINARY HIGHWAY REPORT**

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**10<sup>th</sup> June 2017**

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*Potential Allocation for a Proposed Development  
Land to the West of the A584 Freckleton Bypass / Lytham Road Roundabout  
PRELIMINARY HIGHWAY REPORT*

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1. Introduction

1.1 This Preliminary Highway Report has been prepared to examine the potential to serve a development allocation on land to the west of the A584 Freckleton Bypass / Lytham Road roundabout in Warton. The full details of the development are not yet known but the site is being put forward for consideration in the emerging Fylde Local Plan. This report examines the feasibility of providing access to the site from the existing roundabout which has a proposal for an additional (4<sup>th</sup>), arm to serve a proposed residential development of up to 350 dwellings (375 reduced to 350 at a Planning Inquiry held last year).

1.2 During the preparation of the report, the following investigations have been carried out :

- an examination of the existing site and the adjoining highway network, particularly the A584 Freckleton Bypass / Lytham Road roundabout,
- a review of the road safety records for the existing highway network,
- an examination of the traffic submissions that were made for Fylde BC planning application 14/ 0410 for 375 dwellings (reduced to 350 at the Planning Inquiry), to be served from a fourth arm off the existing 3-arm roundabout and the Planning Appeal submissions and Inspectors Report dated 4<sup>th</sup> October, 2016,
- consideration of the feasibility of providing a 5<sup>th</sup> arm from the roundabout to serve a local centre based on the highway design standards (the Design Manual for Roads and Bridges), and consideration of the traffic capacity considerations that were submitted at the Planning Inquiry for the design year 2024, and
- reference to a possible alternative access arrangement to the site if a 5<sup>th</sup> arm on the roundabout is not progressed.

1.3 The following sections describe these investigations.

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2. Site Location

- 2.1 The potential development site is located on the west side of the A584 Freckleton Bypass / Lytham Road roundabout in Warton, as shown in Figure 1. The site has an area of approximately 0.9 hectares (2.25 acres)
- 2.2 The site has a frontage onto the A584 Lytham Road and the west side of the roundabout. The land to the north of the roundabout has been granted planning permission (at appeal), for up to 350 dwellings with the construction of a 4<sup>th</sup> arm onto the roundabout as shown in Figure 1 and on the approved access layout drawing in Appendix 1.

3. Existing Highway Network

- 3.1 As described in Section 2, the potential development site is located on the west side of the A584 Freckleton Bypass / Lytham Road roundabout in Warton. As described in the evidence of Lancashire County Council (LCC), to the Planning Inquiry for the proposed development on the land to the north of the roundabout, the A584 is a main distributor road that runs approximately east to west from a signalised junction with the A583 near Clifton through Warton and on to Lytham St. Anne's where it heads north forming the main Promenade route in Blackpool.
- 3.2 To the east of the existing roundabout at the site frontage, the A584 is a dual carriageway with a speed limit of 50 mph from its junction with the A583 including the Freckleton Bypass section. To the west of the existing roundabout the A584 is a single carriageway road with a 30 mph speed limit as it passes through Warton village. The A584 route serves the village of Warton and the large BAE Systems site and the Warton Enterprise Zone. The route is also used by tourist traffic that is travelling to, and from, the Fylde Coast areas around Lytham St. Anne's.

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- 3.3 The proposed development on the land to the north of the roundabout would be served from a 4<sup>th</sup> arm on the roundabout and there would be a Toucan crossing on the east arm of the A584 Freckleton Bypass. Shared footway / cycleways would be provided along the west side of the roundabout and leading to the proposed Toucan crossing on the north and south side of the A584, as shown on the approved drawing by S K Transport Planning Limited (Drawing No. SK21338-012 in Appendix 1).
- 3.4 As part of the Planning Inquiry, LCC presented evidence to show that the existing roundabout would operate within its traffic capacity in the design year of 2024, albeit very close to its practical capacity in the p.m. peak period taking account of cumulative traffic impacts. LCC also considered the operation of the following junctions :
- A584 Lytham Road / GEC Access (Typhoon Way)
  - A584 Lytham Road / Mill Lane Signalised Junction
  - A584 Lytham Road / Church Road Signalised Junction
- 3.5 The developer of the site to the north of the roundabout will be required to fund highway improvements to the junction of the A584 / Typhoon Way and the A584 / Church Road junctions to improve traffic capacity.
- 3.6 An examination of the road safety information that was provided to the Planning Inquiry (Appendix 2), shows that the existing roundabout has a good road safety record with just 1 slight injury accident during the 5 year period 1.1.2011 – 31.12.2015.
- 3.7 The A584 Lytham Road is the principal bus route through Warton and the Lytham Road corridor is identified within the Fylde Coast Highways and Transportation Masterplan as a high frequency bus route reflecting the high number of services that are available.

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4. Potential Development Allocation Options

- 4.1 One potential development being considered is that of a local centre. The details of the development are not known, as yet, but it would be of the scale of a local centre.
- 4.2 A local centre development will have the potential to redistribute some vehicle trips on the highway network and for 'pass-by' trips. This means that the traffic impact of the proposal could be, relatively, modest during the weekday peak periods.
- 4.3 Traffic analysis will need to be carried out to quantify the traffic generation of the proposed development, when it is known, and to assess the traffic impact on the proposed 5-arm roundabout and the other junctions that have been identified by LCC as part of the recent Planning Inquiry. The same would apply for an alternative form of development.

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5. Feasibility of a New Access onto the Roundabout (5<sup>th</sup> Arm)

- 5.1 The potential to provide a 5<sup>th</sup> arm on the A584 Freckleton Bypass / Lytham Road roundabout has been investigated using the national highway design standard for major roads The Design Manual for Roads and Bridges (DMRB). The section of DMRB that has been used is Volume 6, Section 2 Part 3 TD16/07 'Geometric Design of Roundabouts'. Examination of this document shows that a 5<sup>th</sup> arm would be feasible and a preliminary design is shown in Figure 2.
- 5.2 The traffic capacity of the 5-arm roundabout will need to be tested for a future design year (likely to be 2024 to be consistent with the cumulative traffic impact assessment for the Planning Inquiry scheme 14/0410). The agreed traffic flows that were used for the planning appeal are included in Appendix 3. The traffic generation for the proposed development site will need to be derived for the weekday a.m. and p.m. peak periods in 2024.
- 5.3 The traffic capacity analysis submitted by LCC for the planning inquiry shows that the A584 Lytham Road (west) arm of the roundabout approaches capacity during the weekday p.m. peak in 2024. In order to improve the traffic capacity of this approach to the roundabout, to accommodate the development traffic for the local centre, it may be necessary to widen the approach to the roundabout and the site has a frontage onto Lytham Road at this location to allow this to be done.
- 5.4 An alternative access arrangement may be available to serve the site with the provision of a junction onto Lytham Road to the south of the site.

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6. Conclusions and Recommendation

6.1 This Preliminary Highway Report has been prepared to investigate the feasibility of providing a 5<sup>th</sup> arm at the A584 Freckleton Bypass / Lytham Road roundabout in Warton, Fylde. The 5<sup>th</sup> arm would be required to serve the potential development of the site.

6.2 The report shows that a 5<sup>th</sup> arm could be provided at the existing roundabout in accordance with the national highway design standard the Design Manual for Roads and Bridges (DMRB). The proposed 5-arm roundabout would need to be assessed for traffic capacity once the development details are known, and taking account of the cumulative traffic increases that would occur up to 2024 associated with new developments in the Warton area including at the BAE Systems site and the Warton Enterprise Zone (EZ). The redistribution effects of traffic resulting from the proposed Preston Western Distributor Road (PWDR), and new connection onto the M55 motorway will have a significant effect at the roundabout as considered at the planning inquiry into the proposed development of the site to the north of the roundabout.

6.3 An alternative access option may be available by providing a new junction for the site from the A584 Lytham Road on the southern frontage of the site.

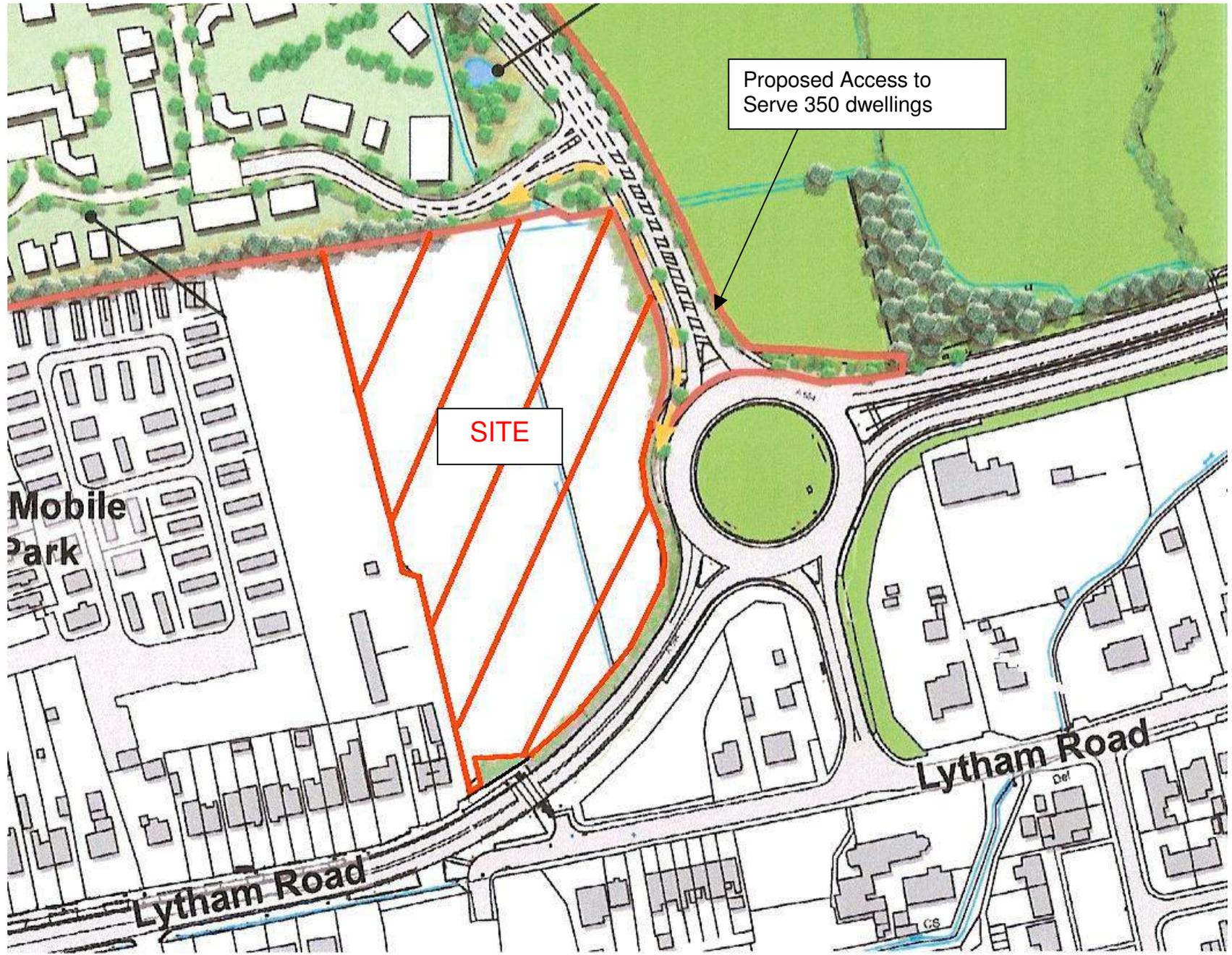
6.4 It is recommended that a further traffic assessment should be carried out to determine if the roundabout could accommodate the design year traffic flows with a 5<sup>th</sup> arm added.

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**Figure 1**

**Site Location**



Proposed Access to  
Serve 350 dwellings

SITE

Mobile  
Park

Lytham Road

Lytham Road

A584  
Freckleton  
Bypass



FIGURE 1  
Site Location

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**Figure 2**

**Preliminary Roundabout Design with 5<sup>th</sup> Arm**

Proposed 4th Arm to Serve 350 dwellings

2 m footway

3 m footway/cycleway

Proposed Toucan Crossing

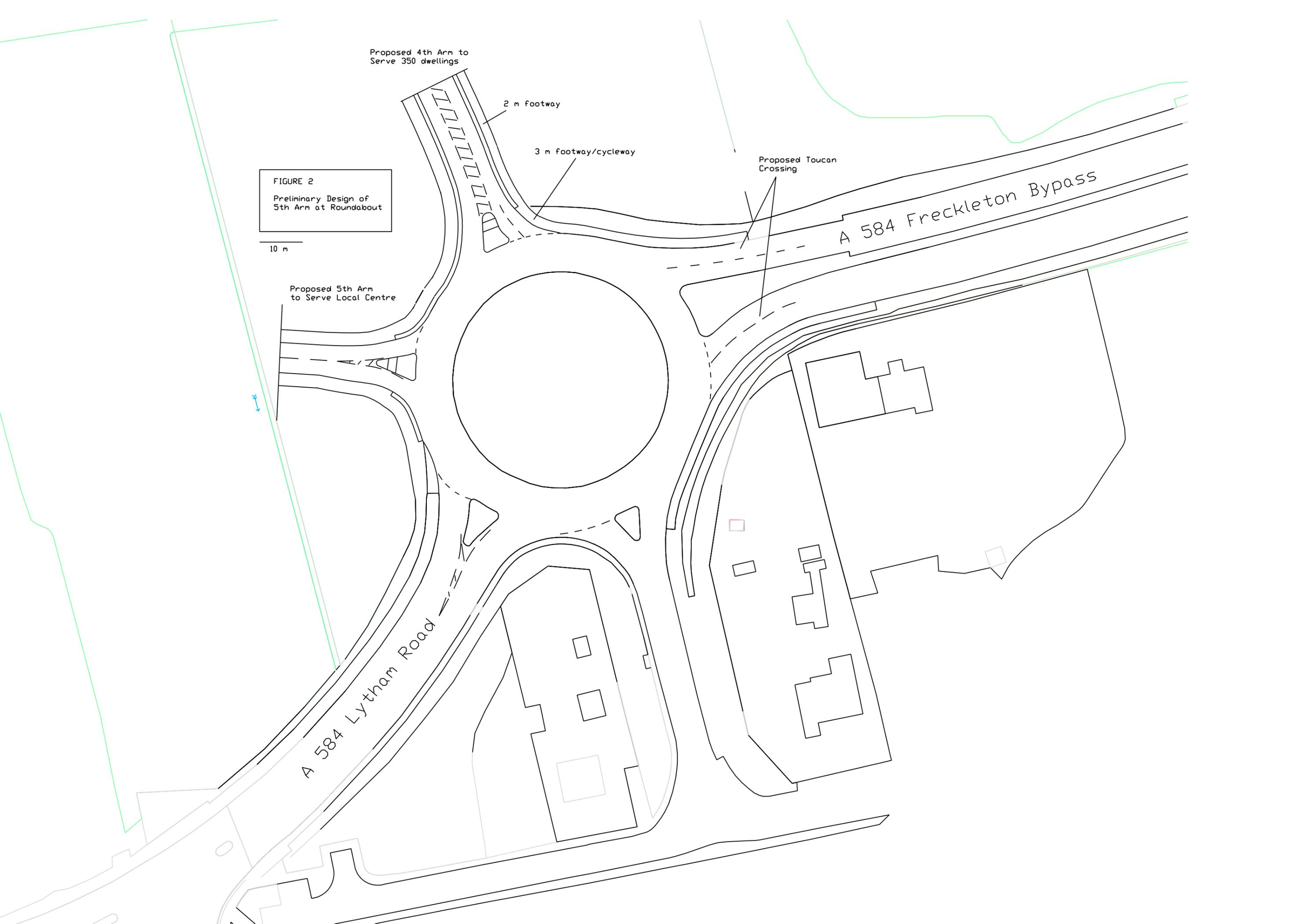
A 584 Freckleton Bypass

FIGURE 2  
Preliminary Design of  
5th Arm at Roundabout

10 m

Proposed 5th Arm to Serve Local Centre

A 584 Lytham Road



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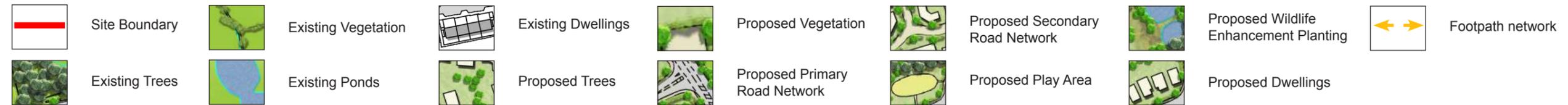
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**Appendix 1**

**Highway Access and Masterplan Layout for the  
Site to the North of the Roundabout**



**Key:**



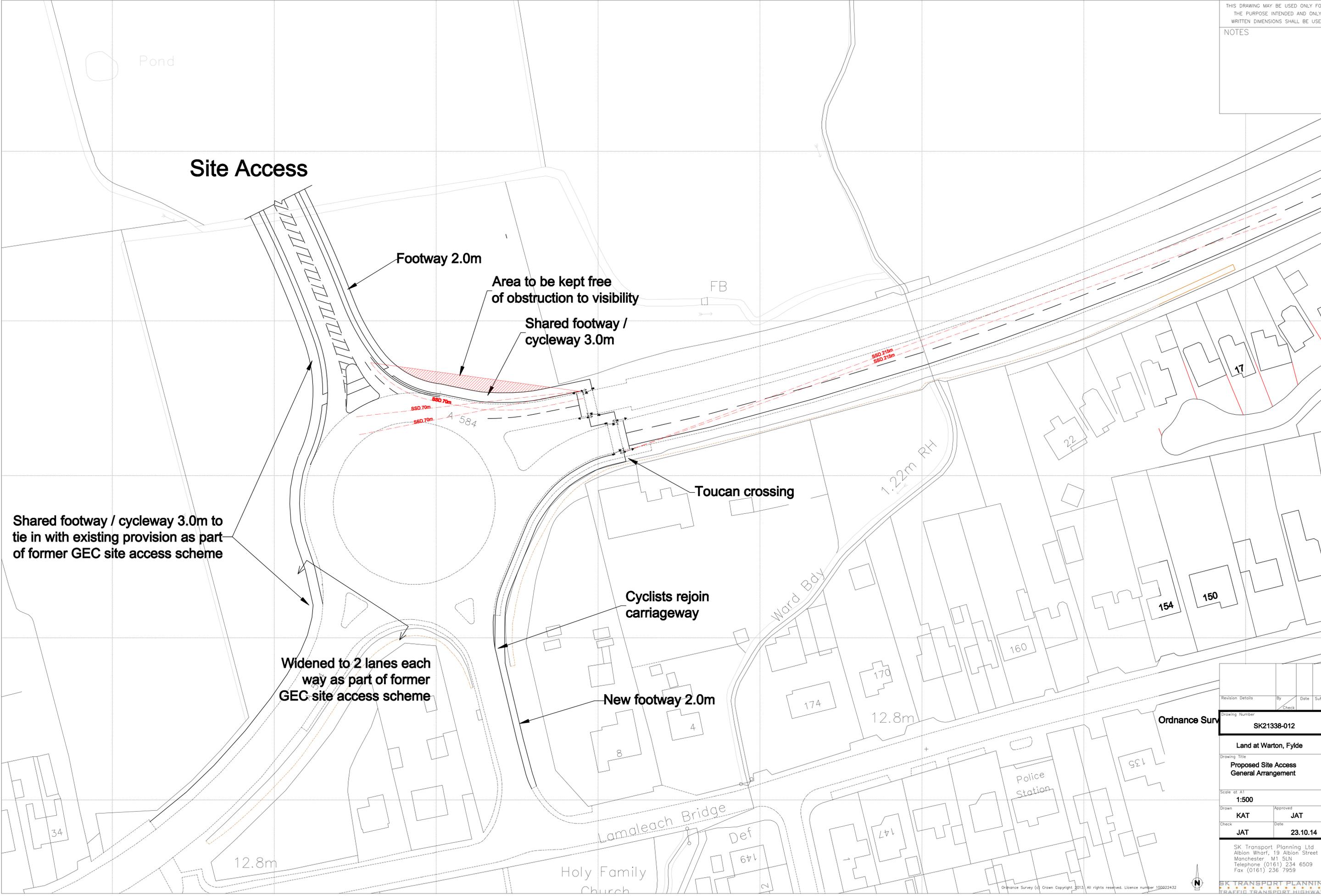
Land to the North of the Freckleton By-pass Bryning with Warton, Lancashire

APP 2  
Landscape Masterplan  
Scale: Not to Scale



THIS DRAWING MAY BE USED ONLY FOR THE PURPOSE INTENDED AND ONLY WRITTEN DIMENSIONS SHALL BE USED

NOTES



Revision Details	By	Date	Suffix

Drawing Number  
**SK21338-012**

Land at Warton, Fylde  
Proposed Site Access  
General Arrangement

Scale at A1  
**1:500**

Drawn	Approved
<b>KAT</b>	<b>JAT</b>
Check	Date
<b>JAT</b>	<b>23.10.14</b>

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SK TRANSPORT PLANNING  
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Ordnance Survey



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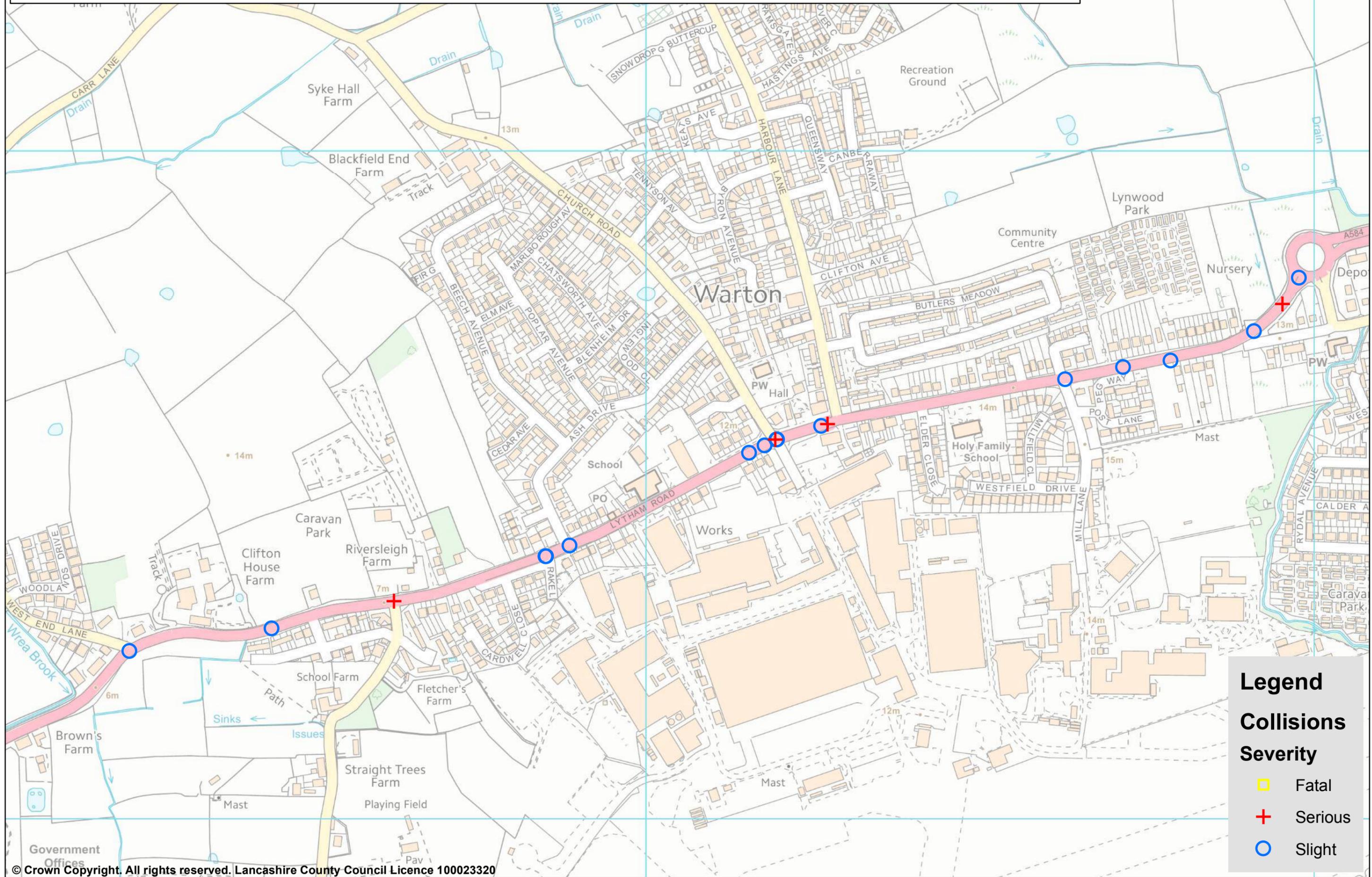
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**Appendix 2**

**Road Safety Information**

# Lytham Road collisions by severity from West End Lane to Freckleton Bypass, Warton (1 Jan 2011 - 31 Dec 2015)



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**Appendix 3**

**Traffic Flows for the Highway Network (2024)**

**A584 Lytham Road Warton - Schematic Traffic Flow Diagram**

2024 base + all committed development + Preston Western re-distribution

