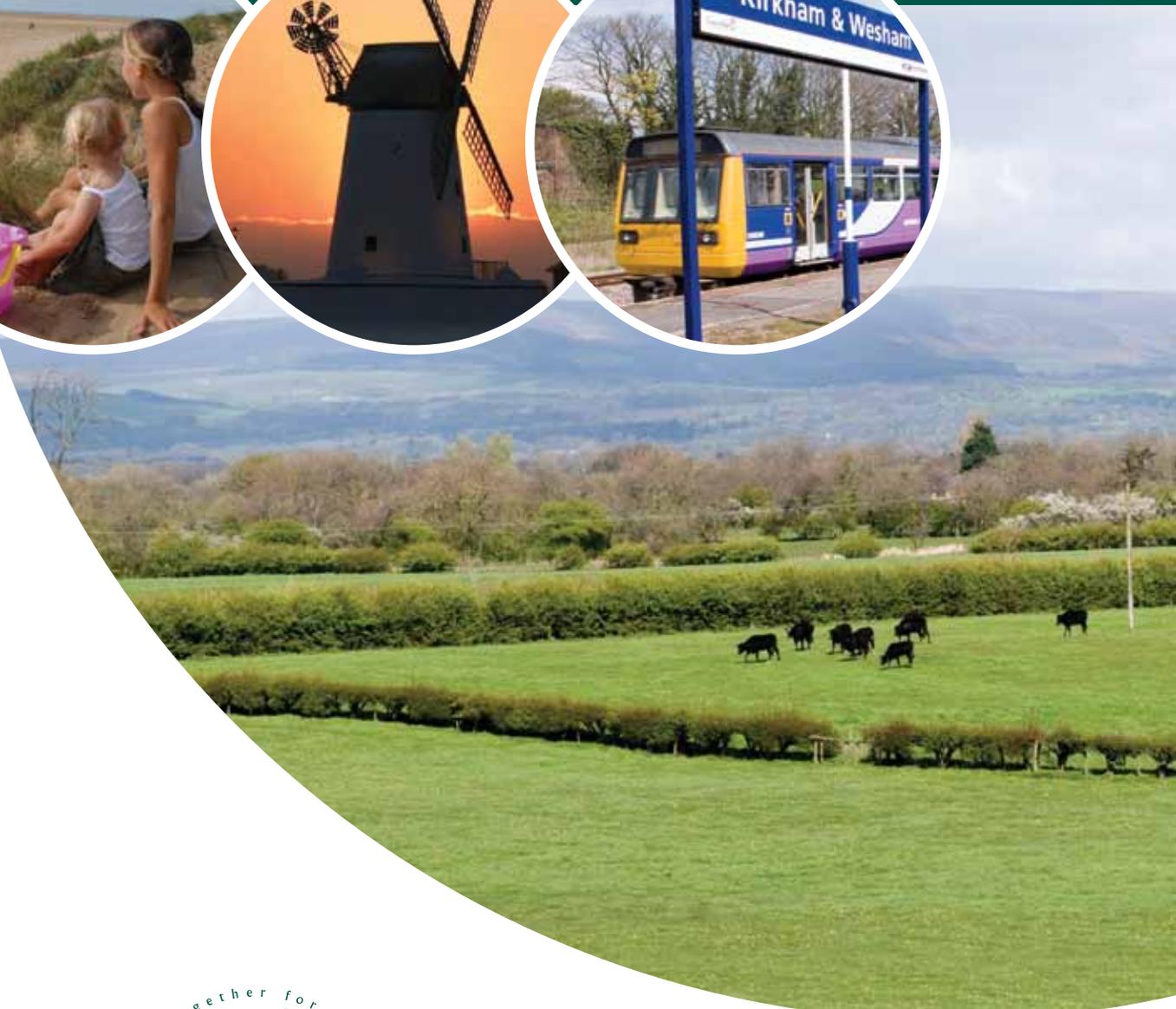


Plan for Fylde - Plan for the Future

Fylde Local Plan to 2030

Issues and Options June 2012



FYLDE BOROUGH COUNCIL



Preface

Fylde borough consists of the seaside resort towns of Lytham and St Annes, the towns and villages of Kirkham, Wesham, Freckleton and Warton, along with the rural countryside and smaller picturesque villages. A rich heritage has helped to make Fylde a destination in its own right.

Fylde is also an important part of the Lancashire economy – containing regionally significant business sectors including BAe Systems at Warton, (part of the Lancashire Enterprise Zone), the Westinghouse (Springfields) nuclear processing plant and Blackpool International Airport. It is vital that we manage, guide and encourage development within Fylde to meet the aspirations of our local communities.

This consultation on options represents the first stage in the preparation of the new Fylde Local Plan. This Local Plan will eventually replace the existing adopted Fylde Borough Local Plan. The options have been developed by gathering information from existing evidence and the results of public consultation. This document presents a vision of Fylde in 2030 and options for achieving that vision.

The consultation is for the benefit of all residents within Fylde and those with an interest in the area. Therefore, it is important that we hear from the community to obtain their views on what is being proposed. This will help us make an informed decision on what our preferred plan should be.

I look forward to hearing your views on the proposals and options within this document in order that they can be taken into consideration as the Council progresses to the next stage of producing the Fylde Local Plan.



Councillor Dr Trevor Fiddler
Portfolio Holder for Planning and Development
Fylde Borough Council
June 2012

How to Comment

The Council welcomes your comments on all aspects of this document, particularly the five options for the spatial development of the Borough and the series of options and questions on a range of topics. However if you feel that there are other realistic and achievable options that have not been considered at this stage, we welcome your views.

Key Dates

The consultation period runs from 7 June 2012 until 19 July 2012.

Where the document is available

The Consultation Document is available online at www.fylde.gov.uk/localplan/ or paper copies and the questionnaire are available at Fylde Direct at St Annes and at libraries across Fylde Borough. The document is also available on CD from the Planning Policy Team (see contact details below).

Online: You may find it easiest and quickest to respond online. You can access the online consultation using the following link: www.fylde.gov.uk/localplan/

By Post: The questionnaire can be completed and returned by post to Fylde Borough Council using the FREEPOST address set out in the 'Next Steps' section at the end of the printed questionnaire.

This and other Local Plan documents will be made available on request in large copy print, audiocassette, Braille or languages other than English. All requests for Local Plan documents in different formats should be made in the first instance to the Planning Policy Team. The Council will meet the cost of any reasonable request for providing this service.

What if I have any further queries?

If you have a query about any aspect of this consultation please contact the Planning Policy Team.

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Section 1:

Key Issues and Objectives

Chapter 1

The Plan Process

This Consultation on Alternative Options

1.1 This is the first document the Council has produced seeking your views on the proposed content of the Fylde Local Plan. It sets out alternative options for the spatial development of Fylde Borough to 2030 and options for addressing policy issues such as climate change and the provision of open space.

1.2 At this stage we are seeking your views on the alternative options put forward in this document. An interim appraisal of the relative sustainability of the alternative options has been produced ([see www.fylde.gov.uk/localplan/](http://www.fylde.gov.uk/localplan/)) and should be read in conjunction with this document. It will help inform your comments on the options.

1.3 Your comments and the results of the interim Sustainability Appraisal will inform the Council's choice of preferred options and these will be included in a further consultation document, called the Preferred Options. This will be the next stage in the preparation of the Local Plan, where you will have a further chance to let us know your views.

The Fylde Local Plan

1.4 The Fylde Local Plan will guide development in the Borough over the next fifteen to twenty years. It will eventually replace the current adopted Fylde Borough Local Plan (as altered), October 2005.

It is a spatial plan built upon the principles of sustainable development, which provides for the needs of the area, addresses climate change and achieves high quality design, good accessibility and community involvement. The National Planning Policy Framework stresses that the economic, social and environmental roles of sustainability are 'mutually dependent' and should be 'sought jointly and simultaneously through the planning system'. Spatial planning does not only take into account the use of land, but considers other issues that could affect, or be affected by land use, such as health, education and crime.

1.5 The Fylde Local Plan will contain a vision which sets out how we want Fylde to develop over the period to 2030. It will set out the strategic priorities for Fylde which will not only ensure that new homes, jobs and services required by communities are located in the most sustainable locations, but will also deliver the necessary infrastructure and facilities to make this possible.

1.6 The Fylde Local Plan will also set out strategic locations for development and Development Management policies for assessing planning applications. A further Development Plan Document will follow production of the Fylde Local Plan, which will set out specific site allocations for housing, employment and retail and the location of green spaces and protected areas.

The Evidence Base

1.7 It is important to gather relevant up-to-date information to support the Fylde Local Plan; this is known as the 'evidence base'. We have collected, or are in process of collecting, information on a range of issues including demographics, housing, employment, retail, open space and climate change.

The Council started assembling the evidence base in 2006 and on 19 May 2011 we formally began preparing the Fylde Local Plan. Plan making is controlled by government regulations. The formal start of preparation for this Plan was marked by consultation on the Revised Sustainability Appraisal Scoping Report, which is available to view on the Council's website and the formal consultation (under Regulation 25 of the Town and Country Planning Regulations 2004) on the proposed scope and content of the Local Plan. New regulations are now in place relating to this aspect of the process (Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012).

1.8 A key part of the evidence is a Sustainability Appraisal of the impact of the Plan. The first stage of this appraisal was the Scoping Report. An interim Sustainability Appraisal of the options has been undertaken and should be read alongside this document. It is available to view on the Council's website at: www.fylde.gov.uk/localplan/. The outcome of the interim Sustainability Appraisal will inform the Council's choice of the Preferred Options and a full appraisal of the Preferred Options and a Strategic Environmental Assessment will be undertaken at that stage.

Consultation to date

1.9 The alternative options set out in this document have been informed by the results of the 'Issues, Vision and Objectives' public consultation undertaken between 7 February and 25 March 2011. This was the first consultation on the content of the Local Plan. Its purpose was to seek views on the key planning issues facing the Borough and the vision and objectives for inclusion in the Local Plan. Various methods of community involvement were used in order to target as many people as possible, with particular emphasis on the 'silent majority.' We also met with key organisations, such as the education authority, Environment Agency and United Utilities, to discuss infrastructure provision across the Borough. No formal document was produced at this stage.

Between 19th May and 1st July 2011 we invited representations on what topics or themes the Local Plan should contain. Details of the outcome of this consultation exercise are provided in the consultation statement which can be found on the Council's website at www.fylde.gov.uk/localplan/.

1.10 This consultation on Options is an important stage in the preparation of the Local Plan. Interpreting the evidence base and the results of the Issues, Vision and Objectives consultation, it presents a vision of Fylde in 2030 and alternative options for the future development of the Borough. The options indicate various ways of addressing the key issues and achieving the vision. The next stage in the process of producing the Local Plan will be consultation on the Preferred Options, followed by publication and submission of the Plan for independent examination and adoption.

1.11 We are keen to seek your views on the spatial options and key policy issues. We will consider your views, including any further options you put forward, together with the evidence and the outcome of the interim Sustainability Appraisal and decide on the Council's preferred strategy.

Evidence we have used to inform the Local Plan

1.12 In preparing this document, we have relied upon a number of studies. Some of the evidence is already complete, whilst some is in the course of completion and will inform later stages in the production of the Local Plan. The evidence will continually evolve and be updated where new information is available. It helps us to identify what the issues are, determine ways of dealing with them and demonstrate that the preferred options we choose are the best ones.

1.13 The evidence base is available to view on the Council's website at www.fylde.gov.uk/localplanevidence/ and includes the following key studies:

The **Fylde Strategic Housing Land Availability Assessment 2011** looks at how much land there is that could potentially deliver housing within the Borough. It includes sites suggested by land owners. (The Council will select which sites are to be developed through the plan making process);

The **Fylde Coast Strategic Housing Market Assessment 2008** looks at the wider housing market across the Fylde coast and its implications for housing in the Borough;

The **Fylde Coast Housing Strategy 2009** sets out housing priorities for the whole of the Fylde coast. The strategy will help us plan new housing and housing services according to how people actually live and work, unrestricted by local authority boundaries;

The **Fylde Coast Local Investment Plan 2011 – 2014** provides a framework for investment in the residential neighbourhoods by the three Fylde coast authorities and by other public sector partners, housing associations and private developers, alongside investment from the Homes and Communities Agency;

The **Fylde Housing Needs Assessment March 2012** was undertaken in December 2011. It considers current housing need, future need, affordable housing supply and the housing requirements of households in need;

The **Emerging Housing Requirement Paper 2011** has been informed by the Fylde Coast Strategic Housing Market Assessment and uses population forecasts to arrive at a local housing requirement figure based on objectively assessed development need (see Appendix 2);

The **Fylde Coast Retail Study 2011** examines the vitality of the main town centres across the Fylde coast, current and future expenditure patterns, the impact of proposed new development and the capacity for future retail development;

The **Fylde Employment Land and Economic Development Strategy 2006** looks at how much employment land there is in the Borough and how much we are likely to need in the future. An updated study of employment land is currently underway and the findings will inform the next stage of the plan process;

The **Fylde Economic Development Strategy and Action Plan 2008 – 2021** provides an understanding of the Borough's economic position and its key industrial sectors. This understanding will be further developed as part of the updated employment land study;

The **Fylde Coast Sub-regional Visitor Accommodation Study 2009** is a comprehensive study of the quality, quantity and location of visitor accommodation across the Fylde coast sub-region, as well as an appraisal of the future need for visitor accommodation;

The **Fylde Strategic Flood Risk Assessment (Update 2011)**, undertaken in consultation with the Environment Agency, examines the risk of flooding in the Borough from rivers and the sea. If the Council makes a decision to allocate land for development in areas of high flood risk, a more detailed flood risk study will be required;

The **Fylde Open Space, Sport and Recreation Study – Strategy and Action Plan – 2008** assesses Fylde’s open space and sport and recreation facilities, focusing on their quality and how well they are used and valued. It also provides new open space standards and reviews the Borough’s playing pitch strategy;

The **Fylde Green Infrastructure Strategy 2011** provides an overview of the green spaces, paths and bridleways and other open areas for recreation in the borough and sets out recommendations that will be considered as the Local Plan is developed;

The draft **Blackpool and Fylde Coast Protection Strategy 2011** provides a long-term plan (100 years) for the management of the coastal defences;

The **Lancashire Sub-Regional Gypsy and Traveller Accommodation and Related Services Assessment 2007** was commissioned by the then 4NW and the Lancashire local authorities to inform the partial review of the Regional Spatial Strategy, with regard to provision for gypsies and travelers. An update of this study has been commissioned and will inform later stages of the plan;

The **Fylde Borough Council Monitoring Report Dec 2011** is used to assess progress on the delivery of planning policies and reviews the effectiveness of policy;

The **Fylde Local Plan Sustainability Appraisal Scoping Report 2010** is the first stage of producing the Sustainability Appraisal of the Local Plan. It focuses on information obtained from a range of plans, policies and programmes at international, national, regional and local levels. The information is broken down by topic and provides current and future trends. It is used to establish a baseline and produce sustainability objectives which policy options can be appraised against during plan preparation.

1.14 Other sources of evidence we will use include:

Fylde Borough Council Regeneration Framework 2010

Lytham St Annes ‘2020 Vision’ for the Visitor Economy and ‘Classic Resort’ Status – 2009

The Fylde Coast Cultural Strategy
2009 – 2014



National and Regional Policy

1.15 Fylde is influenced by policy at the national and regional levels.

National Policy

1.16 National planning policy guidance is provided by the National Planning Policy Framework (NPPF), which came into effect on 27 March 2012, along with national planning policy for Travellers' needs. National guidance should not simply be repeated within the Local Plan but should be influential in its delivery. The NPPF proposes an overarching presumption in favour of sustainable development. It can be viewed on the Communities and Local Government website

www.communities.gov.uk/planningandbuilding/



Regional Policy

1.17 On 6 July 2010 the Government announced its intention to abolish regional spatial strategies, which currently form the regional level of the planning process. The Government's aim is to make local spatial plans (such as the Fylde Local Plan), drawn up in conformity with national policy, the basis for planning decisions. Local communities will be free to deliver sustainable development in a way that allows them to control the way in which their villages and towns change. The Localism Act contains the provisions to revoke the regional strategies, following the outcome of consultation on the Strategic Environmental Assessment of Regional Strategies. However, until the current North West Regional Spatial Strategy is revoked it remains an ongoing part of the development plan for Fylde.

Local Plans and Strategies

Sub-regional Plans and Strategies

1.18 Fylde's location ensures strong links with the Fylde coast authorities of Blackpool and Wyre and Preston to the east. The neighbouring authorities of South Ribble and West Lancashire are also partners in the promotion of the Ribble Coast and Wetlands Regional Park. Under the Government's legal duty to co-operate, partnership working is essential to ensure the potential of Fylde's geographical position is maximised, strengthening links with neighbouring authorities and assisting in the delivery of the Local Plan.

1.19 Regular meetings between officers of Fylde Council and neighbouring authorities take place, where important issues that cross administrative boundaries are discussed in detail. Local councillors from the adjoining authorities have also met to discuss matters that cross their council boundaries. In order to comply with regulations relating to the 'duty to co-operate', due to come into effect during 2012, a Memorandum of Understanding is currently being drawn up between Fylde, Wyre and Blackpool Councils.

1.20 The most relevant sub-regional plans and strategies, not previously referred to in paragraph 1.13, are listed below:

- Ambition Lancashire Sustainable Community Strategy (2005-2025);
- Lancashire Minerals and Waste Local Plan (2009-2021);
- Lancashire County Economic Assessment 2011;
- Lancashire Local Transport Plan 3 (2011 – 2021);
- Lancashire Enterprise Zone 2012 (BAE Systems at Warton and Samlesbury);
- Lancashire Climate Change Strategy (2009 - 2020);
- Lancashire Sustainable Energy Study 2011 and update 2012.

Local Strategies

1.21 The Local Plan must have regard to plans and strategies produced locally. The most important local strategies include the following:

- Fylde Sustainable Community Strategy 2008 - 2018;
- Fylde Sustainable Community Strategy Delivery Plan 2011/12;
- Fylde Borough Council Corporate Strategy;
- Fylde Sand Dunes Management Action Plan;
- Parish Plans.

Section 1:

Key Issues and Objectives

Chapter 2

Spatial Portrait of Fylde and Key Issues

Fylde borough

2.1 Fylde is a predominantly rural borough occupying the southern part of the Fylde peninsula in the west of Lancashire, having a population of 76,600 (ONS mid-year estimate June 2010). It is bounded to the north by Wyre borough and the estuary of the River Wyre, to the west by the densely populated urban area of Blackpool, by Preston to the east and by the Ribble Estuary to the south.

The coastline is one of the dominant features of the Borough and is the setting for the majority of its urban areas. The largest towns, Lytham and St Annes, together have a reputation as a high quality resort with their significant visitor resources along the seafront and an internationally famous championship golf course. The other significant settlements are Warton and Freckleton, lying further east, and Kirkham and Wesham, which together form the only sizeable inland settlements. (See settlement areas and key constraints map at the end of this chapter.)

Fylde in Context



Fylde Borough Council. (c) Crown Copyright and database right (2012). Ordnance Survey (100006084).

Settlement Areas

2.2 Through the initial consultation on the Issues, Vision and Objectives and work on the evidence base, a spatial portrait of Fylde has been developed. As part of the spatial portrait the Council proposes to follow a settlement area approach. This will allow the future implications of the Local Plan to be explained specifically for each area and allow local distinctiveness to be preserved and managed effectively. The settlement areas are based on geographical areas but cannot be considered in isolation, as issues can cross settlement areas, borough boundaries and beyond.

2.3 In considering the settlement areas, the Council has recognised five broad areas, each containing individual distinctive settlements:

- Lytham St Annes
- Kirkham and Wesham
- Freckleton and Warton
- Blackpool Periphery
- Rural Area

The main characteristics of each area are set out in this chapter, along with key issues arising from the Issues, Vision and Objectives consultation and what they mean for the Local Plan. Later in this document we have identified alternative strategies for tackling these issues. However, through consultation, other issues and further possible options may arise.



Lytham St Annes

2.4 Lytham St Annes includes the urban settlements of St Annes, Ansdell and Lytham (Squires Gate is included in the Blackpool periphery). The settlement area is located on the south west side of the borough, within the main urban area which runs adjacent to the coastline.

2.5 The settlement area is constrained by the coastline to the south and by Green Belt to the north and east. To the north, Lytham Hall Historic Park, golf courses and the countryside abut the settlement area. The area is heavily constrained and there is a shortage of land for development.

Key Issues and Characteristics

2.6 The settlement area contains over half of the borough's population. The population age profile includes significantly lower proportions of children and young adults and a high proportion of people over the age of 65.

2.7 St Annes' wards of Central, Ashton, Fairhaven and Kilnhouse are recorded as being in the bottom third of the poorest wards in the country. Central ward is ranked in the poorest third nationally for crime and St Annes is in the worst 25% of areas in England for health deprivation. However, other parts of St Annes are in the best 25% for health deprivation and one part of St Annes is in the best 10% in England.

2.8 Lytham St Annes is a popular tourist resort that provides local employment. Other key employers include the financial services of Axa and Aegon at Lytham. Lytham and St Annes are the main shopping areas in Fylde and also where many of the borough's services are concentrated. The area is well served by public transport and well connected to Blackpool by bus. However, connections to Kirkham town centre are relatively infrequent.

2.9 Housing in Lytham St Annes is considered to be the least affordable in the borough and the need for affordable housing is therefore greatest in this area compared to the rest of the borough. From April 2001 - March 2011, 60% of residential completions have been flats that generally cater for the older population and this trend could continue to attract retirement in-migration. The trend has also resulted in limited provision of new family housing in Lytham St Annes.

2.10 Sustainably located employment sites, particular in Lytham, have been lost to residential development. This has arisen as a result of a housing supply shortage, leading to housing schemes being approved at appeal.

2.11 Physical regeneration of the seafront is required to maintain the hotel market and support wider tourism and the local economy.

2.12 There is a high concentration of listed buildings and conservation areas and Lytham Hall is a Grade I listed building on the 'property at risk' register. However, the construction of modern blocks of flats has significantly changed the character of the built environment in some areas.

2.13 There is a shortage of allotments.

2.14 A rise in sea levels associated with climate change could increase tidal flooding. As areas of existing housing to the east of Lytham are located in areas at high risk of flooding (Flood Risk Zone 3), manmade flood defences need to be replaced and natural flood defences, such as the sand dunes, need to be managed to stop dune erosion.

2.15 Foul and surface water systems run into the same combined sewer and this can result in flooding problems.

2.16 There is some limited capacity in the combined sewer system. However, additional loading of the system caused by further development could impact upon overflow spills into the Ribble Estuary and affect bathing water quality.

2.17 Water pressure is close to minimum service levels with current demand. New development will create further demand for water which could adversely affect water pressure. This will result in a need for consideration of how to manage water conservation measures in new development.

2.18 There is a shortage of primary and secondary school places, with primary school place provision being the main priority for the Lancashire Education Authority.

2.19 The M55/Heyhouses Link Road is required to provide a convenient access from Lytham and St Annes to the motorway.

Implications for the Local Plan

2.20 The Local Plan should provide for an appropriate housing mix and provision of affordable housing. Opportunities for infill development should be maximised, but not if it leads to the loss of employment sites or public open space.

2.21 The Lytham St Annes settlement area will need to accommodate the amount of housing identified for it in the preferred option, at the next stage of the Plan process. This amount of housing (required to meet the borough's need for new housing until 2030) will include an element of affordable housing.

2.22 New development will need to be phased to allow for the provision of infrastructure, such as increased capacity of the combined sewer system, to be provided. The upgrading and maintenance of flood defences is required and the tourism benefits of this should be optimised as part of any scheme. Land should be provided for recreational opportunities, including allotments.

2.23 Any new development along the inland edge of the settlement area should improve access to the countryside by providing routes for pedestrians, cyclists and horse riders.



Kirkham and Wesham

2.24 This settlement area is located centrally within the borough and provides services for the surrounding rural area. It is constrained by Green Belt to the south and land at high risk of flooding to the north of Kirkham and south of Wesham. Countryside areas are located to the east, west and north of the settlement area.

Key Issues and Characteristics

2.25 The area contains approximately 15% of the borough's population. Health deprivation in Kirkham is mixed; parts of Kirkham are in the worst 25% of areas in England, whilst other parts are in the best 25%. Wesham has the lowest proportion of dwellings in the higher tax bands and the highest proportion of dwellings in the lowest tax band, suggesting that housing generally comprises smaller properties.

2.26 Kirkham is recognised as a historic market town and one of the main shopping areas in the borough. Key employers include Fox's Biscuits, Kepak and Ribby Hall Village just outside Kirkham. Kirkham and Wesham railway station is situated on the Preston to Blackpool line, just before it divides into the North Fylde Line to Blackpool and the South Fylde Line to Lytham St Annes. It is the busiest station in the borough in terms of passenger numbers and train frequency.

2.27 Housing is generally more affordable in this settlement area but additional affordable housing is still required. There is pressure for sites from housing developers. The retail offer in Kirkham town centre is limited and there are increasing vacancy rates and a growing number of charity shops. The appearance of the town centre has deteriorated recently and needs investment.

2.28 Tourism facilities are provided at Ribby Hall Village, where there may be the potential for expansion. There is a possibility of unfound archaeological remains within the historic market town of Kirkham.

Implications for the Local Plan

2.29 The Local Plan should provide for an adequate supply of affordable housing and there should be a focus on reducing vacancy rates in Kirkham town centre.

The Kirkham and Wesham settlement area will need to accommodate the amount of housing identified for it in the preferred option, at the next stage of the Plan process. This amount of housing (required to meet the borough's need for new housing until 2030) will include an element of affordable housing.

2.30 Refurbishment of vacant units should be undertaken and the historic market town character should be protected and enhanced. Development should be directed away from areas at high risk of flooding, provision should be made for the protection of unfound archaeological remains and land should be provided for recreational opportunities.



Freckleton and Warton

2.31 This settlement area is located on the south east side of the borough and is part of the main urban area which runs adjacent to the coastline. It is constrained by existing employment land at BAE Warton to the south and by Green Belt to the west of Warton and the north of Freckleton. Countryside abuts the settlement area to the east, which is located in a high flood risk area.

Key Issues and Characteristics

2.32 Key employers include BAE Systems at Warton and the Land Registry. There is a shortage of land for development in Freckleton, as it is constrained by Green Belt to the north, an area of high flood risk to the east and Warton aerodrome to the south. This area is the most affordable in the borough but additional affordable housing is still required.

2.33 Employment at BAE Systems Warton is being restructured and an Enterprise Zone has been established. This will create varying employment opportunities and should create net additional employment. There is an imbalance between employment opportunities and housing provision, which creates high levels of commuting to the BAE Systems site and increased pressure on the local road network during peak times. In addition, Warton does not have a recognised local shopping centre.

2.34 There is a shortage of allotments in the area.

Implications for the Local Plan

2.35 The Local Plan should provide for an adequate supply of affordable housing and the balance between employment and housing opportunities should be addressed. The Freckleton and Warton settlement area will need to accommodate the amount of housing identified in the preferred option, at the next stage of the Plan process. This amount of housing (needed to meet the borough's need for new housing until 2030) will include an element of affordable housing.

2.36 Development will not take place in High Flood Risk Areas. Without a review of the Green Belt, development in Freckleton will be limited to infill. Warton has requirements for a recognised local shopping centre and land should be provided for recreational opportunities, including allotments.

2.37 The Local Plan will need to seek to address drainage problems in new build development, for example by incorporating sustainable drainage systems, green roofs and other ways of reducing run off from agricultural practices.



Blackpool periphery

2.38 This settlement area includes Squires Gate, land at junction 4 of the M55 and Normoss. It is located in Fylde borough but adjacent to the Blackpool boundary, which means that this area has greater connections with Blackpool in terms of character and geographical location. It is likely that existing residents and businesses within the area will continue to rely on Blackpool's infrastructure and services.

2.39 Squires Gate is constrained by Green Belt to the south and Normoss is constrained by Green Belt to the east. Land at junction 4 of the M55 is constrained by existing employment land and abuts the countryside area.

Key Issues and Characteristics

2.40 Key employers include the Department for Work and Pensions and Blackpool Airport. The airport has seen a decline in passenger numbers in recent years. Housing schemes have been approved at Whitehills, which is isolated from the main settlement and services. Further housing schemes should be better integrated with the surrounding community.

2.41 Many holiday caravans/chalet pitches within the borough are located at the boundary with Blackpool. This supports tourism in both Lytham St Annes and Blackpool. At present, the majority of existing and new employment allocations are located at Whitehills. However, the existing employment land here has poor broadband connection. Further evidence is needed to determine how much employment land is needed and where it should be located.

2.42 Erosion of the sand dunes is an issue at Squires Gate. It has been recommended that, within the next twenty years, the dunes should be managed as the main front line sea defence, whilst also determining the requirements for a second defence line set back at the road south of Squires Gate. If viable, this would manage the risk of breaches in the dunes.

2.43 The sewer system in the Blackpool catchment is at capacity, which means that any large scale development at the Blackpool periphery would need to be phased. The lack of capacity in the sewer system is mainly due to the amount of surface water that enters the combined system. In addition, water pressure is close to minimum service levels with current demand. Further development will create a large demand for water and this could adversely affect water pressure.

2.44 The M55/Heyhouses Link Road is required to provide a convenient access from Lytham St Annes to the employment land at Whitehills and to the motorway.

Implications for the Local Plan

2.45 The Local Plan should provide for an adequate supply of affordable housing and phase development to allow for necessary infrastructure to be provided. The Blackpool periphery settlement area will need to accommodate the amount of housing identified in the preferred option, at the next stage of the Plan process. This amount of housing (needed to meet the borough's need for new housing until 2030) will include an element of affordable housing. In relation to the erosion of the dunes, management of the dune frontage will need to be considered, along with a secondary line of defence set back.

2.46 This area has an important role with regard to employment provision and tourist accommodation, which the Local Plan will need to take account of.

Rural Area

2.47 The rural area includes the settlements of Wrea Green, Newton, Singleton, Staining, Weeton, Elswick, Clifton, Treales, Little Eccleston, Wharles and the surrounding rural catchment. A large proportion of the borough falls within the rural area. Land south of Newton and Clifton is in a high flood risk area.

2.48 To the south, the rural area has strong linkages to the coastal area. The central rural settlement area has greater linkages to Kirkham and its market town function. To the north, the settlement area is considered to have greater linkages to Wyre borough. To the east, the rural area has stronger links to Preston and beyond and to the west it has stronger links to Blackpool.

Key Issues and Characteristics

2.49 Newton and Wrea Green are in the best 25% areas in England for health deprivation. Wrea Green has the highest proportion of dwellings in the higher tax bands, with more than half of dwellings within these bands. Wrea Green and Singleton have the lowest proportion of dwellings in the lowest tax band.

2.50 Agriculture is an important industry for the Fylde rural economy, although it has had to undergo considerable change in recent years. Other key employment located in the rural area includes Universal Products at Greenhalgh, Westinghouse (Springfields) at Salwick, near Clifton and Ribby Hall Village between Wrea Green and Kirkham.

2.51 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 area, with demand outstripping supply. The unauthorised use of static holiday caravans for residential use puts pressure on local facilities, which is not accounted for in service provision. There is also pressure from housing developers.

2.52 Agriculture is in decline and rural diversification is therefore required. Investment is also required to preserve the distinctive character of the villages and there is relatively poor public transport provision in the rural areas.

2.53 A new wastewater treatment works is planned near Singleton and this would reduce the amount of wastewater spillages into the Wyre Estuary and at Blackpool. Facilities and infrastructure in the rural villages are at capacity in some places.

Implications for the Local Plan

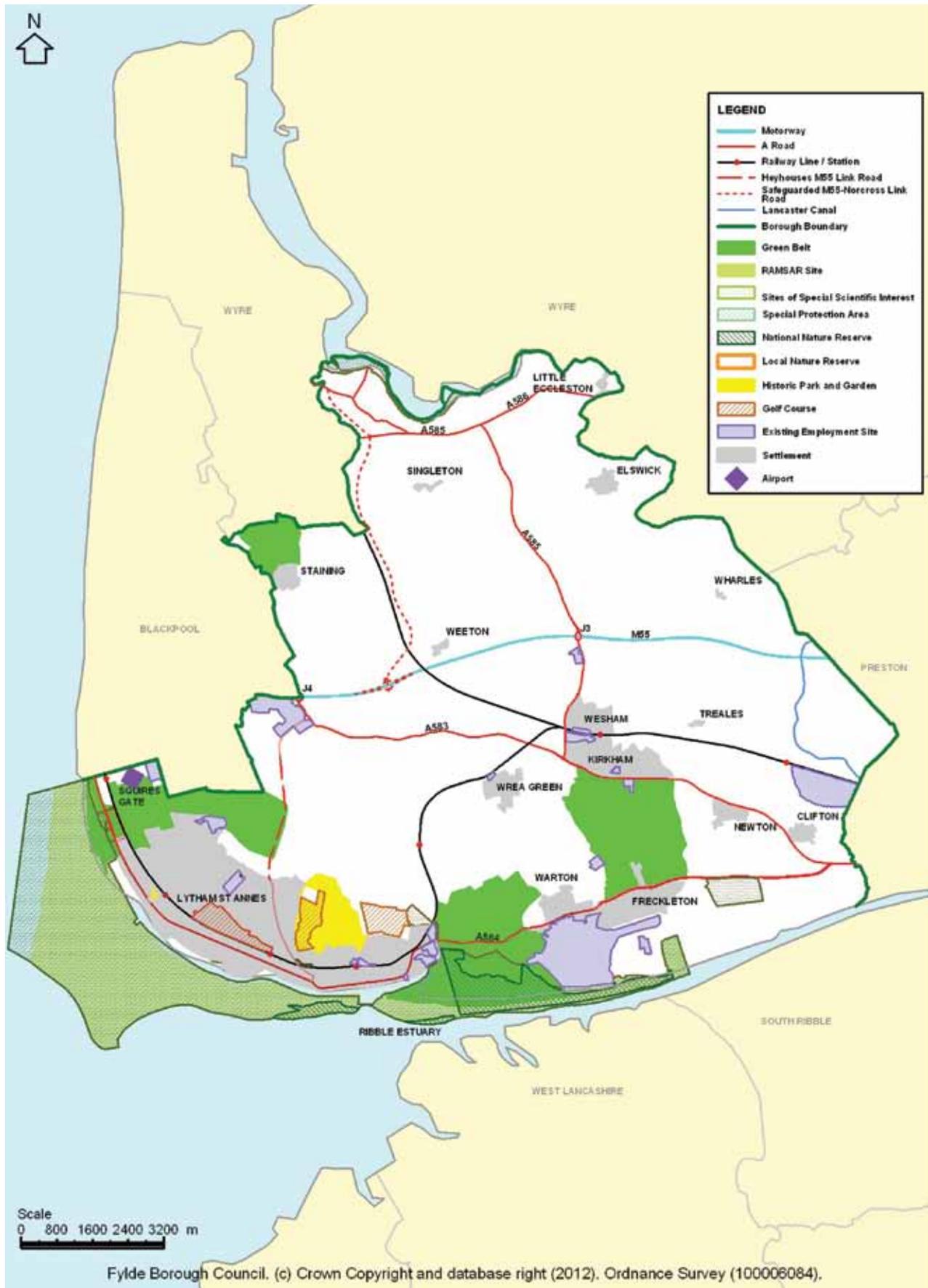
2.54 The Local Plan should provide for an adequate supply of affordable housing. Development should be sustainably located and farm diversification and employment opportunities supported. The rural settlement area will need to accommodate the amount of housing identified in the preferred option, at the next stage of the Plan process. This amount of housing (needed to meet the borough's need for new housing until 2030) will include an element of affordable housing.





Fylde Settlement Areas and Key Constraints

A map showing areas at risk of flooding is included in chapter 9, under the section on flood risk



Section 1:

Key Issues and Objectives

Chapter 3

A Vision for Fylde to 2030

Introduction

3.1 In simple terms, the Local Plan Vision is a statement of how we would like to see Fylde in 2030, at the end of the Local Plan period.

3.2 The Vision should not be an aspirational wish-list but something that we and our partners are capable of achieving through the spatial planning process. It is important that the Vision is unique to Fylde and recognisable as a Vision for this Borough. It should reflect the key issues we have identified and show how the Local Plan will deal with them. The objectives and options we identify later in this document will work towards achieving the Vision.

3.3 It is important that the Vision is consistent with the visions of other local strategies, the most important of these being the Fylde Sustainable Community Strategy.

SEE SECTION 4.1.1

of the Interim
Sustainability
Appraisal

3.4 The Vision for Fylde has been developed over several months. In February and March 2011 we consulted the public on a draft Vision as part of the Issues, Vision and Objectives consultation. The draft Vision included a borough-wide vision and visions for separate parts of the borough. We received a number of comments on the draft Vision, some of which suggested that the wording could be more succinct and should relate to Fylde as a whole, whilst retaining important aspirations for separate parts of the borough.

3.5 As a result the draft Vision was amended and is set out below:

Vision for Fylde to 2030

3.6 By 2030 Fylde will have retained its unique qualities including its seaside resort towns, tranquil open coastline, high quality golf courses, tourism offer, picturesque villages and pleasant landscapes.

3.7 The visitor economy will have been strengthened by the area's resort appeal, its reputation as a centre for world famous golf championships and its attractive rural areas. High quality attractions and accommodation will have been provided, generating an increase in the amount of visitors. The seafront, promenade gardens at St Annes and Fairhaven Lake will have been regenerated to provide a unique visitor experience.

3.8 Fylde will be a welcoming place with highly skilled, healthy communities. There will be a diverse and prosperous culture and an economy that encourages everyone to contribute. Access to healthy lifestyle choices, local health care facilities, good education and lifelong learning facilities will have been improved. Significant further educational opportunities and leisure facilities for young people will have been provided.

3.9 Lytham and St Annes will be thriving resorts with quality specialist shops, with Kirkham a vibrant historic market town. Wesham, Freckleton, Warton and the smaller rural villages will have retained their individual identities and built heritage. There will be improved retail and community facilities for local people at Freckleton and Warton and an improved village centre at Warton. All residents will have the opportunity to access public services, good jobs and decent, affordable homes.

3.10 Any negative effects of climate change brought about by increased energy use will be minimised, with a higher dependence on renewable sources. The potential of the Borough for renewable energy generation and low carbon energy regeneration will have been realised.

3.11 Sufficient open space and recreational facilities will have been provided, woodland increased and the area's unique pattern of coast and dunes, green spaces and countryside will be accessible and contribute to a high quality of life. The separation of existing settlements will have been maintained, the release of countryside for development minimised and the highest quality agricultural land will have been protected from inappropriate development, with an emphasis on local food production.

3.12 Biodiversity will have been enhanced and protected from unsympathetic development. Lytham St Annes will be a key visitor hub for the Ribble Coast and Wetlands Regional Park and opportunities will have been taken to achieve the Regional Park's social, economic and environmental benefits. Coastal defences will have been improved and their associated recreational and environmental benefits realised.

3.13 There will have been a reduction in the need to travel and increased use of sustainable forms of transport. Taking advantage of Fylde's flat landscape, more routes and facilities will have been provided to facilitate increased walking, cycling and horse riding.

3.14 The Lytham St Annes to M55 link road will have been completed and congestion on the A585 trunk road will have been addressed. Expansion of services provided by Blackpool Airport will have been secured, along with enhanced public transport access to the airport. A new passing point on the Blackpool South rail line will have been provided to allow for more frequent trains to the area and public transport services to Blackpool, Preston and beyond will have been improved. Station facilities at Kirkham and Wesham will have improved, making the town more accessible to other parts of the North West and increasing its sustainability as a residential and employment centre.

3.15 Fylde will have remained flexible in its approach to changing economic and employment patterns, particularly with regard to major local employers. It will have developed closer working relationships with adjacent Councils and other organisations and strengthened its position within Lancashire and its linkages with the city of Preston.

3.16 It will have continued to develop as a dynamic, prosperous community through the delivery of sustainable housing and employment growth, supported by the necessary facilities, services, infrastructure and access to modern telecommunications. New housing of an appropriate type and mix to address affordability, an ageing population and family needs will be located in suitable locations. High quality design and sustainable building methods will be the key principles of all types of new development. Opportunities for specialised related employment uses near to the airport will have been realised and employment will have been provided close to where people live.

3.17 Sufficient levels of housing of an appropriate type and mix to address local issues of affordability will have been provided in the smaller rural settlements. There will have been proportionate levels of employment growth to strengthen and diversify the local economies and reduce the need to travel. All development will have respected and conserved the individual character of the villages.



Section 1:

Key Issues and Objectives

Chapter 4

Strategic Objectives

Introduction

4.1 To deliver the Vision for Fylde set out within the previous chapter, a number of realistic strategic objectives have been produced.

4.2 These objectives are important as they will be used as a basis to measure the success of the Local Plan in achieving the Vision. The objectives will be monitored regularly by way of the rolling Monitoring Report.

Strategic Objectives for Fylde

4.3 The strategic objectives for the Local Plan set out how the Vision can be achieved. They express the purpose of the Local Plan and what the strategy aims to achieve. They embrace the aims and objectives of other key strategies important to Fylde, including the Fylde Sustainable Community Strategy.

4.4 The objectives address the key issues that have been identified for the Borough. The Local Plan will set out policy that helps to move towards achieving the objectives, so that we will come closer to achieving the Vision for Fylde.

4.5 There is an over arching objective that all new development will be sustainable. The remaining objectives contribute to achieving this primary objective. The most widely accepted definition of sustainable development is "Development which meets the needs of the present without compromising the ability of future generations to meet their own needs" (Brundtland Report 1987). The UK Sustainable Development Strategy Securing the Future set out five guiding principles of sustainable development. They are included in the NPPF and relate to: living within the planet's environmental limits; ensuring a strong, healthy and just society; achieving a sustainable economy; promoting good governance; and using sound science responsibly. These will be achieved by ensuring that the sustainability appraisal is used to inform policy and development proposals.

4.6 Objective 1:

To Create Sustainable Communities

All development will be located in sustainable locations in order to minimise the use of private transport and avoid areas at risk of flooding. New development will follow sustainable design principles and incorporate sustainable building practices by reducing carbon emissions, maximising water and waste efficiency and ensuring that they are resilient to the effects of climate change. Previously developed sites will be used in preference to greenfield and the quality of the openness of the Green Belt maintained. Planning Obligations will be used to ensure development is in line with the objectives of sustainable development.

A sustainable approach to housing will be taken.

This will:

1. Improve access for all to well designed, good quality, affordable and resource efficient housing across the Borough.
2. Meet the specific housing needs of all sections of the community (including affordable and special needs housing) by providing the right housing type and mix to secure sustainable communities and to improve housing choice. In particular, to provide more homes suitable for families.
3. Bring forward a flexible and responsive supply of housing land and buildings in sustainable locations to meet housing requirements.
4. Make the best use of previously developed land and buildings to reduce the loss of greenfield land.



4.7 Objective 2:

To improve the environment by

1. Protecting, enhancing and restoring the quality, character and distinctiveness of the biodiversity, landscape and countryside of Fylde Borough.
2. Expanding biodiversity resources, including improving habitat connectivity, particularly away from the coastal edge.
3. Promoting green infrastructure throughout the urban and rural areas.
4. Improving access to the natural environment.
5. Protecting and enhancing the built and historic environment and requiring new development to meet the highest quality urban design.
6. Minimising the risk of flooding, both tidal and fluvial, to existing and new development.
7. Protecting the best and most versatile agricultural land and increasing UK food security.
8. Protecting existing areas of Green Belt. It is not intended that there will be a strategic review of the Green Belt within Fylde during the plan period.
9. Promoting sustainable renewable energy, in order to reduce carbon emissions.
10. Supporting the Regional Park Plan for the Ribble Coast and Wetlands.
11. Ensuring that infrastructure is available to enable new development, whilst protecting and enhancing the natural and built environment.
12. Retaining the identity, character and setting of the rural villages.



4.8 Objective 3:

Making services accessible by

1. Taking an integrated approach to the location of development with improved accessibility to key facilities (by walking, cycling and public transport) in order to provide the opportunity for reduced reliance on the private car.
2. Reducing rural isolation and social exclusion through the protection and provision of public transport, key services and facilities such as local shops and doctors' surgeries. This may be linked to limited amounts of new housing in the rural villages.
3. Promoting the South Fylde Rail Line and its Community Rail Partnership status, including improved access to Blackpool International Airport
4. Facilitating appropriate development at Blackpool Airport.
5. Encouraging the improvement/construction of the M55/Heyhouses Link Road.
6. Continuing the Council's involvement in key decisions seeking to improve congestion on the A585 trunk road, particularly seeking to deliver the M55 to Norcross Link Road (the 'blue route').
7. Improving access and provision of Park and Ride and a pedestrian lift at Kirkham and Wesham Station.



4.9 Objective 4:

To diversify and grow the local economy by

1. Diversifying the Borough's economic base in order to reduce reliance on a small number of large employers.
2. 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.
3. Protecting existing employment land and premises, where appropriate.
4. Enhancing town centres through the promotion of mixed uses and focussing on development that attracts a large number of people.
5. Developing a distinctive image of the Borough as a business location based on existing assets such as British Aerospace, Whitehills Park and Blackpool International Airport.
6. Developing a widely recognised image of the Borough as a quality tourism destination, based on existing assets such as the high quality hotels and the open coastline (including the Regional Park and the championship golf courses). Maximising the potential of the Visitor Economy.
7. Promoting the classic resort image/initiative for Lytham St Annes.*
8. Promoting the continuing improvement of the vitality and viability of the town centres.

**The term 'classic resort' refers to the concept of a hallmark for seaside resorts. It is an aspiration at this stage.*



SEE SECTION 4.2.1

of the Interim
Sustainability
Appraisal

4.10 **Objective 5:**

To develop socially cohesive, diverse and healthy communities by

1. Engaging and empowering local communities to be involved in local matters that shape their areas.
2. Ensuring that new development seeks to address pockets of deprivation.
3. Increasing and enhancing open space provision throughout the Borough.
4. Promoting good health and wellbeing by providing accessible high quality open space in association with new developments.
5. Incorporating crime prevention measures into the design and layout of new development.
6. Reducing urban isolation and rural exclusion through the promotion of appropriate tenure mixes in new developments and improved accessibility to key services and facilities.
7. Promoting access to and support for lifelong learning opportunities and providing adequate school places.
8. Facilitating access to community facilities, including health and social facilities.

Monitoring

4.11 Monitoring is an essential part of the planning process, forming the cycle of Plan - Monitor - Manage. By monitoring the progress toward achieving objectives using indicators, contingency plans can be introduced if policies are failing, or policies can be adapted in light of changing circumstances. The results of monitoring will be reported through the Council's rolling Monitoring Report.

4.12 The next stage in the process of producing the Local Plan will set out core indicators for monitoring the delivery of policies in the Plan and how progress on implementing the Plan will be achieved.



Section 2:

The Spatial Options

Chapter 5

Spatial Options for Development

Introduction

5.1 This chapter sets out five alternative spatial options for the development of Fylde. Developing a set of options and subsequently narrowing them down to a single choice are key stages in producing the Local Plan. Each of the options put forward needs to be realistic and achievable within the timescale of the Local Plan and should be based on the Vision and Strategic Objectives for the Plan.

5.2 In developing the five options, we have taken account of comments made during the Issues, Vision and Objectives consultation. We have also taken account of up to date local evidence. Further evidence, including the outcome of the interim Sustainability Appraisal, will inform the next stage of production of the Local Plan (the Preferred Options). We are currently awaiting new evidence on employment land provision and this will also inform development of the Preferred Option.

5.3 For the purposes of the alternative options we have used an initial gross housing figure of 278 per annum, derived from the Emerging Housing Requirement Paper 2011 (available on the Council's website at www.fylde.gov.uk/localplanevidence/) The gross figure included in the Paper relates to Fylde's assessed development need, as required by the NPPF. Higher levels of growth than that supported by evidence in the Paper are not set out as alternative options in this document, due to the physical barriers to higher levels of development in the borough. In order to support economic development, lower levels of growth than that supported by the evidence are also not appropriate. The gross figure may change as a result of the final preferred option and when infrastructure and policy constraints have been considered.

5.4 The level of growth envisaged in the five alternative options has been derived from the growth defined in the Vision and is dictated by the gross housing figure. Fylde has to accommodate this level of growth during the plan period, in order to meet development need, and not planning for this need is not a sustainable option.

5.5 We are seeking your views on the alternative options put forward in this chapter. Comments are invited on whether the options are considered acceptable, whether you think they would help deliver sustainable development, how likely you think they would be able to achieve the Local Plan Vision and Strategic Objectives and how easy you think they would be to deliver.

5.6 Suggested alternative options to the ones in this document are also welcome. However, these alternatives should be deliverable and backed up by evidence. If the Council agrees that any further options presented are appropriate, these will be appraised for their sustainability and will be given further consideration.

5.7 We will use the results of this consultation and the outcome of the interim Sustainability Appraisal of the alternative options to prepare a Preferred Option. This may be one of the five options, or may be a combination of the most sustainable, appropriate and deliverable aspects of the different options.

5.8 For the five options we have provided an indication of the percentage of development that would be located in different parts of the borough between now and 2030. The term 'development' relates to housing, employment and retail. However, as indicative numbers are not yet available for employment development, proportions of development included in the tables for each alternative option refer solely to housing development. With regard to retail, evidence in the Fylde Coast Retail Study recommends that comparison goods retail development across the borough should be 8,620 (sq.m gross) in the period 2010 - 2026. The distribution of this capacity should be 70% at Lytham St Annes, 20% at Kirkham and 10% across all other areas. In respect of convenience goods, the study advises that there is no quantitative capacity for further floorspace in the Fylde Coast sub-region up to 2021, and only limited capacity up to 2026. These recommended proportions will be taken forward in the Local Plan, in association with the percentages set out for housing within each option.

5.9 The interim Sustainability Appraisal of the options, which can be viewed on the Council's website at www.fylde.gov.uk/localplan/ and at the Council's offices, should be read in conjunction with this document. The appraisal tests the sustainability of each option in terms of its environmental, economic and social impacts. As part of preparing the Preferred Option, we will undertake a more detailed appraisal, setting out the sustainability implications of the option and how any negative impacts can be avoided or mitigated.



Development requirements

5.10 The North West Regional Spatial Strategy (RSS) states that Fylde borough should provide 5,500 dwellings between 2003/4 and 2020/21, equivalent to an annual provision of 306 dwellings. As the RSS currently remains part of the development plan for Fylde, the RSS housing figure remains the figure the Council is working to until the RSS is finally revoked during 2012.

5.11 Meanwhile the Council is producing its own local housing figure, which will be adopted following revocation of the RSS. The NPPF states that authorities should objectively assess their own local development need for homes.

5.12 There are a number of components that will influence the final local housing target figure. The demand for new housing must be assessed taking account of demographic factors such as population and housing growth and economic influences, including employment rates and commuting patterns. The Housing Needs Assessment (March 2012) states that 162 additional affordable housing units would be required each year over the next five years to fully meet the need for affordable housing in the borough. This figure is regarded as the top end of a range of figures which will be set out at the next stage of preparation of the Local Plan. The alternative options set out in this chapter include affordable housing as part of the overall percentage amount of development in each part of the borough.

5.13 Deliverability of new housing will depend on the availability of suitable sites and viability of development. We will need to have regard to the RSS annual figure of 306 until the RSS is revoked but in the meantime we are working on our objectively assessed local gross figure of 278 per annum. The plan period runs from May 2011 to January 2030. A calculation of 7/12 of the figure of 278 for 2011 plus 18 complete calendar years to January 2030 produces an overall plan figure of 5,164. The gross figure being used for this stage of plan making could result in a lower net figure in the final plan once infrastructure constraints, available sites, policy objectives and viability have been taken into account. The housing figure relates to all types of housing including flats, family housing, housing for special needs such as the elderly and accommodation for gypsies and travellers.

Land Supply and Historic Delivery

5.14 The Fylde Strategic Housing Land Availability Assessment 2011 (SHLAA) sets out a number of possible sites for housing, not all of which will be deliverable or achievable. It has identified that there is limited brownfield land available for housing, particularly in Lytham St Annes where most available sites have already been developed. This has inevitably led to a loss of local employment sites in the past. The SHLAA clearly demonstrates that the Council cannot meet its housing requirements without substantial allocations of greenfield land, including agricultural land.

5.15 An average of around 250 homes were delivered in Fylde each year when the economy was relatively stable but in the current economic climate that figure is likely to be unachievable. Even when 250 houses per annum were being achieved, only about 50 new homes were completed and occupied in one year on any one site. There is therefore the need for a range of deliverable sites over the borough at each phase in the plan period, in order to provide enough homes each year to maintain a five year supply.

5.16 With regard to employment land, the RSS does not provide an employment land figure at district level but provides an overall figure for Lancashire. Following revocation of the RSS it will be up to individual local authorities to set their own employment land figures, taking into account past take up rates of employment sites. The Council has commissioned new evidence on employment land and economic development requirements in Fylde and this will inform the next stage of preparation of the Local Plan.

Infrastructure issues

5.17 Environmental constraints, including infrastructure provision and water and sewer capacity, will influence the deliverability of the proportionate amount of development included in the options. There are significant concerns about water pressure at areas at the end of the M55 and in the whole of the Lytham St Annes area. United Utilities are close to minimum service levels with current levels of demand. Significant new housing development in this area would create a high demand for water and this could adversely affect the water pressure.

5.18 There are also major issues with the sewer system in the west of the borough, particularly at junction 4 of the M55. This area is a watershed with combined flows of foul and surface water flowing into Blackpool's sewer system, which is at capacity. Until additional capacity can be created in the Blackpool system, further development in this area will not be agreed by United Utilities. There is a small amount of capacity in the Lytham St Annes system, but further loading to the sewer system will impact upon overflows which spill into the Ribble Estuary and could lead to the bathing waters at St Annes being classified as 'poor' under the Revised Bathing Water Directive. This would result in advice against bathing at the beaches from 2016 onwards. For further significant growth to take place at the end of the M55, surface water should not be allowed to enter the system and significant infrastructure improvements will be needed. For development in the St Annes area, the combined system is almost at capacity and may be able to cope with a limited amount of additional wastewater.

5.19 Schools throughout the borough are generally at capacity, particularly in Lytham St Annes. Additional primary and secondary school places will need to be provided, regardless of how much housing development takes place. There will be expansion of existing schools, where they are physically capable of being extended.

Settlement Hierarchy

5.20 The settlement hierarchy underpinning the five options indicates, in broad terms, the amount of development appropriate to each part of Fylde. It has been informed by the Spatial Portrait set out in chapter 2. The settlements have been ranked by a scoring system that takes account of the sustainability of the settlements in relation to population size and access to services and facilities.

A summary of the population and accessibility scoring is set out in Appendix 1.

5.21 In consideration of the population and accessibility scores, along with land availability, constraints and other considerations, five levels of settlement are proposed:

Defined Settlement Hierarchy	
1	<p>The first level relates to the main urban areas of Lytham St Annes (including Ansdell), which are the priority focus for development.</p> <p>There is the option to develop land outside the main urban area of Lytham St Annes on the peripheral boundary with Blackpool, in order to meet development needs. Development may be located at land at junction 4 of the M55, Squires Gate and Normoss. Future development of this area would involve greenfield land. However, as Blackpool is a major centre within the wider Lancashire sub-region, with a good range of services, development adjacent to its boundary is regarded as sustainable.</p> <p>Kirkham is not included in this level because of the significant difference in size and collective level of facilities.</p>
2	<p>The second level relates to Kirkham, which performs the role of a Key Service Centre. A Key Service Centre is defined as a centre with good access to public transport and a moderate range of services. Kirkham achieves an equal score to Lytham St Annes. It therefore has potential as a main focus for development.</p>
3	<p>The third level relates to the Local Service Centres of Wesham and Warton, where a moderate amount of new development could be accommodated. A Local Service Centre is defined as a centre with access to services supporting the local needs of the area.</p> <p>Freckleton is also recognised as a Local Service Centre but further expansion above infill development would require a review of the Green Belt boundary around Freckleton.</p>
4	<p>The fourth level comprises the rural settlements of Wrea Green, Newton, Singleton, Staining, Weeton, Elswick and Clifton, where a limited amount of development could be accommodated but will be primarily that which can be accommodated on infill sites, wholly within or rounding-off the built-up areas.</p>
5	<p>The fifth level relates to the minor settlements of Treales, Little Eccleston and Wharles, where development will be in exceptional circumstances only and limited to infill plots and the re-use of existing buildings.</p>

5.22 The settlement hierarchy provides the framework for the five alternative spatial options set out in this chapter. All the options propose the same amount of development, distributed in alternative ways throughout the borough.

5.23 The five options are:

Option 1: Focus on Lytham St Annes

Option 2: Equal focus on Lytham St Annes and Kirkham

Option 3: Lytham St Annes and Key and Local Service Centres

Option 4: Lytham St Annes and rural dispersal

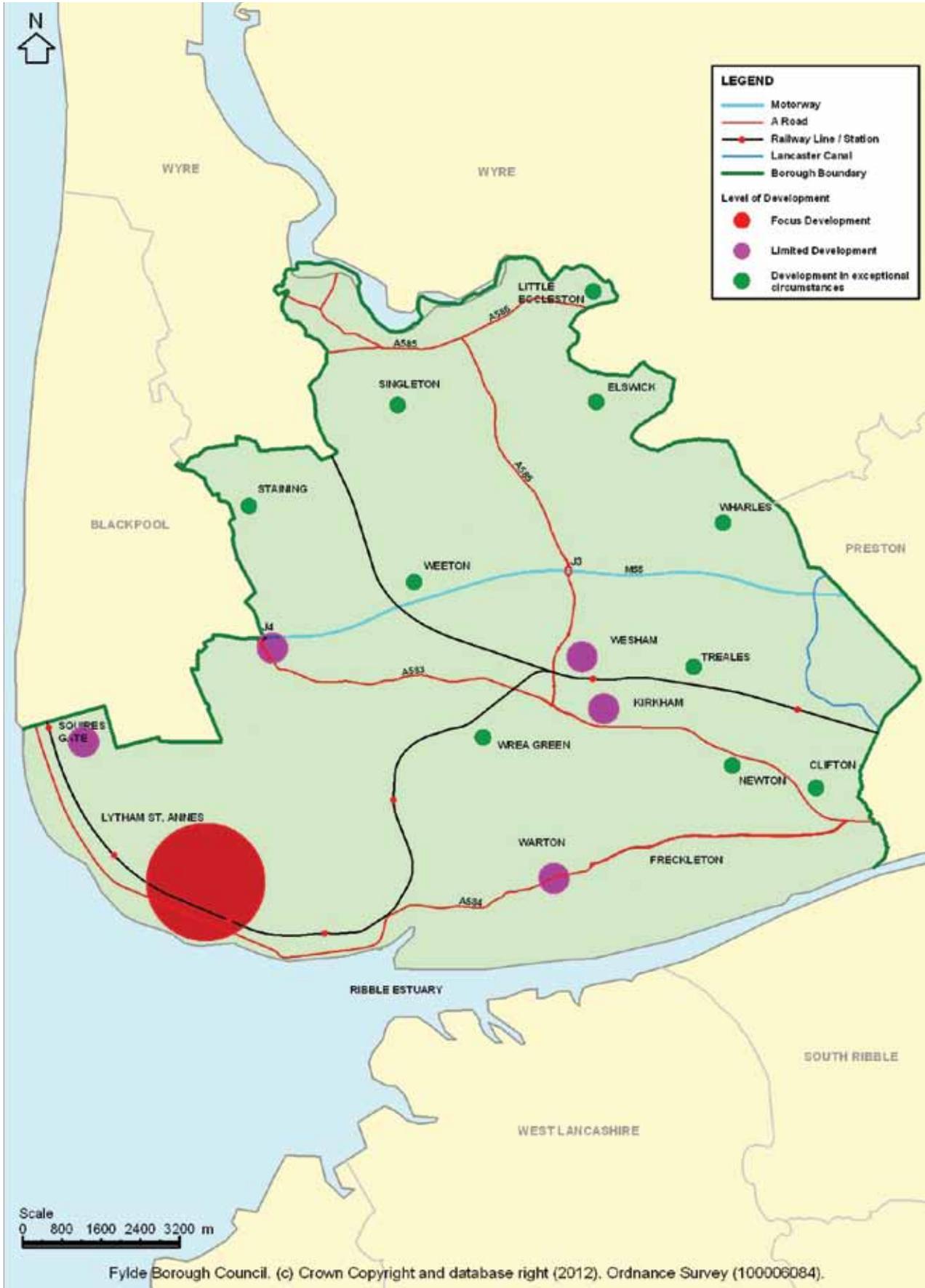
Option 5: Equal focus on Lytham St Annes and land on the SE edge of Blackpool

The order in which the alternative options are presented is not intended to imply any preference at this stage. All the options are based upon a variation of focus on development at, or around the main urban areas of Lytham St Annes.

We have not proposed an option that does not plan for growth, as this is not sustainable. Failing to provide for development in line with Fylde's objectively assessed development need could lead to unwelcome development on unsustainable sites being approved at planning appeals.



Option 1: Focus on Lytham St Annes



Level of development	Settlement	Role	% of dwellings
Focus development	Lytham St Annes	Main urban area - priority for development	50%
Limited development	Kirkham, Wesham, Warton and land at junction 4 of the M55 and Squires Gate	Key and Local Service Centres* and meeting development needs	45% between all named centres and areas
Development in exceptional circumstances	All other defined rural settlements	Minor settlement	5% between all defined settlements

**Freckleton is recognised as a Local Service Centre but further expansion above infill would involve a review of the Green Belt boundary around Freckleton.*

What does Option 1 mean?

5.24 For this option, the majority of the borough's new housing, employment and retail development will be concentrated in the main urban areas of Lytham St Annes. However, Lytham St Annes is physically constrained by the sea and Green Belt land to the north and east, meaning it can only expand inland. There are further constraints inland, where there are areas protected as golf courses and Historic Parks and Gardens, and also areas at risk of flooding. Aspects of infrastructure in this area are close to the minimum threshold e.g. water supply and sewer capacity. This means development may need to be phased in line with the provision of improved facilities, resulting in delivery targeted for later in the plan period.

5.25 The percentage of dwellings proposed under Option 1 for the Lytham St Annes area is 50% of the total locally derived gross housing figure, as this is the maximum amount considered deliverable due to the constraints listed above.

5.26 Creating new employment areas and encouraging people to take up training and education opportunities in association with housing development will create a wider and more diverse employment base.

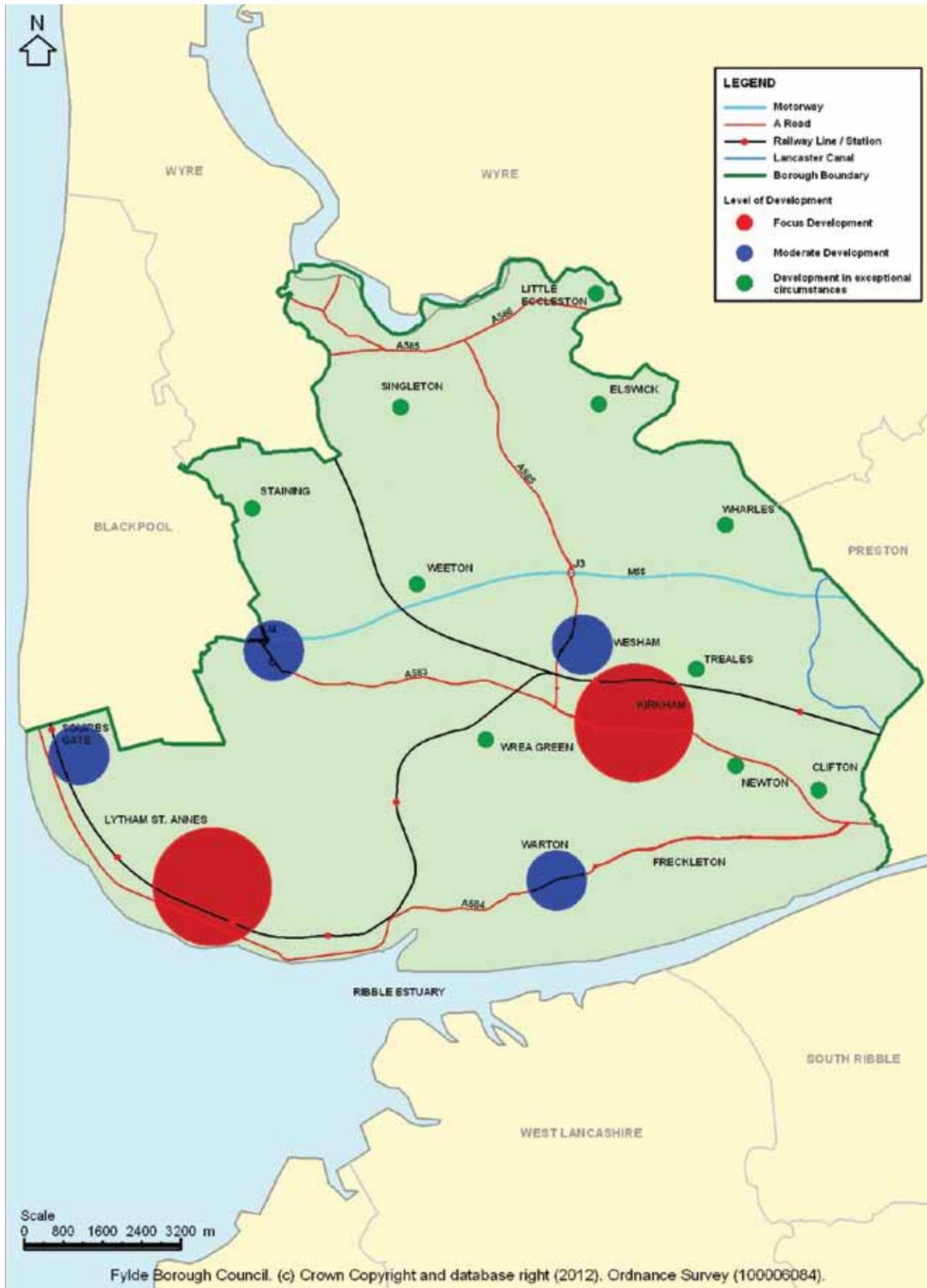
5.27 Kirkham will be recognised as a Key Service Centre and Wesham, Freckleton and Warton as Local Service Centres and their status will be maintained under this option. However as there are limited infill sites within the settlements, new development would involve the use of greenfield and agricultural land. There is the potential for some development at Warton on previously developed land, following the contraction of BAE Systems and the designation of land at Warton as an Enterprise Zone.

5.28 In the rural areas, small-scale employment and affordable housing within existing settlement areas will be encouraged. There is likely to be restrictions on development, particularly in relation to market housing. Considerations will need to be given to how affordable housing needs will be delivered.

Implications of Option 1

Advantages	Disadvantages
Sustainable option, majority of development located adjacent to the largest towns.	Lytham St Annes is physically constrained by the sea and Green Belt to the north and east and protected areas and flood risk areas inland. Aspects of infrastructure are nearing capacity e.g. water supply and sewer capacity.
Creation of new jobs and training opportunities in the Lytham St Annes area in association with housing.	Capacity to deliver infrastructure which would benefit the wider population is compromised, as development is not spread evenly across the borough.
Investment in local infrastructure and affordable housing in Lytham St Annes.	Limitations in the provision of affordable housing outside of Lytham St Annes.
Role of the Key and Local Service Centres maintained along with the use of land at junction 4 of the M55 and Squires Gate.	Potential for development of greenfield and the best and most versatile agricultural land around Lytham St Annes, Kirkham and Wesham.
Maximises the use of existing infrastructure.	Potential for overlooking rural issues.
The role of the main urban area is maintained/strengthened.	Over development of low-density suburban areas in Kirkham, Wesham, Freckleton and Warton through infill.
	Potential for attracting more people of retirement age from outside the borough when there is already a high proportion of this age group.
	Most areas of biodiversity interest are along the coast and expansion of the population of Lytham St Annes would put further pressure on these areas for recreational use.

Option 2: Equal focus on Lytham St Annes and Kirkham



Level of development	Settlement	Role	% of dwellings
Focus development	Lytham St Annes and Kirkham	Main urban area - priority for development and Key Service Centre	50% between Lytham St Annes and Kirkham
Moderate development	Wesham, Warton and land at junction 4 of the M55 and Squires Gate	Local Service Centres* and meeting development needs	45% between all named centres and areas
Development in exceptional circumstances	All other defined rural settlements	Minor settlement	5% between all defined settlements

* Freckleton is recognised as a Local Service Centre but further expansion above infill would involve a review of the Green Belt boundary around Freckleton.

What does Option 2 mean?

5.29 Under Option 2, the majority of new housing, employment and retail development will be concentrated in the main urban areas of Lytham St Annes and the Key Service Centre of Kirkham. There will also be moderate development at the Local Service Centres of Wesham and Warton and land at junction 4 of the M55 and Squires Gate.

5.30 The SHLAA has identified that not all the borough's housing requirements can be met on previously developed land and there will be a need for substantial greenfield allocations. Although Lytham St Annes would remain a focus for development, a shift in focus towards Kirkham, along with moderate development at Wesham and Warton and land at junction 4 of the M55 and Squires Gate, would lead to development on greenfield and agricultural land.

5.31 Under this option, the equal focus for development on Lytham St Annes and Kirkham will help maintain a healthy and diverse town centre in Kirkham and improve the choice and range of services. Kirkham has the advantage of the best rail service in the borough, a secondary school and a good range of services. It also has convenient motorway and trunk road access.

5.32 Under this option there is the potential for some development at Warton on unused or vacant previously developed land at BAE Systems and the designation of land at Warton as an Enterprise Zone. However, some greenfield land is likely to be required at Warton to achieve this option. Development in Warton could provide for an improved range of services in the settlement.

5.33 As Kirkham and Wesham do not have many available infill sites, development would involve the use of greenfield and agricultural land.

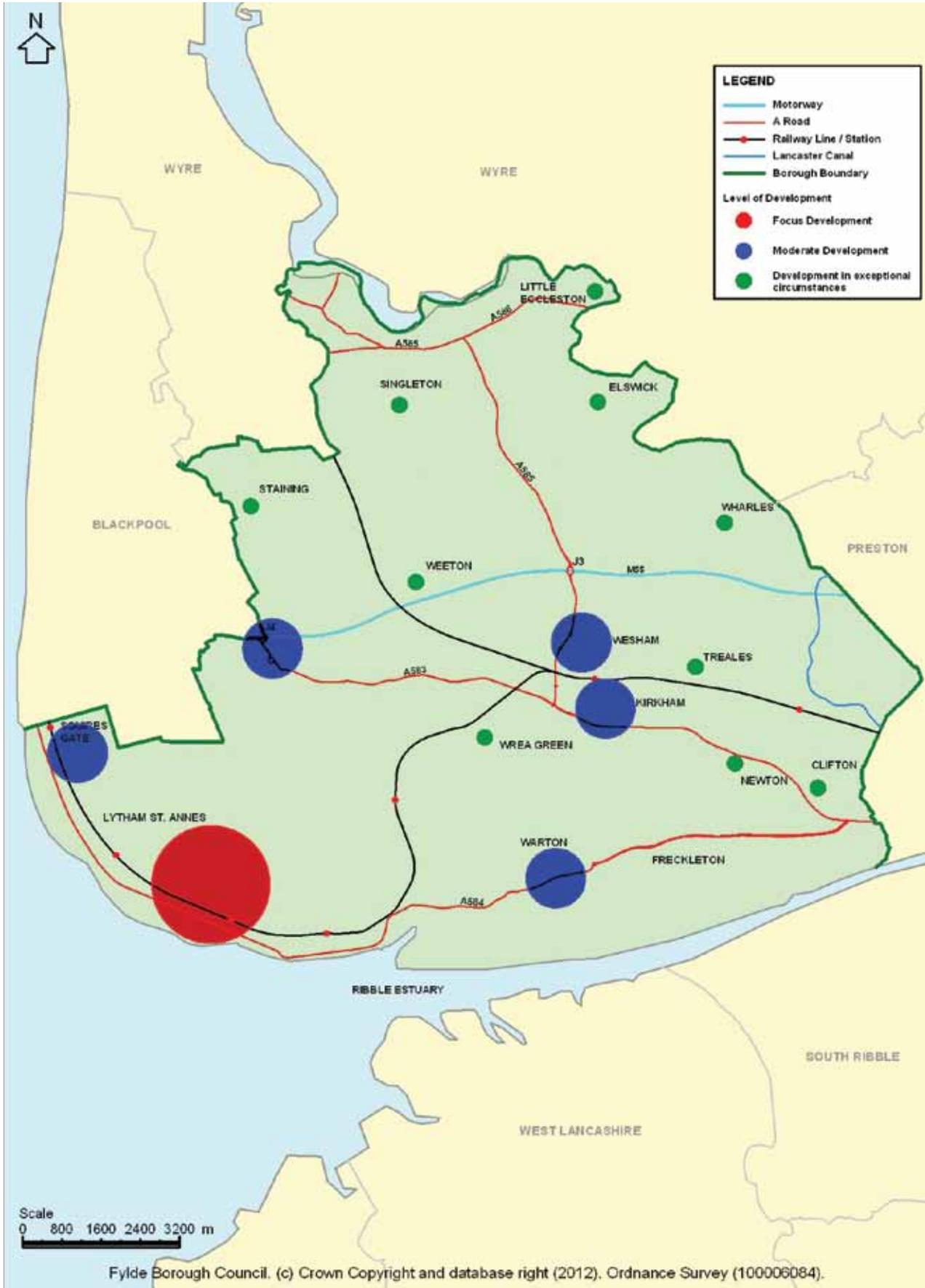
5.34 The delivery of increased development at Kirkham and moderate development at Wesham, Warton and land at junction 4 of the M55 and Squires Gate, could provide opportunities to widen the range and availability of specialist needs housing and family housing.

5.35 In the rural areas, small-scale employment and affordable housing within existing settlement areas will be encouraged. There is likely to be restrictions on development, particularly in relation to market housing. Considerations will need to be given to how affordable housing needs will be delivered.

Implications of Option 2

Advantages	Disadvantages
Kirkham's role as a Key Service Centre will be strengthened and supported through investment and its role elevated as a priority for development, along with Lytham St Annes.	Lytham St Annes is physically constrained by the sea and Green Belt to the north and east and protected areas and flood risk areas inland. Aspects of infrastructure are at capacity e.g. water supply and sewer capacity.
Wesham and Warton's roles as Local Service Centres, along with land at junction 4 of the M55 and Squires Gate, will be strengthened.	Potential for greenfield and best and most versatile agricultural land release at Lytham St Annes, Kirkham, Wesham and Warton.
Development at Kirkham would be a sustainable option as the settlement has good public transport links and infrastructure provision. It would ensure that Kirkham is promoted as a rural transport hub (as identified in the Local Transport Plan). Kirkham also has convenient road access and a good range of services.	Over development of low-density suburban areas in Kirkham, Wesham, Freckleton and Warton through infill.
Investment in local infrastructure in Lytham St Annes, Kirkham, Wesham, Warton and land at junction 4 of the M55 and Squires Gate.	Possible issues of additional traffic congestion around Kirkham, Wesham, Warton and land at junction 4 of the M55 and Squires Gate.
There is the potential to utilise previously developed land at Warton.	Potential for overlooking rural issues.
Potential to deliver regeneration benefits in Kirkham and improvements in the quality of its retail offer.	Increased development at Kirkham could encroach on other settlements.
The role of the main urban area would be sustained.	Although on the main line to Blackpool North, not all trains stop at Wesham/ Kirkham station.

Option 3: Lytham St Annes and Key and Local Service Centres



Level of development	Settlement	Role	% of dwellings
Focus development	Lytham St Annes	Main urban area - priority for development	40%
Moderate development	Kirkham, Wesham, Warton and land at junction 4 of the M55 and Squires Gate	Key and Local Service Centres* and meeting development needs	55% between all named centres and areas
Development in exceptional circumstances	All other defined rural settlements	Minor settlement	5% between all defined settlements

* Freckleton is recognised as a Local Service Centre but further expansion above infill would involve a review of the Green Belt boundary around Freckleton.

What does Option 3 mean?

5.36 Under Option 3, the majority of new housing, employment and retail development will be concentrated in the main urban area of Lytham St Annes, although there will also be moderate development in Kirkham, Wesham, Warton and land at junction 4 of the M55 and Squires Gate.

5.37 The SHLAA has identified that not all the borough's housing requirements can be met on previously developed land and there will be a need for substantial greenfield allocations. Although Lytham St Annes would seek to accommodate the majority of development, the shift in focus towards Kirkham, Wesham, Warton and land at junction 4 of the M55 and Squires Gate will see future greenfield and agricultural land on the edge of settlements developed.

5.38 There is the potential for development at Warton on previously developed vacant land at BAE Systems and the designation of land at Warton as an Enterprise Zone, but some greenfield land may be required. New development at Warton could provide for an improved range of services in the settlement. As Kirkham and Wesham do not have many available infill sites, development in these settlements would involve development of greenfield and agricultural land.

5.39 A focus on Kirkham, Wesham, Warton and land at junction 4 of the M55 and Squires Gate will assist in maintaining a healthy and diverse town centre in Kirkham and improving the choice and range of services. Kirkham has the advantage of the best rail service provision in the borough. It also has convenient motorway and trunk road access.

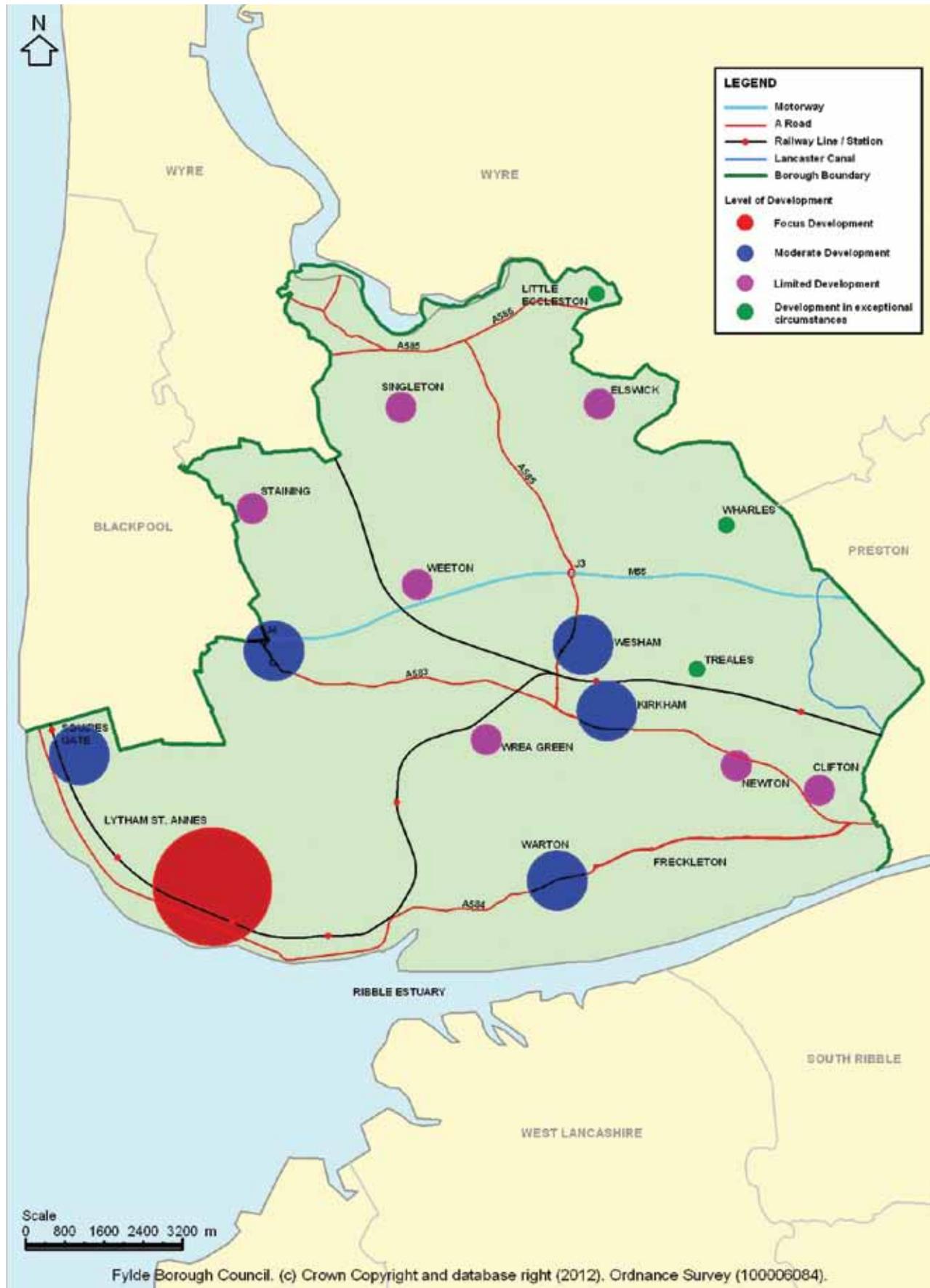
5.40 The delivery of moderate development at Kirkham, Wesham, Warton and land at junction 4 of the M55 could provide opportunities to widen the range and availability of specialist needs housing and family housing.

5.41 In the rural areas, small-scale employment and affordable housing within existing settlement areas will be encouraged. There is likely to be restrictions on development, particularly in relation to market housing. Considerations will need to be given to how affordable housing needs will be delivered.

Implications of Option 3

Advantages	Disadvantages
Kirkham, Wesham and Warton's roles as Key and Local Service Centres will be strengthened along with land at Junction 4 of the M55 and Squires Gate.	Lytham St Annes is physically constrained by the sea and Green Belt to the north and east and protected areas and flood risk areas inland. Aspects of infrastructure are at capacity e.g. water supply and sewer capacity
Development at Kirkham and Wesham would be a sustainable option as the settlements have good rail links. Kirkham and Wesham also have convenient road access and a good range of services.	Over development of suburban areas in Kirkham, Wesham, Freckleton and Warton through infill.
Investment in local infrastructure in Lytham St Annes, Kirkham, Wesham, Warton and land at junction 4 of the M55 and Squires Gate.	Issues of additional traffic congestion in Kirkham, Wesham and Warton would need to be mitigated.
There is the potential to utilise previously developed land at Warton.	Potential for overlooking rural issues.
Potential for housing and employment land to be located in close proximity.	Potential for greenfield and best and most versatile agricultural land release at Lytham St Annes, Kirkham, Wesham and Warton.
Increased potential for locating affordable housing throughout the borough.	Warton has poor access to the motorway and no rail links.
The role of the main urban area would be sustained.	

Option 4: Lytham St Annes and rural dispersal



Level of development	Settlement	Role	% of dwellings
Focus development	Lytham St Annes	Main urban area - priority for development	40%
Moderate development	Kirkham, Wesham, Warton and the land at junction 4 of the M55 and Squires Gate.	Key and Local Service Centres* and meeting development needs	45% between all named centres and areas
Limited development	Wrea Green, Elswick, Newton, Singleton, Clifton, Staining and Weeton	Rural settlements	13% between all named settlements
Development in exceptional circumstances	All other defined rural settlements	Minor settlement	2% between remaining defined settlements

* Freckleton is recognised as a Local Service Centre but further expansion above infill would involve a review of the Green Belt boundary around Freckleton.

What does Option 4 mean?

5.42 The focus for development is the main urban area of Lytham St Annes, with moderate development at Kirkham, Wesham, Warton and land at junction 4 of the M55 and Squires Gate. In the rural areas of the borough, some rural settlements will be developed and sustainably expanded where the development addresses rural diversification, provides for local needs or supports local facilities. As with the other options, Lytham St Annes will again seek to take the majority of new housing, employment and retail development.

5.43 This option will seek to regenerate existing sites or develop windfall sites within the rural settlement boundaries but will, in certain cases, lead to the expansion of some settlements where this can be justified. Development of rural settlements will follow a hierarchical approach where settlements will be considered in relation to their current service capacity or where service capacity can be upgraded to a satisfactory level. The potential increase in jobs, homes and other services will lead to sustainable, self-contained communities reducing the need to travel and maximising opportunities for delivery of sustainable transport provision.

5.44 Within the rural settlements, levels of housing will be of appropriate tenure, type and mix to address issues of affordability and the shortage of housing suitable for families. Proportionate levels of employment growth will also take place to strengthen and diversify the local economies and reduce the need to travel. All development will respect and conserve the individual character of the settlements in question.

5.45 Residential development in the rural settlements will place an increased emphasis on accessibility to Key and Local Services Centres and key facilities within the borough (and across its borders). This means that the Local Plan needs to focus on public transport needs and connectivity. More people living in the rural areas of the borough will mean that there is a need to develop the rural economy and encourage rural employment hubs and home working. More people living and working in rural communities will help and support local service provision and improve the range of services on offer. In the minor settlements development will be in exceptional circumstances only and will be limited to that which can be accommodated on infill sites, wholly within or rounding off the built up areas.

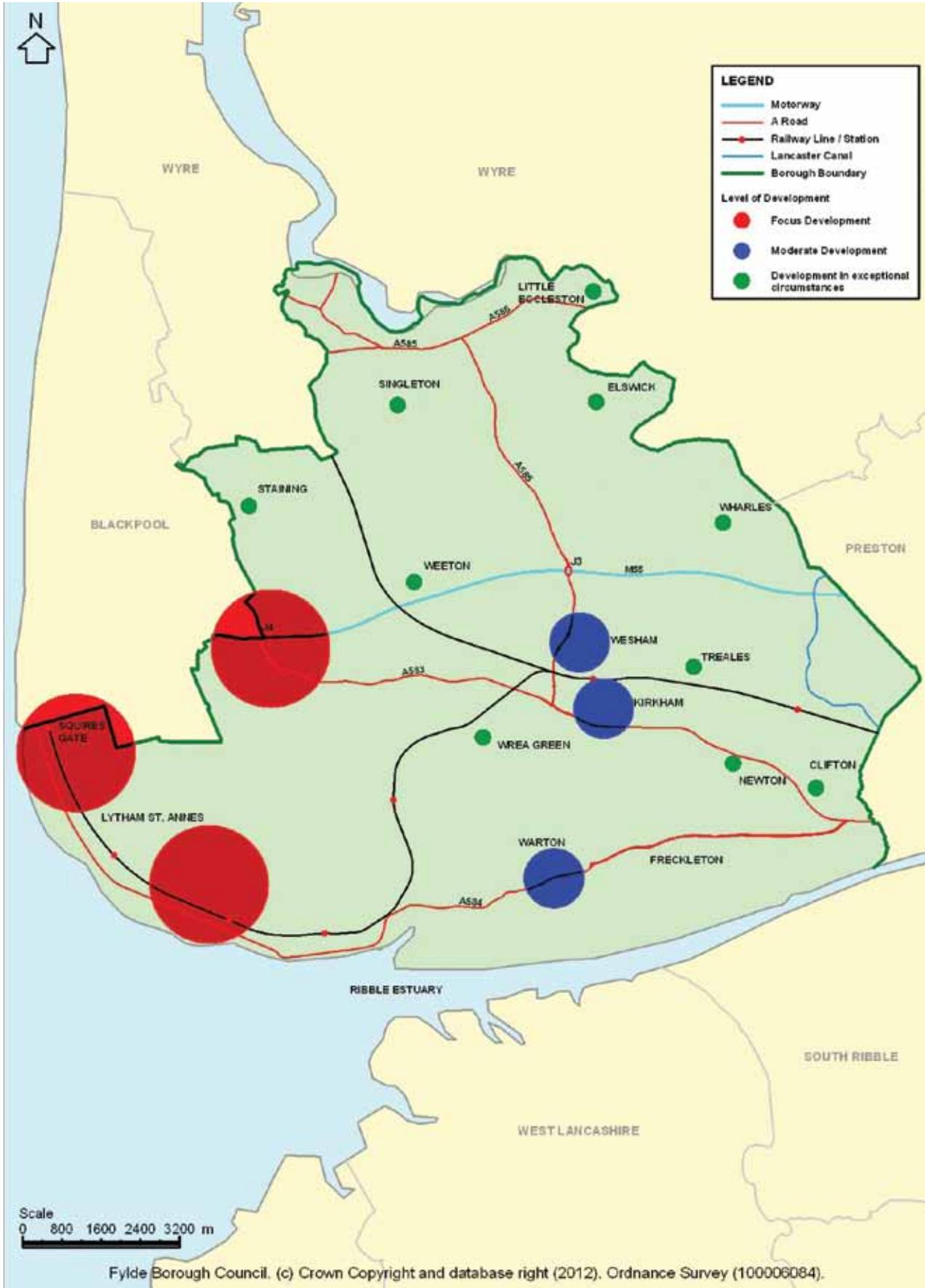
5.46 In relation to the other options, this option would change the rural character of the borough by directing a greater amount of development to rural areas and will create most impact. Development at Staining would need to be phased due to sewer capacity issues. All protected areas, such as Green Belt, will be unaffected by this option.

Implications of Option 4

Advantages	Disadvantages
Role of the Key and Local Service Centres maintained along with the use of land at junction 4 of the M55 and Squires Gate.	Lytham St Annes is physically constrained by the sea and Green Belt to the north and west and protected areas and flood risk areas inland. Aspects of infrastructure are at capacity e.g. water supply and sewer capacity.
Improvements to rural accessibility and improvement and support for rural services.	Sporadic, disproportionate expansion of rural settlements
Boost to rural economy	Impact on countryside character.
Provision of affordable housing and family housing in the rural areas.	Potential increase in traffic on rural roads with more car journeys to schools, shops and employment and pressure on accessibility from rural sites.
Improvement of the sustainability of rural settlements	Increased unsustainable pressure on infrastructure.
Planned provision of improved infrastructure in rural settlements.	Potential for development on greenfield and best and most versatile agricultural land in rural settlements.
The role of the main urban area would be sustained.	Potential for encroachment of settlements and boundaries of existing settlements would be altered.
Provides fair distribution of development across the borough.	Potential for negative environmental impacts.

Option 5:

Equal focus on Lytham St Annes and land on the SE edge of Blackpool



Level of development	Settlement	Role	% of dwellings
Focus development	Lytham St Annes and land at junction 4 of the M55 and Squires Gate	Main urban area -priority for development and meeting development needs	80% between Lytham St Annes and land on the edge of Blackpool
Moderate development	Kirkham, Wesham and Warton	Key and Local Service Centres*	15% between all named centres
Development in exceptional circumstances	All other defined rural settlements	Minor settlement	5% between all defined settlements

* Freckleton is recognised as a Local Service Centre but further expansion above infill would involve a review of the Green Belt boundary around Freckleton.

What does Option 5 mean?

5.47 Through this option it is envisaged that the majority of new housing, employment and retail development will be concentrated in the main urban area of Lytham St Annes, along with an equal focus on land at junction 4 of the M55 and Squires Gate, which are on the edge of the Blackpool boundary. As with Options 1, 2, 3 and 4 opportunities for infill development and regeneration in the borough's settlements will be encouraged.

5.48 Under this option, the Council will consider whether some of Fylde's development needs can be accommodated within Fylde borough but adjacent to the Blackpool borough boundary, on land at junction 4 of the M55 and Squires Gate. This option will result in some of Fylde's residents depending to a large extent on Blackpool's infrastructure and services. This is a sustainable option as Blackpool is a main centre within the wider sub-region, with good access to services. Close co-operation between the two councils will be key to the success of the delivery of this option.

5.49 Under the Government's legal duty to co-operate, discussions have taken place with Blackpool Council to investigate the potential of this option. The deliverability of the option will depend on the outcome of further discussions with Blackpool Council. The inclusion of this option provides the basis for these discussions to take place.

5.50 There are positive aspects to this option for both Fylde and Blackpool Councils. This option would not entail developing land in Fylde to specifically meet Blackpool's development needs. However, taking a coordinated approach to development on the boundary of the two local authority areas could result in less development within the main settlements of Fylde. This will provide greater protection to the borough's local environment and landscape.

5.51 However, there are currently acute constraints on development in this area with regard to sewer capacity and water supply issues and the area is not well served by public transport. It may not be possible to include all of the potential in this area because of infrastructure constraints and development may need to be phased in line with the provision of improved infrastructure and facilities, resulting in delivery targeted for a later stage in the plan period.

5.52 In the rural areas, small-scale employment and affordable housing within existing settlement areas will be encouraged. There is likely to be restrictions on development, particularly in relation to market housing. Considerations will need to be given to how affordable housing needs will be delivered.

Implications of Option 5

Advantages	Disadvantages
Expansion of existing smaller settlements may not be necessary.	Lytham St Annes is physically constrained by the sea and Green Belt to the north and east and protected areas and flood risk areas inland. Aspects of infrastructure are at capacity e.g. water supply and sewer capacity.
Environmental impacts could be lessened in terms of impact on the rural landscape.	Investment into the main settlements may be lost and some infrastructure issues may not be addressed.
The character of existing smaller settlements would be more likely to remain unchanged.	Will not maximise affordable housing provision within the settlements of greatest local need.
The role of the main urban area would be sustained.	Although road access is good (resulting in increased commuting) public transport access is poor and there is no rail station. Land at junction 4 of the M55 is poorly served by all forms of public transport.
Greater potential for locating residential and employment land in close proximity at the Whitehills area.	Surface and foul water disposal is an acute constraint in the Whitehills area. Surface and foul water that enters the sewer network is transported into Blackpool's system, which is already operating over capacity.

Advantages	Disadvantages
Potential for planned and coordinated development of the Whitehills area.	Concentration of employment development in Lytham St Annes and Whitehills could restrict provision elsewhere. There is the potential for restriction in future expansion of existing employment areas at Whitehills if these areas are used for housing.
Land at junction 4 of the M55 has convenient motorway access.	Potential for development on greenfield and best and most versatile agricultural land.
Comprehensive development in a single location will enable planned and co-coordinated provision of infrastructure services.	Rural issues could be overlooked and does not acknowledge the potential for brownfield development and the need for increased services at Warton.
	Does not acknowledge the potential of Kirkham, which has the best rail access in the borough and the potential for development to lead to improvements to the town centre.
	Connectivity between land at J4 of the M55 and elsewhere in the borough is poor.

Assessment of the five options against the Strategic Objectives

5.53 Each of the five options has been assessed against the Strategic Objectives set out in chapter 4, to see how well they achieve the main objectives for the Plan period:

Strategic Objectives

Options	1. To Create Sustainable Communities	2. To Improve the Environment
<p>Option 1</p> <p>Focus on Lytham St Annes</p>	<p>Sustainable option, majority of development at Lytham St Annes, although investment in infrastructure will be needed. Avoids areas at risk of flooding. Flexible and responsive supply of housing land and buildings in sustainable locations to meet housing needs.</p>	<p>Green Belt will be maintained, previously developed sites will be used. The open countryside will be protected from development. The identity, character and setting of rural villages will be retained.</p>
<p>Option 2</p> <p>Equal Focus on Lytham St Annes and Kirkham</p>	<p>Sustainable option, proposes higher proportion of development at Kirkham, which has the best train service in the Borough. Avoids areas at risk of flooding. Flexible supply of housing land in sustainable locations to meet housing requirements.</p>	<p>Green Belt will be maintained, previously developed sites will be used. The open countryside will be protected from development. The identity, character and setting of rural villages will be retained.</p>
<p>Option 3</p> <p>Lytham St Annes and Key and Local Service Centres</p>	<p>Sustainable option, majority of development located at the largest towns, although investment in infrastructure will be needed. Avoids areas at risk of flooding. Flexible and responsive supply of land and buildings in sustainable locations to meet housing requirements.</p>	<p>Green Belt will be maintained, previously developed sites will be used. The open countryside will be protected from development. The identity, character and setting of rural villages will be retained.</p>
<p>Option 4</p> <p>Lytham St Annes and Rural Dispersal</p>	<p>Less sustainable option in that rural settlements will be expanded. However it does provide opportunities for providing more homes in the rural area, thereby supporting rural services and the provision of infrastructure.</p>	<p>Green Belt will be maintained, previously developed sites will be used. A higher proportion of development will take place adjacent to rural settlements, affecting their identity, character and setting.</p>
<p>Option 5</p> <p>Equal Focus on Lytham St Annes and land on the SE edge of Blackpool</p>	<p>Sustainable option, majority of development located within or adjacent to Lytham St Annes and Blackpool, which have a good range of services. Infrastructure constraints will mean development will need to be phased and will not take place at the beginning of the plan period.</p>	<p>Green Belt will be maintained, previously developed sites will be used. The open countryside will be protected from development. The identity, character and setting of rural villages will be retained.</p>

Strategic Objectives

3. Making Services Accessible	4. To Diversify and Grow the Local Economy	5. To Develop Socially Cohesive, Diverse and Healthy Communities
<p>Development will be located within or adjacent to the main settlements which are already well serviced. Does not address rural isolation and social exclusion through the protection and provision of key services in rural areas.</p>	<p>Options will be assessed against this objective once more up to date evidence is available. All options promote the enhancement of town centres.</p>	<p>Seeks to address pockets of deprivation in the largest settlements and reduce isolation through improved access to key services and facilities.</p>
<p>A higher proportion of development will be located at Kirkham, which has the best train service in the Borough and a good range of services. Has a limited impact on rural isolation and social exclusion.</p>	<p>Options will be assessed against this objective once more up to date evidence is available. All options promote the enhancement of town centres.</p>	<p>Seeks to address pockets of deprivation in the largest settlements and reduce isolation through improved access to key services and facilities.</p>
<p>Development will be located within or adjacent to the main settlements which are already well serviced. Has a limited impact on rural isolation and social exclusion.</p>	<p>Options will be assessed against this objective once more up to date evidence is available. All options promote the enhancement of town centres.</p>	<p>Seeks to address pockets of deprivation in the largest settlements and reduce isolation through improved access to key services and facilities.</p>
<p>This option provides the opportunity to address rural isolation and social exclusion. If rural settlements are expanded there is an opportunity to improve services. These can then serve the wider rural area.</p>	<p>Options will be assessed against this objective once more up to date evidence is available. All options promote the enhancement of town centres.</p>	<p>Provides an opportunity to address rural exclusion through the promotion of appropriate tenure mixes in new developments. Also supports community facilities in rural areas.</p>
<p>Development will be located within or adjacent to the main settlements which are already well serviced. Has a limited impact on rural isolation and social exclusion.</p>	<p>Options will be assessed against this objective once more up to date evidence is available. All options promote the enhancement of town centres</p>	<p>This option provides an opportunity to address housing issues in Blackpool, by contributing to a diversification of Blackpool’s housing offer.</p>

Other Options

5.54 The Council has only considered realistic and deliverable options (subject to exploring further some of the infrastructure and capacity issues which exist), based upon the information gathered through the evidence, national planning guidance and what you have told us through the Issues, Vision and Objectives consultation. The Council is not proposing an option for a new settlement in the borough due to deliverability issues over the plan period.

5.55 There may be other options which would equally or better achieve the Vision and Spatial Objectives. The Council remains flexible and welcomes any suggestions so that they may be considered towards the selection of the Preferred Option.

5.56 Key implications of the five alternative options for different parts of the borough are set out in the next chapter.



Section 2:

The Spatial Options

Chapter 6

Implications of the Spatial Options

6.1 This chapter provides an overview of the impacts that each option could have upon the settlement areas and the surrounding landscapes of Fylde.

Lytham St Annes

6.2 Policy contained within the soon to be revoked Regional Spatial Strategy (RSS) requires the Council to direct the majority of its development needs towards the main urban area of Lytham St Annes. As the RSS is still part of the development plan for Fylde the Council cannot ignore the requirements while preparing the Local Plan. Therefore all five options seek to focus development in Fylde towards Lytham St Annes.

6.3 After the RSS is revoked, it remains logical to concentrate a significant amount of new development in the borough's major towns since they contain the focus of civic, community, retail and business activity. St Annes is the main retail centre in the borough and it will remain the focus for comparison shopping as part of all the alternative options. Lytham will continue to provide a complementary role with its variety of independent, specialist shops. Business activity will continue to be focused in Lytham St Annes and the release of viable employment sites for housing development will be resisted.

6.4 However, there are questions around deliverability in Lytham St Annes, as it is physically constrained by the sea and Green Belt land to the north and east, meaning it can only expand inland. There are further constraints inland, where there are areas protected as golf courses and a Historic Park and Garden and areas at risk of flooding

6.5 As a result of all the options, development opportunities within the settlement areas will be maximised. However, there may be a need to expand the settlement boundary around Lytham St Annes to provide for development needs. Due to the physical constraints already outlined, land at Queensway and two small sites near Heyhouses provide the only sustainable options for that expansion.

6.6 All the options seek to address the infrastructure gaps and other key issues that are set out within chapter 2. The greater the level of development and investment into Lytham St Annes, the greater the opportunities to see some of these issues addressed, including improving housing quality and access to jobs and training.

Kirkham

6.7 Kirkham is a Key Service Centre and a traditional historic market town that benefits from good rail links to Blackpool, Preston and Manchester and convenient road access. The consequences of all the options would result in development densities increasing further in the town and the use of infill and 'backland' sites would be maximised. However, further development at Kirkham could result in extension of the settlement boundary to accommodate development in the countryside. Due to its sustainable location, priority for development in Kirkham, along with Lytham St Annes, is promoted under Option 2 and moderate development is encouraged under Options 3, 4 and 5.

Wesham, Freckleton and Warton

6.8 Wesham, Freckleton and Warton's roles as Local Service Centres will be maintained through all the options. Option 1 seeks to maintain the current position of Wesham, Freckleton and Warton, allowing for redevelopment of brownfield sites, infill sites and sites identified in need of regeneration. None of the options would result in the need to expand the settlements into the Green Belt to meet any identified development needs.

6.9 Under Options 2, 3, 4 and 5 Warton's role would be expanded by utilising the potential for development on previously developed land at BAE Systems and the identification of an Enterprise Zone. This would provide for an improved range of services in Warton. However, there is also the potential for expansion into greenfield land.

6.10 Options 2, 3, 4 and 5 seek to enhance Wesham's current role, directing some development towards the settlement. As there are few available infill sites, this would mean expansion into greenfield land. Only the most sustainable and suitable locations will be considered for expansion purposes.

6.11 Freckleton is recognised as a Local Service Centre, as it has a good range of local shops and services but further development expansion would involve building in the Green Belt and a review of the Green Belt boundary around Freckleton. A small amount of development is included for Freckleton under all the options and this is limited to infill development of approximately 65 dwellings over the plan period.

Rural Area

6.12 Through Options 1, 2, 3 and 5, the rural settlements of the borough will see little change in terms of development. There will be limited scope to address the rural economy and rural housing issues, particularly the provision of developer provided affordable housing. The lack of additional development in these areas will mean that there will be limited funding to address infrastructure gaps or issues within the rural settlements.

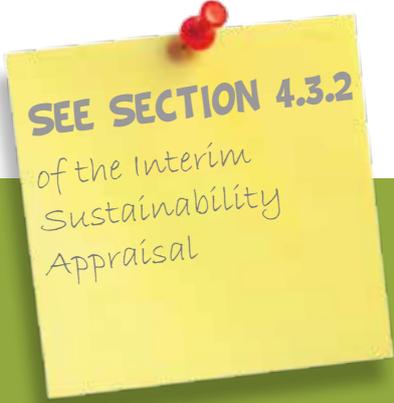
6.13 In addition to moderate development in the Key and Local Service Centres of Kirkham, Wesham and Warton, Option 4 seeks to allow a limited role for the larger rural settlements of Wrea Green, Elswick, Newton, Singleton, Clifton and Staining to accommodate development requirements. Under Option 4 the remaining minor rural settlements would be restricted to development in exceptional circumstances. To deliver this 'rural dispersal' option, consideration would need to be given to settlement areas which have sufficient key services, or have the potential to expand their range of key services to accommodate further limited development.

Blackpool periphery

6.14 Development on land in Fylde at the boundary with Blackpool, on land at junction 4 of the M55 and Squires Gate, would be sustainable as Blackpool is a primary centre within the sub-region, with good access to services. Focusing development in this area would necessitate close co-operation between the two councils.

6.15 Moderate development in this area is proposed under Options 2, 3 and 4. However a priority focus, equal to the Lytham St Annes area, is proposed under Option 5. Increased development in this area would result in less development within the main settlements of Fylde and would provide greater protection to the borough's local environment and landscape. However, there are acute constraints on development in this area with regard to sewer capacity and the area is not well served by public transport. This means development may not be deliverable or may need to be phased in line with the provision of improved facilities, with delivery targeted for a later stage in the plan period.





SEE SECTION 4.3.2

of the Interim
Sustainability
Appraisal

Summary Interim Sustainability Appraisal of the Spatial Options

In summary, some of the options are quite similar, with all including a significant amount of development in and adjacent Lytham St Annes and then various degrees of development in other settlements. It is not always possible to pick out significant differences between options which propose similar levels of housing in certain areas. There are numerous sustainability advantages to developing in Lytham St Annes as described above, despite the need to expand into greenfield areas. Nevertheless, the options which promote slightly less development there (Option 2 and possibly 3 and 4) may be more beneficial in terms of seeking to avoid adverse impacts upon the international wildlife designations in the Ribble Estuary.

The options which promote development in the local service centres of Kirkham, Wesham and Warton also perform well against the SA Objectives, in particular around Kirkham due to its good rail links and comparatively few environmental constraints. Development in all of these areas (through choice of sites and planning policies) should be carefully controlled, however, to ensure that suburbs do not become too dense, do not co-join and do not have significant effects upon the character of the local area. Development in Warton also has a number of sustainability benefits including its proximity to the Enterprise Zone, available brownfield land and the fact that it could benefit from physical investment.

Similarly, development at the edge of Blackpool has a number of sustainability advantages so long as it is carefully masterplanned, phased and serviced by adequate public transport and essential services. If this does not happen, there could be considerable sustainability problems. A degree of development in this area may lead to some environmental improvements, but again, this should be carefully designed to avoid significant loss of open countryside and the more valuable areas of local character. It is noted that with this approach, economic leakage to Blackpool is likely.

Rural isolation is a key issue in the borough and only one option seeks to notably address this (Option 4). This option also has potential to lead to a number of environmental impacts due to the greater environmental sensitivities in those areas. However, it is recommended that some degree of rural development does occur (i.e more than is proposed in Options 1, 2, 3 and 5 but not as much as 4) where less sensitive sites exist, on a small scale and to a design that reflects the local character.

Spatial Options for the location of Development

Q1: Spatial Options

Which **one** of the alternative spatial options set out in chapter 5 do you support? Reference to the interim Sustainability Appraisal will help inform your choice of option. The preferred option may be a combination of the most sustainable aspects of more than one option.

Option 1	Focus on Lytham St Annes
Option 2	Equal focus on Lytham St Annes and Kirkham
Option 3	Lytham St Annes and Key and Local Service Centres
Option 4	Lytham St Annes and Rural Dispersal
Option 5	Equal focus on Lytham St Annes and land on the SE edge of Blackpool
Option 6	A further alternative spatial option. Please explain how this option would achieve the Plan's Vision and Spatial Objectives

Section 3:

The Policy Options

Chapter 7

Provision of Homes in Fylde

Introduction

7.1 Access to a decent home is fundamental to everyone's quality of life. Housing should be available in sufficient quantity and of high quality design. There should be a variety of house types, particularly in terms of tenure and price, suitable for a mix of households such as families with children, single persons and older people. Meeting communities' needs for housing is a key aspect of creating and maintaining sustainable communities.

National Policy

The National Planning Policy Framework (NPPF)

7.2 The key objective of the NPPF is to significantly increase the delivery of new homes so that everyone has the opportunity to live in high quality, well designed affordable homes.

7.3 To enable this, the planning system should aim to deliver a sufficient quantity, quality and range of housing consistent with the land use principles and other policies of the NPPF. Local planning authorities should objectively assess their development need and derive local targets for housing delivery. In addition, authorities with a track record of persistent under-delivery on housing should plan for 20% of housing land on top of their five year housing land supplies.

7.4 The NPPF states that 'policies should encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value'. However, it does not prevent greenfield development and that is clearly stated in the framework.

Planning Policy for Traveller Sites – March 2012

7.5 This national policy should be read in conjunction with the NPPF. It states that local planning authorities should set their own targets for pitch provision for gypsies and travellers and plot targets for travelling showpeople, which address the likely permanent and transit site accommodation needs of travellers in their area, working collaboratively with neighbouring local planning authorities.

Regional Policy

Regional Spatial Strategy (RSS) 2003 - 2021.

7.6 The Government has announced its intention to revoke RSS but at the current time it is still part of the Development Plan and must be used to set the strategic context for housing policy in the Local Plan.

Local Policy

Fylde Sustainable Communities Strategy (SCS) 2008-2018

7.7 Access to an appropriate balance of good quality housing supports all the themes identified in the Sustainable Communities Strategy. The SCS is being revised in 2012 and the Local Plan will be revised to incorporate any significant changes.

Local Evidence

Fylde Housing Needs and Demands Study Update 2007

7.8 The Fylde Housing Needs and Demands Study Update was commissioned to update the 2004 Housing Needs Survey. It identified a need for affordable housing throughout the borough.

Fylde Affordable Housing Needs Assessment 2012

7.9 The Fylde Affordable Housing Needs Assessment was undertaken in December 2011 and updates the 2007 Study. It considered current housing need, future need, affordable housing supply and the housing requirements of households in need.

Fylde Coast Strategic Housing Market Assessment 2008

7.10 The Fylde Coast Strategic Housing Market Assessment (SHMA) enables the authorities of Fylde, Blackpool and Wyre to understand the dynamics of the sub-regional housing market. Ultimately the SHMA seeks to identify actions that will help deliver better housing and social and economic outcomes for those living in the Fylde Coast area. The key objective of the SHMA is to inform elements of policy that were not determined by RSS i.e. the type and tenure of development, rather than the overall number of new dwellings. The SHMA will be used to inform policies to deliver the types of housing needed over the plan period.

Fylde Coast Housing Strategy 2009

7.11 The Fylde Coast Housing Strategy provides an understanding of housing across the Fylde Coast housing market area.

Investing in our Homes and Community - Fylde Coast Local Investment Plan 2011 – 2014

7.12 The Fylde Coast Local Investment Plan has been produced to provide local objectives and delivery priorities for capital investment in housing and regeneration in support of economic improvement across the Fylde Coast area over the 2011 to 2014 period.



Strategic Housing Land Availability Assessment 2011

7.13 The Strategic Housing Land Availability Assessment (SHLAA) examines the amount and location of land that is potentially suitable for housing development over the next fifteen years. It was published for consultation in February 2010. The results of the consultation were used to amend the SHLAA which has been updated to a base date of 31st March 2011. The SHLAA will be used to inform the local housing requirement figure. It has also been used to produce the spatial options for meeting the housing requirement over the plan period.

Housing Land Availability Schedule 2011

7.14 The Housing Land Availability Schedule assesses the annual availability of housing land and calculates the amount of new development (including affordable housing) that has taken place over the preceding year.

Monitoring Report 2011

7.15 This reports on the period from 1st April 2010 to 31st March 2011. It contains a broad range of information relevant to the provision of housing.

What you told us

7.16 Some respondents to the Issues, Vision and Objectives consultation stated that there is a need for family housing, whilst others stated that family housing is not required. There were also mixed views on affordable housing. Many residents are concerned about the large number of flats in St Annes.

7.17 Empty homes were raised as an issue, especially in Lytham St Annes. Some respondents felt that new housing developments lack a 'sense of place' and are of poor quality design with intensive layout.



Strategic Objectives for Housing

7.18 Chapter 4 sets out the strategic objectives that the Council considers will achieve delivery of the Vision for Fylde to 2030.

The strategic objectives relevant to the delivery of new homes in Fylde over the Plan period can be referenced as Objectives 1, 2, 3 and 5.

Key Policy Considerations

The Fylde Coast Housing Market

7.19 Fylde sits within the Fylde Coast housing market area, which then sits within the wider context of the rest of Lancashire and the North West. The boundaries of housing market areas are broadly determined by patterns of local migration (the areas within which local people move house) and travel to work.

7.20 The Fylde Coast housing market is relatively self-contained, with strong connections across the coastal area between the River Ribble and River Wyre, and stretching inland around Kirkham. Local migration links are strong, with travel to work extending further and including significant links to Preston. The rural area east of Kirkham does not have strong links to the coastal market but has a wider range of influences from Preston and Lancaster and across to the Ribble Valley.

7.21 The strongest links are with Blackpool and the immediately adjacent areas of Poulton, Thornton and Cleveleys. The relationship between Blackpool and Lytham St Annes is less strong in terms of local migration, but strong in terms of travel to work. As well as strong local connections, there is an established pattern of in-migration to Fylde from other parts of the North West.

The Housing Requirement

7.22 The Emerging Housing Requirement Paper 2011

see www.fylde.gov.uk/localplanevidence/ sets out the numbers and types of new homes required in Fylde Borough. It uses demographic and economic factors, along with affordability, to assess demand. Supply is assessed by looking at existing housing, in particular vacancy rates, the balance of housing stock and historic delivery rates.

7.23 This evidence has been used to produce a Gross Housing Requirement Figure for Fylde. On 19th December 2011 the Local Plan Steering Group accepted the findings of the Emerging Housing Requirement Paper and agreed a gross housing figure of 278 per annum as the basis for the development of the spatial options.

Q2: Gross Housing Figure

Do you agree with the Gross Housing Figure? If not, what do you think the figure should be? Please supply evidence to support any change to the figure.

Increasing the Supply of Housing

7.24 As the RSS is still part of the Development Plan it must be used to set the strategic context for Fylde's Local Plan. It requires an annual average rate of housing provision (net of clearance replacement) of 306 dwellings. That equates to a total housing provision for 2003 - 2021 (net of clearance replacement) of 5,500 dwellings. It also sets out an indicative target of at least 65% of that housing provision to use previously developed land and buildings.

7.25 A Statement of Five Year Housing Requirement and Supply is provided in Appendix 7 of the Strategic Housing Land Availability Assessment 2011. The assessed supply of 536 deliverable dwellings (2011 - 2016) compared to the calculated requirement for the same period is equivalent to 1.4 years supply at the rate contained in Policy L4 of the RSS. This highlights that there is a shortage of deliverable sites for housing in Fylde.

7.26 The NPPF states that local authorities should set their own objectively assessed requirement for new homes, using up to date evidence to ensure that their Local Plan meets the need for market and affordable housing in their housing market area, including identifying sites which are key to the delivery of the housing strategy over the plan period. As the NPPF also states that authorities with a track record of persistent under-delivery on housing should plan for 20% of housing on top of their five year supply, this will need to be addressed when refining the gross housing figure, as an equivalent of a six year supply of housing land will be required. However, it should be noted that the total housing supply will not be varied.

Quantity of Housing Required

7.27 The historic rate of delivery of new homes in Fylde before the recession has averaged around 250 units each year.

7.28 The plan period runs from May 2011 to January 2030. During that period there will be an average increase in the number of households of 278 each year (based on ONS population estimates). This figure is a robust basis on which to plan housing provision, reflecting falls in average household size, migration and natural population change as deaths exceed births. It results in a total requirement for the plan period of 5164 dwellings. However, this is a gross figure and will be refined by consideration of the Vision, the supply of land, environmental and infrastructure constraints, viability of development and following responses to public consultation. The alternative options for locating the requirement for new homes over the Plan period are set out in Chapter 5.

Delivery of Homes

7.29 Throughout Fylde there needs to be a balanced supply of housing, with an emphasis on availability and improving the quality of all types of private rented accommodation. Homes can be delivered in many ways. New build is the main method but it is important to consider the role of conversions. It is also vital to improve the quality of existing stock and the housing conditions for those who are vulnerable. These are crucial aspects of delivering a wider choice of quality homes.

The Role of Conversions

7.30 During the last decade 14% of completions have resulted from the conversion of dwellings and buildings in other uses. For the period April 2001 – March 2011 there were 313 net completions arising from Conversions and Changes of Use. Of these, 59% were completed in Lytham St. Annes, comprising mainly large houses converted to flats, as well as a small number of shops converted to residential use. 32% were completed in the rural areas, these being predominantly barn conversions, of which 6% were in Kirkham and Wesham and 3% in Freckleton and Warton.

7.31 It is difficult to predict the number of conversions that will come forward in the future. Completions from conversions will be monitored and will continue to make a useful contribution to supply. However, given the overall housing requirement for the plan period it will still be necessary to make greenfield allocations of housing land.

Improving the Quality of Existing Stock

7.32 House condition surveys show that, on average, homes in the private rented sector are poorer in quality than homes in any other tenure. In parts of Lytham St Annes and Kirkham the private rented sector plays an important part in housing people on low incomes.

7.33 A higher proportion of privately rented properties are let to people receiving Housing Benefit in Fylde than the average for England as a whole. In these cases there are few financial incentives for landlords to invest in improving the quality of their accommodation.

7.34 The Council's Housing and Environmental Health Departments tackle this through the enforcement of statutory standards, accreditation of good landlords, Landlords Forums and leasing of private accommodation by Housing Associations and third sector partners.

7.35 The planning system also has a role to play. It is important to encourage the development and use of existing properties in better areas for private renting at a higher level in the market that is attractive to young professionals, families moving for employment and middle-age, middle income renters. This is especially important to providing flexibility in the labour market in current economic conditions.

Improving Housing Conditions for People who are Vulnerable

7.36 The private rented sector is benefitting from the steps outlined in the previous section. Social Housing Tenants are benefitting from investment by social landlords to achieve the Decent Homes Standard for all. However, there are many vulnerable people who are home owners. Wyre and Fylde Care and Repair Services focus on those most in need and for whom assistance with minor repairs makes a significant difference.

7.37 Many homes (in particular the older larger traditional properties) do not meet the Decent Homes Standard because of a lack of adequate heating and insulation. Domestic gas and electricity use is higher in Fylde than both the North West and national averages.



Consideration of the Provision of New Homes

The Mix of New Homes Required

7.38 Housing mix refers to the types of dwellings e.g detached or terraced houses and flats. It also refers to the size, which can be described in terms of the numbers of bedrooms and floor area. Mix can also relate to tenure, in particular the need for affordable housing which will be dealt with separately. Another aspect of mix is extra care and supported housing for the elderly, people with special needs, offenders, homeless and those avoiding domestic violence. A detailed breakdown of the balance of the existing stock is contained in The Emerging Housing Requirement Paper 2011.

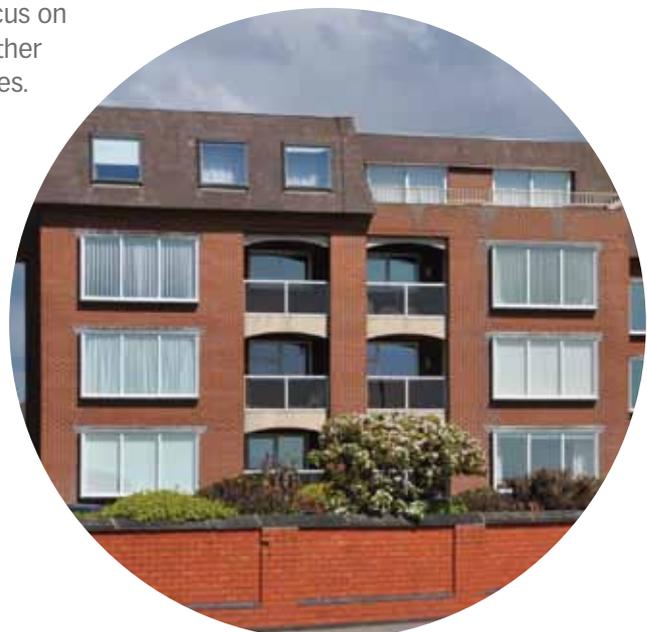
7.39 The number of households in Fylde has grown over the last 30 years and is expected to continue to grow. However, the economic downturn has lowered the rate of growth recently. The housing stock in Fylde as a whole consists of larger properties than the average for the North West but the household profile is of smaller households, with predictions that average household size will reduce further. The number of vacant houses in Fylde is higher than the North West average but this is due in part to the incidence of second homes.

7.40 Fylde is not homogenous and each sub-area has its own characteristics, which need to be taken into account. The stock and household size is markedly different in Lytham St Annes than other parts of the borough, with more small homes (mainly flats) and large numbers of small households. Small households who can afford to live in very large homes may choose to do so, but the growth in small elderly households might suggest a need to focus on homes to meet the requirements of the existing elderly population.

7.41 This gives rise to two issues of concern. Firstly, the large number of new flats is one of the factors which attract people to Lytham St Annes to retire. The population profile has much higher than average proportions of elderly people. Secondly, traditional detached houses on large plots have been replaced with modern blocks of flats, particularly in St Annes and along the coast to Lytham. The design and massing of these flats is changing the character of the built environment. In future it may be appropriate to restrict flats to less sensitive seafront areas and town centre locations only.

7.42 However, in Lytham St Annes there is a need to focus on medium sized accommodation comprising of houses rather than flats. They need to be relatively affordable to families. This will help fill a gap in the existing supply and may encourage a community with a more even balance of ages. In planning for the future we need to do more than just meet the needs predicted on the basis of current trends. We should seek to influence those trends through the types of new homes provided. There should be a balanced approach that meets the needs of older residents and incomers, whilst recognising the need for accommodation that is attractive and affordable to younger households.

7.43 Since 2001, 60% of residential completions in Lytham St Annes have been flats.



Options for providing a mix of housing

Q3: Housing Mix

To ensure a better mix of house types, which of the following options do you support? You may choose more than one option. Reference to the interim Sustainability Appraisal will assist your choice of option.

Option A	Leave it to the private sector, apart from affordable housing requirements, to determine the right mix of house types.
Option B	Develop policies to restrict the development of flats in certain parts of Lytham St Annes and promote family housing across all parts of Lytham St Annes.
Option C	Develop policies which set out the requirement for a broad mix of different types and sizes of housing on all large housing development sites. These policies will accommodate the different circumstances (demographics and balance of existing stock) in different parts of the borough. This option would be supported by the SHMA and the detailed implementation would be supported by the detailed evidence in the SHMA as it is updated.
Option D	Continue with existing policies to require a mix of housing in all but the smallest developments, without setting detailed requirements.
Option E	In rural areas there should be a mix of house sizes with sufficient emphasis on smaller homes.
Option F	Specialist housing should be provided for older people, to cater for their increasing numbers, especially in Lytham St Annes.

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Options A - D are alternative approaches to delivering a mix of housing, whereas Options E and F relate to rural and specialist housing only.

Option C is the most prescriptive and offers the greatest degree of control over housing mix and therefore the greatest potential to meet a full range of housing needs in the borough. This also has the greatest potential to benefit cohesive communities and improve levels of health and wellbeing by encouraging people out of private rented housing (being the poorest quality accommodation available). By doing this, the option also has greatest potential to attract people to live and work in the borough and contribute to more vibrant, sustainable communities. By ensuring housing stock and tenure is appropriate for all needs, this could also encourage greater housing affordability and potentially indirectly benefit economic inclusion levels.

Option D is effectively a business as usual option and could achieve many of the benefits of Option C, albeit it would be slightly less prescriptive and hence the benefits would be slightly less certain.

Option B focuses on restricting the development of flats in parts of Lytham St Annes, which could benefit the townscape character of the area. However, again, by focussing on family housing, it is unlikely to meet the housing and social needs of all sectors of society. Nevertheless it may help boost the economy by encouraging families to settle and work in the area. It should also be noted that family housing is less resource efficient than flats, i.e. in terms of land take and materials used.

Option A leaves the mix of housing to market forces which may still bring many of the benefits identified above, yet may also result in a more limited range of market housing being developed thereby not providing for all housing needs. Subsequently this may have a lower likelihood of achieving benefits in terms of health and wellbeing, community cohesion and economic inclusion. It may not help to address the issue of more vulnerable groups living in often poor quality, private rented accommodation as their only choice.

Options E and F provide valuable policy to encourage a rural housing mix and housing for older people. By encouraging a greater mix of housing in rural areas, this has potential to attract a more diverse range of residents including providing housing which is affordable for local people. This could help to meet rural housing needs, improve community spirit, encourage service viability and increase the potential size of the rural labour force. Providing housing for the large and increasing elderly population in Lytham St Annes would meet an important housing need in an area accessible to services and transport links. Both policy options may contribute to an increase in levels of health and wellbeing, albeit in different ways.

Unless stated above, the mix of housing is far less likely to affect the natural environment than its location and scale. However, the loss of large detached dwellings to flatted development has impacted on the character of the built environment in St Annes. These issues are covered under the assessment of the spatial options.

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Density

7.44 Density is closely related to the mix of types and sizes of houses. Densities that are too low result in inefficient use of land. Historically, communities that work well are built at a sufficiently high density to encourage interaction, but not too high to cause problems. It is also important that residential developments on the edge of settlements are well connected to the existing settlement.

7.45 Densities are often increased in town centres and adjacent to public transport hubs and the density of new development tends to relate to that of the surrounding development. Edge of settlement sites often have lower overall densities because of the need to provide landscaping along the boundaries so that views from the countryside are more acceptable. It is also important that they are well connected to the existing settlement by landscaped pedestrian and cycle routes.

7.46 As a minimum requirement, all new housing developments should meet the Homes and Communities Agency Design and Quality Standards which are currently in force. 'Design and Quality Standards, Homes and Communities Agency' - see www.communities.gov.uk/planningandbuilding/. Guidelines for internal gross floor areas are useful. However, the way in which an architect uses the space is just as important to residents' quality of life.

Options on density requirements

Q4: Housing Density

To ensure land is used efficiently, whilst at the same time preserving the appearance of the built environment, which one of the following options do you support? Reference to the interim Sustainability Appraisal will assist your choice of option.

Option A	The private sector should be able to determine densities.
Option B	A range of densities should be developed and applied to best suit the character and requirements of different parts of the borough.
Option C	A minimum density should be applied throughout the borough.

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Option B provides for the most balanced approach to housing density as it ensures that a range of densities are provided within the borough. Therefore it has the greatest potential to meet all housing needs. Appropriate housing density is likely to benefit community spirit and wellbeing. Health would be further enhanced under this option as homes would be required to meet the Homes and Communities Agency Design and Quality Standards, which would ensure new housing is connected to the borough by pedestrian and cycle routes (this is also true for Options A and C). Townscape character would also benefit, as the option seeks to ensure a high quality range of densities are developed to suit the character of different parts of the borough. This option does not represent the most sustainable use of land compared with options A and C, which are both likely to be higher density. However, there are greater opportunities to incorporate areas of greenspace than the other options, which would benefit biodiversity, landscape and heritage resources.

Option A, represents a more sustainable use of land resources than Option B. This is because it relies on the private sector to determine housing densities, which would be likely to result in a larger proportion of high density development with a surplus of flats. Although land resources would be used more sustainably, this option would not cater for the needs of all residents in Fylde; in particular family housing. It is uncertain how much green space or how many gardens would be delivered under this option, therefore effects on biodiversity, landscape and heritage resources have been assessed as uncertain. In addition it is not certain whether this option would protect or enhance communities in all cases. High density developments can often be more susceptible to crime and anti-social behaviour.

Option C seeks to ensure a minimum density is applied to all new homes in the borough. Therefore, this option is likely to deliver the most sustainable use of land resources out of the three density options. However, providing for a minimum density is also likely to result in a greater proportion of flats being developed (as Option A) which has a greater potential to lead to social problems resulting from a high number of private rentals and opportunities for crime. In addition, it would not cater for all housing needs. There would be uncertainties as to how much green space this option would provide, therefore effects on biodiversity resources are uncertain. High density development is likely to be less visually appealing than lower density development, therefore this option may have implications on local character and cultural assets. Applying a blanket minimum density requirement across the borough would not take into account the needs of different areas.

Affordable Housing

7.47 The term Affordable Housing relates to social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.

7.48 **Social rented housing** is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.

7.49 **Affordable rented housing** is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).

7.50 **Intermediate housing** is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.

7.51 Homes that do not meet the above definition of affordable housing, such as "low cost market" housing, may not be considered as affordable housing for planning purposes.

Affordability issues in Fylde

7.52 There is an affordability issue in Fylde, in that the price of housing has risen much more rapidly than incomes. This is more acute in Fylde than in much of the North West. The provision of affordable housing by private sector house developers is now a normal and accepted part of the development process.

7.53 Where the need for affordable housing has been identified, the NPPF states that local authorities should set policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be justified. Such policies will need to be sufficiently flexible to take account of changing market conditions over time.

7.54 The Fylde Housing Needs Assessment was carried out in December 2011 (see Appendix 2). It considered current housing need, future need, affordable housing supply and the housing requirements of households in need.

7.55 On 27th March 2012 the Local Plan Steering Group accepted the findings of the Fylde Housing Needs Assessment. The evidence shows that, in order to meet all affordable housing requirements, we would have to deliver 162 affordable homes each year.

7.56 It is important to consider this figure in relation to the total housing requirement figure of 278. The figure of 162 is an indicator of the high requirements for affordable housing in the borough. Achieving this figure would mean that 58% of all completions would have to be affordable dwellings and this is unlikely to be viable.

Mix of Affordable Housing required

7.57 A breakdown of the need for affordable housing by size and type and the geographical distribution of affordable housing requirements are provided in the Housing Needs Survey 2007.

7.58 The work undertaken on the Fylde Housing Needs Assessment 2012 revealed that the vast majority of the need is for 2 and 3 bedroom family houses (social rented).

Current Requirement for Affordable Housing

7.59 Current policies can be summarised as follows:

- In **urban** areas, for proposals of 15 dwellings or more, the Council will negotiate for 30% of the dwellings to be affordable. For 14 dwellings or less the Council will negotiate for a financial contribution of 5% of the open market value of each dwelling towards the facilitation of affordable housing within the borough.
- In **rural** areas, for proposals of 4 or more dwellings, the Council will negotiate for 30% of the dwellings to be affordable. For 3 dwellings or less the Council will negotiate for a financial contribution of 5% of the open market value of each dwelling towards the facilitation of affordable housing within the borough.

7.60 There is also a saved **Rural Exception Site Affordable Housing policy** which permits affordable housing as an exception to normal policy on small sites adjacent to rural villages, subject to a number of criteria.

7.61 At the time of writing current policies are considered to be working well. However, as the Local Plan is progressed, and it becomes clearer where new development will take place, it will be possible to carry out a viability assessment and this will reveal whether levels of affordable housing required in new developments should change.

Q5: Housing need in rural villages

Q5 (a): Should a policy similar to the saved rural exception policy be included in the Local Plan?

Q5 (b): If a need is identified in rural villages should some market housing be permitted in order to fund affordable housing?

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Both (a) and (b) allow a limited degree of affordable housing in rural villages, where needs require. The results of the SA are fairly similar for both.

With both the provision of some affordable housing in small sites adjacent to villages has the potential to provide for rural housing needs and help enable local people to afford to live in the areas where they grew up or work. This can benefit community spirit and levels of wellbeing. It may also encourage rural service viability by enabling a broader residential population. By enabling residents on lower incomes to live in villages, this may also benefit the viability of rural businesses and promote economic inclusion in those areas. It should be noted, however, that with (b) the provision of market housing may have a counter effect of increasing house prices in an area.

Building at the edge of villages has the potential to use greenfield sites, which may affect aspects of the natural environment and landscape. However, this issue is dealt with under the SA of the spatial options and this assessment focuses only on the impacts of the provision of housing types. Under (a) affordable housing may be higher density than market housing, which would represent a more efficient use of land, but may be less in keeping with local character. There are also likely to be fewer opportunities for gardens, with indirect effects on biodiversity and infiltration.

The same results are relevant to (b), although providing a mix of affordable and market houses would represent lower densities overall, more garden spaces and a more mixed character to the development. This represents slightly smaller benefits and slightly smaller adverse effects than (a).



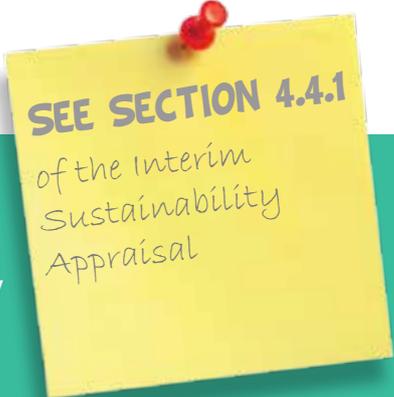
Options on Affordable Housing

Q6: Provision of affordable housing

To ensure that opportunities for providing affordable housing are maximised, which **one** of the following options do you support? Reference to the interim Sustainability Appraisal will assist your choice of option.

Option A	The current policy approach should continue, unless a viability study shows that policies need to change.
Option B	The current policies should change. If you support this option, do you think that the thresholds should change, or do you think the method of providing affordable housing should change?
Option C	There should be an aim to provide affordable rented housing on every new housing site.





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Options A - C all provide alternative approaches to delivering affordable housing across Fylde. Therefore all options would directly address the borough's current shortage of affordable housing provision.

Option A is effectively a 'business as usual' scenario that seeks to continue with the current policy approach. The current approach ensures a proportion of new homes are affordable on residential sites, which would directly address the borough's current shortage of affordable new homes (particularly within the rural areas of Fylde where 'barriers to housing' deprivation is at its highest). Where provision is less than 15 units in urban areas and less than 3 units in rural areas a 5% financial contribution would be negotiated. Again this would benefit the facilitation of affordable new homes in the borough. However, the current policy approach may not improve issues with affordable housing delivery; the 'Local Plan to 2030 Issues and Options' document identifies that 58% of all completions would have to be affordable.

Option B provides for a change in the current policy approach (Option A). However, it does not provide any details of these changes, therefore there are many uncertainties associated with the option. It is important that any policy changes ensure a balance is achieved between the economic viability of the site and affordable housing provision, as too many affordable houses may detract private developers and too few would exacerbate current shortages. However, an improved method could help to meet demand better than current policies (and Option A).

Option C requires all sites to provide affordable housing, which may be more beneficial than Option A. Providing homes for people on lower incomes on all sites may enable a wider range of homes for people working in the borough and may contribute to economic inclusion (this would be on a greater scale than Option A, as more affordable homes would be provided). However providing affordable homes on all sites may not be appropriate, as in some areas affordability is less of an issue. Therefore on small sites, contributions for other areas more at need may be more beneficial. In addition, a balance would be required between affordable home provision and market value provision to ensure development is economically viable and attractive to private developers.

With Options A, B and C there is an element of uncertainty over how they would affect cohesive communities, as the perception of affordable housing is not always positive. A targeted approach may therefore be better in this respect.

Other Considerations

Meeting the Needs of Older People

7.62 There is a continuing trend in many parts of Fylde, in particular Lytham St Annes, for significant in-migration of people moving to the area to retire. The attractive coastal and rural environment is largely responsible but the balance of housing available also influences the levels of in-migration.

7.63 Lytham St Annes already has a much higher proportion of older people and these numbers will continue to grow as people are living longer. This will occur irrespective of the number of additional people moving to the area. Future requirements will include catering for increasing numbers of older people who may have one or all of the following characteristics:

- are frail
- have a degenerative disease
- have a degenerative disease
- can pay for their own support and care needs
- are owner occupiers

7.64 Most housing for older people is provided by the general housing stock, emphasising the importance of ensuring all housing takes account of the needs of older people.

7.65 Older people are a highly diverse group, meaning that provision will have to be equally varied. It will be important to consider those who are fit and active, as well as those who are relatively frail.

7.66 The size of the older population has major implications for housing. Older people are more likely to be owner occupiers than other age groups and they are also less likely to move house. Therefore, large properties become under occupied, movement in the market place is reduced and pressure on housing supply and affordability is compounded.

7.67 There is also a risk that the condition of the housing stock will suffer as older residents cannot afford to, or are not able to, maintain their homes. As the population ages, demand for adaptations to homes and specialist housing will increase and as there is a strong correlation between age and ill-health, the demand for support services will also increase.

Extra Care and Supported Housing

7.68 Extra Care is a form of housing similar to sheltered schemes, with self-contained accommodation together with some communal facilities. In an extra care scheme, instead of the low level support traditionally provided by wardens in sheltered schemes, higher levels of care and support are provided 24 hours a day by a dedicated team of care workers. Extra care increases the choice of care options available to older people and can avoid the need for people to move into residential care.

7.69 The Council will continue to work closely with Lancashire County Council and other providers to supply the optimum amount and mix of specialist accommodation for the elderly, including sheltered and extra care housing.

Lifetime Homes

7.70 The Lifetime Homes Standards are a set of standards that make housing more functional for everyone, whether they have small children or limited mobility. They also include future proofing features that enable adaptations to be made when needed. Lifetime homes standards became mandatory in the Code for Sustainable Homes at level 6 from 1 April 2006.

7.71 Achieving Lifetime Homes Standards will require higher space standards, higher building costs and will also make development schemes less viable and less able to fund desired levels of affordable housing and contributions to other essential infrastructure.

Options relating to Lifetime Homes Standards

Q7: Lifetime Homes

Which of the following options do you support? You may choose more than one option.

Option A	All new market homes should be built to Lifetime Homes Standards.
Option B	Only a percentage of new market homes should be built to Lifetime Homes Standards. If you support this option, what percentage would you suggest and why?
Option C	All new affordable homes should be required to be built to Lifetime Homes Standards.
Option D	Only a percentage of new affordable homes should be built to Lifetime Homes Standards. If you support this option, what percentage would you suggest and why?

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Options A and B provide alternative approaches requiring new market homes to be built to Lifetime Homes Standards. Whilst Options C and D provide alternative approaches requiring new affordable homes to be built to Lifetime Homes Standards.

Option A would offer indirect health benefits to communities as residents' quality of life would be improved over the long term. Community cohesion may also be improved over the long term, as people would be able to stay in their homes for longer if they became impaired. Requiring all new market homes to meet Lifetime Homes Standards could make schemes less viable, less able to fund required levels of affordable housing and contributions and less attractive to private developers, which could have implications for Fylde's local economy. Option B therefore presents a more balanced approach to incorporating Lifetime Homes Standards within new residential developments, as it only requires a percentage of dwellings to meet the Standards.

Option C performs in a similar way as Option A, although it relates to affordable homes. However, requiring all affordable new homes to meet Lifetime Homes Standards may make homes more expensive and therefore reduce the effect of homes being 'affordable'. As with Option B, Option D presents a more balanced approach to incorporating Lifetime Homes Standards within new affordable developments, as it only requires a percentage of dwellings to meet Lifetime Homes Standards. It would also be more attractive to private developers.

SEE SECTION 4.4.1

of the Interim
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Appraisal



Park Homes

7.72 Park homes are included in this section on meeting the needs of older people because national evidence suggests that 48% of park homes are occupied by people over retirement age. There are high numbers of park homes throughout Fylde, with particular concentrations around certain settlements. They are often linked to, or converted from, holiday accommodation.

7.73 There is a range in the quality of park homes from static caravans to luxury lodges, which are built to standards equivalent to those of permanent homes. Some park homes are subject to Building Regulations. However, there is no statutory requirement for mobile homes to meet Building Regulations or standards of repair and thermal efficiency set out in the Housing Act 2004.

7.74 Park homes are attractive to older people coming to the area because they are relatively affordable compared to the majority of the housing stock. They offer small safe communities in attractive environments. However, issues can arise that include:

- Large numbers of park homes in isolated unsustainable locations
- Park homes exceeding the number of permanent homes and creating unbalanced communities
- Poor thermal efficiency of low quality park homes making it difficult to keep warm
- Lack of control of financial charges levied by site owners
- Depreciation in the value of units with a short design life and the cost of replacement.

7.75 These issues are particularly relevant to older people as their health and, in some cases financial resources, decline.

7.76 Fylde has 662 park homes with residential approval and 3,038 with holiday use approval (Fylde Coast Housing Strategy 2009). Sites with holiday use approval should not be used for full time occupation. However, residents can take up other temporary housing or a holiday in this period and return to the holiday caravan after 6 weeks. It is difficult to provide an accurate figure for the number of people living in park homes but it is likely to be significantly greater than the numbers that have residential approval.

7.77 It is important to seek to minimise further park home development and the conversion of existing units from holiday to permanent residential use, where they are an inappropriate way of meeting housing requirements.

Q8: Park Homes

If park homes are permitted should there be a requirement for contributions to affordable housing, in the same way as market housing is required to? ¹

¹ Contributions can also be sought for town centre/public realm improvements and public open space. Further information and options are provided within the infrastructure and open space and green infrastructure sections.

Gypsies and Travellers' Accommodation

7.78 National Planning Policy for Traveller Sites (March 2012) states that travelling show peoples' sites will need to include mixed uses. This will have implications for employment land, as well as land for housing. It states that local planning authorities should set their own pitch targets for gypsies and travellers and plot targets for travelling showpeople, which address the likely permanent and transit site accommodation needs of travellers in their area, working collaboratively with neighbouring local planning authorities.

7.79 The number of gypsy and traveller pitches required by each local authority in Lancashire was considered by the Partial Review of the RSS. The Lancashire Gypsy and Traveller Accommodation Assessment, which informed the aborted Partial Review, required that Fylde provided five transit pitches and assessed that there was a need for ten pitches for travelling showpeople. It assessed that there was no requirement in Fylde for permanent gypsy and traveller pitches.

7.80 Fylde Council, along with Wyre Council, commissioned Salford University to undertake a study which was put on hold pending revised government guidance. This has now been issued and work will recommence on establishing a local need for gypsy and traveller sites. When developing policies on traveller pitches, Fylde Council will co-operate with its neighbouring authorities of Wyre and Blackpool with regard to the provision of travellers' accommodation in the Fylde coast area.

7.81 The Local Plan will set the broad criteria for the provision of pitches, based on the evidence set out above, and the subsequent Site Allocations Development Plan Document will allocate the location of the specific sites.

Community Self Build

7.82 Community self build relates to groups of local people in housing need building their own homes and gaining skills. As the concept becomes more widely known, it is likely that projects will be initiated by potential self builders, rather than other organisations. Some projects have already been initiated in Fylde. Those without building skills participate on the basis that they are prepared to make the necessary time commitment and are prepared to learn new skills. More information is available on the community self build website at www.communityselfbuildagency.org.uk/.

7.83 Community Self Build Schemes will need to go through the planning process and the Council will provide advice and reserve the right not to request contributions for affordable housing and other infrastructure, if they are shown to make the scheme unviable.

Q9: Community Self Build

Should the Council reserve the right to refrain from requesting contributions for affordable housing with Community Self Build Schemes?

Section 3:

The Policy Options

Chapter 8

The Fylde Economy

Economy and Employment

Introduction

8.1 Fylde is characterised by high levels of economic activity. Its thriving town centres include St Annes, Lytham and Kirkham. St Annes is a traditional seaside resort with a reputation as a quality destination. Lytham is an attractive Victorian shopping centre with an expansive seafront and Kirkham is the borough's market town.

8.2 There are a number of attractive villages and pleasant surrounding countryside. Providing employment and maintaining economic prosperity is key to the continued development of a wide range of enterprises.

8.3 The main sources of employment are BAE Systems at Warton, Westinghouse (Springfields) at Salwick near Clifton, Axa and Aegon Financial Services at Lytham, various government offices at St. Annes, the Blackpool and Fylde Industrial Estate at the western end of the M55 (including the Department for Work and Pensions), Ribby Hall Village near Kirkham and Fox's Biscuits at Wesham. As a large part of the borough is rural, comprising high - medium quality agricultural land, farming operations are in abundance. These range from market gardening and intensive animal rearing to cereal and potato production and dairy farming.

8.4 Given the rural nature of the borough, the Lancashire Rural Broadband Project is relevant. Lancashire County Council intends to create a countywide super-fast broadband network by 2014 to help economic recovery and growth. An objective of the project is to stimulate activity in rural areas, increase business productivity and attract investment from UK and international companies.

8.5 Also of significance, at a time when BAE Systems is restructuring, is the creation of an Enterprise Zone centred around BAE Systems' base at Warton. The Enterprise Zone scheme was submitted to the government by the Lancashire Enterprise Partnership and was approved on 1 December 2011. It covers the two Lancashire BAE Systems sites, at Warton and Samlesbury. The four local authorities involved in supporting the Enterprise Zone are Lancashire County, South Ribble, Ribble Valley and Fylde. Business incentives will be offered, including discounted business rates and a simplified planning regime.

8.6 The key thrust of the Enterprise Zone scheme is attracting new investment to the North West based around high technology industries, with BAE Systems being a key driver. In addition to the aeronautical specialism, a package will be set up, including a regional skills centre/academy. One of the aims of the initiative is to look at the retention of Fylde and Lancashire younger people in the area and promote new development/industry that may not necessarily have set up in the locality. The Enterprise Zone came into force on 1 April 2012.

National Policy

8.7 The Local Plan needs to take account of the Chancellor's 2011 Budget proposals to help the economy, including the "Plan for Growth", and the Written Ministerial Statement "Planning for Growth". Furthermore, particular regard should be had to the positive approach to economic growth in the National Planning Policy Framework, which sets out a presumption in favour of sustainable development.

Regional Policy

Regional Spatial Strategy (RSS) 2003 -2021

8.8 The RSS does not set an employment land requirement for individual local authorities or for the Fylde Sub-Region. Policy W5 does, however, set out what provision should be made for the supply of employment land in Lancashire as a whole. Policy W3 requires a comprehensive review of commitments in order to secure a portfolio of sites. Following this review, Policy W4 promotes the release of allocated employment land and states that consideration should be given to a range of alternative uses appropriate to the location and nature of each site.

8.9 Policy CLCR 1 and 2 of the RSS identify that one of the strengths of the wider Lancashire area is its polycentric nature. Outside the city of Preston and towns of Blackburn, Burnley and Blackpool, the focus for investment and development in the Central Lancashire City Region will be largely confined to Key Service Centres and Local Service Centres.

Local Evidence

Fylde Sustainable Community Strategy 2008 - 2018

8.10 The Sustainable Community Strategy (SCS) recognises that maintaining the economic prosperity of the Borough is key to the continued development of a wide range of enterprises. One of the Strategy's ambitions is to create a supportive environment for all businesses within Fylde. The SCS also recognises the importance of looking at opportunities for the economy to diversify further.

Fylde Sub Region Employment Land Review: Summary Statement 2010

8.11 This statement was produced by Fylde, Blackpool and Wyre Councils to provide a position supporting the co-ordinated development of a future employment strategy across the sub-region. It recognises that most of the remaining available employment land in Fylde is focused on the newer business park locations, including Whitehills Park, close to the M55 junction 4. High quality sites and deliverable development opportunities are considered essential to provide for the development needs of expanding local firms and compete for economic activity. The majority of smaller sites are in long established business areas. Subsequent to the publication of the Sub-Regional Statement, more recent employment land supply and take-up data has been published and a new Employment Land Study has been commissioned.

Industrial Land Schedule, base date March 2011

8.12 Past take up of employment land was 2.5 hectares each year (1991-2011). However, if the exceptional land take-up in 1994 is excluded, this figure would be reduced to 2.0 hectares each year. Take-up for 2001-11 of 1.7 hectares has been at a similar recent level. Fylde figures include take-up of 23.3 hectares of business and industrial land developed in Fylde on lands on the Blackpool/Fylde boundary, either on the Blackpool Business Park or around the M55 junction 4 on the Blackpool Fylde Estate, on the expanding Whitehills Park. Around half of Fylde's take-up 1991-2011, and 60% of total take-up post 2001, has been on lands on the Blackpool/Fylde boundary.

Fylde Economic Development Strategy and Action Plan 2008 – 2021

8.13 This strategy was produced by GVA Grimley on behalf of the Council. It recognises that Fylde is an important part of the Central Lancashire economy and that the borough is a relatively prosperous, well connected and attractive place to live. The associated Action Plan relates to the period 2008 – 2012. The Council is currently producing a refresh of its Economic Development Strategy for the period 2012 – 2030.

Lancashire County Economic Assessment 2011

8.14 The Local Economic Assessment is a snapshot of the Lancashire economy, providing an understanding of local economic conditions and highlighting challenges and opportunities for the Lancashire area. Whilst Lancashire has much to offer, it is clear that in recent years it has failed to realise its true economic potential. The priority for Lancashire is to deliver higher economic growth and re-establish Lancashire's strategic importance to the North West and UK economy.

8.15 Specific to Fylde, the Economic Assessment states the following:

- Fylde has seen strong employment growth in the last decade, including in the service sector. It has strengths in aerospace, nuclear fuel manufacturing, public sector employment and coastal and rural tourism. There is potential for growth in advanced manufacturing and the renewable and energy sectors, as well as the visitor economy.
- Fylde has a lower proportion of 15-24 year olds (10.2%), than regional (13.9%) and national (13.3%) comparisons. There are wards that have working age benefit claimants of more than 30%, twice the national average. The presence of such high rates represents a significant barrier to addressing unemployment. In contrast, Fylde is amongst the top 50% of least deprived areas nationally.
- The 2009 figures for active enterprises highlight the impact of the recent economic slowdown, as business closures outnumbered business start ups. Lancashire's business closure rate of 12% equals the national rate and is lower than the North West. Fylde has the highest business closure rate in Lancashire, at 13.7%.

Fylde Employment Land and Premises Study 2012

8.16 The Council is in the process of producing an Employment Land and Premises Study. It will assess the amount and type of employment land required in the borough to maintain the economic health of the area and support the supply of job opportunities for its residents. In producing the Study, economic analyses will be provided and consideration will be given to the quality and quantity of employment land in Fylde. The Study will focus on the provision of land and premises for Class B uses (B1: Business, B2: General Industrial and B8: Storage and Distribution). This evidence will be completed in time to inform the production of the Preferred Options.

Breakdown of Fylde's Labour Supply

8.17 Fylde's labour supply is characterised by economically active people, predominantly in full time employment. There is a heavy dependence upon manufacturing and a high proportion of occupations are managerial and professional. The typical income in Fylde is higher than that for the rest of Lancashire, the region or the UK. The following tables provide a breakdown of labour supply in Fylde:



Table 1: Employment and Unemployment (July 2010 – June 2011)

	Fylde (numbers)	Fylde (%)	North West (%)	Great Britain (%)
All people				
Economically active [†]	38,800	81.3	74.6	76.2
In employment [†]	36,300	75.9	68.4	70.2
Employees [†]	30,300	64.4	59.9	60.7
Self employed [†]	6,000	11.5	8.0	9.1
Unemployed (model-based) [§]	1,900	5.0	8.1	7.7
Males				
Economically active [†]	22,200	92.8	80.3	82.5
In employment [†]	20,800	86.6	73.0	75.4
Employees [†]	15,700	67.3	60.5	62.2
Self employed [†]	5,100	19.3	11.9	12.8
Unemployed (model-based) [§]	#	#	8.9	8.4
Females				
Economically active [†]	16,600	69.9	68.9	69.9
In employment [†]	15,500	65.4	63.8	65.0
Employees [†]	14,600	61.5	59.3	59.2
Self employed [†]	#	#	4.2	5.4
Unemployed (model-based) [§]	#	#	7.2	6.9

Source: ONS annual population survey

Sample size too small for reliable estimate

† numbers are for those aged 16 and over, % are for those aged 16-64

§ numbers and % are for those aged 16 and over. % is a proportion of economically active

Table 1 shows that of the 38,800 people in Fylde who were economically active (July 2010 – June 2011), 36,300 were in employment. The percentage of people in the borough who are both economically active and in employment are above those in both the North West and the UK.

Table 2: Employee Jobs (2008)

	Fylde (employee jobs)	Fylde (%)	North West (%)	Great Britain (%)
Total employee jobs	42,300	-	-	-
Full-time	32,500	77.0	69.1	68.8
Part-time	9,700	23.0	30.9	31.2
Employee jobs by industry				
Manufacturing	13,300	31.6	11.6	10.2
Construction	1,500	3.5	5.2	4.8
Services	27,000	64.0	82.1	83.5
Distribution, hotels & restaurants	8,100	19.2	23.5	23.4
Transport & communications	1,000	2.4	5.8	5.8
Finance, IT, other business activities	7,600	17.9	19.7	22.0
Public admin, education & health	8,800	20.7	28.2	27.0
Other services	1,600	3.7	4.9	5.3
Tourism-related†	3,900	9.1	8.2	8.2

Source: ONS annual business inquiry employee analysis

- Data unavailable

† Tourism consists of industries that are also part of the services industry

Notes: % is a proportion of total employee jobs

Employee jobs excludes self-employed, government-supported trainees and HM Forces

Table 2 shows that, of the 42,300 employee jobs in Fylde (2008), 77% were full time. This is higher than for the North West and the UK at 69.1% and 68.8% respectively. In Fylde, service industries employ 64% of total employee jobs. Although this is dominant in Fylde it is, however, considerably lower than for the North West and the UK. This is in part due to the fact that manufacturing accounts for 31.6% of total jobs in Fylde. In the North West and the UK, manufacturing employs significantly less employees at 11.6% and 10.2% respectively.

Table 3: Employment by occupation (July 2010 – June 2011)

	Fylde (numbers)	Fylde (%)	North West (%)	Great Britain (%)
Soc 2010 major group 1-3	17,700	48.6	39.5	43.2
1 Managers, directors and senior officials	3,800	10.4	9.1	9.9
2 Professional occupations	9,300	25.6	17.9	19.3
3 Associate professional & technical	4,600	12.6	12.4	13.8
Soc 2010 major group 4-5	7,900	21.7	22.3	22.0
4 Administrative & secretarial	5,400	14.8	11.4	11.1
5 Skilled trades occupations	#	#	10.9	10.7
Soc 2010 major group 6-7	6,000	16.6	19.0	17.3
6 Caring, leisure and Other Service occupations	#	#	10.0	9.0
7 Sales and customer service occs	#	#	9.0	8.2
Soc 2010 major group 8-9	4,700	13.0	19.1	17.5
8 Process plant & machine operatives	!	!	7.2	6.5
9 Elementary occupations	3,900	10.7	11.8	11.0

Source: ONS annual population survey

Sample size too small for reliable estimate

! Estimate is not available since sample size is disclosive

Notes: Numbers and % are for those of 16+

% is a proportion of all persons in employment

Of the number of people in employment in Fylde the dominant occupation (July 2010 – June 2011) was in the managerial and professional sectors. 48.6% of all persons in employment in Fylde are employed as managers, directors and senior officials; professional occupations; or associated professional and technical. This is higher than both regional and national comparables.

Table 4: Total personal income, 2009/2010

	Number of individuals	Mean income before tax (£)	Median income before tax (£)
Fylde	42,000	29,900	21,300
Lancashire County Council area	572,000	24,800	18,200
North West	3,300,000	24,900	18,500
United Kingdom	30,600,000	28,400	19,600

Source: HM Revenues and Customs / Lancashire Profile

Table 4 includes total mean and median personal income figures. The median is the value below which 50% of employees are allocated and is more reflective of the 'typical' wage or income. It is preferred over the mean for earnings data as it is influenced less by extreme values and because of the skewed distribution of earnings data. The total median (middle value) personal income figure for the Lancashire County area in 2009/2010 of £18,200 was around seven percentage points lower than the UK average of £19,600. It was also below the North West average of £18,500. The typical income in Fylde was, however, highest in Lancashire at £21,300.



What you told us

8.18 In response to the Issues, Vision and Objectives consultation the loss of large employers was raised as an issue, along with the need to retain those that remain. There was also concern about the lack of sustainable local employment in the borough, particularly in the villages. Falling employment levels and lack of opportunities for young people and graduates was also raised as an issue.

Strategic Objectives for Economy and Employment

8.19 The strategic objectives relevant to the economy and employment provision in Fylde over the Plan period can be referenced as Objectives 1, 2, 4 and 5.

Key Policy Considerations

8.20 The development strategy will need to make sure that Fylde has a good supply of employment land designed to meet the needs of the economy.

8.21 The tables setting out the breakdown of Fylde's labour supply show that the borough has an active employment base, albeit based upon a limited number of sectors - predominantly manufacturing and services. It is therefore vital that a wide range of job opportunities can be created. In considering these opportunities it is important to recognise that Fylde forms part of the larger Fylde Sub-Region, with linked economic functionality and inter-dependencies.

8.22 Identifying sufficient land in the right location is essential to improving and diversifying the economy. Access to good employment opportunities in Fylde will therefore be centred around the following approach:

- Retaining and improving land in Fylde's existing business and industrial areas;
- Expanding opportunities around Blackpool Airport and/or M55 junction 4 (Whitehills);
- Creating new business parks;
- Maximising the potential associated with the Enterprise Zone at Warton.

8.23 Given that up to date evidence on employment land has not yet been completed, options relating to how much or where employment land requirements should be targeted have not been put forward in this document. They will form part of the next consultation on the Preferred Options.

Q10: Economy and Employment

Do you agree with the approach to dealing with economy and employment, as set out in paragraphs 8.21 - 8.23? If not, can you suggest alternative approaches?

Retail Development

Introduction

8.24 Retail is an important part of the Fylde economy. Town centres provide employment and a hub for leisure, cultural and social activities. The range and quality of the retail offer can contribute directly to the vibrancy of town centres and affect their vitality and attractiveness.

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

8.26 District and local centres are vital to the sustainability of smaller communities. If this provision is lost people will have to travel further to meet their needs. These centres act as a catalyst to their communities and offer opportunities for social integration.

National Policy

8.27 Regard should be had to the approach to economic growth in the National Planning Policy Framework. In creating plans which promote the vitality and viability of town centres, it advises that policies should promote competitive town centre environments. It retains the government's previous 'town centre first' approach and states that 'local planning authorities should require applications for main town centre uses to be located in town centres, then in edge-of-centre locations and, only if suitable sites are not available, should out-of-centre sites be considered'.

Regional Policy

Regional Spatial Strategy 2003 - 2021

8.28 Policy CLCR 1 and 2 and W5 of the RSS identify that one of the strengths of the wider Lancashire area is its polycentric nature and the fact that retail provision (particularly comparison based shopping) is spread across the major towns and cities in Lancashire.



Local Evidence

Fylde Sustainable Community Strategy 2008 - 2018

8.29 One of the ambitions of the Sustainable Community Strategy (SCS) is to develop the Classic Resort Concept within St Annes. The retail offer is recognised as a key ingredient upon which the concept can be developed. The SCS also recognises the importance of the Kirkham Market Town Initiative. The Market Town Health Check has identified that Kirkham town centre has the potential to become a vibrant retail destination based on its history, heritage and location.

Fylde Coast Retail Study

8.30 In November 2010 Fylde, Blackpool and Wyre Councils commissioned consultants to undertake an assessment of the current and future retail roles of the main centres within the Fylde Coast Sub-Region. The Fylde Coast Retail Study, published in August 2011, provides a comprehensive review of town centre and retailing trends and needs in the borough, together with recommendations for an appropriate strategy response.

8.31 Evidence in the Fylde Coast Retail Study recommends that comparison goods retail development across the borough should be 8,620 (sq.m gross) in the period 2010 - 2026. The distribution of this capacity should be 70% at Lytham St Annes, 20% at Kirkham and 10% across all other areas. In respect of convenience goods the study advises that there is no quantitative capacity for further floorspace in the Fylde Coast sub-region up to 2021, and only limited capacity up to 2026. The recommendations in the Retail Study will be taken forward in the Local Plan, along with the percentages set out for housing in each of the five alternative spatial options set out in chapter five.

Comparison Goods

8.32 In recommending how comparison goods needs should be distributed, the Fylde Coast Retail Study adopts four key principles:

- i. each borough's share of the Fylde sub-regional floorspace total reflects its current share of retained comparison goods expenditure;
- ii. there is a presumption that there is no need to plan for a net gain in floorspace in out-of-centre locations, thus it is advocated that the councils plan to accommodate these indicative levels of floorspace on sites located within and on the edge of the identified town centres;
- iii. there is a significant increase in Blackpool Town Centre's share of the Borough's subtotal, compared to existing expenditure flows. However, this is at the expense of out-of-centre locations and through clawback of expenditure leakage, rather than at the expense of other centres in the Fylde Coast sub-region; and
- iv. the floorspace in Wyre and Fylde Boroughs is distributed to reflect the potential of the larger centres in each borough, and opportunities that exist in smaller centres such as Poulton-le-Fylde.

Convenience Goods

8.33 The Study concludes that there is no overall quantitative need for further convenience goods floorspace in the Fylde Coast sub-region in the period up to 2021. However, some localised deficiencies have been identified which should be addressed and reflected in development plan documents.

8.34 In rural areas, particularly in Fylde and Wyre, it is recognised that small scale enhancements to the convenience provision can support communities and reduce reliance on the private car, by providing day to day shopping facilities within existing local and district centres. The Study recommends, however, that such development should only be permitted where it is of an appropriate scale in relation to the role and function of nearby centres and the catchment which it serves.

8.35 There continues to be pressure on local authorities to permit edge and out-of-centre discount foodstores. The Study recommends that potential adverse impact that such development can have on nearby centres must be carefully taken into account.

Retail Centres in Fylde

8.36 In **Kirkham**, the Retail Study recommends that the focus should be on halting increasing vacancy rates and enhancing retailer representation in the comparison goods sector, particularly clothing and footwear. The comparison offer is limited in Kirkham and there are a growing number of charity shops. The refurbishment of vacant units, so that they are better suited to the requirements of multiple retailers, represents the best opportunity for enhancing the retail offer in Kirkham.

8.37 **Lytham** currently performs strongly in terms of catering for the needs of local residents. The centre has a strong convenience goods base and good representation from quality independent retailers in the comparison goods sector. The recommendations for Lytham, therefore, focus on maintaining the centre's vitality and viability through monitoring vacancies, maintaining the public realm, and using the floorspace capacity identified to enhance the existing retail offer. This will ensure the centre remains attractive to local residents, rather than competing destinations outside the area and out-of-centre locations.

8.38 **St Annes** is a well maintained and vibrant centre with a strong convenience base, reflected in a relatively high localised convenience goods retention rate. In the comparison goods sector clothing and footwear is slightly under-represented and there are a number of charity shops. It is recommended that a more complementary and diverse mix of retailers be promoted and that the refurbishment of vacant units be encouraged so that they are fit for purpose.



What you told us

8.39 In response to the Issues, Vision and Objectives consultation comments were made about retail provision in the town centres. In particular, that there are limited shops, a limited variety of shops and too many charity and bargain shops and empty premises. There were also comments about the lack of suitable retail provision in Warton.

Strategic Objectives for Retail

8.40 The strategic objectives relevant to retail development in Fylde over the Plan period can be referenced as Objectives 1, 2, 3, 4 and 5.

Key Policy Considerations

8.41 The Council will need to identify an appropriate range of sites to accommodate the identified retail need. The approach will be dependent upon the preferred spatial option. A different emphasis may be taken in the rural areas, depending upon the distribution of development chosen. The Council will need to identify sites that are suitable, available and viable.

8.42 The hierarchy of retail centres within Fylde will need to be defined, based on:

- Town centres – St Annes, Lytham, Kirkham
- District centres – Ansdell, Freckleton
- Local centres – St Davids Road North, Headroomgate Road, St Davids Road South, St Albans Road and Alexandria Drive, St Annes and Lytham Road, Warton
- Other centre – Squires Gate.

8.43 The Local Plan will need to identify primary shopping areas (the main core of the retail centre) and secondary shopping areas (other parts of the centre) and also consider the retail needs of the rural economy.

Options for the provision of new retail development

Q11: Provision of new development

Which of the following options do you support? You may choose more than one option.

Option A	The market should decide where new retail development should be located.
Option B	The approach recommended in the Fylde Retail Study should be followed.
Option C	Increased convenience provision in the rural centres should be supported.

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Option A allows the market to decide where new retail development should be located. This would result in many uncertainties, as the type and location of development is unknown which may mean the most beneficial locations and retail types may not be delivered. It would be a case of 'wait and see' with regards to effects on health, crime, cohesion and access to goods. Town centres may also become disjointed with greater opportunities for crime and an over representation of charity shops and bargain shops. This would not necessarily facilitate regeneration within the borough's retail centres or encourage new business into currently vacant units. In addition, this option may not address the underrepresented comparison goods sector in Kirkham and St Annes or small scale convenience provision in rural areas. There are also uncertainties as to whether this option would result in new out of centre shopping facilities (which would not represent a sustainable use of land resources). However, this option would increase the local job offer (albeit low paid and low skilled) and may benefit youth employment.

Option B provides a more structured and balanced approach to retail provision in Fylde as it suggests following the Fylde Coast Retail Study. The Study sets out clear recommendations to address retail development across the Fylde Coast and recognises appropriate small scale enhancements to convenience provision in rural areas can support communities and reduce the use of the private car. The study also seeks to ensure Fylde's retail centres (Kirkham, Lytham and St Annes) are vibrant and viable places. This could reduce fear and opportunities for crime along with enhancing community spirit and cohesion. This option therefore performs better against the SA Objectives than Option A.

Option C specifically relates to convenience provision in rural areas (which is also included within Option B). This option would generally improve rural diversification and economic viability if combined with appropriate housing provision and would provide an increased job offer within rural centres. However Option C should be in addition to other policy options, rather than in isolation, as benefits in Option B relating to town centres would not be realised.



SEE SECTION 4.4.1

of the Interim
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Tourism

Introduction

8.44 Tourism comprises the activities of persons travelling to and staying in places outside their usual environment for no more than one consecutive year for leisure, business and other purposes. Tourism is diverse and includes both day and overnight visitors undertaking business, professional and domestic activities, as well as holidays and recreation. Often more than one purpose is involved.

8.45 Fylde has many tourism resources including its traditional seaside resorts, attractive market town, Ribby Hall Village and many caravan parks and camp sites, picturesque rural villages, valuable heritage assets and unique coastal and countryside areas, including the Lancaster Canal. Other facilities, such as sports and recreation facilities, also support the tourism offer, as well as serving the local community.

8.46 Tourism is an important industry within Fylde, accounting for one in ten jobs. The borough attracts over 3 million visitors each year, generating £213 million spending in the local economy. More than three-quarters of these visitors are day-trippers. However, the 670,000 staying visitors generate more than 1.9 million visitor nights (an average of 2.9 nights per trip).

8.47 Fylde also benefits from major sporting and cultural events such as the Lytham Proms and 1940s weekend. The British Open Golf Championship returns to Royal Lytham and St Annes in 2012 and is expected to attract 200,000 visitors.

8.48 Fylde offers a more traditional, low key tourist offer than its neighbouring resort of Blackpool. Whilst its offer is different from Blackpool, there are obvious mutual benefits for the wider Fylde coast through the greater range of destination types and experiences on offer.

National Policy

8.49 The NPPF states that local planning authorities should allocate a range of suitable sites to meet the scale and type of tourism development needed in their town centres. Development should follow a sequential approach, focusing in the first instance towards town centres, secondly to edge-of-centre and finally, if other sites are not suitable or available, to out-of-centre locations. The sequential approach does not apply to small scale rural development. The NPPF supports the development of sustainable rural tourism and leisure developments that benefit rural businesses, communities and visitors, which also respect the character of the countryside.

Regional Policy

Regional Spatial Strategy 2003 - 2021

8.50 RSS policy W6 sets out that schemes should deliver improved economic growth and quality of life through sustainable tourism, with the North West coastal areas being a priority for major tourism, where this is a key component of the economy. Tourism activity related to Regional Parks should also be promoted. RSS policy W7 refers to the principles for tourism related development, which should be of high quality, environmentally sensitive and well-designed.

Local Evidence

Fylde Sustainable Community Strategy 2008 - 2018

8.51 One of the themes of the Community Strategy sets an ambition to increase the visitor economy in Fylde and to develop the Classic Resort Concept within St Annes. Other tourism related activities, including maximising opportunities arising from the Golf Championship and formulating and developing the Ribble Coast and Wetlands Regional Park, are also part of the Strategy's ambitions.

Fylde Coast Sub-regional Visitor Accommodation Study (2009)

8.52 This study was jointly commissioned by Fylde, Wyre and Blackpool Councils to explore the quantity, quality and location of visitor accommodation and an appraisal of future need. The Study shows that serviced holiday accommodation in Fylde is dominated by the Edwardian resort of St Annes, with a smaller number of businesses in Lytham. Holiday park pitch provision is predominately located close to the boundary with Blackpool, although there are major holiday centres within the rest of the borough, including Ribby Hall Village.

8.53 The Study highlights the use of static caravan holiday homes for residential purposes as an issue. Static caravans are often located within the countryside and conversion to residential units puts pressure on local facilities, which are not accounted for in service provision. Further information on the residential use of holiday homes is included in paragraph 7.73, in chapter 7.



8.54 Conclusions of the study that are specifically related to the provision of visitor accommodation in Fylde are:

- The accommodation market is broadly in balance, although there is a slight over supply across the serviced and self catering sectors and a small need for additional holiday park pitches.
- There does not appear to be the need to change the existing planning policy framework in relation to hotel accommodation, other than preventing hotels from being converted to holiday apartments within the primary holiday area. (The existing policy approach to tourist accommodation is provided in appendix 2).
- There is concern that current policy restricting any increase in static caravan numbers at existing parks provides no incentive for park owners to improve their parks. It is therefore suggested that policy is amended to allow for modest expansion in return for site improvements, and to allow for the introduction of higher quality lodge units. Policy should also be amended to control the conversion / loss of touring pitches, in order to maintain an adequate supply.

Lytham St Annes 2020 Vision (2009)

8.55 This document sets out a vision for the economy of Lytham St Annes, including developing the 'Classic Resort Concept'. It sets out how the coastal towns will engage with the development of the wider Fylde Coast, particularly in the context of the visitor economy. The document gives a clear focus towards the higher value target market for the visitor economy. To achieve this, improvements to services and environmental aspects are needed to meet and exceed expectations. The document also sets out key projects that are fundamental to delivering the document's vision.

St Annes Seafront Masterplan 2008

8.56 The Masterplan aims to help reverse the decline of St Annes seafront. It analyses the existing character of the area and proposes a range of possible solutions.

Draft Blackpool and Fylde Coast Protection Strategy 2011

8.57 This strategy has been jointly commissioned by Fylde and Blackpool Councils. Its purpose is to provide a long-term plan (100 years) for the management of the sea defences, in line with current guidance. The study identifies that the residual life of some of the manmade sea defences in Fylde is short and their potential failure could result in flooding. The strategy recognises that Lytham St Annes and Blackpool coastlines are major national and regional tourist destinations. The coastal defences are vitally important, providing protection for people, properties and infrastructure connected to the tourism industry.

What you told us

8.58 The importance of tourism for Fylde was raised by a number of respondents as part of the Issues, Vision and Objectives consultation. Responses were also provided by day and staying visitors.

8.59 Upgrading the seafront and promenade in St Annes and restoration and regeneration of Fairhaven Lake were raised as key issues by respondents. The need for the promenade and St Annes town centre to be better connected was also raised.

8.60 The unfulfilled potential of Lytham Hall and the potential of the Ribble Coast and Wetlands Regional Park for tourism was identified.

8.61 A lack of indoor attractions in St Annes and Lytham and a limited night time economy were also referred to by some respondents.

Strategic Objectives for Tourism

8.62 The strategic objectives relevant to tourism development in Fylde over the Plan period can be referenced as Objectives 1, 2, 4 and 5.

Key Considerations

8.63 Tourism is an important element of Fylde's economy and the Local Plan will continue to recognise the potential benefits offered by tourism. We would like to know your views on how the Council should manage tourist accommodation and tourist facilities over the course of the Plan period.



Options for managing tourist accommodation

Q12: Provision of new tourist accommodation

Which of the following options do you support? You may choose more than one option.

Option A	The approach recommended in the Fylde Visitor Accommodation Study should be followed.
Option B	The market should decide where new tourist accommodation should be located, providing it follows the guidance set out in the NPPF.
Option C	An increase in holiday accommodation in rural areas should be supported. If you support this option, what type of accommodation, scale and location should be supported?
Option D	An alternative approach should be followed. If you support this option, what approach do you suggest? Do you have evidence to support the viability and deliverability of the approach?



Interim Sustainability Appraisal Summary

Option A provides the most structured approach to tourist accommodation as it follows the approach recommended by the Fylde Visitor Accommodation Study. In addition, Option A would offer a small increase in the local job offer and would contribute to improving the vitality and vibrancy of town centres, as new accommodation would be restricted to designated areas (Primary / Secondary Holiday Areas). However there is potential for any modest expansion of static caravan parks to lead to adverse effects on landscape character and, potentially, biodiversity.

Option B, allowing the market to decide where new tourist accommodation should be located, would lead to a greater job offer than Option A as it may (under the right economic conditions) lead to a 'boom' in accommodation development. However, it may also lead to an oversupply and potentially to inappropriate development (refurbishment of existing accommodation may also be less attractive under this option). The NPPF provides for high level strategic advice which does not necessarily take into account issues at a local level, i.e. the Primary and Secondary Holiday Areas. Therefore Option A would provide more benefits to urban renaissance, as holiday accommodation would be concentrated within designated areas which would enhance the vitality and vibrancy of town centres and enhance urban areas as places to visit / stay.

Option C specifically relates to increasing holiday accommodation in rural areas. There are many potential adverse effects associated with this option relating to impacts on biodiversity, historic assets, water resources, landscape character and land resources. However, these adverse effects would ultimately depend upon the scale and location of new development.



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Options for managing tourist facilities

Q13: Tourism management

To achieve the vision set out in chapter 3, including the development of the 'Classic Resort Concept' at St Annes and promotion of a high quality tourism offer which also serves the local community, which aspect of tourism management do you think should be prioritised? Reference to the interim Sustainability Appraisal will assist your choice of option.

Please rank from A to F, (with A being the option you would prioritise most and F being the one you would prioritise least). If you have any other suggestions please let us know.

The approach will be in addition to the options for managing tourism accommodation set out in Q12.

The preferred options may include a combination of all of the options.

Option A	Protect existing and provide additional indoor facilities and attractions. What type(s) of facilities and attractions are required, at what scale and where should they be located?
Option B	Enhance the night time economy. What type(s) of facilities and attractions are required, at what scale and where should they be located?
Option C	Capitalise on existing tourism assets, such as sporting and cultural events and heritage assets.
Option D	Expand the business related trip market, such as conference facilities.
Option E	Develop the Ribble Coast and Wetlands Regional Park.
Option F	Enhance public realm and open space

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Options A – F are not directly comparable as they each provide for different tourist facilities within Fylde.

Option A relates to protecting existing indoor facilities and providing additional facilities. This would directly benefit the settlements of Lytham and St Annes, as there is currently a lack of such facilities. It would also provide a small number of employment opportunities (dependent upon scale). In addition this option would offer indirect health benefits, as new indoor facilities such as new sporting facilities may encourage people to adopt healthy lifestyles.

Option B relates to the enhancement of the night time economy which is currently limited. Improving the night time offer could have both positive and negative effects on crime, as it may increase opportunities for anti-social behaviour (increased drinking) yet also help to create thriving towns during the evening. As per Option A, this would also provide a small number of employment opportunities.

Option C is directly associated with capitalising on existing assets such as sporting, cultural and heritage activities. This option would therefore provide opportunities to enhance community cohesion, spirit and healthy lifestyles. The borough is famous for hosting internationally acclaimed golf events and it is important for its economy, investment appeal and image to maintain and, where possible, add to these.

Option D seeks to expand the business-related trip market, including conference facilities. It is unlikely that this option would lead to any significant effects on the SA Objectives. However it may lead to the development of new conference facilities which would each need to be appraised in terms of the effects on the local built and natural environment, including the transport network.

Options E and F relate to the enhancement of the Ribble Coast and Wetlands Regional Park and enhancement of public realm and open space. Together these options could have beneficial effects on biodiversity, with opportunities to enhance habitats and species within both urban areas and the Ribble Coast and Wetlands Regional Park itself. These options would also have indirect benefits on health, as they would provide opportunities for people to access wildlife and open green spaces. These options would also result in beneficial effects on landscape character.

Section 3:

The Policy Options

Chapter 9

Climate Change, Renewable Energy and Flood Risk

Climate Change

Introduction

9.1 There is strong evidence to suggest that climate change is happening. While climate change is recognised as a global phenomenon, its consequences will be felt at the local level from the associated impacts of increasing temperatures, rising sea levels and extreme weather conditions.

9.2 Fylde's low lying coastal area will be susceptible to the effects of sea level rise and coastal erosion and the borough will face increasing risk from river and surface water flooding connected to extreme weather patterns.

9.3 Landscape and biodiversity could be eroded as flora and fauna are put under increasing pressure and some species and habitats could be lost where they are unable to adapt quickly to changing conditions.

9.4 The potential impacts of climate change will also present a unique challenge for the local economy. Tourism accounts for one in ten jobs and climate change could lead to potential tourism gains and losses. Extreme weather patterns could also lead to a redistribution of agriculture and impact on the rural economy. There are also wider economic gains and losses connected to climate change mitigation and adaptation. Mitigation refers to the action to reduce the impact of human activity on the climate, primarily through reducing greenhouse emissions. Adaptation refers to the adjustments to natural or human systems in response to climatic factors, including changes in rainfall and rising temperatures, which moderate harm or exploit beneficial opportunities.

9.5 It is likely that the effects of climate change will be felt disproportionately by those most vulnerable in society. Fylde has an ageing population and extreme weather conditions, such as heat waves or prolonged cold weather, could create potential health problems.

The Government's commitment

9.6 The Government has made a long term commitment to tackle climate change. The introduction of the Climate Change Act 2008 set a legally binding target of at least 34% reduction in greenhouse gas emissions by 2020 and 80% by 2050. The Act also created a framework for climate change adaption, with the production of the first National Climate Change Risk Assessment in 2012.

National Policy

9.7 The 2008 Planning Act introduced the requirement for development plans to include policies designed to ensure that development contributes to the mitigation of and adaption to climate change.

9.8 The National Planning Policy Framework encourages local planning authorities to adopt policies that support the government's transition to a low carbon economy. To achieve this, the planning system should adopt proactive policies to mitigate and adapt to climate change.

Regional Policy

Regional Spatial Strategy 2003 -2021

9.9 RSS policy EM15 promotes sustainable energy production and requires local authorities to lead by example by reducing their annual consumption of energy and maximising the potential for sustainable energy generation.

Local Evidence

Fylde Sustainable Community Strategy 2008 – 2018

9.10 Theme 2 of the Strategy, 'Securing the Future of our Environment' sets a vision to reduce the local contribution to global climate change, with the ambition to promote the efficient use of resources by reducing our energy and water use and minimising waste.

The Lancashire Climate Change Strategy 2009 - 2020

9.11 The strategy sets out a long term vision that Lancashire will be low carbon and well adapted by 2020 and that it is aiming to reduce its carbon dioxide emissions by at least 30%, compared to 1990 levels.

Lancashire Climate Change Actions for Tomorrow 2009/2010

9.12 This supports the Lancashire Climate Change Strategy in that it highlights the good practices that already exist in Lancashire and identifies where there are current gaps in delivery and where gaps may emerge in the future.

What you told us

9.13 In response to the Issues, Vision and Objectives consultation the potential threats connected to climate change were discussed. However, the connection to climate change was not made in many cases.

9.14 Potential impacts of climate change were discussed, such as habitat destruction and increased tidal and river flooding. Many comments focused on environmental protection and mitigation, such as the need to preserve agricultural land to increase food security and the promotion of sustainable development and transport.

Strategic Objectives for climate change

9.15 The strategic objectives relevant to climate change over the Plan period can be referenced as Objectives 1 and 2.

Key Policy Considerations

9.16 Scenarios of climate change for the North West have been published by the UK Climate Impact Programme. By 2050 the North West may experience both winter and summer temperature increases of up to 4°C. Winter precipitation may increase by over 20% and summer precipitation may decrease by up to 1%, resulting in much wetter winters and drier summers.

9.17 The Department of Energy and Climate Change estimates that CO₂ emissions in Fylde are 8.7 tonnes annually per capita, above the average for Lancashire and the UK of 7.5 and 7.4 tonnes annually respectively. In part, Fylde's above average figure will be higher due to a concentration of energy intensive industry. The use of domestic gas and electricity per consumer is also higher in Fylde than in the North West or nationally. The Council recognises that climate change is important and signed the North West Climate Change Charter in 2006 and the Nottingham Declaration in 2008.

9.18 Planning for climate change will require mitigation and adaption. Climate mitigation, such as energy efficiency of existing and new buildings and other land uses in Fylde will be required to reduce energy demand. Development will need to be located in sustainable locations to reduce the over dependence on the car and pedestrian and cycle routes will be enhanced. Environments which counteract emissions and act as a carbon 'sink', such as salt marshes and the countryside, will need to be protected.

9.19 Measures will also be necessary to allow people to adapt to climate change. The design of new buildings will need to be flexible and resilient to extreme weather conditions. Green infrastructure and natural sea defences will be protected and enhanced to take advantage of the wider adaption benefits they offer.

9.20 One of the most important issues in Fylde will be managing the impacts of flooding and delivering development that has appropriate water measures, including reducing run off and sustainable draining. Flooding and water issues are dealt with in more detail in the flood risk and infrastructure sections of this document



Options for managing climate change

Q14: Managing climate change

Our approach to managing climate change will be to require development and land use to mitigate and adapt to the effects of climate change. This could include a variety of measures, in addition to the generation of renewable and low carbon energy (see renewable energy section).

Which of the following aspects do you think should be prioritised for mitigation and adaption in Fylde? Reference to the interim Sustainability Appraisal will assist your choice of option.

Please rank A to E, (with A being the option you would prioritise most and E being the option you would prioritise least). If you have any other suggestions please let us know.

The preferred options may include a combination of all the options.

Option A	Focus development in sustainable locations to minimise the need to use private cars, in order to reduce carbon emissions.
Option B	Encourage the reuse and conversion of existing buildings and structures.
Option C	Improve the energy and water efficiency of existing and new buildings.
Option D	Adapt the design and orientation of buildings in order to maximise solar gain and/or provide shelter from the elements; take advantage of natural light and ventilation; use grey water and rainwater; provide collection and storage for waste and recyclables.
Option E	Prioritise addressing the impacts on flora, fauna and sensitive habitats in the borough.

Interim Sustainability Appraisal Summary

Options A – E are not directly comparable as they each provide for different ways to manage climate change.

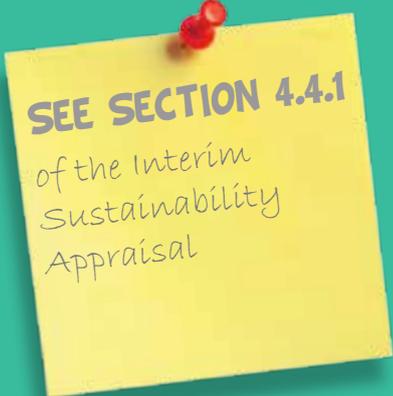
Option A seeks to focus new development within sustainable locations in order to reduce the dependence on the private car. This would also improve access for all (social and employment opportunities) and may offer health benefits if people are encouraged to walk / cycle rather than use their cars. Current issues with congestion may also be reduced under this option, along with associated CO2 emissions and air quality over the long term.

Option B encourages the reuse and conversion of existing buildings, which offers a sustainable use of land resources. It may also improve local townscapes, Conservation Areas and the historic settings of Listed Buildings. In addition, this option may benefit Lytham Hall (Grade I), which is currently listed on the English Heritage 2011 'At Risk' Register.

Option C relates to improving water and energy efficiency of existing and new buildings. Therefore it would benefit SA Objectives 13 'Protect and enhance the quality of water features and resources, and reduce the risk of flooding' and 14 'Limit and adapt to the impacts of climate change'.

Option D, as Option C, also seeks to maximise water efficiency, through incorporating grey water and rain water harvesting technology into new development. In addition all elements of Option D contribute to creating a more sustainable borough, which would enhance the reputation of Fylde as a responsible place.

Option E seeks to prioritise addressing the impacts on flora, fauna and sensitive habitats in the borough, which would have major benefits on biodiversity resources. It would protect designated sites of nature conservation importance, wildlife habitats and wildlife corridors and provide opportunities for people to access wildlife and open green spaces (which would also offer health benefits). Addressing impacts on flora, fauna and sensitive habitats would also guard against inappropriate development, which may offer landscape benefits.



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Renewable Energy

Introduction

9.21 The UK Government is committed under the Kyoto Protocol to reduce CO² emissions by 2020. As part of the current Renewable Energy Strategy (2009) the UK has made a commitment that 15% of its energy demand will be met by renewable sources by 2020. This translates to meeting 30% of the UK's electricity needs from renewable energy sources. The government is also committed to achieving higher energy standards. Energy efficiency and conservation will reduce energy demand and the amount of energy needed from renewable sources. Domestic gas and electricity use per consumer is higher in Fylde than in the rest of the North West or nationally, whilst energy efficiency has the potential to reduce fuel poverty through lower fuel bills.

9.22 Fuel security is also an issue. The UK has become a net importer of oil and is dependent on imported gas at a time when global demand is increasing and prices are rising.

National Policy

9.23 The National Planning Policy Framework encourages the deployment of renewable and low-carbon technology, with a presumption in favour of development. Local Planning Authorities should consider identifying suitable sites for renewable and low carbon energy sources and the supporting infrastructure.

Regional Policy

Regional Spatial Strategy 2003 - 2021

9.24 Policy EM16 states that plans should ensure their approach to energy is based on minimising consumption and demand, promoting maximum efficiency and minimum waste in all aspects of planning, development and energy consumption. Policy EM17 sets targets in line with the North West Sustainable Energy Strategy and requires local authorities to produce a local renewable energy evidence base to enable the establishment of local strategies and locally derived targets.

9.25 In advance of local energy targets being provided, RSS policy EM18 sets a requirement for non residential development above 1,000m² and residential development of 10 or more units to secure at least 10% of their predicted energy requirement from decentralised and renewable or low-carbon sources, unless it is not feasible or viable.

Standards and guidance

9.26 Building Regulations provide a minimum national standard for the energy and water efficiency of buildings. Sustainable building standards and design guidance have been developed to assist in the delivery of sustainable building practices. These standards have been developed to promote higher environmental standards, above Building Regulations, and consider wider sustainability issues such as waste and ecology.

Code for Sustainable Homes

9.27 The Code for Sustainable Homes is an environmental assessment method for rating and certifying the performance of new residential developments. The assessment method is currently voluntary for private dwellings and provides a code level rating based upon design and construction methods.

9.28 Homes built with an element of funding from the Homes and Communities Agency are required to be built to Code Level 3. See the glossary for a definition of Code Level 3.

Building Research Establishment Environmental Assessment Method Standards

9.29 The Building Research Establishment Environmental Assessment Method (BREEAM) Standards are a method for rating the performance of new and converted or renovated non residential developments such as offices, schools and retail buildings. The assessment provides a rating level based upon a building's performance, set against established benchmarks.

9.30 BREEAM Non-Domestic Refurbishment scheme will be launched in 2012, which will provide a rating for non domestic building conversion or renovation schemes. BREEAM 'New Construction' and BREEAM 'In Use' schemes are also currently under development.

Ecohomes

9.31 Ecohomes is an environmental assessment method similar to the Code for Sustainable Homes. However, it also includes rating and certification for the performances of converted or renovated buildings to residential. The scheme is due to be replaced by the BREEAM 'Domestic Refurbishment' scheme, to be launched in 2012.

Local Evidence

Lancashire Sustainable Energy Study (2011 and update 2012)

9.32 This concludes that the successful deployment of commercial scale onshore wind is critical, accounting for 69% of the full renewable energy capacity at 2030 in Lancashire. Onshore wind is also concluded to provide the highest carbon saving and to be the most economical in terms of the cost of achieving carbon savings. The deployment of micro generation (e.g. Solar Photovoltaic and heat pump) is expected to provide a 24% contribution and offers the best job creation potential. Other renewable and low-carbon technologies could also contribute towards Lancashire's realistic deployment.

9.33 The study concludes that local authorities should not limit their ambition of providing 15% of their own energy needs from renewables, but should take account of wider local opportunities in line with the location of naturally occurring resources. The Fylde element of the study concludes that commercial onshore wind at 62%, micro generation at 28%, plant biomass at 4%, animal biomass at 2%, energy from waste at 2% and small scale wind at 2% would optimise Fylde's realistic deployment contribution to the Lancashire total to 2030.

Landscapes Sensitive to Wind Development in Lancashire (2005)

9.34 This study examined the sensitivity of the Lancashire landscape to wind energy developments and also the cumulative impact. In Fylde, the majority of the borough is considered moderate to low sensitivity, with small to medium levels of cumulative impacts.

What you told us

9.35 Sustainability was a key theme raised in response to the Issues, Vision and Objectives consultation and renewable and low carbon energy was raised by some respondents.

Strategic Objectives for renewable energy

9.36 The strategic objectives relevant to renewable energy over the Plan period can be referenced as Objectives 1 and 2.

Key Policy Considerations

9.37 The high consumption of domestic gas and electricity in the Fylde area and the need to address this by the promotion of renewable and low carbon energy is a key issue.

9.38 The Council will consider the promotion of energy efficiency and conservation measures and the deployment of renewable and low carbon technologies in existing and new developments. Targets and thresholds will be considered for certain types of development.

9.39 The deployment of commercial scale renewable and low carbon technology will require consideration.

Q15: Development of renewable and low carbon energy sources

Option A	<p>The Local Planning Authority identifies suitable areas for renewable and low carbon energy sources and supporting infrastructure, in order to secure the development of these energy sources. If so, what type of renewable and low carbon energy sources should it consider and at what scale? What criteria should it use to determine their selection?</p> <p>Are there any particular areas of Fylde that should be identified for renewable and low carbon energy sources?</p>
Option B	<p>The Local Planning Authority does not identify areas and leaves it to the developer to make applications for their preferred areas.</p>

Interim Sustainability Appraisal Summary

The principal difference between Option A and B is that a greater degree of strategic control can be applied upfront by the council over where development should or should not be located. This is not to say that development would be unsustainable without areas being identified in advance, as each proposal would need to be assessed on a case-by-case basis against all other planning policy considerations and project-specific assessments, for example Environmental Impact Assessment as appropriate.

However, by the council identifying suitable areas at a strategic level, there are greater opportunities to avoid adverse environmental effects by locating development away from sensitive habitats, populations, landscape, heritage, flood plain etc. Importantly, this may also help avoid cumulative effects. This may create greater certainty for developers and increase the likelihood of low carbon technologies coming forward. In contrast, it may have the potential to blight some areas if it is known that development may come forward in those areas in the future – this may or may not be an issue depending on the nature of the area and development. Option B provides less certainty with regard to the extent of impacts (subject to case-by-case assessments above).

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Options for the generation of renewable and low carbon energy

Q16: Generation of renewable and low carbon energy in new development

How supportive should planning policy be towards reducing the borough's carbon emissions through the generation of renewable and low carbon energy in new development? Please choose one option. Reference to the interim Sustainability Appraisal will assist your choice of option.

Option A	Generally supportive and follow the regional target which means that, where it is feasible and viable, non residential development above 1,000m ² and residential development of 10 or more units should secure at least 10% of their predicted energy requirement from decentralised and renewable or low-carbon sources.
Option B	More aspirational local targets should be set which exceed the minimum regional targets, aimed at raising the profile of Fylde as a sustainable borough.

Interim Sustainability Appraisal Summary

Options A and B provide alternative options for reducing carbon emissions through the generation of renewable and low carbon energy in new development.

Option A supports and follows regional targets and would help to reduce carbon emissions over time. Over the long-term, by improving the borough's green credentials, this could encourage inward investment. This option may also contribute to sustainable farm diversification, i.e. through the installation of wind turbines and PV technology. The appraisal has recorded uncertain effects on biodiversity, landscape and heritage, as renewable energy development has the potential to lead to significant adverse effects on these resources if not developed appropriately or if impacts are not mitigated (particularly large scale development).

The carbon reduction benefits would be greater under Option B than Option A, as it is assumed that more low-carbon technologies would be deployed. This may have greater benefits in terms of marketing the image of the borough. However, conversely, more onerous targets for renewable and low-carbon energy may be seen by some developers as costly and less appealing. Depending on the technologies brought forward, the option has potential to result in greater risk to the natural environment if not sensitively designed. However, suitable mitigation and an appropriate policy framework should be able to avoid such impacts.

Both Options A and B would need appropriate project specific environmental assessments to ensure no significant adverse environmental effects would arise as a result of renewable and low carbon energy development.

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Q17: Sustainable Building Standards

Should development be required to comply with sustainable building standards and design guidance in order to improve the building's energy and resource efficiency and reduce carbon emissions? Please choose one option. Reference to the Interim Sustainability Appraisal will assist your choice of option.

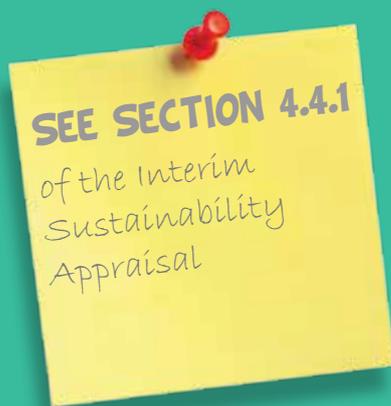
Option A	<p>Yes, new buildings should comply with sustainable building standards and design guidance, such as the Code for Sustainable Homes for new build residential and BREEAM for new build non residential.</p> <p>If you support this option, what standard(s) and level of compliance should be required and do you have evidence to support the viability and deliverability of the approach?</p>
Option B	<p>Yes, new buildings (Option 1) and converted or renovated buildings should comply with sustainable building standards and design guidance, such as Ecohomes for residential conversion or renovations and BREEAM for non-residential conversion or renovations. This is shortly to be replaced by BREEAM Refurbishment for domestic and non-domestic schemes to be launched in 2012.</p> <p>If you support this option, what standard(s) and level of compliance should be required? Do you have evidence to support the viability and deliverability of the approach?</p>
Option C	<p>Development should only have to comply with current building regulation requirements, which are statutory, and should not have to comply with sustainable building standards and design guidance which consider wider sustainability issues.</p>

Interim Sustainability Appraisal Summary

Option A would ensure that all new development in Fylde would be sustainable and built to high standards. New development would include water / energy efficient technologies, and be built using sustainable resources. This Option may offer indirect health benefits as there is a link between good quality housing and health and wellbeing. In addition, this option may also raise the profile of Fylde as a responsible borough that is a more attractive place to live.

Option B performs in a similar way to Option A. However, it also extends to converted and renovated buildings which would maximise sustainable benefits. In addition, Option B could help historic structures and heritage at risk to be renovated to high standards (assuming it is also sensitive to the structures' heritage value).

Option C only ensures new development complies with statutory building regulations requirements which would not offer the same extent of environmental benefits or wider sustainability benefits as recorded for Options A and B.



Flood Risk

Introduction

9.40 Flooding from rivers and coastal waters is a natural process but human activities contribute towards an increase in the likelihood of flooding events and the ensuing adverse impacts. As a result of climate change sea levels are rising at an increasing rate, leading to an increased risk of flooding.

9.41 Floods have the potential to cause fatalities, displacement of people and damage to the environment. Flooding can also severely compromise economic development. Although flooding cannot be wholly prevented, its impacts can be reduced and possibly avoided through good planning and management.

National Policy

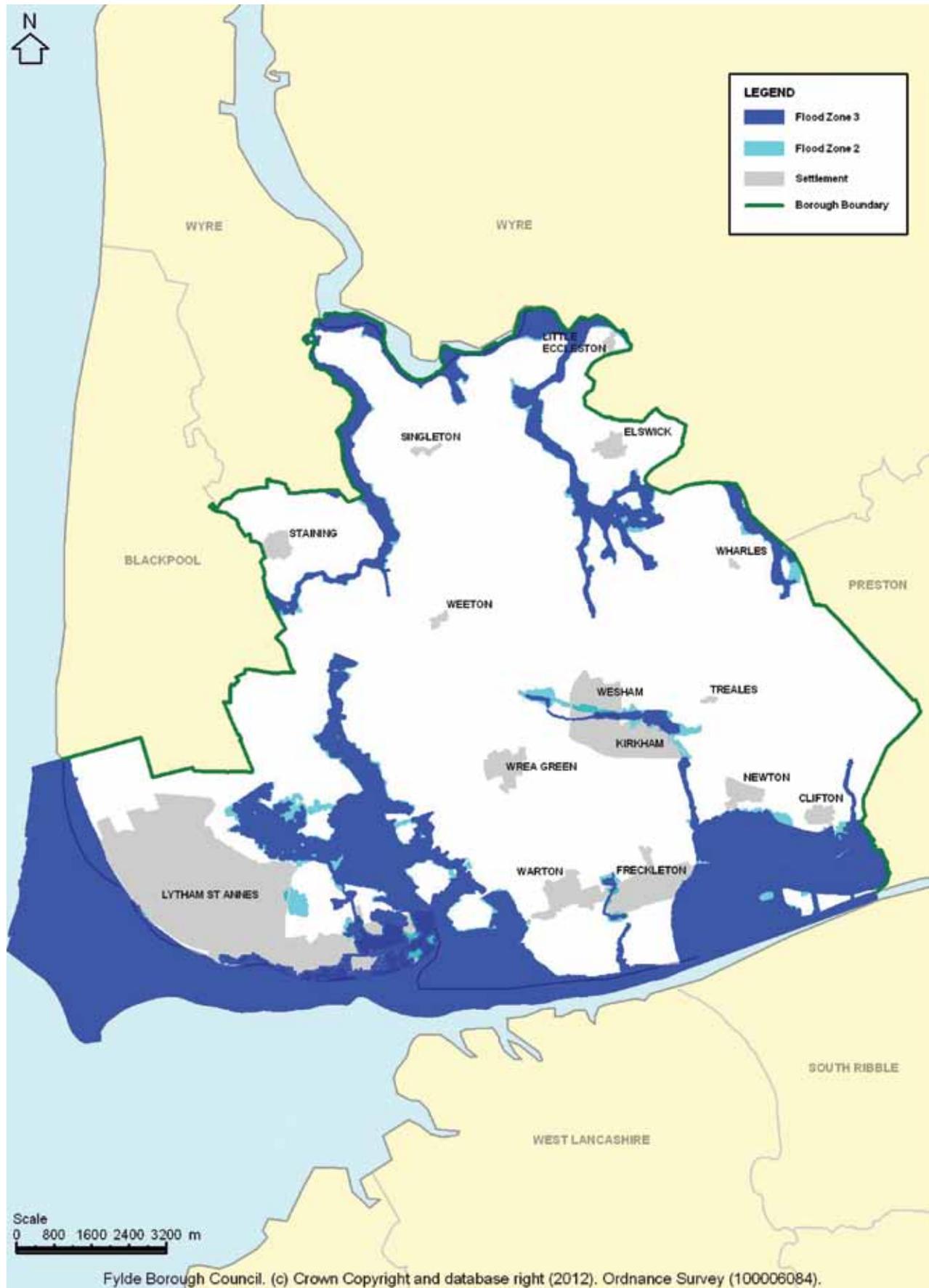
9.42 The National Planning Policy Framework requires local planning authorities to apply a sequential, risk-based policy approach to development. The sequential approach involves steering new development towards areas of the lowest probability of flooding. Sequential and exception 'tests' are referred to later in this section and explained more fully in the glossary.

Regional Policy

9.43 The North West England and North Wales Shoreline Management Plan (2010) provides an assessment of the risks associated with erosion and flooding along the North Wales and North West coast. It also presents policies to help manage these risks in a sustainable manner. RSS policy EM3 requires local planning authorities to manage flood risk and one of the requirements is the production of sub-regional or district flood risk assessments. Policy EM6 requires plans to take a strategic approach to the long term management of flood and coastal erosion. The Regional Flood Risk Appraisal 2008 identifies potential flood risk issues of regional significance and assists in the production of local authority strategic flood risk assessments.



Areas at risk of flooding in Fylde



Local Evidence

9.44 The draft Blackpool and Fylde Coast Protection Strategy (2011) provides a long-term plan (100 years) for the management of the flood defences along the Blackpool and Fylde coast.

9.45 The Ribble Catchment Flood Management Plan (2009) provides an overview of flood risk in the Ribble catchment area and sets out the Environment Agency's preferred plan for sustainable flood risk management over the next 50 to 100 years.

9.46 The Strategic Flood Risk Assessment (2011) for Fylde provides an assessment of current and future levels of flood risk in the borough.

9.47 Fylde's Sustainable Community Strategy 2008 – 2018 includes the protection of the natural and built environment and the need to reduce local contributions to climate change as a vision.

What you told us

9.48 Many respondents to the Issues, Vision and Objectives consultation were concerned about the possibility of new development taking place in areas at risk of flooding. There were also comments in relation to localised flooding, due to surface water. Reference was made to the importance of green infrastructure and trees and woodland in alleviating flooding and also the need to manage the dunes to reduce flood risk.

Strategic Objectives for flood risk

9.49 The strategic objectives relevant to flood risk over the Plan period can be referenced as Objectives 1 and 2.

Key Policy Considerations

9.50 A key aspect of managing flood risk is the maintenance of flood defences. Annual coastal defence inspections are carried out, as are maintenance works on the flood defences from Squires Gate to the former Lytham Land Registry building at the end of Lytham Green. The Environment Agency is responsible for maintaining most of the defences from the former Lytham Land Registry building to Naze Point.

9.51 Managing flood risk from the sewer network is essential in reducing the risk of surface water and sewer flooding. Flooding can occur when the road drainage systems, connected to the sewer network, are overwhelmed during periods of heavy rainfall. United Utilities own and operate the sewer network and prepare Asset Management Plans which set out investment in United Utilities assets over five years. Responsibility for maintenance of highway drainage systems lies with the Highways Agency for motorways and major trunk roads and with Lancashire County Council for all other roads.

Coastal and Fluvial Flooding

9.52 The dune system forms important natural defences along the coastline. However, the draft Blackpool and Fylde Coast Protection Strategy highlights the erosion of the dune system as an issue, along with subsequent roll-back of the dunes with future sea level rise. Higher sea levels increase the rate of erosion, resulting in a redistribution of beach material. This forms a shallower slope which extends further landwards and causes the dune system to migrate inland. Erosion of the dunes is also linked to unmanaged human access.

9.53 The manmade coastal defences at Pleasure Island, Fairhaven Lake and Church Scar (between Ansdell Road South and Lytham Green) have a residual life of less than five years. This puts tourism and amenity at risk, in addition to homes and businesses. Intervention is therefore required in the short term to manage flood risk in these areas. There is also concern about the condition of Warton flood banks, where there is the potential for a breach of the defences, putting homes, businesses and agricultural land at the east end of Lytham at risk of flooding.

9.54 The dykes and watercourses are at capacity and this is creating further flood risk issues at the east of Lytham. The Ribble Catchment Flood Management Plan identifies Liggard Brook, which enters the Ribble Estuary at Lytham Docks, as a major source of flooding. Moss Sluice flows south east from above St Annes towards Lytham, where the sluice becomes Liggard Brook. Water from the surrounding agricultural land feeds into Moss Sluice / Liggard Brook, where the water is discharged into the Ribble Estuary at Lytham. However, during high tides and storm surges, the ability of Liggard Brook to discharge into the Ribble Estuary can be affected. This is a particular problem because Liggard Brook flows through the built-up area of Lytham. Predicted sea level rise will further exacerbate this issue in the future.

9.55 There are similar problems with Main Drain, which also discharges into the Ribble Estuary at Lytham. Like Liggard Brook, there are issues in relation to the ability of Main Drain to discharge into the Ribble Estuary. This principally causes agricultural land north of Lytham to flood. The East Lytham Strategy is being prepared by the Environment Agency and this will review the Environment Agency's flood risk management activities in the Main Drain catchment of Lytham.

Surface Water Flooding

9.56 The capacity of the combined sewer system at Lytham St Annes and the Blackpool periphery increases the risk of surface water flooding in these areas. Lancashire County Council is preparing Surface Water Management Plans for the Lancashire districts and these will outline the preferred surface water management strategy for each district. The plans will deal with flooding from sewers, drains, groundwater and run off from land, small water courses and ditches that occurs as a result of heavy rainfall.



Policy Considerations for the Council

9.57 Only appropriate development will be permitted in Flood Risk Zones 2 and 3, subject to the Sequential Test and the Exception Test being carried out where appropriate. (See glossary for an explanation of terms.) Where the Local Plan is unable to allocate all proposed development in accordance with the Sequential Test, it will be necessary to increase the scope of the Strategic Flood Risk Assessment to provide the information necessary for the Exception Test. Any development in Flood Risk Zones 2 or 3 should be accompanied by a site specific flood risk assessment to demonstrate that the development is not at unnecessary risk of flooding and will not exacerbate flood risk elsewhere. All new development will be required to incorporate Sustainable Drainage Systems (SuDS) to manage surface water flooding, particularly around junction 4 of the M55, where the sewer system is at capacity, and in the Lytham St Annes area where the system is close to capacity.

9.58 The North West England and North Wales Shoreline Management Plan's policy approach between 2010 and 2030 is to 'hold the line' between Warton Bank and St Annes northern boundary. This means that the current standard of protection will be maintained. The policy approach between St Annes northern boundary and Squires Gate is 'managed realignment'. This will involve managing the dunes as the first line of defence and determining the specific requirements for a secondary line. The policy approach between Naze Point and Warton Bank is 'no active intervention.'

9.59 Much of the manmade flood defences have a residual life of 5 to 10 years. These defences will require repair or replacement in the short-term. To conserve the dune system and to increase awareness of its importance, the Fylde Sand Dunes Project was established. It is a partnership between Fylde Borough Council and the Wildlife Trust for Lancashire, Manchester and North Merseyside.

Options for alleviating flood risk

Q18: Reducing surface water to the sewer system

In addition to new development incorporating Sustainable Drainage Systems (SuDS), how else can the amount of water which enters the sewer system be reduced? Please tick which **one** of the following options you support.

Option A	New development should be designed so that internal water usage is reduced, for example through the use of water efficient fittings, appliances and water recycling systems and the incorporation of green roofs.
Option B	Option A should only be implemented in those parts of the borough that are subject to flooding.
Option C	New development should only be required to incorporate SuDS.

Interim Sustainability Appraisal Summary

SuDS measures can be used to help reduce and slow down the amount of water entering the drainage system. This in turn can help to reduce the risk of flooding and can also help to filter pollutants before entering groundwater and subsequently surface waters. It also slows the rate in which surface water enters the sewer system, thus reducing the potential for spillage into the bathing waters at the Ribble Estuary and Blackpool. SuDS schemes can therefore be beneficial and are proposed in all options. Option B, however, only applies these in areas that are subject to flooding. This would still be beneficial and would be targeted to the areas most at need, although it would not provide as great a benefit as Option A which also picks up wider areas in the catchment as a whole, thereby offering indirect benefits for reducing surface water run-off.

Green roofs can also help infiltration rates and slow down the rate at which run-off enters the sewer system. As such Option A also performs the strongest, followed by Option B. Green roofs can also provide biodiversity benefits and in the right areas can also enhance townscape (although can be incongruous in others). Option C does not propose green roofs.

Option A proposes water efficiency measures, which would benefit water resources. Option B proposes these to a lesser degree and Option C does not propose these at all.

In terms of effects upon the economy, the stringent requirements for developers identified in Option A have the potential to discourage inward investment to an area if perceived to be excessive due to construction and maintenance costs. This would be less so for Option C and the requirements of Option B could be deemed to be commonplace for developers.



Section 3:

The Policy Options

Chapter 10

The Natural Environment and Heritage

Landscape and Biodiversity

Introduction

10.1 The Fylde Coast is recognised by its gentle undulating landscape, which contrasts with the high level fells of the Forest of Bowland and the Pennines to the east. It is constantly evolving through natural and man-made interventions and it is important that such change is managed in a way that maintains and enhances the landscape's unique and special qualities.

10.2 Much of Fylde is characterised by the farmland of the 'coastal plain'.² The landscape changes in the west of the borough, where 'mosslands', largely reclaimed for agriculture, are predominant. Parts of the coastline are characterised by 'coastal dunes'. These were once extensive but are now limited to short stretches at St Annes and Squires Gate. The dunes serve as an important flood defence and wildlife habitat, the most important part being the Starr Hills Local Nature Reserve at St Annes. Further east along the River Ribble, towards Preston, are the Enclosed and Open Coastal Marshes which contain nationally important habitats for birds.

National Policy

10.3 The National Planning Policy Framework encourages the planning system to contribute to and enhance the local environment by protecting and enhancing valued landscapes and geological conservation interests. It states that plan makers should recognise the 'intrinsic character and beauty of the countryside'.

10.4 The Marine Policy Statement is the overarching policy framework for the UK marine area.

Regional Policy

Regional Spatial Strategy 2003 -2021

10.5 RSS policies EM1(A) and EM1(B) state that plans and strategies should identify, protect, maintain and enhance natural, historic and other distinctive features that contribute to the character of landscapes in the North West. They should also seek to secure a 'step-change' increase in the region's biodiversity resources.

² This chapter uses the landscape character types described in the Lancashire 'Landscape Character Assessment.'

Sub-regional Evidence

10.6 The Lancashire 'Landscape Character Assessment' describes the evolution of the landscape in Lancashire, highlights distinctive features and describes the specific character of each of the landscape types that occur. The Lancashire 'Landscape Strategy' builds upon this assessment. The North West Biodiversity Forum has produced a set of targets for habitat conservation in the North West. The targets are set out in the Biodiversity Action Plan for Lancashire 2001.

Strategic Objectives for landscape and biodiversity

10.7 The strategic objectives relevant to landscape and biodiversity over the Plan period can be referenced as Objectives 1 and 2.



Key Policy Considerations

Loss of Landscape Features

10.8 Development that takes place outside settlements introduces urban elements into a predominantly rural landscape, risking the loss of local landscape features such as trees and field ponds. It can also threaten the functions of the landscape, such as farming and recreation, and is a threat to biodiversity. Such development is likely to change the character of the landscape.

Marine Management

10.9 Landscape considerations not only include land but also inland water and marine areas. The UK marine areas are divided into marine planning regions, with an associated authority responsible for preparing a marine plan for each region. In England, the responsible authority is the Marine Management Organisation. A key principle of these plans will be to promote compatibility and reduce conflict in the marine environment. Marine Plans will be produced for all marine planning regions, including the North West, by 2019.

The Ribble Estuary

10.10 Covering 4,520 ha of intertidal and saltmarsh habitats, the Ribble Estuary is of international value to birdlife. It is an important part of the network of wetland sites in Western Europe and the most important wildfowl site in the UK. The site was designated as a Special Protection Area under the European Council's Directive on the Conservation of Wild Birds and a Ramsar Site under the Conservation of Wetlands of International Importance, 1971. It supports one of the biggest wintering and passage populations of wading birds in Britain.

10.11 In 2001 a range of organisations, including Fylde Borough Council, developed the Ribble Estuary Regional Park Plan. The Plan seeks to create new opportunities for local people, visitors and businesses to benefit from the area.

10.12 An unmet potential for visitors to access the Regional Park has been identified as a key issue.

Local Nature Reserves, Sites of Special Scientific Interest and Local Geodiversity Sites

10.13 Local Nature Reserves are designated by local authorities with the support of Natural England and many are often Sites of Special Scientific Interest (SSSIs). Within Fylde the sand dunes at Starr Hills, St Annes, is the only area designated as a Local Nature Reserve, and it is also designated as a SSSI. There are three other designated SSSIs within Fylde, at the Wyre Estuary (areas of ungrazed saltmarsh), Newton Marsh (coastal grazing near to the Ribble Estuary) and Lytham Coastal Changes. The dunes are notified as a Local Geodiversity Site by the Lancashire RIGS (Regionally Important Geomorphological Sites) Group, due to their geological importance.

The Fylde Sand Dunes

10.14 The dunes are home to a wide variety of specialist plants and animals perfectly adapted to life in sand. The dunes are not only important for wildlife, they are also important for the local community. The dunes are nature's defence from the sea, providing protection from high tides and storm surges, which are predicted to increase with climate change. They also provide an important recreational resource. Sand dunes are complex systems which must be managed to ensure the health of the system. They are vulnerable to increased disturbance and invasive plant species, as well as weather and sea conditions.

The Fylde Sand Dunes Project

10.15 The Fylde Sand Dunes Project is a partnership between Fylde Borough Council and the Wildlife Trust for Lancashire, Greater Manchester and North Merseyside. It was established to conserve the dune system and to increase awareness of its importance and natural processes. The Fylde Sand Dunes Management Action Plan was published in December 2008. It was commissioned by the Fylde Sand Dune Project Steering Group in order to evaluate the importance of the Fylde Sand Dunes and other natural coastal habitats and suggest management proposals to maintain or enhance key features.

10.16 Talks are progressing to secure funding for dune management once the dunes project finishes in October 2012. Funding is available over the next five years, through partnership working with Blackpool Council and the Lancashire Wildlife Trust, from the government's 'Flood and Coastal Resilience Partnership' fund.

Biological Heritage Sites

10.17 In addition to statutorily protected sites, 33 non-statutory sites of nature conservation interest have been identified through a partnership scheme initiated by Lancashire County Council, Lancashire Wildlife Trust and Natural England. The aims of the Biological Heritage Sites Project are to compile and maintain a definitive list of non-statutory sites which make a significant contribution to the biodiversity of Lancashire and to conserve those sites through the planning system and by co-operation with site owners, occupiers and managers.



Policy Considerations

10.18 All new development will need to be based on an understanding of its landscape context. In the 'coastal plain', field ponds will be conserved as landscape features and new field ponds created and managed. Trees will be planted, particularly on the fringes of Kirkham, Wesham, Freckleton, Warton and the rural settlements in the 'coastal plain'. Opportunities for recreation will be maximised, such as improving access to watercourses, including the Lancaster Canal, for angling and walking.

10.19 In the 'mosslands', trees will be conserved and new trees planted to counteract the impact of the abrupt built edges of Lytham and St Annes. The Historic Park and Garden at Lytham Hall will be preserved. In the 'enclosed coastal marsh', the development of connecting footpaths and cycleways which link the estuary to Freckleton, Newton and Clifton will be encouraged. The restoration of wetland habitats and species will be promoted.

10.20 In the 'open coastal marsh', valuable wildlife habitats will be protected and built development and infrastructure will be kept to a minimum in order to conserve the character of this landscape type. In the Ribble Coast and Wetlands area the development of connecting footpaths and cycleways which link the estuary to Freckleton, Newton and Clifton will be encouraged. The restoration of wetland habitats and species will be promoted.

10.21 Valuable wildlife habitats, particularly in the Ribble Coast and Wetlands and the remnant area of sand dunes, will be protected. The Fylde sand dunes will be enhanced and protected to reflect their value to biodiversity, sea defences and the mitigation of the effects of climate change.

Q19: Measures to preserve and enhance important wildlife habitats

How can the Council ensure that the measures set out in paragraphs 10.18 – 10.21 are achieved? Please choose one option. Reference to the Interim Sustainability Appraisal will assist your choice of option.

Option A	New development adjacent to important wildlife habitats should be required to provide contributions towards these measures. (The contributions could be developer contributions or Community Infrastructure Levy).
Option B	All development should be required to contribute towards these measures.
Option C	Development should not be required to contribute towards these measures, meaning the Council will need to rely on grant aid becoming available.

Interim Sustainability Appraisal Summary

By requiring all development in the borough to contribute towards the management of important wildlife habitats, Option B is likely to result in the greatest benefits compared with other options. This may also have some benefits to landscape quality in those areas. Clearly, some benefits will also be realised under Option A, although these would be fewer than Option B because only habitats and sites adjacent to the development would be affected. Nevertheless Option B is an onerous requirement and may deter developers from wishing to invest in the borough. Option A could be deemed to be a more commonplace approach.

By not requiring developers to contribute towards enhancing important wildlife habitats, Option C would not result in any certain benefits. Whilst grant aid may become available, it is not guaranteed so there is some uncertainty regarding this approach.

SEE SECTION 4.4.1

of the Interim
Sustainability
Appraisal



Open Space and Green Infrastructure

Introduction

10.22 Green infrastructure is defined by the National Planning Policy Framework as 'a network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities'. This interconnected network of green and blue spaces includes parks, open spaces, playing fields, trees and woodlands, allotments, private gardens, agricultural land, water courses and features, sustainable drainage systems (SuDS), wetlands and coastal habitats.

10.23 Green infrastructure provides multiple environmental, social and economic benefits, such as contributing towards climate change adaptation and mitigation, providing important biodiversity resources and playing an important role in flood alleviation and management. It is also strongly linked to quality of place, and has proven to have a role to play in attracting and retaining businesses to an area.

National Policy

10.24 The National Planning Policy Framework requires local planning authorities to plan positively for the creation, protection, enhancement and management of biodiversity and green infrastructure. It also states that planning policies should be based on robust and up to date assessments of the need for open space, sport and recreation facilities and opportunities for new provision.

Regional Policy

Regional Spatial Strategy 2003 - 2021

10.25 RSS policy EM3 states that plans and strategies should conserve and manage existing green infrastructure and create new green infrastructure, enhancing its functionality, quality, connectivity and accessibility. The North West Green Infrastructure Guide (2008) supports policy EM3 by providing further guidance on the concept of green infrastructure, along with initial guidance on producing a green infrastructure plan.



Local Evidence

10.26 The Fylde Green Infrastructure Strategy (2011) provides an overview of the borough's green infrastructure and sets key recommendations that will be considered as the Local Plan is developed.

10.27 The Open Spaces, Sport and Recreation Study for Fylde (2008) is the Strategy and Action Plan for open spaces, sport and recreational provision for the borough.

What you told us

10.28 Respondents to the Issues, Vision and Objectives consultation made comments in relation to the protection and enhancement of green infrastructure, particularly protecting the countryside, agricultural land and wildlife habitats. Comments were also made in relation to a shortage of allotments in Fylde, particularly at Freckleton, Warton, Lytham and St Annes.

10.29 You told us that much of the borough is deficient in woodland. Therefore, it is essential that small fragments of woodland of conservation importance are protected and, wherever possible, linked through new woodland creation to form more sustainable blocks of woodland.

Strategic Objectives for open space and green infrastructure

10.30 The strategic objectives relevant to open space and green infrastructure over the Plan period can be referenced as Objectives 1, 2, 3, 4 and 5.

Key Policy Considerations

Recreational Tourism

10.31 Fylde has an abundance of resources that contribute to the green infrastructure network. For example, the Ribble Estuary contains internationally important habitats and provides opportunities for recreation, including bird watching, angling and walking. The River Wyre and the Lancaster Canal also contain important habitats and provide opportunities for recreation. Fairhaven Lake, which is inhabited by birds, is one of the most popular recreational attractions in the borough. Lowther Gardens, Ashton Gardens and the grounds of Lytham Hall also provide opportunities for recreation and tourism. It is important that these assets are maintained and enhanced.

Trees and Woodlands

10.32 Some of the urban areas are deficient in trees. For example, the Green Infrastructure Strategy for Fylde identifies that large stretches of Clifton Drive (which is 4.5 miles long and links Lytham with St Annes) are not benefiting from green infrastructure. It recommends that a green corridor should be created, principally through tree planting. It has also been identified that much of the borough is deficient in woodland, including ancient woodland.

Allotments

10.33 There is a shortage of allotments in Fylde. The aspiration for allotments, as set out in the Open Space, Sport and Recreation Study, is to protect all existing provision and seek additional provision where required. In order to meet deficiencies in provision, the study recommends that three new sites are required, equating to 1.98 hectares of new provision.

Green infrastructure linkages

10.34 The linking of green infrastructure facilitates the flow of ecological processes, including the movement of species through the landscape. As the climate changes, species may move northwards and the nature of the landscape, including the fragmentation of habitats and the permeability of the landscape, can limit their ability to move.

10.35 High quality green routes, linking a residential area with a town centre, can encourage people to walk and cycle and impacts upon quality of place and health and wellbeing. Linking towns and villages to the surrounding countryside through green routes will also encourage people to walk and cycle and will improve access to the countryside.

Protecting, upgrading and expanding green infrastructure

10.36 It is important that green infrastructure is protected. Like other types of infrastructure, green infrastructure needs to be upgraded and expanded in line with growth. The planning system is a key mechanism for delivering this.

Open Space

10.37 Fylde has many popular parks and gardens, particularly in Lytham St Annes, where such parks are popular with tourists as well as the local community. However, the Open Space, Sport and Recreation Study highlights deficiencies in open space provision in the rural areas. To meet these gaps, the Study recommends that a country park sized site (at least 60 hectares) be provided at a suitable location that is accessible to the whole borough.

10.38 The Study also identifies catchment gaps in natural and semi-natural greenspace (such as scrub and grasslands) at Freckleton and Warton. It recommends that additional provision that equates to 0.80 hectares is required at Freckleton and Warton to meet these deficiencies.

10.39 Fylde contains significant areas of amenity greenspace and such spaces are valuable community assets. Lytham Green is regarded as one of the most important amenity greenspaces in the borough, and is intrinsic to the character of the town. The Study identifies deficiencies of amenity greenspace at Kirkham and Wesham, equating to 0.40 hectares, and recommends that these deficiencies be met in these areas.

10.40 The Study identifies gaps in the provision of children's play areas at Lytham (0.04 hectares), Kirkham and Wesham (0.04 hectares) and the rural areas (0.12 hectares). It recommends new provision in these areas.

Policy Considerations

10.41 Green infrastructure will be incorporated into new development and opportunities to link green infrastructure and increase its functionality will be maximised. General requirements will be set in planning policy for the accessibility, quantity and quality of green infrastructure. It will be protected, enhanced and diversified. Deficiencies in open space and allotment provision will be met and, if environmental features are lost, these will be replaced as far as possible. Tree planting in particular will reduce the impact of development on the landscape.

10.42 The use of green infrastructure as part of Sustainable Drainage Systems (SuDS) in new development will minimise the amount of surface water entering the combined sewer network, thus reducing the risk of spillage into the Ribble Estuary during heavy rainfall.

10.43 The Regional Park Plan for the Ribble Coast and Wetlands will be supported and connections to the Ribble Coast through green routes will be investigated. The opening of the private grounds at Lytham Hall as a Country Park will also be considered.

10.44 Tree planting and woodland creation will be facilitated and high quality green space, including woodlands, will be safeguarded. Opportunities to create new green spaces as part of new development will be maximised.

Q20: Measures to enhance important areas for green infrastructure

How can the Council ensure that the measures set out in paragraphs 10.41 -10.44 are achieved?³ You may support more than one option. Reference to the Interim Sustainability Appraisal will assist your choice of option(s).

Option A	New development adjacent to important areas for green infrastructure should be required to provide contributions towards these measures. (The contributions could be developer contributions or Community Infrastructure Levy).
Option B	All development should be required to contribute towards these measures.
Option C	Development should not be required to contribute towards these measures, meaning the Council will need to rely on grant aid becoming available.
Option D	The Council should be actively engaged in the promotion and improvement of green infrastructure.
Option E	The Council should just protect existing green infrastructure.

³ Contributions can also be sought for affordable housing and town centre/public realm improvements. Further information and options are provided within the housing and infrastructure sections.

Interim Sustainability Appraisal Summary

Green infrastructure is known to have significant benefits for human health and wellbeing, can foster cohesive communities and is an essential service. By providing contributions for all development in the borough, Option B is likely to deliver the greatest social benefits compared with other options. Similarly, it would go the furthest towards improving biodiversity connectivity, landscape integration and reducing flood risk (by maintaining areas of permeable ground to reduce surface run-off rates). Option A would also provide these benefits, although to a lesser degree given it only applies to developments adjacent to existing Green Infrastructure. Option B may be deemed to be an onerous requirement and may deter developers from wishing to invest in the borough. Option A could be deemed to be a more commonplace approach.

Few direct benefits would be provided by Option C as it does not require contributions from developers. Instead, the Council would rely on the availability of grant funding to contribute to Green Infrastructure improvements. Whilst this may occur, it would not be guaranteed in every case and the extent to which this and the associated benefits would materialise would be uncertain.

Option D promotes the active engagement of the Council in promoting and improving Green Infrastructure. Given the potential social and environmental benefits of delivering a coherent network, this option would provide a number of benefits and could also encourage people to live, work and invest in the borough.

Option E is effectively a 'business as usual' scenario. Therefore benefits recorded under Options A, B, C and D would not be realised under this option as there would be no opportunities for green infrastructure to be upgraded and expanded in line with growth. In addition, there is the potential for adverse effects on biodiversity resources as pressure on the existing green infrastructure network would increase as the population of Fylde increases.



The Rural Economy and Green Belt

Introduction

10.45 The rural economy supports agriculture which is an important industry for Fylde borough, although it has had to undergo considerable change in recent years. As a result farm diversification and rural tourism is now increasing in importance. The Green Belt helps to prevent urban sprawl by keeping land open.

National Policy

10.46 The National Planning Policy Framework states that local planning authorities should support the sustainable growth and expansion of business and enterprise in rural areas, both through conversion of existing buildings and well designed new buildings. They should promote the development and diversification of agricultural and other rural businesses, support sustainable rural tourism that benefits business in rural areas and promote the retention and development of local services in villages.

10.47 The NPPF states that the fundamental aim of the Green Belt is to prevent urban sprawl by keeping land permanently open. It states that it should not be necessary to designate new Green Belt, except in exceptional circumstances.

Regional Policy

Regional Spatial Strategy 2003 - 2021

10.48 RSS policy RDF2 states that development in rural areas should be concentrated in key service centres and should be of a scale appropriate to fulfil the needs of local communities for housing, employment and services. In local service centres, small scale development to help sustain local services, meet local needs or support local businesses should be permitted. In less accessible rural areas, more innovative and flexible solutions to meet particular development needs should be implemented.

10.49 RSS policy RDF4 states that the overall extent of the Region's Green Belt will be maintained, with a presumption against exceptional substantial strategic change to the Green Belt in Lancashire.

What you told us

10.50 In response to the Issues, Vision and Objectives consultation you told us that the pressure for large scale development in the rural area was a concern, as were the lack of facilities and infrastructure to support development. Other infrastructure, such as poor broadband connection was considered to be deterring employment and home working opportunities. Protection of the best and most versatile agricultural land from development to preserve food security and improve self sufficiency, was also raised by respondents.

10.51 Limited bus services and poor frequency, alongside high levels of road use in some rural villages, were also identified by respondents.

10.52 A shortage of bridleways and public rights of way were raised, as was the loss of key services and facilities in rural settlements over recent years.

Strategic Objectives for the Rural Economy and Green Belt

10.53 The strategic objectives relevant to the rural economy and green belt over the Plan period can be referenced as Objectives 1, 2, 3 and 5.

Key Policy Considerations

Green Belt

10.54 Fylde has four areas designated as Green Belt. These are located between Staining and Poulton-le-Fylde, between South Blackpool and St Annes, between Lytham and Warton and between Freckleton and Kirkham.

10.55 The Strategic Housing Land Availability Assessment (2011) identifies sufficient sites located outside the Green Belt for potential residential development, thus a comprehensive review of Green Belt land within Fylde is not proposed.

The Rural Economy

10.56 The main land use in Fylde, in terms of area, is agriculture. This is due to the significant areas of Grade 2 and Grade 3a agricultural land (classed as the best and most versatile agricultural land). Fylde has no areas of Grade 1 agricultural land, but around 50% of the borough is classified as Grade 2, and a further 34% as Grade 3a.

10.57 For the rural area of Fylde, agriculture remains a significant employer. However, employment in the agricultural sector has declined in recent years, as has the number of agricultural business.

10.58 Diversification of the rural economy is currently occurring. Anaerobic Digestion plants have been established in Fylde and there is further potential to expand this industry. The expansion of rural tourism is also occurring as part of rural diversification

Policy Considerations for the Council

10.59 The Council will consider whether rural settlements should be promoted as sustainable, thriving communities where there will be investment in infrastructure and public realm. This would not be at the expense of the qualities of the rural environment which have made the countryside area special.

10.60 The Council will consider supporting appropriate rural diversification, sustainable rural tourism and business and industry (including live/work units) in the rural economy.

Options for the rural economy

10.61 The five alternative spatial options set out in chapter 5 propose varying options for the distribution of development in the rural areas. The preferred option may be a combination of the most sustainable aspects of more than one option. Therefore, the final preferred option will affect potential policy options in the rural areas.

Q21: Rural diversification

Which of the following options **do you support?**

Option A	The Local Plan should set out what we consider to be an appropriate form of rural diversification and business and industry in the rural economy. If you support this option, what types of development and rural diversification do you consider to be appropriate, and at what scale?
Option B	The market should decide appropriate rural diversification and business and industry in the rural economy.

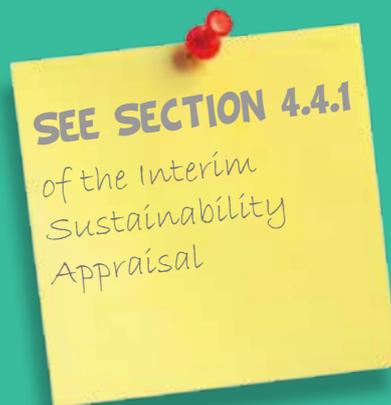


Interim Sustainability Appraisal Summary

Rural diversification has the potential to deliver a range of benefits to the community as a result of improved employment levels, incomes and levels of investment in rural areas. Benefits could include improved housing, access to services and possibly educational facilities in those areas. These can indirectly benefit community spirit and health.

A more prescriptive option such as Option A has a greater potential to deliver development that would meet these needs – albeit there is still no certainty it would occur. By the council giving direction to the form of rural diversification it has the ability to tailor it to the needs of the rural economy and its residents' employment needs. However, this approach is less flexible and adaptive to change and market conditions. Similarly, a more council-led approach would provide greater certainty that development would be appropriate and would both protect the environment and enhance it.

Nonetheless, Option B could also deliver all the benefits of Option A (potentially to a greater degree). However, it is considered that there is much greater uncertainty surrounding this as the type and form of development would be market-led and there would be less central direction to meet local social needs. Whilst there is a risk that development may not come forward under this option and not necessarily of the type that is needed to support local employment, a market driven approach is more flexible and may be more innovative, thereby more successful. It brings more uncertainty than Option A. Similarly, there is less certainty over whether environmental protection and benefits would be delivered under Option B compared with Option A. However, this should be mitigated by adherence to the range of other environmental protection policies in the plan.



Heritage and Culture

Introduction

10.62 Fylde's heritage includes statutory designations, such as listed buildings, conservation areas and historic parks and gardens as well as features of local significance, which may not meet the criteria for statutory designation, but still have important implications for the community.

National Policy

10.63 The National Planning Policy Framework states that local authorities should plan positively for the conservation of the historic environment and recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance.

Regional Policy

Regional Spatial Strategy 2003 - 2021

10.64 RSS policy EM1(C) states that plans should protect, conserve and enhance the historic environment, supporting conservation-led regeneration in areas rich in historic interest.

Local evidence

Lancashire Historic Town Study (2006)

10.65 The Lancashire Historic Town Study for Lytham St Annes and Kirkham provides a valuable resource in identifying the development and significance of features in the urban landscape.

Fylde's Heritage

10.66 The borough's heritage assets include:

- 10 designated Conservation Areas: Kirkham; Larbreck (Well Lane); Lytham (Avenues); Lytham (Town Centre); St Annes on Sea (Town Centre); St Annes (Ashton Gardens); St Annes (Porritt Houses); St Annes (St Annes Road East); Thistleton and Wrea Green. Article 4 Directions are applied to Lytham (Town Centre) and Lytham (Avenues) Conservation Areas. In circumstances where specific control over development is required, the Council may issue Article 4 Directions. They are applied over an area, usually a Conservation Area, and remove permitted development rights, thereby necessitating a planning application to be made;
- 193 Listed buildings, of which one is Grade I, 5 are Grade II* and 187 are Grade II. Lytham Hall is the only grade I listed building and also features on the Heritage at Risk Register;
- 3 Registered Parks and Gardens of Special Historic Interest at Ashton Gardens, Lytham Hall and Promenade Garden's, Lytham St Annes;
- Other parks and gardens of local interest.

What you told us

10.67 Protection of the best of the built environment was raised as a key issue that the Local Plan should address.

Strategic Objectives for Heritage and Culture

10.68 The strategic objectives relevant to heritage and culture over the Plan period can be referenced as Objectives 1 and 2.

Policy Considerations for the Council

10.69 The Council will continue to protect and enhance the historic environment and will undertake a review of heritage assets.

10.70 The borough's Conservation Areas will continue to be protected and enhanced. A review of Fylde's Conservation Areas will lead to a series of Conservation Area Character Appraisals that will define the area's special interest. The Appraisals will update the evidence base and will be a material consideration when determining planning applications for development or works within a Conservation Area. Management plans will be produced, where necessary, to manage the long term objectives which may arise as part of the character appraisals. The Conservation Area review may also identify potential extensions to existing conservation areas or indicate new areas which may require statutory protection.

10.71 A 'Local List' is a non statutory list of individual or groups of buildings of local significance which do not meet the criteria for statutory listing. Fylde does not currently have a local list.

Q22: Protection of heritage assets

Which of the following options **do you support?**

Option A	Statutory heritage assets such as Listed Buildings and Conservation Areas should continue to be protected.
Option B	In addition to option A, a local list of important buildings should be developed.

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The current policy of protecting statutory assets (as promoted in Option A) is beneficial to those assets and may also benefit the wider townscape and landscape of the borough. However, by also developing a list of locally important buildings, Option B goes one step further and also provides greater opportunities for retaining local character and architecture.

Indirectly, the preservation of heritage assets and historic character has potential to attract inward investment to the borough. Option B may contribute slightly more to this goal than Option A by also including locally important buildings. Protecting heritage assets can also preserve and present opportunities for education.

SEE SECTION 4.4.1
of the Interim
Sustainability
Appraisal



Section 3:

The Policy Options

Chapter 11

Infrastructure and Transport

Infrastructure

Introduction

11.1 The Council is required to demonstrate that development proposed in the Local Plan can be supported by the necessary infrastructure. Three types of infrastructure will be considered by the Local Plan, namely physical, social and green infrastructure. Physical infrastructure includes transport, utilities and energy. Social infrastructure includes education, health, telecommunications and community facilities. Green infrastructure is the network of green spaces and other environmental features and is discussed in more detail in chapter 10.

11.2 The Council is engaging with infrastructure providers to determine the key infrastructure capacity issues and infrastructure projects that impact upon Fylde. An Infrastructure Delivery Plan (IDP) will be produced, which will provide details of the infrastructure needed to support the Local Plan, who will provide it and what it will cost.

11.3 An Infrastructure Schedule will set out the infrastructure that is necessary for the delivery of the Local Plan and this will be regularly updated. The IDP and Infrastructure Schedule will help to inform the preparation of the Community Infrastructure Levy (CIL), which will help fund a wide range of infrastructure projects across Fylde. The Council will require developers to provide a levy (exact funding amounts yet to be defined) as part of new developments. Monies collected from the CIL will be used to fund or part fund the infrastructure set out in the Infrastructure Schedule. The Council is developing the CIL as a separate exercise.

National Policy

11.4 The National Planning Policy Framework states that Local Plans should plan positively for the infrastructure that is required for development in their area. It requires local planning authorities to work with other local authorities and infrastructure providers to assess the quality and capacity of infrastructure and its ability to meet forecasted demands. One of the tests of soundness of Local Plans is that they should 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

11.5 The NPPF states that the costs of any requirements for infrastructure, or other benefits, likely to be applied to development by way of Section 106 agreements and Community Infrastructure Levy, should 'provide competitive returns to a willing landowner and willing developer'. There are several government guidance documents in relation to the Community Infrastructure Levy (CIL). The details of the operation of CIL is set out in the Community Infrastructure Regulations 2010, which came into force in April 2010.

Regional Policy

Regional Spatial Strategy 2003 -2021

11.6 RSS policy RT1 requires development to make the best use of existing resources and infrastructure. Priority should be given to development in locations that build upon existing infrastructure, that do not require major investment in new infrastructure. Where new major infrastructure is unavoidable, development should be appropriately phased to coincide with new infrastructure provision. Policy EM5 aims to achieve integrated water management through general measures, including locating development where there is spare capacity in the existing water supply and wastewater treatment, sewer and strategic surface water mains capacity. Where this is not possible, the policy requires development to be phased so that new infrastructure capacity can be provided without environmental harm. Policy EM6 requires plans to take account of coastal erosion, including mitigation of and adaptation to coastal change.

Local Policy

11.7 The draft Blackpool and Fylde Coast Protection Strategy 2011 provides a long term plan (100 years) for the management of the flood defences along the Blackpool and Fylde coast.

What you told us

11.8 In response to the Issues, Vision and Objectives consultation you referred to the lack of access to high speed electronic communication, along with the shortfall of school places in the borough.

Strategic Objectives for Infrastructure

11.9 The strategic objectives relevant to infrastructure over the Plan period can be referenced as Objectives 1, 2, 3 and 5.

Key Considerations

11.10 This section sets out key infrastructure issues but it is not an exhaustive list of all infrastructure issues in the borough. Note that transport considerations are set out on pages 119 to 125.

Foul and Surface Water

11.11 Fylde's sewer system is a combined system, which means that it takes foul and surface water. Most of Fylde's foul and surface water is transported via the pumping stations to the wastewater treatment works at Clifton Marsh, near Preston.

11.12 The wastewater pumping stations at Fairhaven and Lytham were designed to achieve a target of no more than three spills into the sea per bathing season. Although there have been spills in excess of that in recent years, the pumping stations are generally operating in line with their design control principle, but they are close to capacity. This is mainly due to the amount of surface water that enters the sewer system. It means that any further development that enables large flows of surface water to enter the network in the Lytham St Annes area will increase the risk of spillage into the Ribble estuary. In particular, storm surges can overwhelm the system with surface water, resulting in spillage into the estuary. The bathing waters at St Annes are failing the current bathing water standards and under the revised Bathing Water Directive, which comes into force in 2016, there could be advice against bathing from 2016 onwards, with disastrous implications for tourism.

11.13 These issues highlight the requirement that new development in the Lytham St Annes area should not discharge further surface water into the sewer network. If growth took place at the end of the M55, further strategic pumping stations would be needed. This is because the most accessible pumping station to serve development in this area is Manchester Square Pumping Station in Blackpool, which is at capacity and operating over its design control principle. Fylde has watercourses which could potentially carry away surface water, thus preventing it from entering the sewer network. However, these generally connect to Liggard Brook and Main Drain, which discharge into the Ribble Estuary at Lytham, where there are significant flood risk issues.

11.14 There are clearly significant constraints to the amount of development that could take place at the end of the M55 over the plan period. Further work would need to be undertaken in conjunction with United Utilities in order to identify and examine the feasibility of potential solutions to these issues if growth at the end of the M55 is taken forward as part of the preferred option for growth in Fylde.

Water Supply

11.15 Fylde's relatively flat landscape creates water pressure issues in the west of the borough, as the water supply system relies on gravity to maintain constant pressure. In the Lytham St Annes and Squires Gate areas, along with land at the Blackpool boundary around junction 4 of the M55, United Utilities are close to minimum service levels with current demand. Further significant development in these areas will create a large demand for water and this will adversely affect water pressure. Water network modelling would be required to determine the network reinforcements to support significant growth in these areas.

Coastal Defences

11.16 The draft Blackpool and Fylde Coast Protection Strategy highlights the poor condition of much of the manmade coastal defences and the erosion of the dune system. See chapter 9, Climate Change, Renewable Energy and Flood Risk, for further information on this issue.

Education

11.17 There is a significant shortfall of school places in Fylde, particularly in Lytham St Annes. Additional school places need to be provided regardless of how much housing development takes place. The Local Education Authority for Fylde is Lancashire County Council and their preference is to expand existing schools, where they are physically capable of being extended.

Broadband connection

11.18 The lack of access to reliable, high speed electronic communication has been identified as an issue in the borough. Lancashire County Council is proposing that 97% of the County will be able to benefit from superfast broadband by the end of 2014.

Town centre and public realm

11.19 One of the key virtues of Fylde is the high quality of its physical environment. Its attractive towns and villages and large rural area are important to the quality of life of residents, as a setting for business and as a contribution to the visitor economy. However there are opportunities for town centre and public realm improvements in areas that have been identified as suitable for physical improvement.

11.20 As far as town centre schemes are concerned, St Annes and Kirkham remain the centre of activity. However schemes in other locations, such as Lytham and Ansdell, have the potential to boost the economy. In addition, there are a number of other schemes and Parish Plans that propose environmental improvements.

11.21 The Council has produced a Regeneration Framework which includes town centre and public realm schemes and allows individuals, community groups and town and parish councils to propose new schemes for consideration. The Framework will be reviewed regularly to allow for delivered schemes to be removed and new schemes to be included. The Council considers that new development should help support focal points of the community, integrating with existing settlements and bringing increased economic activity to town centres.



Policy Considerations for the Council

11.22 The infrastructure constraints will have an impact on the amount and distribution of development that can be delivered in Fylde over the plan period. The Infrastructure Schedule will list the infrastructure requirements and further details will be available at the next stage of Local Plan production, as the Infrastructure Delivery Plan and Community Infrastructure Levy (CIL) are developed. Monies provided through CIL will help fund the provision of the required infrastructure. Until a CIL Charging Schedule is adopted by the Council, Section 106 agreements will continue to be the only mechanism for collecting developer contributions towards essential infrastructure.

11.23 In areas where the provision of infrastructure is deficient, new development will be phased to ensure that the necessary infrastructure is in place before development commences.

Q23: Approach to infrastructure

Do you agree with the approach to dealing with infrastructure as set out in paragraphs 11.22 and 11.23? If not, do you have any other suggestions?

Q24: Improvements to public realm

How can the Council ensure that measures to improve public realm are achieved?⁴ Please choose **one** option.

Option A	New development adjacent to town centre and identified public realm schemes should be required to provide contributions towards these schemes. (These contributions could be developer contributions or Community Infrastructure Levy).
Option B	All development should be required to contribute towards these schemes.
Option C	Development should not be required to contribute towards these schemes meaning the Council will need to rely on grant aid becoming available.

⁴ Contributions can also be sought for affordable housing and public open space. Further information and options are provided within the housing and open space and green infrastructure sections.

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Option A requires contributions to public realm improvements for all developments adjacent to town centres and identified public realm schemes. This would have indirect effects on health as it would contribute to creating a high quality built environment. Public realm improvements may also help to enhance community cohesion as they may create places where residents have opportunities to meet, play and socialise. Any public realm improvements in town centres and identified public realm schemes have the potential to benefit biodiversity, historic assets and landscape resources. Contributions have the potential to boost the economy across the borough. This option also has the potential to reduce fear of crime through good design and increase urban renaissance through improved vibrancy within town centres.

Option B seeks to ensure contributions for public realm improvements are sought from all new development. Although this option could create greater benefits than Option A, due to the larger fund available to invest in the public realm, it is unclear as to how economically viable this option really is and whether it may deter developers.

There are many uncertainties associated with Option C as it relies on grant aid becoming available. However, if grant aid is not available for public realm improvements the benefits recorded for Options A and B would not be realised.



Transport

Introduction

11.24 The Council considers that an effective and efficient transport system is essential to the economic prosperity of Fylde. The location and type of new development can influence, and be influenced by, the nature of travel patterns.

11.25 Fylde has a high rate of car ownership, reflecting both the relative buoyancy of the local economy and the need for personal transport in the rural areas less well served by public transport. The Council recognises that a significant proportion of its population is dependent on public transport and will seek to improve this service. Therefore, whilst upgrading the road network is necessary, the Local Plan will seek to reduce car dependency and the need to travel.

11.26 The Highways Agency is responsible for two main routes through the borough, the M55 motorway and the A585(T), known as the Strategic Road Network. Lancashire County Council is responsible for the Local Highway Network. The South Fylde and Blackpool North railway lines to Preston and the network of quality bus services focused on the urban area and from the airport, mean that Fylde is relatively well connected. There are, however, deficiencies in the transport network as the Strategic Road Network is affected by traffic congestion in places and there is poor public transport provision in some rural areas.

National Policy

11.27 A key objective of the National Planning Policy Framework is to facilitate economic growth by taking a positive approach to planning for development. It supports reductions in emissions and congestion and promotes accessibility through planning for the location and mix of development. It states that, in preparing Local Plans, local planning authorities should support a pattern of development which facilitates the use of sustainable forms of transport.

Regional Policy

Regional Spatial Strategy 2003 - 2021

11.28 RSS Policy DP5 sets the principles against which new development should be assessed in order to manage travel demand, which are to reduce the need to travel and increase accessibility. Policy RDF2 sets the policy for development in more remote rural locations, where innovative solutions will be needed. The Regional Transport Strategy, set out in policies RDF1 – RT10, seeks to manage travel and the demand for transport in order to help reduce road traffic growth.



Local Evidence

Fylde Sustainable Community Strategy 2008 - 2018

11.29 The Sustainable Community Strategy includes improving access to goods and services as one of its priorities. It specifically identifies completion of the M55 to Heyhouses Link Road as a key measure of success.

Local Transport Plan 2011 - 2021

11.30 The strategic direction for transport provision is provided by the Lancashire Local Transport Plan 2011-2021 (LTP3). This is a statutory document that outlines how Lancashire County Council will maintain and improve transport throughout Lancashire to 2021. The Plan sets out seven key priorities with a particular focus on supporting economic growth, improving child safety, and maintaining the existing transport assets.

11.31 LTP3 comprises a strategy and an implementation plan. The strategy sets out the strategic objectives for transport over the next 10 years. It identifies areas of economic activity, including Warton and the M55 junction 4 area in Fylde, as being the focus for priorities.

11.32 The Implementation Plan sets out a programme of transport projects that will be implemented in the first three years to 2013/14. In Fylde, the County Council will invest £22.85 million on highways and transport services, with £7.25 million of capital funding and £15.60 million revenue support. This will be targeted at:

- improving public transport connectivity and links to Preston and Blackpool; and
- improving strategic connectivity to key employment sites and major destinations including Blackpool Airport and BAE Systems at Warton.

11.33 With regard to 'Affordable and Sustainable Transport', as set out in the strategy, LTP3 sets performance indicators, measured against the present position, for the following:

- Increase in bus patronage along principal routes into major employment centres and main regeneration areas.
- Increase in the number of people with disabilities using public transport.
- Improvement in bus service punctuality.
- Increase in number of journeys by 16-23 year olds travelling using discount schemes.
- Increase in numbers of people making cycling and walking journeys on key routes.

11.34 The County Council's Environment Directorate Commissioning Plan for Fylde 2011/12 – Issue 2 – August 2011 details transport related capital and service performance updates. It is a publicly accountable document combining both local needs and technical knowledge, detailing firm commitments on the service priorities to be delivered by the Environment Directorate in 2011/12. It can be viewed on the County Council's website at www.lancashire.gov.uk/corporate/web/?siteid=4587&pageid=37162&e=ek.

What you told us

11.35 Comments were made stating that the north-south transport links in the borough are poor. The infrequency of trains on the South Fylde railway line was raised as an issue, along with the lack of a direct link to Blackpool North station on this line. Comments were also made relating to the lack of customer facilities at Kirkham and Wesham station and the fact that buses from Kirkham and Wesham station to other key destinations are infrequent.

11.36 Lack of car parking was raised as an issue and, in the case of Lytham and St. Annes, it was stated that this has contributed to the decline of the town centres. Traffic congestion was raised as an issue in relation to the A585, Warton and some of the rural villages.

Strategic Objectives for Transport

11.37 The strategic objectives relevant to transport over the Plan period can be referenced as Objectives 1, 2 and 3.

Key Policy Considerations

The Strategic Road Network

11.38 The Highways Agency is responsible for the trunk road network. In Fylde this comprises the M55 motorway and the A585(T) along its length to/from junction 3 of the M55. Whilst the Highways Agency has an on-going programme of highway improvement works, congestion along the A585(T) is severe at peak times and is a significant constraint on the local economy. In recognition of this a number of possible solutions have been considered.

11.39 The Fleetwood-Thornton Area Action Plan (AAP) Sustainable Transport Strategy has been adopted by Wyre Borough Council. It states that proposed development in the AAP will provide mitigation measures to the Local Highway Network and the Strategic Road Network. Along the A585(T) there are thirteen identified highway improvement schemes. Three of these schemes are in Fylde, namely Windy Harbour Junction, Singleton Crossroads and Shard Bridge Junction. Prioritisation for implementation of these highway improvements is yet to be determined.

11.40 Fylde Borough Council continues to support the protection of M55 – Norcross Link Road (the Blue Route). The alignment of this route, including the option south of Mains Lane, will continue to be protected. The project, at an estimated cost of £104 million (2004 prices), remains unfunded. LTP3 includes a proposal to undertake an M55 to Fleetwood Corridor Study which will consider connectivity with the wider area.

The Local Highway Network

11.41 There is currently no direct link between the M55 motorway and Lytham St Annes. Access by way of the Squires Gate Link road is indirect, as is the main alternative route via Queensway, School Road and Whitehill Road. The more direct route by Wild Lane/North Houses Lane is a single track with passing places. The Council considers that a new direct link road to the motorway at junction 4 is necessary to assist existing traffic flow and accommodate growth. This proposed direct route, known as the M55 - Heyhouses Link Road was the subject of a planning inquiry in January 2012 and a decision is still awaited. The estimated cost of the link road is £16 million, which would need to be wholly privately funded. The fact that the missing M55 junction 2 in Preston has not been built has also had a detrimental effect on traffic flows in the east of the borough.

Rail Travel

11.42 The Preston to Blackpool North rail line is scheduled to be electrified by 2016 and will include track and signal enhancements, leading to greater capacity and service reliability. The rationalisation of existing lines is currently being investigated by Network Rail as part of providing a 'pendolino' line between Blackpool North and Preston. Associated with this, is the potential to provide a Park and Ride facility at Kirkham and Wesham station in the area north of the existing tracks, subject to the Park and Ride not impinging upon the alignment of the 'pendolino' line. Network Rail is also investigating doubling the track and creating a layover at the end of the South Fylde Line, near Kirkham. This would improve journey times between Preston and Kirkham.

11.43 Trains on the South Fylde Line use the main Blackpool North line until Kirkham and Wesham station. Seven of this line's ten stations are in Fylde. There is an active Community Rail Partnership Programme in place for this line and one of its main objectives is to increase rail patronage. In the period 2008/2009 – 2009/2010 only three stations experienced an increase in passengers. These were Preston, Lytham and Squires Gate. All the other stations experienced a decline in passenger numbers over the same period.

11.44 Sintropher (Sustainable Integrated Tram-Based Transport Options for Peripheral European Regions) is a European five-year project focused on promoting new or improved tram services, linked to national rail systems or regional airports as a way to improve access into and out of disadvantaged EU regions. It is funded through the EU's Interregional Cooperation Programme INTERREG. The Fylde coast is one of five regions where the project is evaluating available options. In this case, connecting the existing tramway to the railway at Blackpool North, as well as the South Fylde line. It is anticipated that public consultation will be undertaken during 2012 to seek views and likely demand from commuters.

Rural Buses

11.45 There is relatively poor public transport provision in rural areas and previous attempts by rural partnerships to improve rural bus services have been largely unsuccessful. There are opportunities to maintain the proportion of new dwellings being built with access to bus stops and the Local Transport Plan (LTP3) seeks to promote Kirkham as a rural transport hub.

Air Travel

11.46 Passenger numbers at Blackpool International Airport have been volatile over the last few years. After a period of substantial growth in 2006 and 2007, numbers declined sharply as a result of the economic slowdown and the withdrawal of important routes. Recent numbers for 2010 and 2011 were virtually identical, with passenger numbers of around 235,000. The airport is looking to its long term future, where 3.5 million passengers are forecasted by 2035 onwards. As part of this strategy, a revised Masterplan is scheduled to be produced by the Airport in 2012. In addition, a Surface Access Strategy for the airport will be produced by the Blackpool Airport Air Transport Forum. Fylde Borough Council supports this strategy as part of the LTP3 Implementation Plan and will be represented on the Blackpool Airport Air Transport Forum.

Parking Standards

11.47 The Local Planning Authority currently operates the parking standards included in the RSS. The levels of car parking apply to new development and are set out as the maximum that may be allowed, rather than minimum levels which must be provided. Parking for disabled people and for cycles and motorcycles are the only situations where minimum standards are applicable.

11.48 The Council is aware of the need to manage car parking. The Fylde Car Park Strategy 2009 is currently being revised. There is the desire to increase the number of car parking spaces that are available by creating new car parks where possible. However, it is recognised that this will be limited by land availability.

Walking and Cycling

11.49 Walking and cycling are encouraged as sustainable alternatives to the private car. Improvements to the safety and attractiveness of the public realm and cycle routes which link housing to local services and employment opportunities will promote this transport shift.



Policy Considerations for the Council

11.50 The Local Plan is required to balance the need for development in the most accessible locations with any adverse impacts on the environment. Promotion of development will therefore take place with the provision of a wide range of transport options - especially cycling, walking and public transport.

11.51 Increasing car ownership, travel and congestion is set to continue. The potential impact of new development on this trend will be forecasted using traffic impact assessment modelling. Where the travel generated by development results in a significant impact on the flow or safety of traffic on a trunk road, the developer will be expected to mitigate this impact. This mitigation should initially focus on reducing the private car travel demand of the development and, only after measures to achieve this have been taken, will infrastructure improvements to cope with additional traffic be considered. Infrastructure improvements to the trunk road network will be required to provide no net detriment to flow and safety. Developers will be required, where appropriate, to enter Planning Agreements to ensure delivery of mitigation measures.

11.52 The Council is not responsible for implementing any schemes associated with improving the transport network. Rather they require significant investment by other agencies. Action will be required by these agencies to ensure improvement to the transport network as a whole. The Council will continue to support and influence these improvements where possible. The Council works with the transport authority and is required to deliver the required shift to sustainable forms of travel through the development plan process.

11.53 Achieving a critical mass in developments can influence transport providers to provide new services and better integration between different transport modes. Clearly it is not possible to focus all development and the provision of services in town centres, local centres and other areas of high accessibility. If, however, the Council's strategy is to maximise opportunities to reduce the adverse impacts of travel it will require a major shift in travel patterns away from car borne journeys.

11.54 It will be an important element of the development strategy that all new and existing development is located so that it can utilise existing transport infrastructure and is accessible by public transport, cycling and walking, thereby reducing the need to travel by car. In an attempt to achieve this the Council proposes three options.

11.55 It will be an important element of the local plan that all new and existing development is located so that they can utilise the transport infrastructure to remain accessible by public transport, cycling and walking to employment, services and other facilities thereby reducing the need to travel by car.

Options for ensuring places are properly connected.

Q25: Improving connectivity

How can we ensure that places are properly connected? Please choose which of the following options you support. You may choose more than one option.

Option A	Ensure new development takes advantage of opportunities to achieve new and improved infrastructure.
Option B	Ensure new development takes advantage of opportunities for increased usage of existing modes of sustainable transport.
Option C	Locate development in fewer locations to provide a critical mass to help attract new funding, infrastructure and to support existing infrastructure

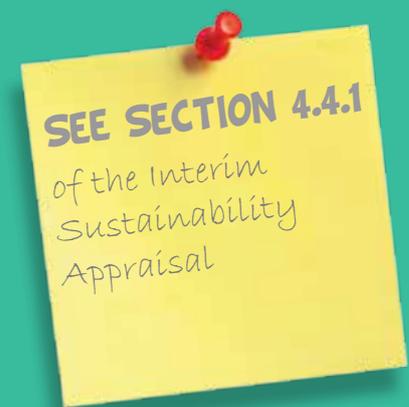


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Option A ensures new development takes advantage of opportunities to achieve new and improved infrastructure, whether it be sustainable or otherwise. This would improve connectivity to employment opportunities (particularly in Kirkham where a rural transport hub is proposed) and would reduce current congestion issues over the long term. Although this option may also increase car use if new infrastructure is road-based. In addition, health benefits may also be realised if walking and cycling opportunities are maximised. However, there are limitations as to how far this option would encourage a modal shift away from the private car as the option does include road improvements.

Option B did not perform as well against the SA Objectives as Option A as it simply seeks to maximise opportunities to increase the use of sustainable transport and does not include improved infrastructure. Therefore this option may exacerbate current problems with public transport particularly within rural areas where provision is currently poor. However, this option could be considered to be more environmentally sustainable than Option A as it would not include any new physical development. As with Option A there are limitations as to how far this option would encourage a modal shift away from the private car, as there are current issues with sustainable transport provision in some areas.

Option C seeks to locate development in fewer locations in order to provide a critical mass. There are uncertainties as to how viable this option is as achieving critical mass within town centres may not be possible due to limited sites within Lytham and St Annes. In addition, it may also lead to more rural areas with poor accessibility becoming more isolated as development would be concentrated elsewhere. This option would therefore not ensure public transport services and highways infrastructure meet all peoples' needs.



Options for increasing modal shift away from the private car

Q26: Encouraging sustainable travel

If you support the strategy to encourage more sustainable modes of travel, please choose which of the following options you support. You may choose more than one option.

Option A	All new developments should be required to provide high quality cycling and walking facilities.
Option B	<p>Improved park and ride facilities should be encouraged.</p> <p>If you support this option, do you support the idea of a park and ride facility at Kirkham and Wesham Station, or do you support the idea of a park and ride facility elsewhere?</p>
Option C	<p>The use of the private car should be discouraged by providing high quality public transport alternatives.</p> <p>If you support this option, do you have any specific suggestions as to how this could be achieved?</p>
Option D	<p>The use of the private car should be discouraged by operating more restrictive parking standards.</p> <p>If you think the parking standards operated by the Council are in need of an update, which particular types of development, or particular standards do you think are in need of revision? The Council's current parking standards are set out in appendix 3.</p>

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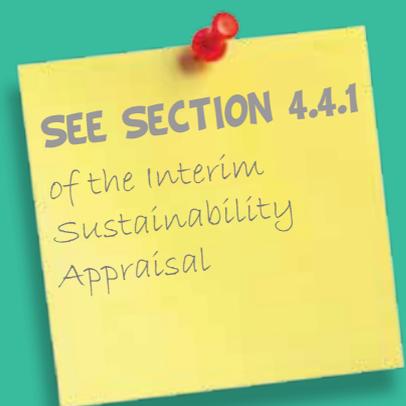
Options A - D are not directly comparable as they all provide different approaches to encouraging a modal shift away from the private car.

Option A seeks to ensure all new development provides cycling and walking facilities which would not only reduce the dependency on the private car in the long term (reducing emissions and improving air quality over the long term) but would also promote healthy lifestyles. In addition, walking and cycling facilities may incorporate landscaping which could provide new habitats for local wildlife and may create wildlife corridors throughout Fylde.

Option B seeks to encourage improved park and ride facilities which, as Option A, could ultimately lead to a reduction in traffic congestion within Fylde's town centres over the long term. In addition, this option may also reduce driver stress associated with congestion. Effects on biodiversity, landscape and heritage resources would be dependent upon the location of the park and ride car parks. Where possible, car park facilities should be located on previously developed brownfield land. The potential park and ride facility at Kirkham and Wesham train station would need to be subject to project level environmental assessment in order to determine its effects once its location is known.

Option C seeks to provide high quality public transport alternatives to the private car which would particularly benefit those in more rural areas, as current provision is poor. As with Options A and B, this option could also reduce the dependency on the private car over the long term. In addition, this option may also contribute to promoting sustainable tourism, as the borough would be more accessible by sustainable modes of transport.

Option D seeks to operate more restrictive parking standards. However, it does not seek to improve access by sustainable modes of transport (as per Options A, B and C). Therefore restricting parking further within Fylde may exacerbate congestion within town centres. In addition, a lack of parking is considered to have contributed to the decline of Lytham and St Annes town centres in the past.



Options for reducing the need to travel

Q27: Reducing the need to travel

If you support the strategy to encourage more sustainable modes of travel, please choose which of the following options you support. You may choose more than one option.

Option A	All new development should provide a mix of uses to help reduce the need to travel.
Option B	New development should be located in areas with existing deficiencies in order to increase the number of facilities reducing the need to travel.
Option C	Live/work units should be encouraged to reflect the greater numbers expected to work from home.

Interim Sustainability Appraisal Summary

Ensuring that new development provides a mix of uses to help to reduce the need to travel (as Option A) would ultimately lead to a reduction in carbon emissions as people would be less likely to need their car for everyday goods/service. In addition, Option A may also help to develop healthy and cohesive communities with good access to essential services and facilities over the long-term.

Option B is unlikely to result in the same benefits as Option A. It focuses on a few areas which may improve local facilities within rural settlements where current provision is poor. However, provisions within other areas would not benefit and may suffer over the long term. For example the economy of urban areas may not benefit, nor would the vitality and vibrancy of town centres.

Option C would only benefit a small section of Fylde's population and is unlikely to lead to a significant reduction in the number of private cars using Fylde's roads. This is because the manufacturing sector dominates Fylde's local economy and it is unlikely that those working within this sector would be able to work from home as easily as other professions.

SEE SECTION 4.4.1

of the Interim
Sustainability
Appraisal



Section 4:

Next Steps

Chapter 12

Development Management

12.1 The Council proposes to include Development Management policies within the Local Plan. These will support the Local Plan by providing more detailed policies for the management of development and land uses in Fylde. They will also assist in delivering the wider aims, vision and objectives of the Local Plan and the vision of the Sustainable Community Strategy. The development management policies will set out criteria based policies against which planning applications will be considered and determined.

'Development Control' to 'Development Management'

12.2 Unlike the previous 'development control' approach, which was often reactive and focused on the processing of planning applications and enforcing contraventions, 'development management' is a proactive process where the council works closely with those proposing development and other stakeholders to facilitate development opportunities, in order to achieve high quality, sustainable development.

Fylde's approach to Development Management Policies

12.3 The government discourages Local Planning Authorities from repeating national or regional policy within local policy. Local policies should only relate to what is required to meet local development and land use issues or to provide local interpretation of higher level policy, where this is appropriate and justified by local circumstances.

12.4 The abolition of extensive amounts of national and regional policy will create significant policy gaps which local policy will need to address.

12.5 The Council proposes that the development management policies will be more streamlined, with fewer policies than in the Fylde Borough Local Plan, although the policies may be more detailed in some cases.

12.6 This approach to development management will be reliant on the use of national policy for considering and determining planning applications and will be a significant change from the current Fylde Borough Local Plan, which contains a policy to cover most development and land use scenarios.

12.7 The Council's Development Management officers will be actively involved in policy formulation. This will ensure the policies are workable and address the development and land use issues in the borough.

Q28: Development management policies

What Development Management Policies do we need in Fylde? Please limit your suggestions to policies that are not covered by national policies and policies that may be needed because regional policies are being revoked.

Q29: Local interpretation of national policy

Do we need a Development Management Policy to explain a local interpretation of a national policy? If so, what, and why?

Next steps

12.8 The Council will be reviewing national and regional policy and will also consider the responses to this consultation. We will use the information to assess which policies are considered necessary in order to follow a streamlined approach, whilst avoiding any policy gaps.

12.9 Our preferred approach, including a set of draft development management policies, will be included in the preferred options document which will undergo a further round of public consultation.

Section 4:

Next Steps

Chapter 13

What Happens Next?

How the Council will deal with your comments

13.1 Following the consultation period, the Council will consider all comments received and place a consultation statement on the Council's website and at the Council offices, setting out a summary of the representations and how the Council is using the responses to help develop the Local Plan.

Next Steps in the Local Plan Process

13.2 Following analysis of the consultation responses and the interim Sustainability Appraisal, we will produce the most suitable options which we consider will achieve the Vision for Fylde to 2030. The 'Preferred Options', the next document to be consulted on, will set out the most sustainable locations for new homes, jobs and services required by communities, whilst delivering the necessary infrastructure, facilities and other development to make this possible.

Preferred Options

13.3 It is possible that the Preferred Options will comprise the most sustainable and deliverable elements of more than one of the options set out in this document. The Preferred Options document will explain why other options were not chosen and why they were not taken forward for further consideration. The Preferred Options will have been fully informed by the interim sustainability appraisal, evidence base and discussions with key stakeholders and infrastructure providers.

13.4 The Preferred Options will set out strategic locations for development and this could mean some amendments may be needed to the current settlement boundaries. It will also include a set of development management policies.

Submission and Examination

13.5 Following consideration of comments on the Preferred Options, a Submission document will be published for consultation. This document will be the final word of the Council and should only be subject to minor changes. The Local Plan will then be submitted to the Secretary of State, along with the representations made on the Submission document and an Examination in Public (EiP) will be held. This will give an independent Planning Inspector the opportunity to test the soundness of the document, in terms of the Local Plan's justification, effectiveness and consistency with national policy.

Adoption

13.6 Once the Local Plan is found 'sound' by the Planning Inspector it will be adopted by the Council as part of the development plan for Fylde.

Preparation of the Site Allocations Development Plan Document

13.7 The Local Plan will provide spatial policy on how and where development will be directed and the issues that will be addressed, along with identifying strategic locations for development. It will also contain Development Management policies that will inform decisions on planning applications.

13.8 However, it will not deal with site specific matters and, apart from the strategic sites, will not seek to allocate sites for future development. This will be achieved by the preparation of a further document, the Site Allocations Development Plan Document. This document will be consulted upon in a similar way to the Local Plan.



Glossary

Accessible, Accessibility

The terms 'accessible' and 'accessibility', in relation to transport and other services, refer both to proximity of services and the ability of the community to use those services.

Article 4 Direction

The Council in circumstances where specific control over development is required may issue article 4 directions. Such directions are usually applied over an area rather than an individual property and are primarily used where the character of the area of concern could be threatened. They are therefore more commonly applied to conservation areas and remove the permitted development rights, thereby necessitating a planning application to be made.

Bathing Water Directive

Aims to protect public health and the environment from pollution at bathing waters.

Best and most versatile agricultural land

Land in grades 1, 2 and 3a of the Agricultural Land Classification. Fylde does not have any grade 1 agricultural land.

Biodiversity

The whole variety of life encompassing all genetic, species and ecosystem variations.

Biodiversity Action Plan for Lancashire

Consists of many individual species and habitat plans. Each plan gives information on the status and threats to the species or habitat, including details of the conservation action required and the organisations responsible.

BREEAM (Building Research Establishment Environmental Assessment Method)

BREEAM standards are a method for rating the performance of new and converted or renovated non residential developments such as offices, schools and retail buildings. The assessment provides a rating level based upon a building's performance which is set against established benchmarks to evaluate a building's specification, design, construction and use. The benchmark criteria include a broad range of environmental categories to determine the building's environmental impact. Where a building reaches a standard, it receives a level of: good – very good – excellent – outstanding.

BREEAM Non-Domestic Refurbishment scheme will be launched in 2012, which will provide a rating for non domestic building conversion or renovation schemes. BREEAM New construction and BREEAM In use schemes are also currently under development.

Business Uses

This is defined by any or all of the following:

- an office other than financial and professional services;
- research and development of products or processes; or
- light industry appropriate in a residential area.

Central Lancashire City Region

The main centres in the Central Lancashire City Region are the regional towns of Blackburn, Blackpool and Burnley and the city of Preston. Its influence extends to the local authority areas that stretch from the Irish Sea to the Pennines: Blackpool, Wyre, Fylde, Preston, South Ribble, Chorley, Blackburn with Darwen, Hyndburn, Ribble Valley, Burnley, Rossendale and Pendle. It does not include the West Lancashire or Lancaster districts.

City Region

The term recognises that large towns and cities act as the focus for jobs, services and facilities for extensive hinterlands. In the North West three have been identified, based on Merseyside, Central Lancashire and Greater Manchester.

Classic Resort

The term Classic Resort was envisaged by the North West Development Agency as being a hallmark accreditation or accolade, awarded to resorts which demonstrate that they have achieved an outstanding level of service delivery and environmental quality. The idea could be considered to be similar to that of a blue flag beach award where an accolade could be bestowed on recipient destinations where they met the required standards.

The North West Development Agency function has ceased and the "Classic Resort" concept remains an aspiration for St. Annes.

Climate Change

A changing climate, which can be attributed directly or indirectly to human activity, which alters the composition of the global atmosphere.

Coastal defences

Refers to sea defences against flooding and erosion. Hard defences are generally expensive short-term options (often up to 30 years), such as sea walls. Soft defences are often less expensive long-term options and are usually more sustainable, such as sand dunes.

Code for Sustainable Homes

The Code for Sustainable Homes is an environmental assessment method for rating and certifying the performance of new residential developments, providing a code level rating from Code Level 1 through to Code Level 6. The assessment method is currently voluntary for private dwellings and provides a code level rating based upon the design and construction methods. The code level is dependant upon nine categories of sustainable design: energy and CO² Emissions; Water; material; surface water run-off; waste; pollution; health and well-being; management and ecology. Each issue is a source of environmental impact and the home is assessed against performance targets which are technically feasible and can be delivered by the building industry.

Collectively, the performance targets are more demanding than the minimum standards required satisfying current Building Regulations or other legislation. The code is intended to signal the future direction of Building Regulations in relation to carbon emissions. Part L (2010) building regulations require a carbon reduction which is equivalent to meeting the mandatory emission standard for code level 3. To achieve code level 4, is a 25% improvement on current building regulations Part L (2010).

In addition to meeting mandatory standards, achievement in each of the nine design categories scores a number of percentage point which establishes the code level for the dwelling.

Glossary

Community Infrastructure Levy (CIL)

A levy allowing local authorities to raise funds from owners or developers of land undertaking new building project in their area. The money can be used to fund the infrastructure needed as a result of development. Under the Localism Bill it is proposed that neighbourhoods will share the advantages of development by receiving a proportion of the funds councils raise from developers. These will be passed directly to the local neighbourhood to fund the facilities they need.

Comparison goods

The provision of items not purchased on a frequent basis (e.g. clothing, footwear, and household goods).

Conservation Areas

Areas designated by the local planning authority which are considered of special architectural or historic interest, the character of which it is desirable to preserve or enhance.

Convenience goods

The provision of everyday essential items (e.g. food, drinks, and newspapers).

Conversions

Generally means the change of use of a building from a particular use, classified in the use classes order, to another use. The term can also mean the sub-division of residential properties into self-contained flats or maisonettes.

Designated Areas

Areas that have been awarded a statutory designation because of their special features or qualities, e.g. National Parks, AONBs, Green Belts, SSSIs and historical and archaeological sites.

Development

Legally defined in Section 55 of the Town and Country Planning Act 1990 as, 'the carrying out of building, engineering, mining or other operations in, on, over or under land, or the making of any material change in the use of any buildings or other land'.

Development Plan Documents (DPDs)

These documents will together form the Development Plan for the Borough area. DPDs must include a Local Plan and Proposals Map, but may also include other documents such as Area Action Plans (AAPs).

Ecohomes

Ecohomes is an environmental assessment method similar to the Code for Sustainable Homes. However it also includes rating and certification for the performances of converted or renovated buildings to residential. The scheme is due to be replaced by the BREEAM Domestic Refurbishment scheme, to be launched in 2012.

Employment Land

Land allocated in development plans for business, industrial and storage/distribution uses (B1, B2 and B8 uses classes).

Employment Uses

Any undertaking or use of land that provides paid employment (usually relates to the 'B' use class).

Enterprise Zone

Enterprise Zones allow areas with economic potential to create the new business and jobs that they need, with positive benefits across the wider economic area. Simplified planning and business rates discounts apply in Enterprise Zone areas, giving the capability to develop innovative ways to address specific local challenges.

Examination in Public (EIP)

This is designed to test the soundness of the documents produced to form the Development Plan for the Borough area.

Exception Test (flood risk)

If, following application of the Sequential Test, it is not possible for the development to be located in zones with a lower probability of flooding, the Exception Test can be applied if appropriate. For the Exception Test to be passed:

- it must be demonstrated that the development provides wider sustainability benefits to the community that outweigh flood risk, informed by a Strategic Flood Risk Assessment where one has been prepared; and
- a site-specific flood risk assessment must demonstrate that the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.

Both elements of the test will have to be passed for development to be allocated or permitted.

Farm Diversification

The development of a variety of economic activities linked to working farms, designed to support farm income and use surplus land, e.g. forestry, leisure, tourism.

Flood Risk Assessment

An assessment of the likelihood of flooding in a particular area in order that development needs and mitigation measures can be carefully considered.

Flood Risk Zone 1

Land at low risk of flooding from rivers and sea. This zone comprises land assessed as having a less than 1 in 1,000 annual probability of river or sea flooding.

Flood Risk Zone 2

Land at moderate risk of flooding from rivers and sea. This zone comprises land assessed as having between a 1 in 100 and 1 in 1,000 annual probability of river flooding, or between a 1 in 200 and 1 in 1,000 annual probability of sea flooding in any year.

Flood Risk Zone 3

Land at high risk of flooding from rivers and sea. This zone comprises land assessed as having a 1 in 100 or greater annual probability of river flooding, or a 1 in 200 or greater annual probability of flooding from the sea in any year.

Foul water

Kitchen, bathroom and trade waste that enters the sewer system.

Fylde Coast Sub-region

This term refers to the three local authority areas of Fylde, Blackpool and Wyre.

Geodiversity

The variety of rocks, minerals, fossils, soils, landforms and natural processes.

Glossary

Green Belt

Areas of land where development is tightly controlled. The purposes of Green Belt are to check the unrestricted sprawl of large built-up areas; to prevent neighbouring towns from merging; to safeguard the countryside from encroachment; to preserve the setting and special character of historic towns; and to aid urban regeneration by encouraging the recycling of derelict and other urban land.

Groundwater

Water that exists beneath the earth's surface in underground streams and aquifers.

Infrastructure

Services necessary to serve development, e.g. roads and footpaths, electricity, water and sewer services.

Inward Investment

New business investment or expansion of an existing investment into an area from outside.

Issues, Options and Preferred Option

The "pre-submission" consultation stages on Development Plan Documents with the objective of gaining public consensus on proposals ahead of submission to government for independent examination.

Listed Buildings

Buildings of special architectural or historic interest listed by the Secretary of State for Culture, Media and Sport on the advice of English Heritage. Buildings are graded to indicate their relative importance.

Local Housing Needs

These apply when employment, social and economic consequences lead people to choose or demonstrate a need to live or remain in a locality where accommodation is not available to them. Categories of need could include:

- existing residents who need separate accommodation in the area, e.g. newly married couples, people leaving tied accommodation on retirement;
- people who need to live in proximity to the key local services they provide;
- people who have long-standing links with the local community such as the elderly, who need to be close to relatives;
- people with the offer of a job in the locality.

Local Nature Reserves

Sites designated under terms of the National Parks and Access to the Countryside Act 1949 and owned, leased or managed under agreement by local authorities. They are places with wildlife or geological features that are of special interest locally.

Local Strategic Partnership (LSP)

An overall partnership of people that brings together organisations from the public, private, community and voluntary sector within a local authority area, with the objective of improving people's quality of life.

Local Transport Plan (LTP)

A five-year integrated transport strategy, prepared by local authorities in partnership with the community, seeking funding to help provide local transport projects. The plan sets out the resources predicted for delivery of the targets identified in the strategy.

Microgeneration*

Small-scale onsite low carbon and renewable energy technologies which generates less than 45KW heat and 50KW for electricity, offer ways of producing energy from renewable, low carbon and carbon-neutral sources. They mostly harness solar energy such as wind, photovoltaics, solar thermals, biomass, hydro and heat pumps. Microgeneration can also refer to community scale energy which may fall within these capacities.

*For the purposes of The Lancashire Sustainable Energy Study, microgeneration refers to solar photovoltaic and heat pumps. Other microgeneration technologies are included within small scale wind and biomass calculations.

National Planning Policy Framework (NPPF)

The NPPF sets out the Government's planning policies for England and how they are expected to be applied. It must be taken into account in the preparation of local and neighbourhood plans and is a material consideration in planning decisions.

Nature Conservation

The protection, management and promotion of wildlife habitats for the benefit of wild species, as well as the communities that use and enjoy them.

Open Countryside

Areas outside towns and villages.

Phasing or Phased Development

The phasing of development into manageable parts. For example, an annual rate of housing release for large development that may need to be controlled to avoid destabilising housing markets and causing low demand.

Plan, Monitor and Manage

Approach to housing provision involving: Plan for an overall annual rate and distribution of housing, Monitor the proposed provision against targets and indicators, Manage the process.

Planning Policy

Planning policy provides the framework to guide and manage the development of land and buildings and sets out future proposals for an area.

Polycentric

An area where there is no single dominant centre and each centre complements one another. In the Central Lancashire City Region the centres of Blackpool, Preston, Blackburn and Burnley are all in the same tier of the regional settlement hierarchy, with no one centre being dominant.

Public Open Space

Urban space, designated by a Council, where public access may or may not be formally established, but which fulfils a recreational or non-recreational role (for example, amenity, ecological, educational, social or cultural usages).

Regional Spatial Strategy (RSS)

Regional planning policy issued by the Secretary of State. In July 2010 the government announced the revocation of Regional Spatial Strategies.

Regional Transport Strategy

Part of the RSS, informing local transport plans, and providing a strategic overview of transport strategies and investment priorities.

Glossary

Renewable and low carbon energy

Includes energy for heating and cooling as well as generating electricity. Renewable energy covers those energy flows that occur naturally and repeatedly in the environment – from the wind, the fall of water, the movement of the oceans, from the sun and from biomass and deep geothermal heat. Low carbon technologies are those that can help reduce emissions (compared to conventional use of fossil fuels).

Ribble Coast and Wetlands Regional Park Concept

The Ribble Coast and Wetlands (RCW) is one of a number of regional parks that are at various stages of development along the Northwest coast. The RCW presents the region with a significant opportunity. It is based around the estuary which is an internationally significant wetland habitat. The RCW has a strategic partnership comprising public, private and voluntary sector interests that have adopted a business plan.

The potential economic benefits of RCW are considerable. The Business Plan estimates that the Park has the potential to attract a 45% increase in visitor numbers (1.6m by 2020 – from a baseline of 1.16m visitors in 2005). The additional visits are estimated to generate an additional £47.9m in visitor expenditure, creating an extra 800 full time equivalent jobs.

Rural Area

An area containing open countryside and villages.

Rural Diversification

The expansion, enlargement or variation of the range of products or fields of operation of a rural business (branching out from traditional farming activities, for example new income generating enterprise like renewable energy, tourism and food processing).

Section 106 Agreements

Section 106 (S106) of the Town and Country Planning Act 1990 allows a local planning authority to enter into a legally-binding agreement or planning obligation with a landowner/developer in association with the granting of planning permission. S106 are a way of delivering or addressing matters that are necessary to make a development acceptable in planning terms. Fylde currently seeks developer contributions towards: affordable housing; public open space, including recreational play areas; and town centre/public realm improvements. This is not inclusive and contributions could be sought by Lancashire County Council regarding matters such as education and highways.

Sequential Test (flood risk)

The Sequential Test aims to steer new development to areas with the lowest probability of flooding.

The overall aim should be to steer new development to Flood Zone 1. Where there are no reasonably available sites in Flood Zone 1, local planning authorities allocating land in local plans or determining planning applications for development at any particular location should take into account the flood risk vulnerability of land uses and consider reasonably available sites in Flood Zone 2, applying the Exception Test if required. Only where there are no reasonably available sites in Flood Zones 1 or 2 should the suitability of sites in Flood Zone 3 be considered, taking into account the flood risk vulnerability of land uses and applying the Exception Test if required.

Spatial Planning

Spatial planning goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function. This will include policies which can impact on land use by influencing the demands on, or needs for, development, but which are not capable of being delivered solely or mainly through the granting or refusal of planning permission and which may be implemented by other means.

Strategic Environmental Assessment (SEA)

A procedure (set out in the Environmental Assessment of Plans and Programmes Regulations 2004) which requires the formal environmental assessment of certain plans and programmes which are likely to have significant effects on the environment.

This is similar to Sustainability Appraisal process, however it places an emphasis on environmental issues. The overarching aim of the process is to contribute to better decision making and better planning.

Sub-region

An area covering more than one local authority area.

Sustainability Appraisal

Appraisal of plans, strategies and proposals to test them against the four broad objectives set out in the Government's sustainable development strategy "A Better Quality of Life: A Strategy for sustainable development for the UK" published in 1999. The overarching aim of the process is to contribute to better decision making and better planning.

Sustainable Community Strategy

This is prepared by the Local Strategic Partnership (LSP) with the aim of improving the social, environmental and economic well-being of the Local Authority area, and should inform the Local Plan.

Sustainable Development

International and national bodies have set out broad principles of sustainable development. The most commonly used definition is that of the 1987 World Commission on Environment and Development, the Brundtland Commission: 'development which meets the needs of the present without compromising the ability of future generations to meet their own needs'. The UK Sustainable Development Strategy Securing the Future set out five 'guiding principles' of sustainable development: living within the planet's environmental limits; ensuring a strong, healthy and just society; achieving a sustainable economy; promoting good governance; and using sound science responsibly.

Sustainable Drainage Systems (SuDS)

A means of controlling surface water run-off as close as possible to its origin before it enters a watercourse.

Trunk Road

A road for which the Secretary of State for Transport is legally responsible. The Highways Agency is responsible for discharging the Secretary of State's duties, including the planning, funding and execution of maintenance and other works.

Village

A group of houses in a predominantly rural area with some community facilities and employment activity, but smaller than a town.

Vitality and Viability

The factors by which the economic health of a town centre can be measured.

Appendix 1:

Settlement Hierarchy, Population and Accessibility Scores

Preferred Options

For the purpose of the settlement hierarchy, easy access is generally considered to be no more than 10 minutes walking distance from the centre of the settlement. This equates to approximately 800 metres. It should be noted that the centre of Normoss is considered to be the central part of the settlement of Normoss within Fylde. The centre of Squires Gate is considered to be the central part of the residential area of Squires Gate within Fylde borough.

There are two exceptions to the 10 minute walk rule. The first is secondary school access. A 1km threshold has been used to determine whether a settlement has access to a secondary school, as measured from the centre of the settlement. The second exception is access to a superstore or supermarket. These are places where consumers often undertake weekly shopping trips, therefore the majority visit using the car or public transport. Therefore, a threshold of 3km from the centre of each settlement has been used to determine whether each settlement has easy access to a supermarket.

The above methodology means that some settlements will have access to facilities and services that are within adjacent areas.

Population

		Score
More than 10,000	St Annes	5
5000 -10,000	Kirkham, Lytham	4
3000 - 5000	Ansdell, Freckleton, Wesham	3
1000 - 3000	Elswick, Newton, Normoss, Staining, Warton, Wrea Green	2
Up to 1000	Clifton, Little Eccleston, Singleton, Squires Gate, Treales, Weeton, Wharles	1

Public Transport

	Score
St Annes, Kirkham, Lytham	5
Ansdell, Wesham, Squires Gate	4
Newton	3
Clifton, Elswick, Freckleton, Warton	2
Normoss, Singleton, Staining, Treales, Weeton, Wrea Green	1
Wharles	0

Train services

	Score	
2 per hour	Kirkham, Wesham	3
1 per hour	Ansdell, Lytham, St Annes, Squires Gate	2
No service	Clifton, Elswick, Freckleton, Little Eccleston, Newton, Normoss, Singleton, Staining, Treales, Warton, Weeton, Wharles, Wrea Green	0

Shopping – Urban centres

	Score	
Town centres	Kirkham, Lytham, St Annes	5
Local shopping centres	Ansdell, Freckleton, Squires Gate	4
Other centres	Normoss, Warton, Wesham	3

Shopping – Rural villages

		Score
Local store	Clifton (combined with PO), Elswick, Little Eccleston, Newton, Singleton*, Staining, Wrea Green	2
No local store	Treales, Weeton, Wharles	0

*Note that the local store in Singleton is not currently trading

Supermarkets / Superstores

		Score
Superstore / supermarket within settlement or within 3km of settlement	Ansdell, Kirkham, Lytham, Newton, St Annes, Squires Gate, Treales, Warton, Wesham, Wrea Green	3
Superstore / supermarket further than 3km from settlement	Clifton, Elswick, Freckleton, Little Eccleston, Normoss, Singleton, Staining, Weeton, Wharles	0

Education

Primary schools		Score
Primary school	Ansdell, Freckleton, Kirkham, Lytham, Newton, Normoss, St Annes, Singleton, Staining, Warton, Weeton, Wesham, Wrea Green	5
No primary school	Clifton, Elswick, Little Eccleston, Squires Gate, Treales, Wharles	0

Secondary schools		Score
Secondary school	Ansdell, Kirkham, Lytham, St Annes	3
No secondary school	Clifton, Elswick, Freckleton, Little Eccleston, Newton, Normoss, Singleton, Squires Gate, Staining, Treales, Warton, Weeton, Wesham, Wharles, Wrea Green	0

Services

Post office		Score
Post office	Ansdell, Clifton, Freckleton, Kirkham, Little Eccleston, Lytham, Newton, Normoss, St Annes, Singleton*, Squires Gate, Wesham, Wrea Green	1
No post office	Elswick, Staining, Treales, Warton, Weeton, Wharles	0

*Note that the post office in Singleton is not currently trading

Library		Score
Library	Ansdell, Freckleton, Kirkham, Lytham, Normoss, St Annes, Wesham	2
Mobile library	Clifton, Elswick, Little Eccleston, Newton, Singleton, Staining, Treales, Warton, Weeton, Wrea Green	1
No library	Squires Gate, Wharles	0

Community facilities		Score
Community facility	Ansdell, Elswick, Freckleton, Kirkham, Lytham, Normoss, St. Annes, Singleton, Staining, Warton, Weeton, Wesham, Wrea Green	1
No community facility	Clifton, Little Eccleston, Newton, Squires Gate, Treales, Wharles	0

GP		Score
GP	Ansdell, Freckleton, Kirkham, Lytham, St Annes	1
No GP	Clifton, Elswick, Little Eccleston, Newton, Normoss, Singleton, Staining, Squires Gate, Treales, Warton, Weeton, Wesham, Wharles, Wrea Green	0

Indoor sport / leisure facilities		Score
Indoor sport / leisure facility	Ansdell, Kirkham, Lytham, Normoss, St Annes, Warton	1
No indoor sport / leisure facility	Clifton, Elswick, Freckleton, Little Eccleston, Newton, Singleton, Staining, Squires Gate, Treales, Weeton, Wesham, Wharles, Wrea Green	0

Open space

		Score
More than one designated open space	Ansdell, Elswick, Freckleton, Kirkham, Lytham, St Annes, Singleton, Weeton, Wesham, Wrea Green	5
Designated open space	Clifton, Newton, Normoss, Squires Gate, Staining, Treales, Warton	3
No designated open space	Little Eccleston, Wharles	0

The population and accessibility score for each settlement is set out below:

Kirkham	39=	Squires Gate	18
St Annes	39=	Singleton	17
Lytham	38	Staining	15
Ansdell	35	Weeton	14
Wesham	30	Elswick	13
Freckleton	24	Clifton	10
Warton	21=	Treales	9
Wrea Green	21=	Little Eccleston	7
Newton	20	Wharles	1
Normoss	19		

Appendix 2:

Current Planning Policy, extract taken from Visitor Accommodation Study (2009)

14.2 Existing Planning Policy

The Fylde Borough Local Plan (as Altered) (Oct 2005) is an amalgamation of two documents, namely the Fylde Borough Local Plan 1996 – 2006, adopted on 19th May 2003, and the Fylde Borough Local Plan Alterations Review 2004 – 2016, adopted on 10th October 2005. The adoption of the latter document replaced parts, but not all, of the earlier plan, namely Policy HL1 (Housing Land Allocations) and Car Parking policies. Key policies relating to holiday accommodation are summarised below.

The **Proposals Map** designates two parts of St. Annes promenade as Primary Holiday Area subject to policy TREC1. Three further areas are designated as Secondary Holiday Area subject to policy TREC2.

Policy TREC1 encourages new hotel, guest house and holiday flat development and extensions within the primary holiday area and resists any proposed losses of such accommodation.

Policy TREC2 permits new hotels, guest houses, holiday flats and extensions within the secondary holiday area, but also allows for the change of use from tourist accommodation to uses compatible with the residential area. Within Lytham St Annes, but outside the defined holiday areas, this policy still allows for holiday accommodation subject to design, character and residential amenity considerations.

Policy TREC3 permits hotels and other tourist accommodation outside of Lytham St Annes at the other main settlements, smaller rural villages, Ribby Hall, and in countryside and Green Belt areas subject to other policies in the plan (SP2, 3, 5, and 9) scale, and design standards.

Policy TREC5 sets out criteria for tourism development, including major leisure complexes, that requires evidence of need and why the proposals cannot be located in Lytham St Annes or other nearby resorts and a demonstration that there is no sequentially preferable location.

Policy TREC6 deals with static holiday caravan and chalet parks which it restricts to the modest extension of existing holiday parks in order to improve layout and landscaping without any increase in pitch numbers or as part of a major recreational or leisure facility.

Policy TREC7 deals with touring caravan and camping sites which are permitted subject to normal landscape character and residential amenity concerns. Where any new applications for static holiday caravans or touring sites are permitted each of the above policies requires a minimum six week closed period.

Therefore, Fylde already has fairly flexible policies for the consideration of tourism accommodation development and redevelopment proposals. The Primary Holiday Area is tightly drawn around the main promenade frontage of hotel properties in St Annes. Outside this area, in St Annes, there is a secondary area where new tourism accommodation development is encouraged, and yet there is no restriction on proposals to change out of tourism use.

These two policies should allow for the area's tourist accommodation to ebb and flow with the market while preventing the loss of core seafront hotels where there might otherwise be a premium residential market that could erode the town's hotel stock and role as a staying resort.

Outside of St Annes, the policies allow for tourist accommodation development which is encouraged at other settlements and villages, but not ruled out in countryside and green belt areas subject to compliance with other policies. Major tourism developments are directed towards Lytham St Annes. With regard to caravan parks, policy TREC6 is more restrictive towards static holiday caravans, preventing any further increase on static caravan numbers. Policy TREC7 is less restrictive with regard to touring caravan and camping sites.

Appendix 3:

Existing Car parking standard, extract taken from North West Regional Spatial Strategy

The North West Parking Standards as set out in Table 8.1 specify the upper limit of parking to be provided at developments.

Table 8.1 North West Parking Standards Urban and Regional Land Use

Land Use	Regional	Urban
A1: Shops		
Food Retail	1 space per 14 sqm	1 space per 16 sqm
Non-food Retail	1 space per 20 sqm	1 space per 22 sqm
A3: Restaurants and Cafes		
Restaurant	1 space per 5 sqm of public flood area	1 space per 7 sqm of public flood area
A5: Hot Food Takeaways		
Fast Food & Drive Through	1 space per 7.5 sqm of gross floor area	1 space per 8.5 sqm of gross floor area
B1: Business		
B1 including offices		
Stand alone offices	1 space per 30 sqm	1 space per 35 sqm
Business Parks	1 space per 35 sqm	1 space per 40 sqm
B2: General Industry		
General Industry	1 space per 45 sqm	1 space per 60 sqm
B8: Storage and Distribution		
Storage and Distribution	1 space per 100 sqm	1 space per 100 sqm

Land Use	Regional	Urban
C1: Hotels		
Hotels	1 space per bedroom including staff	1 space per bedroom including staff
D1: Non-Residential Institutions		
Medical and Health facilities	1 space per 2 staff plus 4 per consulting room	1 space per 2 staff plus 3 per consulting room
Higher and Further Education	1 space per 2 staff	1 space per 2 staff
D2: Assembly and Leisure		
Cinemas and Conference Facilities	1 space per 5 seats	1 space per 8 seats
Other leisure facilities	1 space per 22 sqm	1 space per 25 sqm
Miscellaneous		
Stadia	1 space per 15 seats	1 space per 18 seats

Notes:

1. For predominantly drive-through/take-away establishments. For 'Drive-through' restaurants featuring significant seating then they should be considered as a conventional restaurant.
2. To be backed up with a more detailed justification including 'Travel Plans' proposals.
3. Additional facilities, such as leisure and conference facilities should be considered separately if appropriate.
4. Parking for students should be included within this figure. Separate consideration would be required for any parking related to residential facilities.
5. The standard for students relates to the total number of students attending an educational establishment rather than full-time equivalent number.
6. Local Development Frameworks should identify the areas where 'urban' and 'regional' standards will apply.

Parking for cycles and two wheel motorised vehicles (TWMV)

Secure parking facilities should be provided to a minimum standard of 10% of the baseline standards for each category. Where practical, new developments should include showering, changing and other facilities

Parking for people with disabilities

Parking for people with disabilities is the only situation where minimum standards are applicable. For car parks associated with new employment premises, 6 bays or 3% of the baseline standards should be designated, whichever is the greater. For car parks associated with shopping areas, leisure or recreational facilities and places open to the general public, 5 bays or 5% of the baseline standards should be designated, whichever is the greater. The numbers of designated spaces may need to be greater at health centres, hospitals, hotels and sports stadia or other venues that specialise in accommodating groups of disabled people. At railway stations where parking facilities are to be introduced or improved then the Strategic Rail Authority (SRA) recommendations should be used as a minimum as set out in Table 6

Table 6: Additional parking spaces for disabled people

Number of parking spaces	Additional parking spaces for disabled people
Fewer than 20 spaces	Minimum of 1 reserved space
20 to 60 spaces	Minimum of 2 reserved spaces
61 to 200 spaces	6% of capacity, with a minimum of 3 reserved spaces
Over 200 spaces	4% of capacity, plus 4 reserved spaces

