

Plan for Fylde - Plan for the Future

Fylde Local Plan to 2030

Part 1 - Preferred Options



For more information on the Local Plan, please scan this QR code with a Smartphone

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 their surrounding rural areas and smaller picturesque villages. A rich heritage has helped to make Fylde a destination in its own right for tourism, recreation and business.

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.

The Fylde Local Plan to 2030: Part 1 - Preferred Options represent an important process in the preparation of the Local Plan for Fylde. This document has been developed by considering the information provided by the Council's evidence base and the results of public consultation on the Local Plan Issues and Options document.

Ultimately, the Local Plan will directly or indirectly affect all residents and communities within the Borough. Therefore, it is important that we hear from you on what is being proposed in order to help us to make an informed decision on what the final Local Plan Part 1 should include.

I very much look forward to hearing your views on the proposals and policies within this document.



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

How to Comment

The Council welcomes your comments on all aspects of this document.

Key Dates

The consultation period runs from 27 June 2013 until 22 August 2013.

Where the document is available

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

There are a number of ways you can comment on the Fylde Local Plan to 2030: Part 1 - Preferred Options.

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 or email: You can send your comments by post or email (quoting the relevant chapter and paragraph number where appropriate) to the address below.

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 on 01253 658418 or email planningpolicy@fylde.gov.uk

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Abbreviations (Glossary on p168)

BHS Biological Heritage Site	MOD Ministry of Defence
CIL Community Infrastructure Levy	MSA Mineral Safeguarding Area
CLG Communities and Local Government	MW Megawatts
DECC Department for Energy and Climate Change	NPPF National Planning Policy Framework
DfT Department for Transport	RCW Ribble Coast and Wetlands
DPD Development Plan Document	RoW Rights of Way
EiP Examination in Public	RSS Regional Spatial Strategy
EqIA Equalities Impact Assessment	SA Sustainability Appraisal
FBLP Fylde Borough Local Plan (As Altered: October 2005)	SEA Strategic Environmental Assessment
GI Green Infrastructure	SFRA Strategic Flood Risk Assessment
HCA Homes and Communities Agency	SHLAA Strategic Housing Land Availability Assessment
HIA Health Impact Assessment	SHMA Strategic Housing Market Assessment
HRA Habitats Regulations Assessment (Screening Report)	SPA Special Protection Area
IDP Infrastructure Delivery Plan	SSSI Site of Special Scientific Interest
LCC Lancashire County Council	SUDs Sustainable Drainage Systems
LDO Local Development Order	
LEP Local Enterprise Partnership	
LNR Local Nature Reserve	
LPA Local Planning Authority	
LTP Local Transport Plan	

Chapter 1: Introduction

The Fylde Local Plan to 2030

1.1 Future development within Fylde will be guided by the plans and policies within the Fylde Local Plan to 2030. It will consist of the following documents:

- Fylde Local Plan to 2030: Part 1
- Fylde Local Plan Part 2: Site Allocations to 2030.

The Fylde Local Plan to 2030 will supersede the adopted Fylde Borough Local Plan (FBLP) (as altered), October 2005. Appendix 1 sets out the policies in the adopted FBLP and shows:

- which will be replaced by policies in the Fylde Local Plan to 2030: Part 1;
- which have been superseded by the National Planning Policy Framework (NPPF);
- which will be addressed by the Fylde Local Plan Part 2: Site Allocations to 2030; and
- which are no longer required.

1.2 The Fylde Local Plan to 2030 is built upon the principles of:

- Sustainable development;
- Stimulating economic and housing growth;
- Addressing climate change;
- Spatial planning;
- High quality design;
- Good accessibility; and
- Community involvement.

1.3 The Fylde Local Plan to 2030 will provide the locally specific part of the development plan for Fylde, whilst the NPPF provides the national framework against which all development in Fylde will be assessed. The North West Regional Spatial Strategy (RSS) has now been revoked, meaning that Local Plans must now cover the strategic element of the development plan previously included in regional strategies. The Local Plan will not repeat policies contained in the NPPF unless there is a locally specific aspect of the framework that needs to be clarified. Neighbourhood Development Plans may also be produced for parts of the Borough and these must be in conformity with the Local Plan.

1.4 The Fylde Local Plan to 2030 Part 1 contains a vision and strategy that sets out how the Council would like Fylde to develop over the Plan period. It seeks to ensure that new homes, jobs and services required by communities are located in the most sustainable locations and that the framework for delivering the necessary infrastructure, facilities and other development will be provided to make this possible.

1.5 Under the 'duty to co-operate' introduced by the Localism Act 2011 Fylde, Blackpool, Wyre and Lancashire County Councils are collectively considering matters of strategic importance to the Fylde coast sub-region, such as the amount and distribution of housing and employment land. These considerations are supported by a Memorandum of Understanding. Fylde is also working closely with its other neighbouring authorities and organisations on issues that cross local authority boundaries.

1.6 This document sets out the Preferred Options that the Council wish to pursue for proposals within Part 1 of the Fylde Local Plan to 2030, which will contain the spatial options for the distribution and phasing of development over the Plan period, policies relating to housing, employment, climate change and the environment and strategic site allocations for housing and employment. It also contains development management policies.

1.7 These Preferred Options have emerged following previous consultation on Issues and Options. They have been prepared under the relevant regulations relating to this aspect of the Development Plan process (Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012).

1.8 In due course, to accompany the 'submission' version of Part 1 of the Fylde Local Plan, a full Policies Map for the Borough will be prepared to reflect policy changes. However, for this consultation, individual inset maps are included for those policies where the Policies Map will ultimately show significant changes or allocations.

1.9 Part 2 of the Local Plan will be produced following adoption of Part 1, and this will set out the location of smaller site allocations and other site specific detail. During the course of the Plan period, Neighbourhood Plans for some parts of the Borough may emerge and these will need to be consistent with the policies within the Local Plan.

1.10 We are keen to seek your views on the policies and proposals set out in this Preferred Options document. We will consider them, together with any new evidence, before preparing the next stage in the process – the Fylde Local Plan to 2030: Part 1 Publication Document.

Producing the Local Plan

1.11 The preparation of the Fylde Local Plan has and will continue to take into account the views of the public and stakeholders. Informal public consultation commenced in Feb / March 2011. The purpose of this was to seek initial views on the main issues facing the Borough over the next 20 years, along with views on the objectives for the Local Plan and what the future spatial vision of Fylde should include.

1.12 Further stages in the preparation of the Fylde Local Plan are explained in summary below:

Issues and Options

1.13 The Council produced an Issues and Options document for consultation during a six week period in June/July 2012. This was the first document the Council produced seeking views on the proposed content of the Fylde Local Plan.

1.14 The Issues and Options document presented a vision of Fylde in 2030 and five alternative spatial options for the distribution of future development. It also included options on policy issues such as landscape and biodiversity, climate change and open space.

1.15 A Consultation Statement summarising the responses to the Issues and Options document and the way the Council intends to address them as part of this Preferred Options document is available to view and download from the Council's website at:

<http://www.fylde.gov.uk/council/planning-policy--local-plan-/local-developmentframework/local-plan-to-2030-consultations/issues-and-options-consultation/>

Preferred Options

1.16 This Local Plan Preferred Options document takes account of the responses to the Issues and Options consultation and updated evidence and incorporates draft development management policies. The NPPF came into effect late into the process of producing the Issues and Options document and has meant that, in some cases, the choice of a preferred option has been influenced by the inclusion of a policy within the NPPF.

Publication Document and Submission Local Plan Part 1

1.17 In consideration of the responses to this consultation, any changes to national planning policy and further evidence that emerges, a Publication version of Part 1 of the Fylde Local Plan will be produced for comments on the soundness of the Plan, prior to submission to the Secretary of State for an Examination in Public. More detail on this is provided at the end of this document in the 'Next Steps' chapter.

Evidence Base

1.18 It is important to gather up to date relevant information to support the Local Plan, which is referred to as the 'evidence base'. We have collected information on a range of issues to directly inform the preparation of policy and this has been updated since the publication of the Issues and Options document. A comprehensive list of the evidence used to inform preparation of the Local Plan is available on the Council's website at:

www.fylde.gov.uk/evidence

Technical Assessments

1.19 It is a statutory requirement that the Local Plan is subject to several technical assessments during its preparation to ensure that it is addressing the specific issues of sustainability, impact on international sites of ecological importance, economic viability, health, equality and impact on rural areas. Therefore, the following assessments of the Local Plan Part 1 Preferred Options document have been prepared and are available as part of the public consultation on the Preferred Options:

- Sustainability Appraisal (SA)
- Habitat Regulations Assessment (HRA) Screening Report
- Health Impact Assessment (HIA)
- Equalities Impact Assessment (EqIA)
- Rural Proofing Assessment

1.20 A draft Infrastructure Delivery Plan and Infrastructure Schedule is also available as part of the consultation. It sets out the infrastructure required to deliver the development proposed in the Preferred Options. Viability of the Preferred Options has been considered when producing the draft policies. A complete Viability Assessment of the policies in the Local Plan will be undertaken in support of the submission to the Secretary of State for Examination in Public into the Local Plan Part 1.

1.21 The results of the technical assessments will be used to improve the Local Plan during its preparation and, in the case of the Sustainability Appraisal (SA), has been an integral part of the preparation of the Local Plan. Health, equality, viability, design and sustainability are cross cutting themes promoted through the NPPF that are integral to all the policies in the emerging Local Plan.

1.22 The Council will take on board any recommendations made on the above assessments as it refines the Local Plan after public consultation on this document. It should also be noted that the consultants preparing the SA report have been working with Council Officers over the last two years as the Local Plan has been prepared.

Planning Policy on Minerals and Waste Development

1.23 As Lancashire County Council (LCC) has responsibility for identifying sites and policies for Minerals and Waste Development in Lancashire, Minerals and Waste issues are not covered in the Fylde Local Plan Part 1 except where they are relevant to sites proposed by LCC within Fylde. Fylde Council officers have held regular meetings with officers of LCC to discuss matters of relevance. Issues where Minerals and Waste matters will be relevant to the Plan include:

- The designation of Mineral Safeguarding Areas in the Joint Lancashire Minerals and Waste Development Framework on sites allocated in this Local Plan. It will be necessary to consider the potential impact that development may have on sterilising those minerals, i.e. preventing them being extracted ahead of development;
- Existing permitted mineral sites where there may be the potential to affect the amenity of the public if new housing were to be allowed to develop too close to the boundary; and
- Existing and proposed waste sites which may seek to use existing or proposed employment related sites.



Mineral Safeguarding Areas

1.24 Mineral Safeguarding Areas (MSA) are included within the emerging Lancashire Minerals and Waste Local Plan: Main Modifications to the Site Allocation and Development Management Policies Local Plan. The Examination in Public closed on 9 November 2012.

1.25 'Policy M2 of that Plan – Safeguarding Minerals' is set out below:

Within these mineral safeguarding areas identified planning permission will not be supported for any form of development that is incompatible by reason of scale, proximity and permanence with working the minerals, unless the applicant can demonstrate to the satisfaction of the minerals planning authority that:

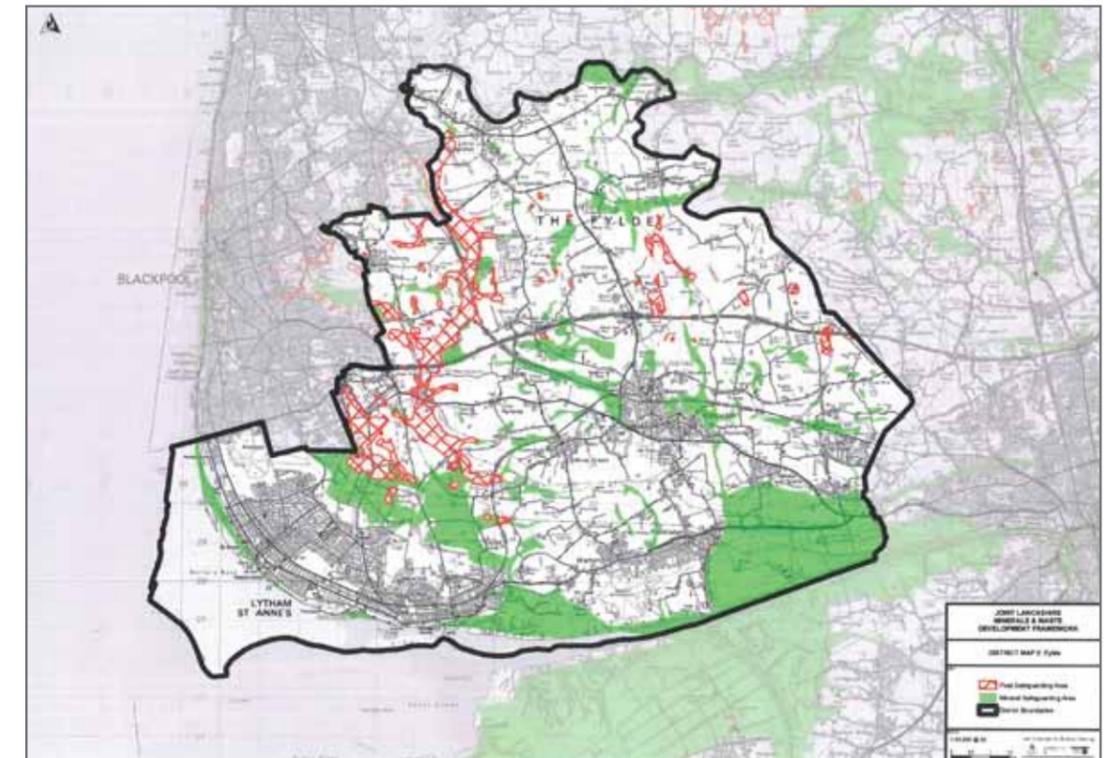
- a) The mineral concerned is no longer of any value or has been fully extracted.
- b) The full extent of the mineral can be extracted satisfactorily prior to the incompatible development taking place.
- c) The incompatible development is of a temporary nature and can be completed and the site returned to its original condition prior to the minerals being worked.
- d) There is an overarching need for the incompatible development that outweighs the need to avoid sterilisation of the mineral resource.
- e) That prior extraction of minerals is not feasible due to the depth of the deposit.
- f) Extraction would lead to land stability problems.
- g) In the case of peat deposits, that it no longer serves as a carbon sink.

1.26 A number of the strategic sites proposed in this Preferred Options document have MSAs within their boundary, to a greater or lesser extent. Further information on how these sites are affected is set out in Chapter 7.

1.27 Before development takes place, it is advisable that site surveys are carried out to assess the extent and quality of the reserves and whether, in the case of the sand and gravel deposits, there is a case for prior extraction. With regard to the peat deposits, site surveys should consider the extent, depth and condition of the reserves and what contribution or potential contribution they could make in terms of carbon sink.

1.28 The following map shows where Peat and Mineral Safeguarding Areas are identified within Fylde.

Mineral Safeguarding Areas



Shale Gas Exploration

1.29 The potential for shale gas exploration has been identified across the Fylde coast area. This could have major positive impacts on the Fylde economy but there have been some concerns about the safety of shale gas exploration. Companies seeking to undertake exploratory investigations, and to subsequently test for and extract onshore oil or gas, including shale gas, must apply for planning permission from Lancashire County Council (LCC). This is because the County Council is the planning authority for mineral and waste developments in Lancashire. The County Council advertises the planning applications it receives and there is the opportunity to make representations on individual proposals. Details of applications within Fylde can be accessed on the LCC website at:

<http://www.lancashire.gov.uk/corporate/web/?siteid=3063&pageid=40065&e=e>

1.30 Current activity is to test for shale gas. So far, whilst a number of permitted sites have been developed or are being developed, and boreholes have been drilled, operations have only been carried out at one site on two occasions during 2011. Due to a correlation between shale gas operations and earth movements, the Department of Energy and Climate Change (DECC) asked the operator to suspend activities. Current applications will now be determined and further planning applications may be received following the Government's 'green light' for shale gas exploration in Lancashire on 13 December 2012. The first site where operations will take place will be at Banks, in West Lancashire, with the second site proposed at Annas Road, Westby, in Fylde. The Chancellor of the Exchequer announced plans for tax incentives for companies undertaking shale gas exploration and the creation of a new Office for Shale Gas to speed up production in his Autumn Statement on 5 December 2012. Any concerns relating to these issues should be addressed to LCC.

Chapter 2:

Spatial Portrait of Fylde

Fylde Borough

2.1 The Borough of Fylde is situated on the west coast of Lancashire, covering 166km², with a population of 75,800 (Census, 2011). There were 38,000 people employed in Fylde and 2,860 VAT/PAYE registered enterprises in 2011. It is estimated that between 2010 and 2035 the population of Fylde will further increase by 15.3% (Lancashire growth 12.8%).

2.2 In Lancashire, like the rest of the country, there will be a far higher proportion of the population aged 65 and over by 2035. In Fylde, approximately 15% will be aged 65 - 74 by 2035 and 18.1% will be aged over 75. These rates are higher than the predicted Lancashire averages. Fylde already has a high proportion of older people due to its popularity as a retirement location, currently with 23.9% of those aged 65+ years, the highest in Lancashire and well in excess of national averages.

2.3 Deprivation is not a significant problem in the Borough. According to Public Health Observatory statistics, Fylde ranks 235th out of 326 district and unitary authorities in the country, making it the 2nd least deprived district in Lancashire. However, there is some deprivation in small parts of the Borough. Overall, less than 10% of the population are considered to be income deprived.

Fylde in Context



2.4 Fylde is a predominantly rural Borough. 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.

2.5 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 Freckleton and Warton, lying further east, and Kirkham and Wesham, which together form the only sizeable inland settlements.

Local Areas

2.6 Fylde borough can be readily divided into local areas allowing for their individual characteristics to be addressed and managed. The areas are based on geographical areas, some of which have issues in common and others cross administrative boundaries.

2.7 In considering the local areas, the Council recognises five broad areas, each containing individual distinctive settlements:

- 1) Lytham and St Annes
- 2) Kirkham and Wesham
- 3) Freckleton and Warton
- 4) Blackpool Periphery
- 5) Rural Areas

The main characteristics of each area are set out below:



Lytham and St Annes

2.8 Lytham and St Annes include the urban settlements of St Annes, Lytham and Ansdell (Squires Gate is included in the Blackpool Periphery). The area is located on the south west side of the Borough, within the main urban area which runs adjacent to the coastline.

2.9 The 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 land outside the settlement boundaries abut the area.

Key Characteristics

2.10 The 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.

2.11 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 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.

2.12 Lytham and St Annes are popular tourist resorts that provide local employment. The towns of 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.

2.13 Housing in Lytham and St Annes is considered to be the least affordable in the Borough and the need for affordable housing is therefore greatest compared to the rest of the Borough. From April 2001 - March 2012, 59% 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 and St Annes. The construction of modern blocks of flats has significantly changed the character of the built environment in some areas.

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

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

2.16 There is a high concentration of listed buildings and conservation areas, with Lytham Hall a Grade I listed building on the 'property at risk' register.

2.17 There is a shortage of allotments.

2.18 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 will need to be replaced and natural flood defences, such as the sand dunes, will need to be managed to stop dune erosion. There is also the need for regeneration of the seafront.

2.19 Foul and surface water runs into the same combined sewer and this can result in flooding problems and detrimental effects on bathing water quality. The amount of surface water that enters the combined system during periods of heavy rainfall and storm surges is a key problem. This is one of several contributors towards the declining quality of the bathing waters along the Fylde coast.

2.20 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 exacerbate effects on bathing water quality and tourism.

2.21 There is a shortage of both primary and secondary school places. The priority at present is delivering primary school places but there will be a need for a new secondary school in the Borough within the Plan period.

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

Implications for the Local Plan

2.23 The Local Plan should provide for an appropriate housing mix and provision of affordable housing and phase development to allow for necessary infrastructure to be provided. Opportunities for infill development should be maximised, whilst seeking to avoid the loss of viable employment sites and public open space.

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

2.25 Any new development along the inland edge of the area should improve access to the land outside settlement boundaries by providing green networks for pedestrians, cyclists and horse riders.



Kirkham and Wesham

2.26 This 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 east of Wesham.

Key Characteristics

2.27 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.

2.28 Kirkham is recognised as a historic market town and one of the main shopping areas in the Borough. 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 and St Annes. It is the busiest station in the Borough in terms of passenger numbers and train frequency but the station currently has poor access for people with limited mobility.

2.29 Housing is generally more affordable in this area but additional affordable housing is required. 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 requires investment in the public realm and private investment in the shops and shopfronts.

2.30 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

2.31 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. Development should be phased to allow for necessary infrastructure to be provided.

2.32 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

2.33 This 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. The area 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. Land outside the settlement boundaries abuts Freckleton to the east and Green Belt to the north.

Key Characteristics

2.34 Key employers include BAE Systems at Warton and the Land Registry. An Enterprise Zone has been designated at BAE Warton. 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 required.

2.35 Employment at BAE Systems Warton is being restructured and an Enterprise Zone has been established. This will create net additional employment opportunities. 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 and both Freckleton and Warton are less accessible than other local centres in the Borough.

2.36 There is a shortage of allotments in the area.

Implications for the Local Plan

2.37 The Local Plan should provide for an adequate supply of affordable housing and the balance between employment and housing opportunities should be addressed. Development should be phased to allow for necessary infrastructure to be provided.

2.38 The Local Plan should provide a flexible framework that can maximise the opportunities that will arise through the restructuring of BAE Systems and the establishment of the Enterprise Zone for the benefit of the local community, businesses and the environment.

2.39 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 a long standing requirement for a recognised local shopping centre and land should be provided for recreational opportunities, including allotments. Lancashire County Council has identified a need for a new secondary school to serve Warton, Lytham and the wider area. It is likely that this will be located on a site to the west of Warton.

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



Blackpool periphery

2.41 This area includes Squires Gate, land at junction 4 of the M55, Westby-with Plumpton parish and Normoss. Whilst this area is located in Fylde Borough, it is 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.

2.42 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 land outside the settlement boundaries.

Key Characteristics

2.43 Key employers include the Department for Work and Pensions and Blackpool International 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.

2.44 Many holiday caravans/chalet pitches within the Borough are located at the boundary with Blackpool. This supports tourism in both Lytham and St Annes and Blackpool. At present, the majority of existing and new employment allocations are located at Whitehills.

2.45 Erosion of the sand dunes is an issue at Squires Gate. It is recommended that, within the next 20 years, the dunes should be managed as the main front line sea defence, whilst also determining the requirement for a second defence line set back at Clifton Drive, south of Squires Gate. If viable, this would manage the risk of breaches in the dunes. Funding of £520,000 from DEFRA has been secured to improve the sand dunes in the Borough between Starr Gate and Lytham Green, in order to reduce the risk of coastal flooding and erosion.

2.46 There are surface water issues in the vicinity of junction 4 of the M55, which mean that any large scale development in this area will need to be phased to allow improvements to be implemented. The amount of surface water that enters the combined system can lead to adverse effects on bathing water quality and affect tourism.

Implications for the Local Plan

2.47 The Local Plan should provide for an adequate supply of affordable housing and phase development to allow for necessary infrastructure to be provided. In relation to the erosion of the dunes, management of the dune frontage is supported.

2.48 This area is important for employment provision and tourist accommodation. The sub-regional significance of Blackpool International Airport and land at Whitehills to the Fylde coast economy is recognised and further housing approvals at Whitehills will be discussed through the 'duty to cooperate', as the location has sub-regional importance for business and industrial employment beyond the Plan period.

Rural Area

2.49 The rural areas include the villages of Clifton, Elswick, Newton, Singleton, Staining, Weeton and Wrea Green, the small villages of Little Eccleston, Treales and Wharles and the surrounding rural catchment. A large proportion of the Borough falls within the rural areas. Land south of Clifton and Newton is in a high flood risk area.

2.50 To the south, the rural areas have strong links to the coastal area. The central rural settlement areas have greater links to Kirkham and its market town. To the north, the areas are considered to have greater links to Wyre. To the east, the rural areas have stronger links to Preston and beyond and to the west they have stronger links to Blackpool.

Key Characteristics

2.51 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. Singleton and Wrea Green have the lowest proportion of dwellings in the lowest tax band which suggests larger properties.

2.52 Agriculture is an important industry for the Fylde rural economy, despite undergoing considerable change in recent years. Other key employment located in the rural areas includes Universal Products at Greenhalgh, Westinghouse (Springfields) at Salwick, near Clifton and Ribby Hall Village between Wrea Green and Kirkham.

2.53 House prices in the rural areas are typically higher than other areas in Fylde. This means that the provision of affordable housing is a significant issue throughout the rural areas, with demand outstripping supply. The unauthorised use of static holiday caravans for residential use puts pressure on local facilities, which is not accounted for in service provision.

2.54 Although agriculture remains an important part of the local economy, rural diversification is also required to supplement the rural economy.

2.55 Facilities and infrastructure in the rural villages are at capacity in some places. There is relatively poor public transport provision in the rural areas and investment is required to preserve the distinctive character of the villages.

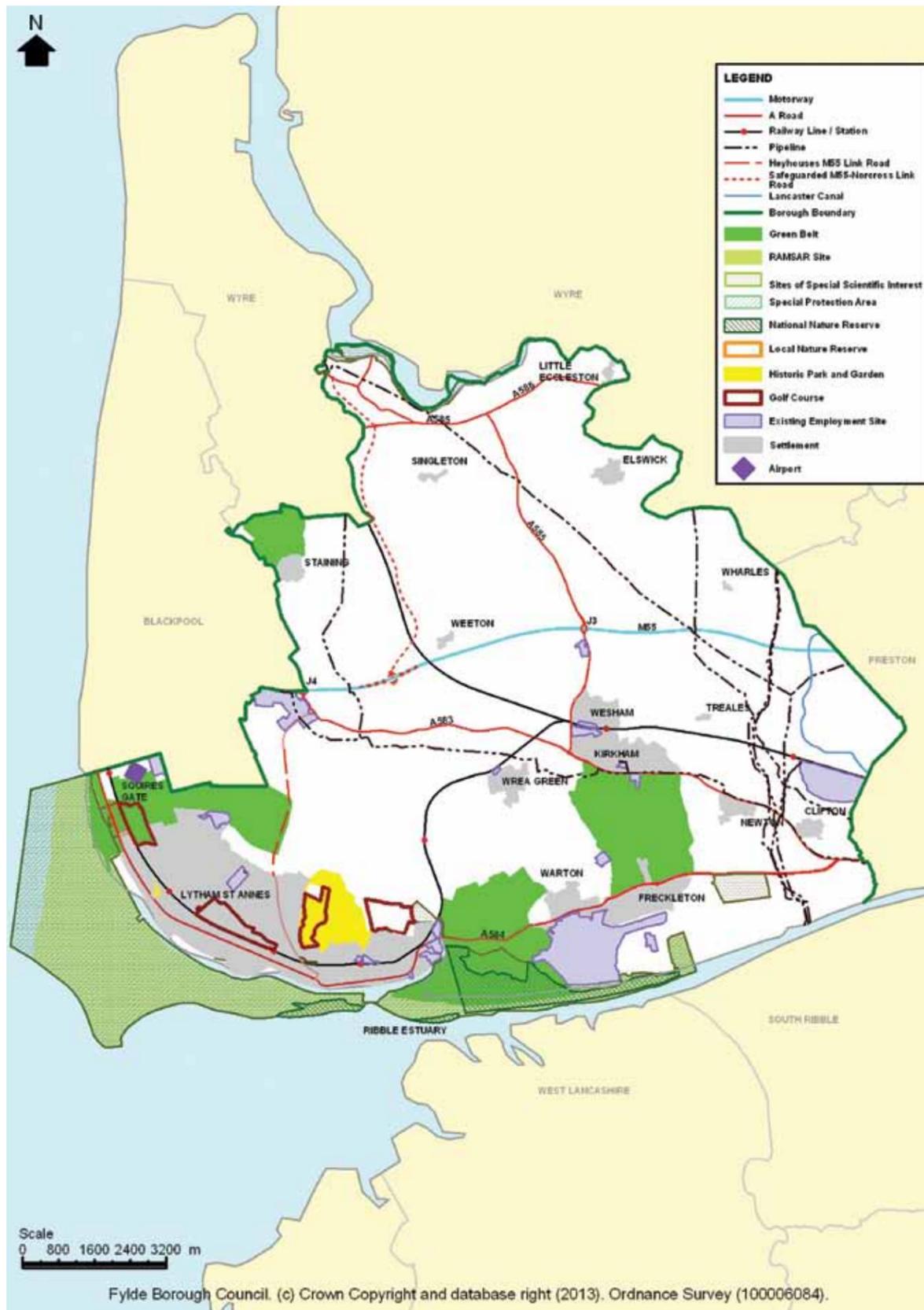
2.56 The potential for shale gas exploration in the Fylde area could provide benefits to the local economy but could also have impacts on rural tourism, farming and quality of life.

Implications for the Local Plan

2.57 The Local Plan will provide for an adequate supply of affordable housing. Development will be sustainably located and the agricultural industry, rural diversification and employment opportunities supported.



Local Areas and Key Constraints



Chapter 3: A Vision for Fylde

A Vision for Fylde

3.1 The Local Plan Vision is a positive statement of how the Council would like Fylde to be in 2030, at the end of the Local Plan period.

3.2 The Vision is not a wish-list but something the Council and its partners will seek to achieve through the planning process.

3.3 A Vision for Fylde was included in the Issues and Options consultation document. The version in this document includes minor additions, reflecting comments received in response to that consultation and updates to the evidence base.

3.4 The Vision reflects the Core Planning Principles set out in paragraph 17 of the NPPF.

Vision for Fylde to 2030

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

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.

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.

Lytham and St Annes will be thriving resorts with quality specialist shops, with Kirkham a vibrant historic market town. Warton will have developed as a result of the Enterprise Zone, with improved local services. Wesham, Freckleton and the smaller rural villages will have retained their individual identities and heritage assets and their distinctive features will have been protected, enhanced and promoted. Communities will have the opportunity to access public services, good jobs and decent and affordable homes close to where they live by the promotion of mixed use development.

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

Sufficient open space and indoor and outdoor recreational facilities will have been provided, woodland increased and the area's unique pattern of coast and dunes, green spaces and landscape will be accessible and contribute to a high quality of life. The separation of existing settlements will have been maintained, the release of land outside settlement boundaries for development minimised and the highest quality agricultural land will have been protected from inappropriate development.

Biodiversity will have been enhanced and protected from unsympathetic development. Lytham and St Annes will be key visitor hubs 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 realized, whilst bathing water quality will have been protected and enhanced.

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.

The Lytham St Annes to M55 link road will have been completed and congestion on the A585 trunk road will have been addressed. A link road to a new junction of the M55 will have been provided to serve new housing in the north of Preston, providing improved road access to Clifton and Warton. Expansion of services provided by Blackpool International 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 been improved, making the town more accessible to other parts of the North West and increasing its sustainability as a residential and employment centre.

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. Opportunities for sub-regionally important employment at BAE Systems at Warton, Blackpool International Airport and Whitehills will have been realised and employment will have been provided close to where people live.

Fylde will have continued to develop as a dynamic, prosperous community through boosting the delivery of sustainable homes and employment growth, supported by the necessary facilities, services, infrastructure and access to modern telecommunications. New homes of an appropriate type and mix to address affordability, an ageing population and family needs will be located in suitable locations. High quality design and sustainable building methods will be the key principles of all types of new development.

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.



Chapter 4: Strategic Objectives

Introduction

4.1 In order to deliver the Vision for Fylde, five 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 regularly monitored by way of targets set out in the Council's Authority Monitoring Report (AMR).

The Strategic Objectives for Fylde

4.3 The strategic objectives set out how the Vision can be achieved. They express the purpose of the Local Plan and what the strategy aims to achieve.

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. In line with the NPPF, the objectives, policies and proposals contained in the Local Plan are underpinned by the 'presumption in favour of sustainable development'.

4.5 The Local Plan will have an over arching objective that all new development will be sustainable. The remaining objectives contribute to achieving this primary objective.

4.6 The following strategic objectives were included in the Issues and Options consultation document. Taking account of comments received in response to that consultation, the objectives have been refined for inclusion in this Preferred Options document.

4.7 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. Developer contributions 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 homes across the Borough.
- 2) Meet the specific housing needs of all sections of the community (including affordable, special needs housing and the needs of gypsies and travellers) by providing the right housing type and mix to secure sustainable communities and to improve housing choice. In particular, to provide more homes suitable for families.
- 3) Bring forward a flexible and responsive supply of housing land and buildings in sustainable locations to meet housing requirements.
- 4) Make the best use of previously developed land and buildings, subject to appropriate site investigation and remediation where required, to reduce the loss of greenfield land.



4.8 Objective 2:

To improve the environment by

- 1) Protecting, enhancing and restoring the quality, character and distinctiveness of the biodiversity and landscape 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 and improving bathing water quality.
- 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 and low carbon 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.



4.9 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 and supporting proposals for a link to a new junction 2 of the M55 motorway.
- 4) Facilitating appropriate development at Blackpool International 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.
- 7) Improving access and provision of Park and Ride and a pedestrian lift at Kirkham and Wesham Railway Station.



4.10 **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) Making provision for high quality and readily available sites in sustainable locations that will facilitate the growth of existing local firms and be attractive to new inward investment, including high technology uses.
- 3) Recognising the importance of the Enterprise Zone as a means of achieving economic growth and diversifying and protecting existing employment land and premises, where appropriate.
- 4) Enhancing town centres through the promotion of mixed uses and focussing on development that attracts a large number of people.
- 5) Developing a distinctive image of the Borough as a business location, based on existing assets such as BAE Systems, Whitehills and Blackpool International Airport, and developing a vibrant cultural and creative community that will drive economic growth, attract inward investment, develop skills and innovation, create and sustain jobs and support regeneration.
- 6) Developing a widely recognised image of the Borough as a quality regional tourism destination, based on existing assets such as the high quality hotels and the open coastline (including the emerging Regional Park and the championship golf courses). Maximising the potential of the Visitor Economy.
- 7) Promoting the classic resort image/initiative for St Annes.*
- 8) Promoting the continuing improvement of the vitality and viability of the town centres.
- 9) Supporting and protecting agricultural and farming operations as a key element of the local economy.

**The term 'classic resort' refers to the concept of a hallmark for seaside resorts.*

4.11 **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 and developing socially cohesive, diverse and healthy communities by investment in existing and the provision of new formal sports facilities across the Borough.

Monitoring

4.12 Monitoring is an essential part of the planning process. By monitoring the progress toward achieving objectives using targets and indicators, contingency plans can be introduced if policies are failing, or policies can be adapted in light of changing circumstances. Targets and indicators, along with the results of the monitoring process, will be reported through the Authority Monitoring Report (AMR). A Performance Monitoring Framework of key policies in the Local Plan Part 1 is included in Appendix 5 of this document.



Chapter 5: National, Regional and Sub Regional Policy

Presumption in favour of sustainable development

Context

5.1 The National Planning Policy Framework (NPPF) came into effect in March 2012. All development within Fylde will be assessed against the NPPF unless the Local Plan sets out an exception.

5.2 The NPPF includes an overriding presumption in favour of sustainable development. Development Plans produced at the local level must conform to national policy and every policy in the Local Plan should have regard to the NPPF. Policy NP1 sets out this presumption and all development within Fylde will be considered against this policy, unless material considerations indicate otherwise.

Policy NP1

Presumption in favour of sustainable development

When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will work proactively with applicants to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in this Local Plan (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise – taking into account whether:

Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or specific policies in that Framework indicate that development should be restricted.

Justification

5.3 The presumption in favour of sustainable development set out in the NPPF is a golden thread running through both plan making and decision taking. For decision taking this means approving development proposals that accord with the development plan without delay, unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF or the Local Plan; or specific policies in the NPPF or Local Plan indicate that development should be restricted.

5.4 All policies set out in the NPPF are relevant to development in Fylde and are not repeated in the Local Plan unless the NPPF specifies that Local Plans should set out the local interpretation of national policy, or where local circumstances dictate that development should be specifically restricted.

Policies of regional importance

5.5 On 27 March 2013 the coalition government announced its decision to revoke the North West Regional Spatial Strategy. Local authorities are advised to speed up progress on the preparation of their Local Plans, as these will now provide the only means for delivering local aspirations on climate change, housing and economic development.

5.6 The revocation of the North West Regional Spatial Strategy to 2021 (RSS) leaves a policy deficit in the strategic policy framework for Fylde. The main implications are:

1. Regional Development Principles – the supporting text to Policy DP1 of the RSS highlights the need for local plans to better understand social disparities in their areas, recognising the needs of specific groups such as older people, minority and ethnic groups and people with disabilities. Policy SD1 of this Local Plan Part 1 and the Equalities Impact Assessment accompanying this consultation on Preferred Options ensures that this principle is addressed. Policies DP4 – 9 of the RSS relate to the regional principles of making the best use of infrastructure and resources, reducing the need to travel, marrying opportunity and need, promoting environmental quality, mainstreaming rural issues and adapting to climate change. These principles are addressed through all policies in the Local Plan. In particular, mainstreaming rural issues is addressed by the Rural Proofing assessment accompanying this Preferred Options consultation.

2. Green Belt boundaries – Policy RDF4 of the RSS requires that there will be no need for a strategic review of the Green Belt within the North West during the timeframe of the strategy. The NPPF also promotes protection of the Green Belt. The Council is confident that there is no requirement for a fundamental review of current Green Belt boundaries in Fylde for the duration of the Local Plan. The continued appropriateness of the detail of some Green Belt boundaries will be addressed by way of the Local Plan Part 2: Site Allocations to 2030 document that will follow production of the Local Plan Part 1. It may be that minor adjustments to some Green Belt boundaries will be required in order to round off proposed allocations or amend anomalies to the precise boundaries that were identified in the adopted Fylde Borough Local Plan (FBLP).

3. Housing provision – Policy L4 of the RSS establishes the housing requirement for the North West, disaggregated to district level. The RSS requires Fylde Borough Council to plan for 5,500 dwellings between 2003/04 and 2020/21, equivalent to an annualised average provision of 306 dwellings. Following revocation of the regional strategies, local authorities are required to derive their own housing targets based on locally assessed needs.

As the RSS had not been revoked when the preferred options were produced, it was considered appropriate to use the RSS figure of 306 dwellings per annum to progress the Local Plan Part 1 Preferred Options. The housing requirement figure will be reassessed as new local evidence becomes available. More detail on housing is set out in support of Local Plan Part 1 Policy SD1, Chapter 10 Provision of Homes in Fylde and Appendix 2 – Development of the Spatial Option and Strategic Sites Assessment.

4. Employment land – Policy W3 of the RSS identifies employment land targets by sub-region. Local authorities are now required to define their own locally assessed employment land targets. See Local Plan Policy EC1 in Chapter 9.

5. Retail Development – Policy W5 states that retail investment should be consistent with the scale and function of the centre and should not undermine the vitality and viability of any other centre or result in the creation of unsustainable shopping patterns. It sets out a hierarchy of main retail centres within the North West. Retail development within Fylde will follow the general principles set out in the Fylde Coast Retail Study and more detail on maintaining vital and viable centres is set out in Chapter 9.

6. Tourism Development – Policy W7 sets out principles for tourism development and the need to improve the region’s tourism offer. This is addressed by the Local Plan Part 1 Preferred Options in Chapter 9, Policy EC5.

7. Environmental context – Policy EM1 of the RSS outlines an integrated approach to the management of the North West landscape, the natural/historic environment and woodland assets, within both rural and urban areas, giving special consideration to the impacts of climate change and adaptation measures. It promotes a no net loss approach to development - with developers first required to avoid loss or damage to assets, then mitigate any unavoidable damage and compensate for loss or damage through offsetting actions. The policy also promotes the protection, enhancement, expansion and linking of areas for wildlife. This is addressed in the Local Plan Part 1 Preferred Options in Policy ENV1.

8. Green Infrastructure – Policy EM3 states that local plans should aim to conserve, create and enhance areas of green infrastructure and Policy RT9 states that local authorities should ensure that proposals incorporate high quality pedestrian and cycle facilities. Policy CLCR3 promotes the Lancashire sub-region as a ‘Green City’. These issues are addressed in Local Plan Part 1 Policies ENV2, ENV3 and ENV4, relating to Green Infrastructure.

9. Ribble Coast and Wetlands Regional Park – Policy EM4 identifies three parts of the North West as likely locations for designated Regional Parks (the North West Coast, the Mersey Basin and East Lancashire) and sets out the local role in assisting delivery and management of identified parks. This is addressed in the Local Plan Part 1, particularly working with neighbouring authorities in the promotion of the Ribble Coast and Wetlands Regional Park. See Local Plan Part 1 Preferred Options Policies ENV1 and ENV4.

10. Water management – Policy EM5 requires local authorities to adopt an integrated approach to water management. The local approach is set out in Policy CL1.

11. Coastal protection and management – Policy RDF3 of the RSS establishes the regional planning policy framework for the coast. Policy EM6 sets out the framework to deliver a strategic and integrated approach to the long-term management of flood and coastal erosion risk, including managed-realignment where appropriate. The local approach is set out in Policy CL1.

12. Renewable Energy – Policy EM17 sets out sub-regional targets for renewable energy across Lancashire, district level figures are not provided. The Lancashire Renewables Study sets out realistic deployment levels that follow the same methodology as the RSS, taken down to local levels with more up to date information. More detail on renewable and low carbon energy is set out in support of Policy CL2.

13. Parking Standards – Policy RT2 of the RSS relates to parking standards. The revocation of the RSS deletes the parking standards for the region and local standards will need to be developed. In March 2010 an Examination in Public (EiP) took place into the Partial Review of the RSS, which contained proposed changes to the car parking standards. The proposed changes were largely agreed across authorities (including those in Lancashire). The EiP Panel Report, published in response to a Freedom of Information request, recommended that local circumstances be taken into account when setting local parking standards. Parking Standards for Fylde currently follow the approach agreed at the Partial Review of RSS. The Council has yet to consider when it will undertake a review of parking standards. The parking standards that will apply until that review are addressed in Policy T4 and set out in Appendix 4.

14. Blackpool International Airport - Policy CLCR2 and RT5 of the RSS aim to optimise the growth generated and sustained by the North West airports, whilst improving public transport links and mitigating any environmental effects resulting from development. Policy relating to Blackpool International Airport is addressed by the Local Plan Part 1 Preferred Options. See Policy T2.

15. Sub-regional policy – RSS Policies CLCR1, CLCR2 and CLCR3 provide policy for the Central Lancashire City Region, which relates to the twelve Lancashire districts and the unitary authorities of Blackpool and Blackburn with Darwen. CLCR1 sets out the priorities for the sub-region and CLCR2 sets out the strengths and opportunities of each main centre. CLCR3 promotes the sub-region as a ‘Green City’ and sets out the advantages this offers in terms of recreation and investment in the economy. Sub-regional policy is addressed in the Local Plan Part 1 through Policy SD1 and the duty to co-operate. ‘Green’ issues are addressed in Policies ENV2, ENV3 and ENV4.

16. Gypsy and Traveller provision – the Council is working with its neighbouring authorities of Blackpool and Wyre in order to review the need for additional sites for Gypsies and Travellers within the Fylde coast. Sites will be allocated through the Fylde Local Plan Part 2: Site Allocations to 2030, whilst Policy H4 of this Preferred Options for Part 1 of the Local Plan sets out criteria that will need to be followed in relation to gypsy and traveller provision.

Policy area	RSS policy	Local Plan policy
Regional Development Principles	DP1, DP4 -9	Policy SD1
Green Belt	RDF4	Policy GD2
Housing provision	L4	Policy SD1, SL1, SL2, SL3, SL4
Employment land	W3	Policy SD1, EC1
Retail Development	W5	Policy EC4
Tourism Development	W7	Policy EC5
Environmental context	EM1	Policy ENV1
Green Infrastructure	CLCR3, EM3, RT9	Policy ENV2, ENV3, ENV4
Ribble Coast and Wetlands Regional Park	EM4	Policy ENV1, ENV4
Water management	EM5	Policy CL1
Coastal protection and management	RDF3, EM6	Policy ENV1
Renewable energy	EM17	Policy CL2
Parking Standards	RT2	Policy T4, Appendix 4
Blackpool Airport	CLCR2, RT5	Policy T2
Sub-regional policy	CLCR1, CLCR2, CLCR3	Policy SD1, H1, EC1, EC4, ENV2, ENV3, ENV4
Gypsy and Traveller provision		Policy H4

The Duty to Co-operate

5.7 The Government has recognised that the need for strategic planning remains following the abolition of Regional Spatial Strategies. To ensure that sensible planning for issues which extend beyond a local authority boundary occurs, it introduced a duty to co-operate on strategic planning issues through the Localism Act and the NPPF (paragraph 178).

5.8 The duty to co-operate applies to all local planning authorities and a number of other public bodies and requires working together on strategic priorities, such as understanding the needs of local areas and the wider economic and housing market areas.

5.9 Strategic cross-boundary needs should be considered in an authority's Local Plan and authorities must demonstrate that they have successfully co-operated and, where necessary, agreed with their neighbours on cross-boundary issues.

5.10 In particular, the new duty:

- relates to sustainable development or use of land that would have a significant impact on at least two local planning areas or on a planning matter that falls within the remit of a county council;
- requires that councils set out planning policies to address such issues;
- requires that councils and other bodies engage constructively, actively and on an ongoing basis to develop strategic policies in the preparation of Local Plans and any documents and activities that can reasonably be considered to prepare the way for such plans;
- requires councils to consider joint approaches to plan-making.

5.11 Paragraphs 178 -181 of the NPPF give further guidance on 'planning strategically across local boundaries' and highlights the importance of joint working to meet development requirements that cannot be wholly met within a single local planning area, through either joint planning policies or informal strategies such as infrastructure and investment plans.

5.12 The local authority areas of Blackpool, Wyre, Preston, West Lancashire and South Ribble are adjacent to Fylde Borough. The Council is working closely with these authorities, Lancashire County Council and other public bodies on issues of strategic importance to the Local Plan.¹ The Fylde Coast authorities are developing a Memorandum of Understanding that sets the parameters for their continued joint approach to strategic planning across the Fylde Coast sub region. Joint working has already involved producing evidence on housing, retail and coastal defence issues.

¹ The draft Infrastructure Delivery Plan, which supports this Preferred Options document, contains a list of infrastructure providers with whom the Council are engaging in relation to the key infrastructure issues of the borough.

The Fylde Coast Sub Region

5.13 The Fylde Coast sub region encompasses the area covered by Fylde, Blackpool and Wyre, within the wider area covered by Lancashire county. The area stretches from the Ribble Estuary in the south to Morecambe Bay in the north and the Forest of Bowland moorlands in the east. It covers 384 sq km and is home to 327,400 residents.

5.14 The Fylde Coast sub-region demonstrates a high level of self containment in terms of housing markets, travel to work patterns and economic functionality. The sub regional housing market area is broadly determined by patterns of local migration and travel to work patterns. There are strong local connections within that part of the Fylde Coast housing market area comprising Blackpool and west Fylde and Wyre. The remaining areas of Wyre relate to a wider rural housing market and eastern Fylde relates more strongly to Preston.

5.15 The economic functionality of the Fylde Coast is apparent through the strong travel to work patterns and employment with a shared tourism and cultural offer; regionally and nationally significant advanced manufacturing (BAE Systems at Warton and nuclear processing at Westinghouse, Springfields); public sector administration and a shared infrastructure including Blackpool International Airport, coastal tramway and strategic highway and rail networks.

5.16 Discussions between Blackpool and Fylde Councils have identified that Blackpool Council requires Fylde to provide 14ha of employment land within the Fylde boundary, to meet Blackpool's requirement up to 2027. This requirement will be added to the Fylde employment land requirement of 34ha. Further details of this requirement are set out in Policy EC1 in Chapter 9.



Chapter 6: The Spatial Development Framework

The Spatial Framework

6.1 Fylde Borough is part of the Fylde Coast sub-region of Lancashire and borders Blackpool, Wyre, Preston, South Ribble and West Lancashire. As part of the 'duty to co-operate' strategic planning with these authorities will be maintained and the strategic policies in the Local Plan will reflect the fact that people and services cross borough boundaries.

6.2 A proportion of Fylde is Green Belt, which serves the role of protecting against urban sprawl and the merging of settlements, while preserving the character of the area. This Green Belt includes high quality agricultural land, key sites of biodiversity and habitat importance and areas of landscape which need to be protected and managed. The Council does not intend to change the strategic boundaries of the Green Belt within Fylde as part of the Local Plan process. However, the Strategic Housing Land Availability Assessment 2012 update (SHLAA) indicates that there is not enough available brownfield land in the Borough to accommodate all new development and sites have been identified for development on some sustainable greenfield land at the edge of existing settlements.

Locating Development

6.3 The overall strategy for directing where new development and investment will be located in Fylde is set against the backdrop of underlying development trends. It involves providing for new homes, employment, services and the infrastructure that supports them. Development must be achieved in the most sustainable way in order to protect and, where possible, enhance Fylde's environmental, social and economic assets. In particular, choosing the most sustainable locations for development will help minimise the impacts of climate change. Encouraging a mix of uses on larger development sites and locating homes and businesses in close proximity will reduce the need to travel.

6.4 Infrastructure is integral to new development. It includes physical features, such as roads and sewers, as well as services such as education, community services and green infrastructure (open spaces and green networks). Sustainable development seeks to make the optimum use of existing infrastructure.

6.5 The risk of flooding in Fylde has been evaluated in the Strategic Flood Risk Assessment (updated Nov 2011). Some places in Fylde are susceptible to tidal and fluvial flooding and, due to climate change, likely to be more so in the future. These risks have been taken into account in proposing the spatial distribution of development. More detail on flood risk is included in Policy CL1 in Chapter 13.

6.6 The size and connectivity of existing places, along with the level of services available, are key considerations in deciding where to locate development. Fylde has many attractive features and distinctive local characteristics which could be lost by allowing inappropriate development to take place in unsuitable locations.

6.7 The Local Plan therefore seeks to ensure that development occurs in the most accessible locations. The site specific detail of where this development will be located is set out in Chapter 7 relating to the Strategic Locations for Development. Smaller development sites will be included in the subsequent Local Plan Part 2: Site Allocations to 2030.

Key Service Centres

6.8 The towns of Lytham, St Annes and Kirkham and the area referred to as the Blackpool Periphery (land within Fylde at the edge of Blackpool, including Squires Gate, Normoss and land at junction 4 of the M55) perform the role of Key Service Centres with a range of housing and employment opportunities, as well as retail and other services that serve a wide area. The wider urban area of Lytham includes Ansdell.

Local Service Centres

6.9 Local Service Centres serve their own communities and those in nearby villages with basic services and are well placed to provide for future local housing and employment needs. Good access to services is essential if rural communities are to survive and prosper. Freckleton, Warton and Wesham are defined as Local Service Centres within the current settlement hierarchy. It is anticipated that Warton will expand its role during the life of the Plan when development set out in the Warton Strategic Location for Development has taken place and the necessary improved services have been provided. Wesham will take some development as part of the Kirkham and Wesham Strategic Location for Development. However, development at Freckleton will be by way of infilling and rounding off the existing settlement area, as further development of the Local Service Centre would involve a review of the Green Belt boundary around Freckleton. A strategic review of Green Belt boundaries is not planned at this stage.

Smaller Settlements

6.10 Outside the main urban areas and service centres, there are smaller settlements which are defined as either rural villages or small villages. The Local Plan Part 2: Site Allocations to 2030 will identify small development sites within some of the rural villages. Affordable housing of an appropriate scale within a rural settlement, to meet a particular local need, may be justified in accordance with national planning policy. Development in the small villages will be confined to small scale infill and the change of use or conversion of existing buildings.

Strategic Locations for Development

6.11 Four Strategic Locations for Development are proposed as follows: Lytham and St Annes; the Blackpool Periphery; Warton; and Kirkham and Wesham. Development of the strategic sites within these locations will help ensure that the overall Spatial Development Framework is achieved.

6.12 It is important that development within these Strategic Locations for Development is accompanied by the timely provision of the necessary infrastructure. The draft Infrastructure Delivery Plan (IDP) identifies the required essential strategic infrastructure – what it comprises and where it applies, when it will be needed, as well as the likely providers and funding sources. Where there is a funding shortfall developers will be expected to provide or contribute towards the necessary infrastructure.

The Housing Requirement

6.13 The Localism Act 2011 requires local authorities to set their own objectively assessed requirements for housing. The Emerging Housing Requirement Paper 2011 (<http://www.fylde.gov.uk/council/planning-policy--local-plan-/local-development-framework/evidence-base/emerging-housing-requirement-fylde-2011/>) sets out the latest assessment of the numbers and types of new homes required in Fylde. It is based on the Office for National Statistics (ONS) 2008 based household projections and 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.

6.14 This evidence was used to produce a Gross Housing Requirement Figure for Fylde of 278 homes per annum, which was included in the Issues and Options consultation as the basis for development of the spatial options.

What You Said

6.15 There was a mixture of support and objection to this target figure in response to the Issues and Options consultation. Many respondents pointed out that there are a number of empty properties throughout the borough, which they consider could be brought back into use before new homes are built. Other respondents questioned the validity of the methodology used to arrive at the gross housing figure and the fact that the ONS 2008 based household projections underpinning the methodology are now out of date.

Alternative Options Considered

6.16 The Local Plan Vision clearly states that Fylde is aiming to retain its unique qualities including its seaside resort towns, high quality golf courses, tourism offer, picturesque villages and pleasant landscapes. It refers to housing and economic growth being sustainable.

6.17 Having regard to the Vision and the physical barriers to high levels of development including flooding and infrastructure capacity constraints, higher levels of growth than 278 homes per annum, as set out in the Emerging Housing Requirement Paper 2011, were not considered as part of the Issues and Options consultation.

Preferred Approach

6.18 On the 1st October 2012 the Council's Local Plan Steering Group considered the comments made in relation to the gross housing figure of 278 homes per annum and concluded, based on the information in paragraphs 6.19 and 6.20, that the figure of 306 homes per annum (the RSS housing figure for Fylde borough) should be used as the basis for the preferred spatial option.

Justification

6.19 On 27 March 2013 the Government announced its decision to revoke the RSS. Policy L4 of the RSS requires an annual average of housing provision in Fylde (net of clearance replacement) of 306 homes. This equates to a total housing provision for the RSS period of 2003-2021 of 5,500 homes. As the RSS remained part of the development plan for Fylde when the preferred options were being produced and a locally assessed figure taking account of the latest ONS 2011 based household projection figures had not been produced, the RSS housing figure has been used to calculate the local requirement for housing over the Fylde Local Plan period for the purposes of the preferred options. As the annual average of 306 homes has not been delivered each year since 2003, there is a deficit which the Council has included in the annual figure moving forward. Addressing the deficit over a 20 year period, including a small addition to allow for flexibility, gives an annual figure of 341 homes each year.

6.20 As the RSS has now been revoked, it is considered a sound approach to progress assessment of Fylde's own objectively assessed requirements for housing before the next stage of consultation on the Local Plan Part 1. This assessment will be based on the latest ONS household projection figures and will update the figure of 278 dwellings per annum, which was based on the ONS 2008 based projections. Initial assessment of the ONS 2011 based household projections gives a figure which is not too dissimilar to the figure of 341 (including RSS deficit), used for the purposes of this Preferred Options consultation.

Housing Supply and Delivery

The Five Year Housing Supply

6.21 Local authorities are required to have a five year supply of housing land available to meet requirements. Where an authority is unable to demonstrate a five year supply applications for housing development will be decided with regard to Policy NP1, the 'presumption in favour of sustainable development'. Unless there is an overriding reason why an application should be refused, an authority may find it difficult to resist development which it may consider unsuitable for other reasons. The five year housing supply was revisited in November 2012, using a revised methodology and including permissions granted since 31st March 2012, giving a figure equivalent to 3.8 years' supply of housing. The supply is currently being updated and will be reviewed at least annually as part of the Council's Authority Monitoring Report. The Five Year Housing Supply Statement is available on the Council's website at:

<http://www.fylde.gov.uk/council/planning-policy--local-plan-/five-year-housing-land-supply/>

Housing Delivery

6.22 The historic rate of delivery of new homes in Fylde, before the recession, has averaged around 250 units each year. The Plan period runs from May 2011 to January 2030. A calculation of 7/12 of the figure of 306 for 2011, plus 18 complete calendar years to January 2030, plus the RSS deficit from March 2003 – October 2012 of 1026 produces an overall housing requirement figure of 6712. However the Council has identified sufficient sites, including an allowance for small sites (to be included in the Local Plan Part 2: Site Allocations to 2030) and windfalls, to provide a slightly higher supply figure of 6826 dwellings over the Plan period. Appendix 2, Development of the Spatial Option and Strategic Sites Assessment, provides more information on how this figure and the spatial option have been derived.

6.23 The housing requirement figure relates to all types of housing including flats, family housing, housing for specific needs such as the elderly and accommodation for gypsies and travellers. The preferred option for distribution of the new homes and phasing over the Plan period is set out in Chapter 7.

Broad Distribution of Development

6.24 The following table and housing trajectory in Appendix 3 show the distribution of development planned for Fylde to 2030. It should be noted that the number of dwellings and percentage of the total dwelling requirement for each of the Strategic Locations for Development relate specifically to strategic sites of over 100 dwellings. Development that will occur on smaller sites is included in the small sites allowance and will be allocated in the Local Plan Part 2: Site Allocations to 2030. A windfall allowance has also been included as the Council considers that the fabric of the area suggests that there is potential for windfalls moving forward. Further detail on how the spatial distribution has been calculated is set out in Appendix 3.

Gross Distribution of Development to 2030					
	Years 1 – 6 2011/12 – 2017	Years 7 - 11 2018 – 2023	Years 12 – 20 2024 – 2029/30	Total Housing and percentage of total supply	New Employment land
Lytham and St Annes Strategic Location	340	635	700	1675 25%	
Blackpool Periphery Strategic Location	200	275	610	1085 16%	36ha
Warton Strategic Location	520	640	0	1160 17%	
Kirkham and Wesham Strategic Location	280	400	95	775 11%	13ha
Windfall and Small Sites allowance	1051	540	540	2131 31%	
TOTAL	2391	2490	1945	6826	49ha

Policy SD1

The Spatial Development Framework

New development in Fylde will contribute towards the continuation and creation of sustainable communities by its location and accessibility and its use of resources and construction materials. The creation, design and enhancement of networks of green infrastructure that link communities together will be promoted.

Mixed uses will be encouraged on larger sites in order to provide access to employment opportunities close to where people live. New development will be promoted in accordance with the Spatial Development Framework. Development will be of a type and use that is appropriate to the scale and character of settlements at each level of the development framework.

Strategic Locations for Development

Lytham and St Annes (including Ansdell)

Blackpool Periphery (including Squires Gate, Normoss and land at junction 4 of the M55)

Warton

Kirkham and Wesham

Rural Villages – Clifton, Elswick, Newton, Singleton, Staining, Weeton and Wrea Green

Small Villages – Little Eccleston, Treales and Wharles

The Strategic Locations for Development will take the vast majority of new development over the Local Plan period.

Freckleton will take no further expansion above infill as this would involve a review of the Green Belt boundary around Freckleton.

To avoid coalescence of settlements an Area of Separation is proposed between the settlements of Kirkham and Wrea Green.

Within the rural areas development will be restricted to the Rural Villages, except where development involves a like-for-like redevelopment of an existing property, the appropriate re-use of an existing building or minor infill development.

Development will be permitted within the limits of the settlement boundaries where it is consistent with other policies in this Plan. Development will not be permitted within Flood Zones 2 and 3.

Over the life of the Local Plan provision will be made for 6826 new homes. Similarly, there will be a need for 49 ha of land to be developed for employment uses over the life of the Plan.

Small development sites will be set out in the Local Plan Part 2: Site Allocations to 2030, which will follow adoption of this Local Plan Part 1. For this reason, planning applications for residential development within the Rural Villages will only be permitted ahead of adoption of the Local Plan Part 2: Site Allocations to 2030 if other material considerations outweigh this policy.

Justification

6.25 Sustainable development is at the heart of planning policy. Within Fylde, it has a role in reinforcing the distinction between urban and rural, protecting the natural environment, supporting local agriculture and maintaining the character of the area, whilst enabling the economic and social growth of the key settlements.

6.26 It is important that communities of different scales are created and linked together by sustainable transport networks. The Spatial Development Framework set out in Policy SD1 sets the basis for sustainable communities, with the four Strategic Locations for Development being the primary locations catering for essential key services and facilities, as well as provision of employment opportunities or access to them.

6.27 The Rural Villages provide small scale essential local services, as well as local opportunities for employment. They can therefore be regarded as sustainable communities, albeit with a dependency on, and sustainable transport connection to, the Strategic Locations for Development for other services and facilities.

6.28 The smaller villages have fewer essential services or employment opportunities and tend to have poorer transport connections with the Strategic Locations for Development. Development will be limited to like-for-like redevelopment of an existing property, the appropriate re-use of an existing building or minor infill development.

6.29 The position of Fylde within Lancashire means that it sits within the Fylde coast sub-region and borders five neighbouring authorities. In particular, the population of Fylde has close links with Blackpool, Wyre and Preston. In establishing the development framework and level of development in each settlement, the role that these neighbouring areas play in providing accessible services to the population of Fylde has been taken into account.

6.30 Based on the need to locate development within sustainable communities, a large proportion of new development is focussed on the Strategic Locations for Development. The Local Plan focuses 25% of all new development in Lytham and St Annes.

6.31 Lytham and St Annes (including Ansdell) are a focus for development as it is sustainable to concentrate new development in the Borough's major towns, since they contain the main civic, community, retail and business activity. St Annes is the primary retail centre in the Borough and Lytham provides a complementary role with its variety of independent, specialist shops. Business activity is focused in Lytham and St Annes and there is potential for the creation of new jobs and training. Development will result in investment in local infrastructure and affordable housing in the area and will maximise the use of existing infrastructure.

6.32 The Blackpool Periphery; Warton; and Kirkham and Wesham are also a focus for new development. Whilst the Blackpool Periphery has some wastewater infrastructure issues (meaning development will need to be phased towards the end of the Plan period) there is good access to the primary services in the Blackpool sub-regional centre. Although Warton currently performs the role of a Local Service Centre, utilising the potential for development on previously developed land at BAE Systems, the establishment of the Enterprise Zone, the prospect of improved road access to a new junction 2 of the M55 and the proximity to wastewater treatment facilities, means that this is a sustainable location for new development. Kirkham has good access to sustainable public transport connections and is a Key Service Centre.

6.33 As stated in policy SD1, development will be permitted within the limits of the settlement boundaries. Alterations are proposed to some of the existing settlement boundaries as a result of the boundaries of the strategic sites set out in Policies SL1, SL2, SL3 and SL4.

What You Said

6.34 The Issues and Options consultation included five alternative spatial options for the future development of Fylde. Respondents generally supported the concept of development being spread across the Borough, with a focus on the more populated centres with a good range of services. Although there was support for limited development in the rural villages, there was some concern that this could put excessive strain on already inadequate services.

6.35 Broadly the five spatial options provided a basis for consideration of how development could be spread across the Borough. Overall the majority of support was for Option 2 (focus on Lytham and St Annes and Kirkham) and Option 5 (focus on Lytham and St Annes and the Blackpool Periphery). The least support was for Option 3 (focus on the Key and Local Service Centres). A number of respondents supported an alternative spatial option which included some aspects of all five options.

6.36 Although Option 1 (focus on Lytham and St Annes) was based on well established infrastructure, public transport, an international airport and available brownfield and infill sites, it was considered that growth in this area alone could lead to further disparity between Lytham and St Annes and the rest of the Borough. Lytham and St Annes are significantly constrained and this is a barrier to further growth.

6.37 As Option 2 proposed concentrating the majority of new development in Lytham and St Annes and Kirkham, where there is sufficient infrastructure, this was considered to be a sustainable option. However it was considered that, as Wesham is linked geographically to Kirkham, the urban area of Kirkham / Wesham would take around 65% of development with this option, which could have an impact on infrastructure and services and encourage urban sprawl and loss of greenfield land.

6.38 Option 3 (focus on the Key and Local Service Centres) gained some support. It was considered to be the only option that would allow growth in all Fylde local centres. However, as it would spread development across the whole of Fylde it was considered it would ignore certain areas that could have the capacity to accommodate large scale development.

6.39 Option 4 (limited development in some rural villages) addressed rural isolation and social exclusion by supporting rural services and providing infrastructure. However, it was felt that this option missed the potential of large scale sites and would increase development within small rural communities, creating infrastructure issues in the key and local service centres and resulting in more journeys by car.

6.40 Option 5 (focus on the Blackpool Periphery, along with Lytham and St Annes) had the potential to take the pressure off rural areas. However, the point was made that the area has drainage problems and infrastructure and services would need to be addressed in a timely and coordinated manner for this option to be deliverable.

6.41 Other respondents pointed out that, when considering options for the location of development, the Enterprise Zone at Warton should be considered, along with linkages to Preston. This includes consideration of strategic development in North West Preston, the key transport infrastructure improvements that will enable this to take place and its implications for wider connectivity in Fylde.

Sustainability Appraisal

6.42 The Interim Sustainability Appraisal (SA) (May 2012) states that the options which promote development in the local service centres of Kirkham, Wesham and Warton perform well against SA Objectives. Development in Warton has increased sustainability benefits, including its proximity to the Enterprise Zone, available brownfield land and the fact that it could benefit from physical investment.

6.43 Similarly, development at the edge of Blackpool has sustainability advantages, provided development is phased and serviced by adequate public transport and essential services.

6.44 Rural isolation is noted as a key issue in the Borough and only Option 4 sought to address this. The SA recommends that a degree of rural development occurs which is more than that proposed in Options 1, 2, 3 and 5 but not as much as Option 4, on a small scale and to a design that reflects the local character. Development in the rural villages will be considered as part of the preparation of the Local Plan Part 2: Site Allocations to 2030, which will include small site allocations.

Alternative options considered

6.45 In considering the preferred option the Council has taken feedback on the alternative options and the findings of the Interim Sustainability Appraisal. Taking these and discussions with infrastructure providers on board, it has concluded that none of the five alternative options individually provide a preferred option for the location of future development in Fylde. Therefore the Council proposes the spatial development framework set out in policy SDI and policies SL1 – SL4 in Chapter 7.

Chapter 7: Strategic Locations for Development

Strategic Locations and Strategic Development Sites

7.1 Four Strategic Locations for Development, which include strategic employment sites, are proposed. These are Lytham and St Annes; the Blackpool Periphery; Warton; and Kirkham and Wesham. The strategic development sites in these locations are central to the achievement of the Local Plan.

7.2 Development of the Strategic Sites will help ensure that the Plan’s overall Strategy and Vision are achieved. It is important that the sites are accompanied by the timely provision of infrastructure, otherwise proposals will not be deliverable. The draft Infrastructure Delivery Plan and Infrastructure Schedule that accompany this document identify the required essential infrastructure – what it comprises and where it applies, when it will be needed, as well as the likely providers and funding sources. Where there is a funding shortfall developers will be expected to directly provide and/or contribute towards the necessary infrastructure.

7.3 On Strategic Sites with a high proportion of residential development, local services such as small shops, community centres and on-site open/play space will be expected to be provided by developers. Financial contributions to off-site green infrastructure and townscape public realm works may also be sought.

Strategic Locations for Development

7.4 The four Strategic Locations for Development are set out in Policies SL1 to SL4. The strategic sites that make up the four locations, along with the strategic employment sites, are identified on the inset maps included with the four policies and on the map at the back of this document. Appendix 2, Development of the Spatial Option and Strategic Sites Assessment, sets out more detail on the individual sites.

Lytham and St Annes Strategic Location for Development

Policy SL1

Lytham and St Annes Strategic Location for Development

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

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

Justification

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

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

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

Infrastructure requirements

7.8 Infrastructure capacity for wastewater and water supply is limited for the following sites: Land at Queensway; Land West of North Houses Lane; and Land North of Moss Hall Lane. Infrastructure capacity for water supply is limited for the Former EDS site, Heyhouses Lane. There is, therefore, a requirement for investment to meet demand and / or to reduce consumption elsewhere in order to deliver these sites.

7.9 It is expected that traffic congestion created by development of these sites will be resolved with developer funded measures to mitigate all impacted corridors to satisfy development.

7.10 Lytham and St Annes are projected to have a significant shortfall of primary school places within the next five years, taking account of the recent expansion of Lytham Hall Park Primary School and the assumption that the proposed expansion of Heyhouses Endowed CE Primary School is approved. The current Section 106 agreement in place for the site at Queensway will provide for a new primary school, but this will predominantly serve the Queensway development. Therefore, further primary school provision will be required if housing demand and births continue to increase at the same rate.

7.11 Secondary school provision, particularly in Lytham and St Annes, is almost at capacity and a new school is required before 2018. Lancashire County Council is working with Fylde Council to ensure that an appropriate site for a new secondary school is identified as part of the Local Plan Part 2: Site Allocations to 2030.

7.12 To support the strategic sites identified at St Annes, Lancashire County Council would like to see improvements to cycle routes into Blackpool via Queensway and Midgeland Road / Wildings Lane. They would also like to see a cycle path along Blackpool Road.

Former Electronic Data Systems (EDS) Site, Heyhouses Lane, St Annes (site H4)

7.13 This residential site is situated within the urban area, off Heyhouses Lane. It is occupied by mainly poor quality pre-fabricated single storey office buildings that do not meet modern employment provision standards. Currently two thirds of the site is vacant and one third is occupied by Electronic Data Systems. The vacant part of the site has planning permission for a mix of uses, including commercial development and up to 335 dwellings.

7.14 As this site has planning permission, it is anticipated that development could start on the site in 2014, with completion by 2020.

Land at Queensway, St Annes (site H1)

7.15 This residential site is situated on the north eastern edge of St Annes, approximately 2km from the town centre. It mainly comprises large flat arable fields, surrounded by agricultural land. Approximately one third of the site is within Flood Zones 2 and 3.

7.16 The site has planning permission for 1,150 dwellings and, whilst a large proportion of the site is situated in the Green Belt and / or Flood Zones 2 and 3, the part of the site where the dwellings have been approved is not situated within these areas.

7.17 The majority of the site is situated within a Mineral Safeguarding Area in the emerging Lancashire Minerals and Waste Local Plan: Main Modifications to the Site Allocation and Development Management Policies Local Plan. The Minerals and Waste Local Plan requires site surveys to be undertaken to determine whether there is a case for prior extraction of minerals on the site. However, the part of the site which has approval for 1,150 dwellings is not included within the Safeguarding Area. Site surveys will not be required for this scheme, as planning permission was granted before adoption of the Local Plan. If another scheme comes forward, the emerging Local Plan will need to be considered and site surveys may be required if any part of the development within the Mineral Safeguarding Area would be incompatible with the working of the minerals.

7.18 In terms of highways issues, a new east-west road will be provided as part of the development, to provide access to the scheme. The scheme will also fund a new link road from St Annes to the M55, to enable the local highway network to have capacity to accommodate the additional traffic generated by the development.

7.19 Whilst there are no Biological Heritage Sites within the site, there are three sites that adjoin the southern part of the site. Woodland protected by a Tree Preservation Order adjoins the south western part of the site and some of this woodland overlaps into the site.

7.20 As this site has planning permission, it is anticipated that development could start in 2015 and be completed after the end of the Plan period.

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

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

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

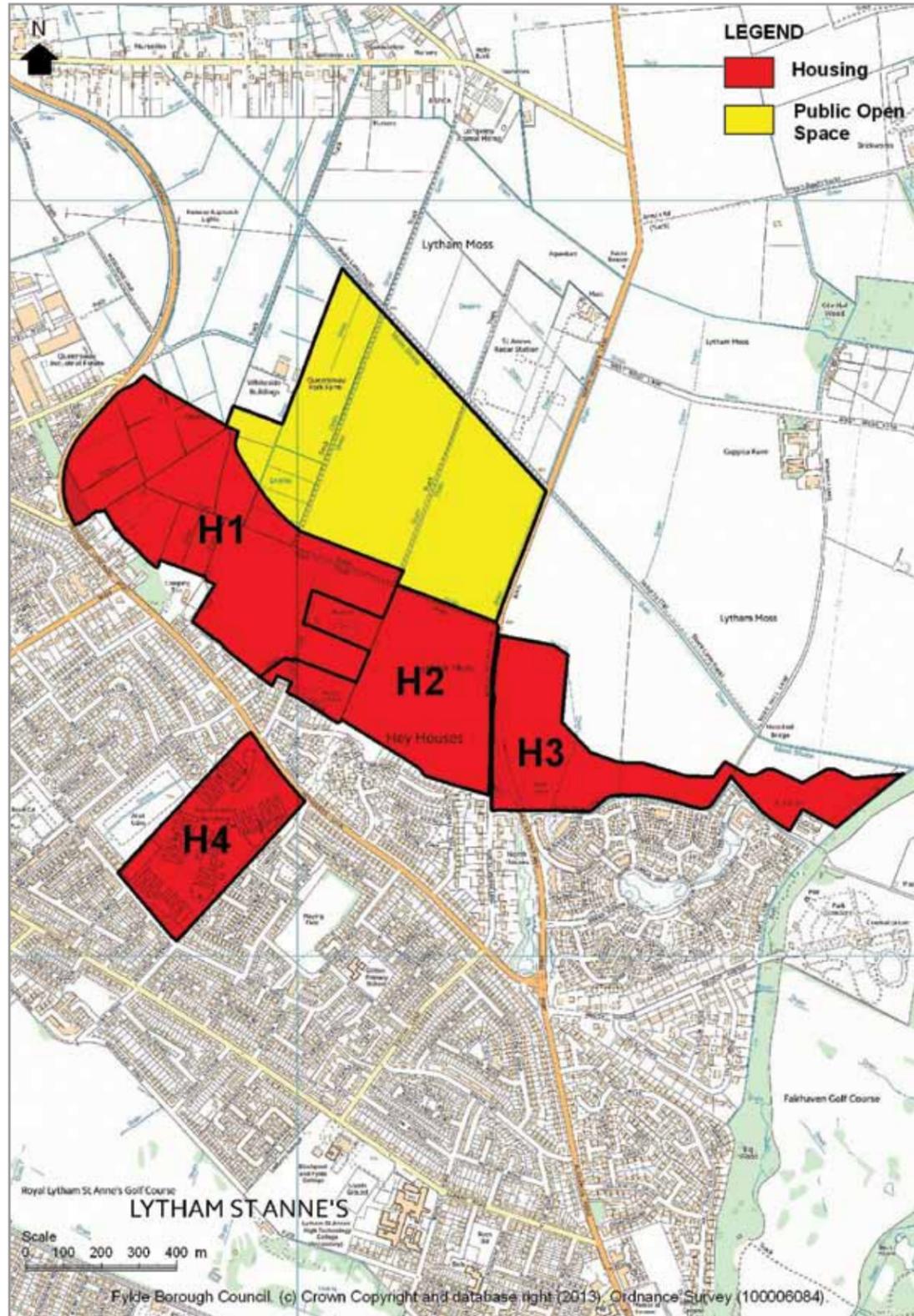
North of Moss Hall Lane, St Annes (site H3)

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

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

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

Map of Lytham and St Annes Strategic Location



The Blackpool Periphery Strategic Location for Development

Policy SL2

The Blackpool Periphery Strategic Location for Development

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

Site	Dwellings completed during Plan period	Projected commencement date	Employment over Plan period
H5 - Former Pontins Holiday Centre (housing)	275	2014	
M1 - Land East of Cropper Road (mixed use)	250	2025	11 ha
M2 - Whyndyke Farm (mixed use)	560	2020	20 ha
E2 - Land at Blackpool International Airport (employment)			5ha
Total	1,085		36 ha

Justification

7.26 Development of the sites included in Policy SL2 will improve access to well-designed, good quality, affordable and resource efficient homes and mixed use development and high quality employment sites. The sites contribute towards the development of dynamic and prosperous communities through the delivery of homes, mixed uses and employment sites. Although access to services is in need of improvement, particularly in relation to Whyndyke Farm and land east of Cropper Road, it is envisaged that development of the sites will produce a critical mass to enable the required services to be provided.

7.27 Employment at Whitehills (land East of Cropper Road) and Whyndyke Farm will contribute towards diversifying the Borough's economic base, making provision for high quality and readily available sites and developing a distinctive image of the Borough based on existing assets.

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

7.29 The Employment Land and Premises Study 2012 also identifies that the allocation of some employment sites at the edge of settlements will be necessary. The study considered locations for employment, giving consideration to aspects such as accessibility, public transport, planning policy, environmental impact and viability.

7.30 In terms of protecting and enhancing the natural environment, development on the sites will need to protect, enhance or replace any features of nature conservation value.

Infrastructure requirements

7.31 Infrastructure for water supply is limited for Whyndyke Farm, Land East of Cropper Road and Blackpool International Airport. There is, therefore, a requirement for investment to meet demand and / or reduce consumption elsewhere.

7.32 In relation to Whyndyke Farm and Land East of Cropper Road there are significant issues with surface water, therefore development in these areas should seek to demonstrate how the existing problem of surface water can be improved in order for these two sites to be delivered.

7.33 As there is projected to be a shortfall of primary school places within the catchment over the next five years, contributions will be required from developers in respect of the full number of pupils generated from the development of the sites.

7.34 In terms of highways, it is anticipated that improvements will need to be made to junction 4 of the M55 in order to accommodate the development of the strategic sites in this area. New or improved signalised junctions and public transport will be required for good access, including associated highways infrastructure, such as cycling and pedestrian facilities.

7.35 In terms of cycling, Lancashire County Council would like to see improvements to cycle routes into Blackpool and in the vicinity of junction 4 of the M55. It would also like to see the completion of cycle paths on Lytham and St Annes Way from the A583 to Cropper Road and Ashworth Road to link to Blackpool.

Former Pontins Holiday Centre (site H5)

7.36 This residential site, situated to the west of Blackpool International Airport, was previously used as a holiday camp but is currently in a poor state of repair. It is now partly cleared with a number of semi-demolished buildings still remaining. The site is situated very close to important dune systems and there are several wildlife designations surrounding the site. The site is also situated at the end of the main runway of the airport.

7.37 Lancashire County Council would like to see a direct footway link between this site and Squires Gate Railway Station, along with improvements to the station and rail services. It would also like to see the upgrading of some bus stops to Quality Bus Stop standards and a cycle path on the A584, linking to St Annes Town Centre and the promenade.

7.38 The site adjoins the Starr Hills Local Nature Reserve, which is a SSSI. It also adjoins a Biological Heritage Site and is adjacent to a further Biological Heritage Site. The Wildlife Trust would like to see the effects of redevelopment of the site on these designated sites mitigated against through planning conditions.

7.39 A planning application has been submitted for development on this site. It is therefore anticipated that development could start on this site in 2014 and be completed by 2019.

Whyndyke Farm (site M2)

7.40 This mixed use site is situated to the west of Preston New Road, Peel, and consists of predominantly agricultural land but also includes a petrol station and static caravan park, with land also used for paint balling, a temporary car boot sale and summer circus. Work has commenced on the development of a new mental health unit. A small part of the site falls within Flood Zone 2. In terms of biodiversity, the site is adjacent to a Biological Heritage Site. There are also numerous field ponds within the site and these will need to be protected, or replaced if lost.

7.41 A minority of this site is situated within a Peat Safeguarding Area. The NPPF states that planning permission should not be granted for peat extraction from new or extended sites. Lancashire County Council recommends that site surveys are undertaken for the site before development takes place in order to assess the extent, depth and condition of the reserves and what contribution or potential contribution they could make in terms of carbon sink.

7.42 As there are surface water issues at land at junction 4 of the M55 and road improvements will be required to the junction, development in this area is phased towards the end of the Plan period. Although there is a current planning application for housing on this site, the problems in respect of managing surface water from the development need to be resolved. Therefore, it is anticipated that development of housing on this site could start in 2020 and that the site could be developed throughout the remainder of the Plan period and beyond.

Land East of Cropper Road (site M1)

7.43 This mixed use site (also referred to as Whitehills) is situated west of Cropper Road, Westby. The site is fragmented and comprises of open agricultural land, residential properties and a touring caravan park. Several of the residential properties are vacant or derelict. In terms of biodiversity, there is a field pond within the site and this should be protected, or replaced if lost.

7.44 As there are surface water issues at land at junction 4 of the M55 and road improvements will be required to the junction, development in this area is phased towards the end of the Plan period. Therefore, it is anticipated that development of housing on this site could start in 2025, with completion by 2029.

Land at Blackpool International Airport (site E2)

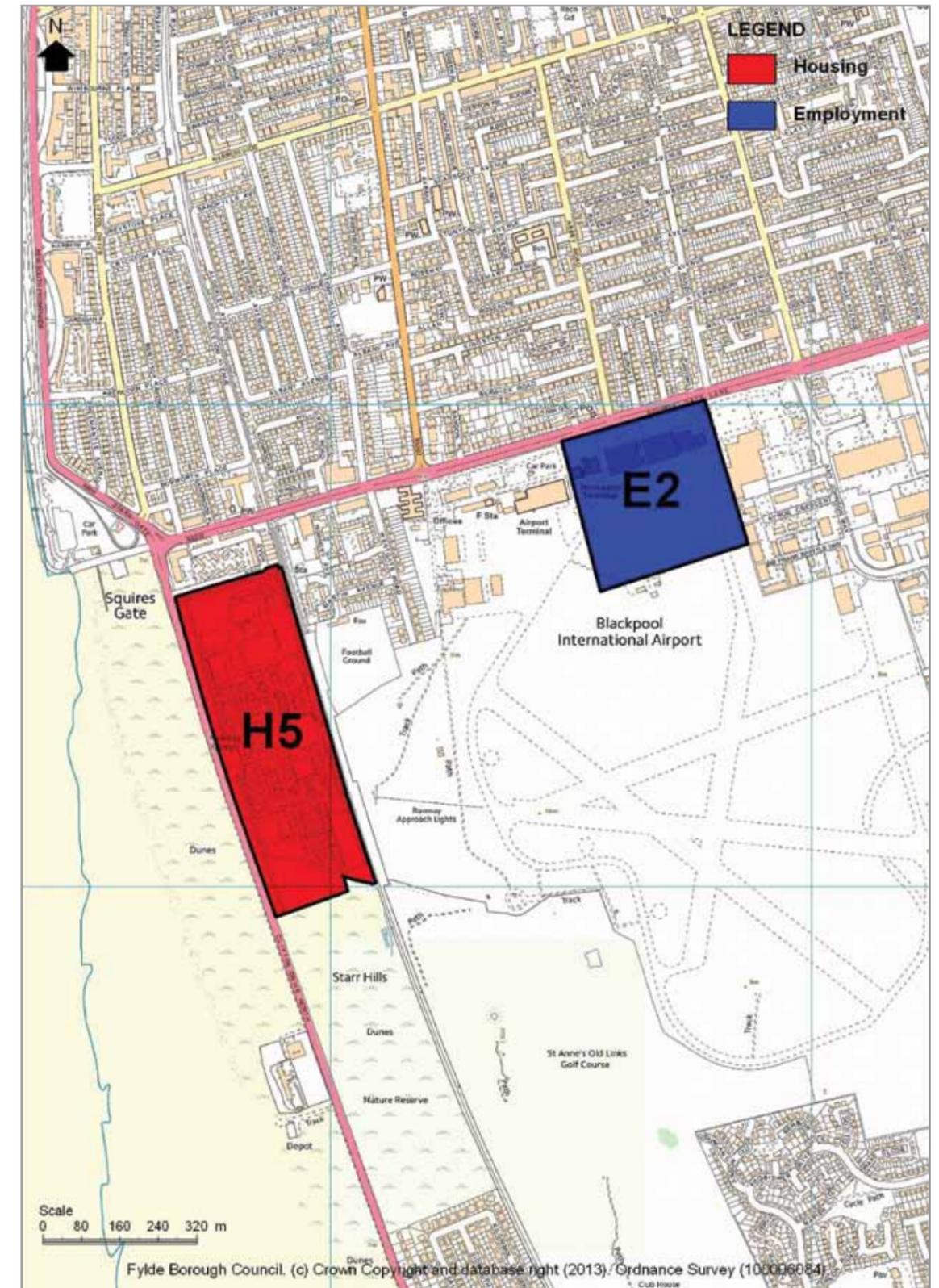
7.45 This employment site is located within the perimeters of Blackpool International Airport. The site fronts Squires Gate Lane and currently comprises a mix of airport hangars and long stay surface car parking. The site is previously developed land and is within walking distance of Squires Gate Railway Station and there is good access into Blackpool and Lytham and St Annes by bus.

7.46 New or improved signalised junction and public transport facilities, including associated highway infrastructure such as cycling and pedestrian facilities, would be required if the site was developed. In terms of cycling, Lancashire County Council would like to see a cycle path on Squires Gate Lane.

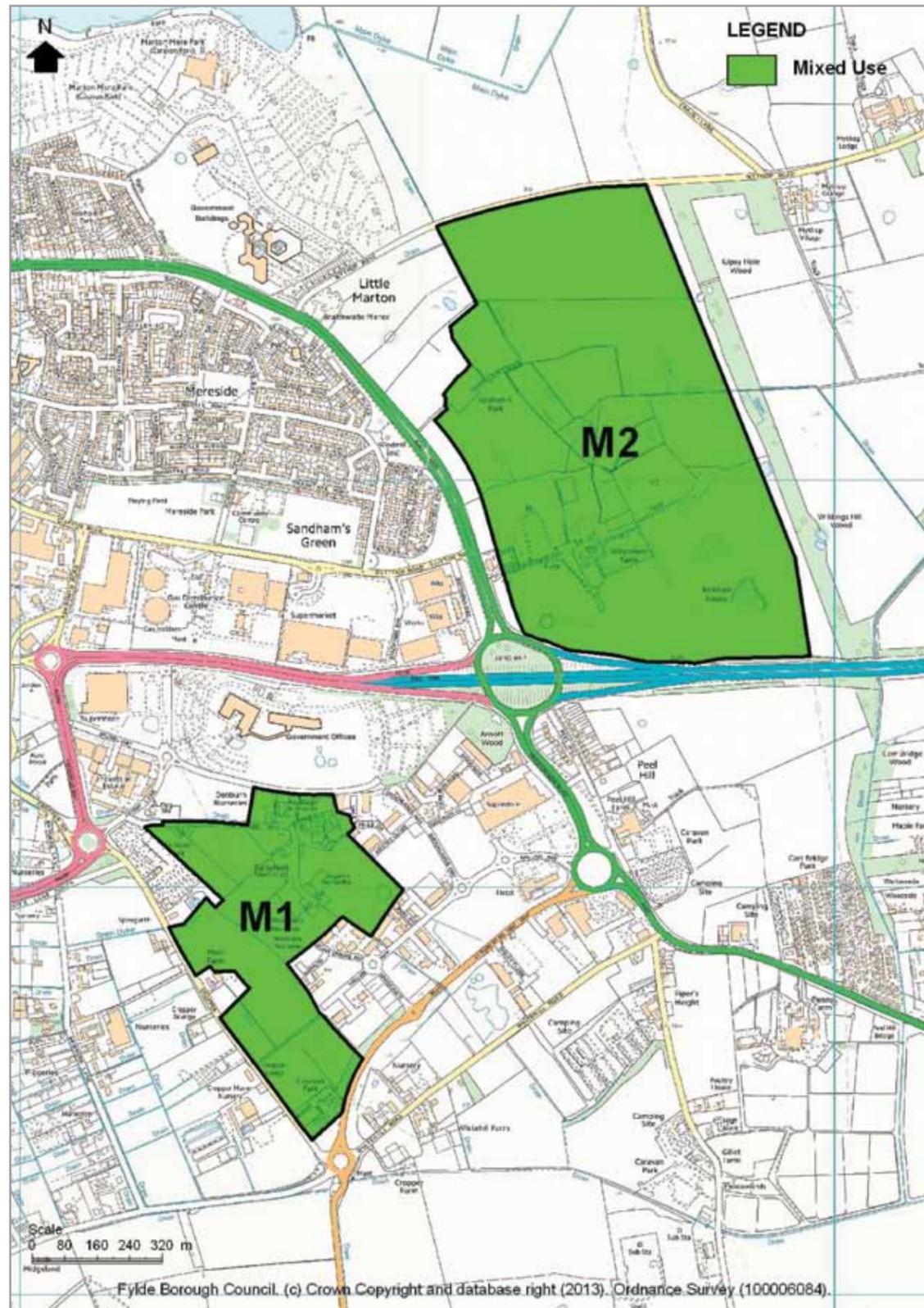
7.47 Development on this site has the potential to provide opportunities for specialised related employment uses near to the airport and would also provide employment close to where people live.



Map 1 of Blackpool Periphery Strategic Location for Development



Map 2 of Blackpool Periphery Strategic Location for Development



Warton Strategic Location for Development

Policy SL3

Warton Strategic Location for Development

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

Site	Dwellings completed during Plan period	Projected commencement date
H8 - Land West of Warton (housing)	360	2021
H9 - Land North of Warton (housing)	180	2017
H10 - Land East of Warton (housing)	380	2015
H12 - Former GEC Marconi Factory Site (housing)	240	2014
Total	1160	

Justification

7.48 Development of the sites included in Policy SL3 will improve access to well-designed, good quality, affordable and resource efficient housing. The sites contribute towards the development of dynamic and prosperous communities through the delivery of sustainable homes. The allocation of the sites will contribute towards a flexible and responsive supply of housing land in sustainable locations to meet housing requirements.

7.49 There is currently a lack of community facilities in Warton and poor access to the centre. However, it is anticipated that development at Warton will provide for increased shops, improved local facilities and better access to the centre and that this will assist in providing Warton with an improved local centre, as set out in the Vision. In addition to the proposals for a new secondary school on land west of Warton, improved facilities could include a GP surgery, pharmacy and new swimming pool (to replace the existing facility at Kirkham).

7.50 The SHLAA demonstrates that there is not enough land within the defined settlements to meet the Borough's housing requirement and that some sustainable sites on the edge of settlements will need to be allocated for housing.

7.51 In terms of protecting and enhancing the natural environment, development on the sites would need to protect, enhance or replace any features of nature conservation value.

Infrastructure requirements

7.52 There are infrastructure capacity issues relating to wastewater for these sites (apart from the GEC Marconi Factory site, where infrastructure capacity for wastewater is available), and environmental constraints may restrict increased capacity. It is likely that wastewater infrastructure in the Warton area will need to be upgraded in order to deliver these sites.

7.53 Contributions towards the provision of improved local facilities in Warton will be required and it is expected that congestion created by the development will partially be resolved by developer funded measures to change all impacted corridors.

7.54 There are sufficient projected primary school places available in the Freckleton and Warton areas within the next five years. However, a number of schools are close to capacity and, should more housing development come forward in these areas and births continue to increase, the available places will soon be absorbed. Secondary school provision, particularly in Lytham and St Annes, is almost at capacity and a new school is required before 2018. Lancashire County Council is working with Fylde Council to ensure that an appropriate site for a new secondary school is identified and this may be within the strategic site west of Warton.

7.55 Lancashire County Council requires improvements to cycle routes to Preston, Lytham, St Annes and Kirkham, a cycle path on the A584 through Warton and a coastal cycle route to Lytham.

Former GEC Marconi factory, Lytham Road, Warton (site H12)

7.56 This site is situated within an Existing Industrial Area as designated in the adopted FBLP, outside the Limits of Development. The allocation of this site will make the best use of previously developed land. The site consists of the former GEC Marconi Factory and adjacent land off Lytham Road in Warton. The east of the site is bordered by Flood Zones 2 and 3, which follow the route of Pool Stream.

7.57 As this site has planning permission, it is anticipated that development could start in 2014, with completion by 2018.

Land east of Warton (site H10)

7.58 This site is situated outside the settlement boundaries to the east of Warton and comprises agricultural land, a recreation ground with play equipment and a dog training centre. Approximately one fifth of the site is situated within Flood Zones 2 and 3. In terms of biodiversity, there are several field ponds on this site and these should be protected, or replaced if lost.

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

7.60 Due to the scale of development proposed at Warton, it is not anticipated that all the sites could be developed concurrently. However infrastructure delivery issues indicate that, of the three sites in the Warton Strategic Location for Development, development could start on this site first. It is anticipated that development could commence as early as 2015 and be completed by 2025.

Land north of Warton (site H9)

7.61 This site is situated outside the settlement boundaries to the north of Warton and predominantly comprises agricultural land. In terms of biodiversity, there are several field ponds on this site and these should be protected, or replaced if lost.

7.62 Due to the scale of development proposed at Warton, it is not anticipated that all the sites could be developed concurrently. In addition, wastewater infrastructure in the Warton area will need to be upgraded to deliver this site. This indicates that development on this site could start after development of the site east of Warton, but before the site west of Warton. As there is strong developer interest in this site it is considered that it could be delivered towards the beginning of the Plan period. It is therefore anticipated that development could start on this site in 2017 and be completed by 2020.

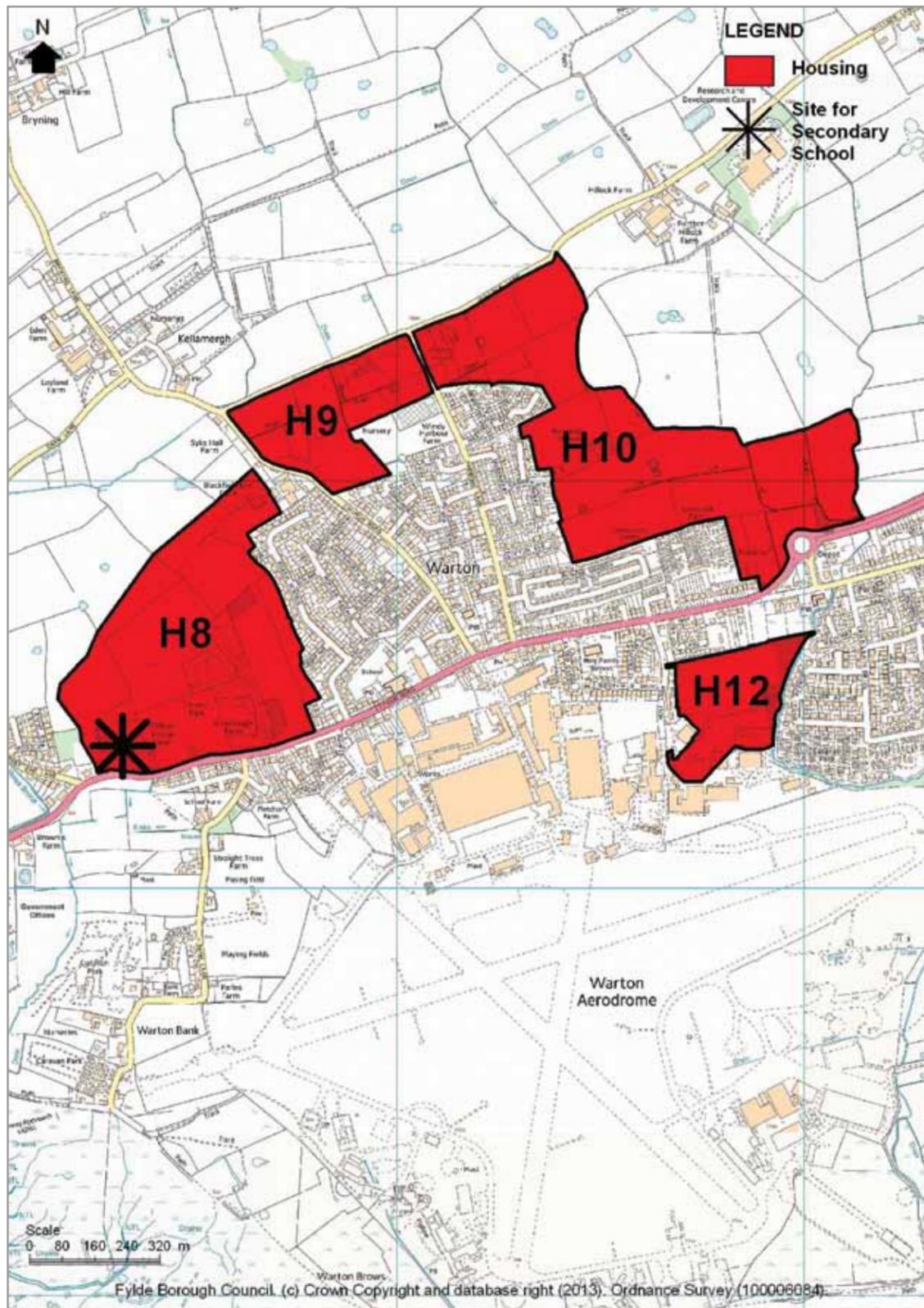
Land west of Warton (site H8)

7.63 This site is situated outside the settlement boundaries to the west of Warton. The site comprises open agricultural fields, a number of existing dwellings, a caravan park and a few derelict buildings. There is a small area of trees within the site next to the A584, which is protected by a Tree Preservation Order. There are also trees protected by Tree Preservation Orders along part of the south east border of the site, at the rear of properties along Ash Drive.

7.64 Due to the scale of development proposed at Warton, it is not anticipated that all the sites could be developed concurrently. One issue is that of traffic congestion. A new link road (the Preston Western Distributor) providing access to a new junction 2 of the M55 will contribute towards alleviating such congestion and this is due to be completed in 2021. Also, wastewater infrastructure in the Warton area will need to be upgraded to deliver this site. This indicates that this site should be phased for commencement after the other two sites in the Warton Strategic Location for Development have started and after the new link road has been completed. It is therefore anticipated that development could start on this site in 2021 and be completed by 2027.



Map of Warton Strategic Location for Development



Kirkham and Wesham Strategic Location for Development

Policy SL4

Kirkham and Wesham Strategic Location for Development

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

Site	Dwellings completed during Plan period	Projected commencement date	Employment over Plan period
H7 - Land North of Dowbridge, Kirkham (housing)	240	2016	
H13 - Land North of Mowbreck Lane, Wesham (housing)	240	2014	
M3 - Land North of Blackpool Road, Kirkham (mixed use)	295	2020	9 ha
E4 - Land West of Fleetwood Road, Wesham (employment and leisure)			4 ha
Total	775		13 ha

Justification

7.65 Development of the sites included in Policy SL4 will improve access to well-designed, good quality, affordable and resource efficient homes, mixed use development and quality employment sites. The sites contribute towards the development of dynamic and prosperous communities through the delivery of sustainable homes, mixed uses and employment land.

7.66 The allocation of the sites will contribute towards a flexible and responsive supply of housing and employment land in sustainable locations to meet requirements. Employment at Land North of Blackpool Road, Kirkham and at West of Fleetwood Road, Wesham will contribute towards diversifying the Borough's economic base, making provision for high quality and readily available sites in sustainable locations.

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

7.68 The Employment Land and Premises Study also identifies that the allocation of some sustainable employment sites on the edge of settlements is necessary as there is limited capacity within the existing settlements for new employment development. The study considered sustainable locations for employment, giving consideration to aspects such as accessibility, public transport, planning policy, environmental impact and viability.

7.69 The development of the strategic employment site at Land West of Fleetwood Road, Wesham, along with mixed uses at Land North of Blackpool Road, Kirkham, will provide well designed employment premises within sustainable locations. Their allocation will contribute towards a responsive supply of employment land to meet the Borough's requirements.

7.70 In terms of protecting and enhancing the natural environment, development on the sites will need to protect, enhance or replace any features of nature conservation value.

Infrastructure requirements

7.71 Infrastructure capacity for wastewater is limited for Land North of Dowbridge, Kirkham and Land West of Fleetwood Road, Wesham. Infrastructure capacity for water supply is also limited for Land West of Fleetwood Road, Wesham, along with Land North of Mowbreck Lane and Land North of Blackpool Road. There is, therefore, a potential requirement for investment to meet demand and / or to reduce consumption elsewhere, in order to deliver these sites.

7.72 There is currently no infrastructure capacity for water supply for Land North of Mowbreck Lane and Land North of Blackpool Road. Infrastructure for water supply and wastewater will therefore be required to deliver these sites.

7.73 It is expected that congestion created from the development of these sites could be resolved with developer funded measures to change all impacted corridors to satisfy the development. Lancashire County Council would like to see improvements to cycle routes into Kirkham and Preston, as well as cycle and pedestrian routes in Kirkham linking to the town centre, railway station and schools. It would also like to see improvements to Mowbreck Lane.

7.74 There are sufficient primary and secondary school places projected to be available in the Kirkham and Wesham area within a five year period. However, a number of schools are close to capacity and, should more housing development come forward in these areas and births continue to increase, the available places will soon be absorbed and new provision will be required.

Land North Mowbreck Lane, Wesham (site H13)

7.75 This residential site is situated north of Wesham and comprises agricultural land. A recent planning application on part of the site for 100 dwellings is to be determined by the Secretary of State.

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

7.77 In terms of biodiversity, the site adjoins a Biological Heritage Site. There is also a field pond on the site and this should be protected, or replaced if lost.

7.78 If the current planning application is approved, it is anticipated that development on the site could start in 2014 and be completed by 2018.

Land North of Dowbridge, Kirkham (site H7)

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

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

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

Land North of Blackpool Road, Kirkham (site M3)

7.82 This mixed use site is also locally known as the 'Kirkham Triangle' and is bordered by the A583, A585 and the railway line, to the west of Kirkham. The site comprises agricultural land, with brooks and ponds, and also includes school playing fields for Kirkham Grammar School. A small proportion of the site falls within Flood Zones 2 and 3. Wrongway Brook flows through the site and this is a Main River designated on the Environment Agency's Main River maps. The flood zones follow the route of the Main River. In terms of biodiversity, there are areas of trees that are protected by Tree Preservation Orders and several field ponds which should be protected, or replaced if lost.

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

7.84 A minority of the site is situated within a Peat Safeguarding Area. The NPPF states that planning permission should not be granted for peat extraction from new or extended sites. Lancashire County Council recommends that site surveys are undertaken for the site before development takes place, in order to assess the extent, depth and condition of the reserves and what contribution or potential contribution they could make in terms of carbon sink.

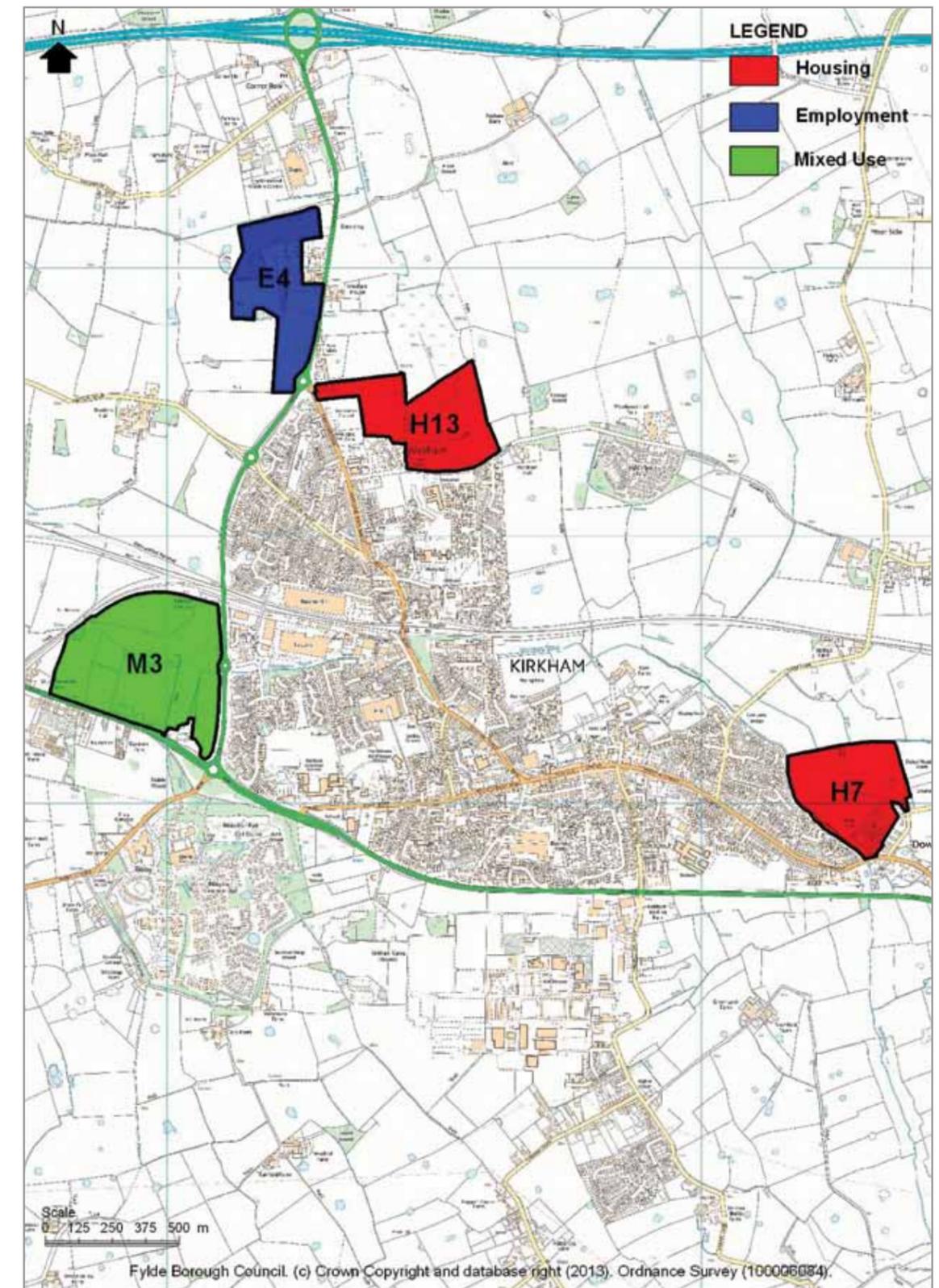
7.85 There is strong developer interest in this site and two planning applications for housing have been refused for part of the site, for reasons of non comprehensive development of the site. The developer has appealed against the decisions and a public inquiry is scheduled for July 2013. The Secretary of State has notified the Council that he will take the final decision on the proposals.

7.86 There are significant wastewater infrastructure deficiencies at land west of Kirkham and it is not anticipated that these issues can easily be resolved. Therefore, rather than starting early in the Plan period, it is anticipated that development on this site could start in 2020, with completion by 2025.

Land West of Fleetwood Road, Wesham (site E4)

7.87 This mixed use site for employment and leisure is situated north west of Wesham and comprises agricultural land and 4.5 ha of woodland which will be protected. The site is also surrounded by several water features (ponds and drainage ditches). The site is already partly developed with farm buildings and there is potential to improve the appearance of the site. Bradkirk Brook borders the northern edge of this site, and this is a Main River² designated on the Environment Agency's Main River maps. As this area is currently agricultural land and not sewered, a lengthy sewer requisition will be required at the developer's cost.

Map of Kirkham and Wesham Strategic Location for Development



² Main Rivers are watercourses designated as such on Main River maps (held by the Environment Agency) and are generally the principle or arterial watercourses.

Chapter 8:

General Development Policies

Settlement Boundaries

Context

8.1 Policy SD1 provides the overarching spatial framework for development, setting out the general levels of development that will be permitted within the settlements in Fylde. However, it does not specify the precise extent of these settlements. Settlement boundaries were set out in the adopted Fylde Borough Local Plan (As Altered) October 2005 (FBLP). It is likely that these boundaries will, in most cases, continue to be the most appropriate for the Borough's settlements. However, where strategic sites are allocated, the settlement boundaries require some alteration. The precise alterations to these settlement boundaries are set out on the inset maps and the map at the back of this document, relating to the Strategic Development Sites.

Policy GD1

Settlement Boundaries

The boundaries of Fylde's settlements are shown on the FBLP Proposals Map. Development will be directed towards existing settlements and, within settlement boundaries, development on brownfield land will be encouraged, subject to other relevant Local Plan policies being satisfied.

Development proposals on greenfield sites within settlement boundaries will be assessed against all relevant Local Plan policies applying to the site, including, but not limited to, policies on the settlements' development targets, infrastructure, open and recreational space and nature conservation, as well as any land designations or allocations.

Development outside settlement boundaries will be assessed against national policy and any relevant Local Plan policies.

Justification

8.2 Under the NPPF, land within settlements should generally be treated as suitable for development.

8.3 Policy GD1 supports development of brownfield land within settlements, subject to other relevant Local Plan policies being satisfied. Greenfield land within settlements, that is not allocated for any specific use, will be subject to the relevant policies within this Local Plan. In addition, the following matters may also be taken into consideration:

- The sustainability of the site, namely how well it relates to the settlement, and how easy it is to access the settlement centre and other local services on foot or by sustainable modes of transport;
- The extent of, and the likely impact upon, the site's visual, amenity, leisure or recreational value (regardless of whether it is designated as open or recreational space);
- The extent of, and the likely impact upon, the land's biodiversity value (regardless of any environmental designation);
- The extent of, and the likely impact upon, tree cover on the site (regardless of whether or not the trees are protected by TPOs);
- Whether the proposal impacts upon the site's visual, recreational, amenity, or natural environmental value and, if so, the scope for effective mitigation measures;
- Whether the site includes any Best or Most Versatile agricultural land, and if so, whether the proposed development can be configured in such a way as to minimise the loss or sterilisation of the agricultural land;
- Whether the proposal will result in an increase in surface water run off. If so, part of the site may need to be reserved for SuDS to mitigate against this;
- The cumulative impact of successive development proposals in the same settlement, or in the same part of a settlement;
- The scope for provision of community facilities, general improvements to the locality, or other community benefits.

8.4 Strategic Development Sites are located within the amended settlement boundaries. All land outside settlements in Fylde is either Green Belt or within the open land outside settlement boundaries.

8.5 It is considered that there should continue to be a distinction between the open land outside settlement boundaries and Green Belt land in terms of what should be permitted upon it. Therefore, Policy GD1 is less restrictive than national Green Belt policy, but generally seeks to restrict development on former non-Green Belt land outside settlements to small scale and low intensity uses, or to uses which are appropriate in rural areas.

What You Said

8.6 Respondents to the Local Plan Issues and Options consultation supported directing new development to within existing settlement areas. This approach will be followed for the most part but, with regard to the strategic site allocations, the settlement boundaries have been extended into land outside the settlement boundaries.

The Green Belt and Areas of Separation

Context

8.7 The Green Belt helps to ensure that settlements do not coalesce. No strategic review of the Green Belt within Fylde Borough will be undertaken when producing the Local Plan, although minor alterations may be required to accommodate the precise boundaries of some site allocations or to amend minor anomalies. Inappropriate development in the Green Belt will be resisted unless there are special circumstances which justify an exception. Paragraph 89 of the NPPF sets out these special circumstances and Policy ENV2, relating to Green Infrastructure, sets out the positive community benefits the Green Belt provides in terms of landscape, amenity and open space.

8.8 Within Fylde there is a narrow strip of land between the settlement boundaries of Wrea Green and Kirkham measuring 1052m at its narrowest point. In order to help maintain the openness of this area and the identity and distinctiveness of these two settlements, Policy GD2 proposes that an Area of Separation is defined. The policy will apply to all forms of development, including that considered appropriate in the Green Belt.

Policy GD2

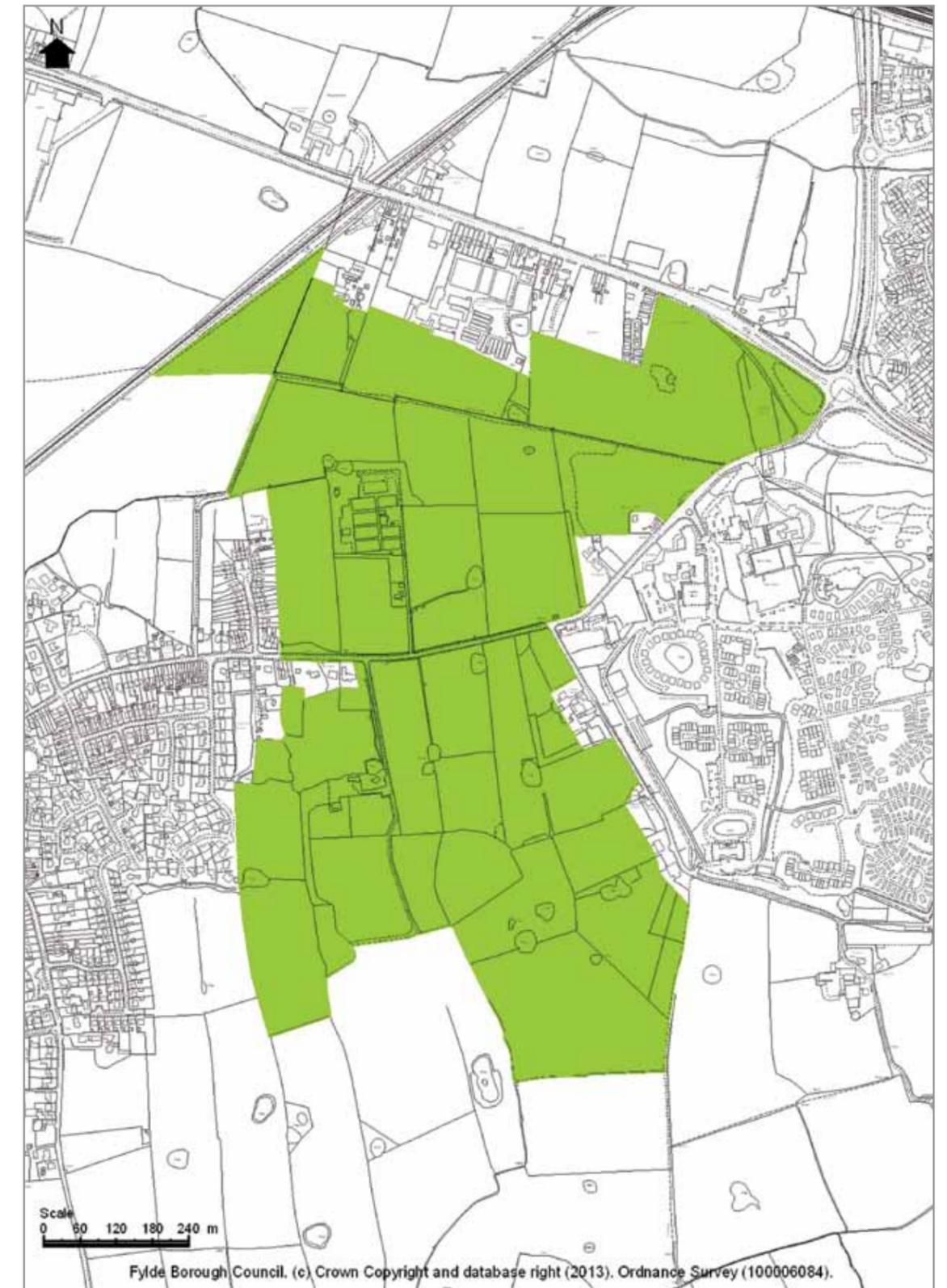
Area of Separation

The character and local distinctiveness of the narrow strip of open land between Wrea Green and Kirkham (as identified on the inset map) will be maintained by the definition of an Area of Separation.

Appropriate development within the Area of Separation will be permitted provided it does not contribute to the coalescence of the two settlements or diminish the open character of the land between them.

The Area of Separation will be a focus for Green Infrastructure. So far as is consistent with the predominantly open and undeveloped character of the area, opportunities to improve public access and recreation uses will be encouraged. Similarly, opportunities to conserve, enhance and restore its biodiversity and geodiversity value will be a priority.

Map of Area of Separation



Justification

8.9 The narrow strip of open land between the settlement boundaries of Wrea Green and Kirkham is recognised as an area valued locally as part of the local green infrastructure. Policy GD2 defines an Area of Separation between these two settlements, where appropriate development will be permitted provided it does not contribute to the merging of the settlements or diminish the open character of the land. In particular public access, enhancement of biodiversity and recreation uses will be encouraged.

Promoting Mixed Use Development

Context

8.10 Mixed use development can include urban, suburban or village development, including a single building, that blends a combination of residential, commercial, cultural, institutional, leisure, educational, community, health or industrial uses, where those functions are physically and functionally integrated, and that provides pedestrian connections.

8.11 Traditionally, settlements have developed in mixed use patterns. However, with industrialisation, planning regulations were introduced to separate different functions, such as manufacturing, from residential areas.

8.12 However, the benefits of mixed use include:

- The sustainability of the site, namely how well it relates to the settlement, and how easy it is to access the settlement centre and other local services on foot or by sustainable modes of transport;
- Greater housing variety and density;
- Reduced distances between housing, workplaces, retail businesses, and other destinations;
- More compact development;
- Stronger neighbourhood character; and
- Pedestrian and cycle-friendly environments.

Policy GD3

Promoting Mixed Use Development

Mixed use will be promoted where the following apply:

- An area within which the scale and character of uses is such that no single land use predominates. Residential, retailing, business, recreation, open space and industrial uses may all be represented.
- Mixed use areas comprising local service uses alongside residential and other uses, which could include business and open space.
- Where residential and commercial uses can be integrated within the same unit, creating flexible working practices and live/work units.

The element of mixed use will depend on the particular site and the character of the surrounding area.

Justification

8.13 The NPPF provides clear guidance in support of mixed use development at paragraphs 17, 21, 37 and 38. Therefore it is intended that all development within the categories set out in Policy GD3 should include an element of mixed use. The NPPF contains a particular recommendation for live/work. It says that when drawing up local plans, councils should 'facilitate flexible working practices, such as the integration of residential and commercial uses within the same unit'.

Large Developed Sites in the Countryside

Context

8.14 There are a number of large developed sites in the countryside or Green Belt areas within Fylde, such as Weeton Camp and Kirkham Prison. Whether they are redundant or in continuing use, the complete or partial redevelopment of these sites may provide opportunities for environmental improvements and local employment in the rural areas. The Council encourages such proposals, subject to the provisions of Policy GD4 and other relevant policies in the Local Plan.

Policy GD4

Large Developed Sites in the Countryside

The complete or partial redevelopment of large developed sites in the countryside will be permitted subject to the following criteria:

- a) The proposal would have no greater impact on the character, appearance or nature conservation value of the countryside, Area of Separation or Green Belt than the existing development, in terms of footprint, massing and height of the buildings;
- b) The proposal will not require additional expenditure by public authorities in relation to infrastructure and it can safely be served by existing or proposed means of access and the local road network.

Justification

8.15 It is important that redevelopment of existing or redundant large developed sites in the countryside and Green Belt respects the character of the countryside area or Green Belt land in which they are situated. Such sites include Kirkham Prison and Weeton Camp. It is not intended that this policy should relate to the redevelopment of farms or employment sites.

Chapter 9: The Fylde Economy

The Economy and Employment Land

Context

9.1 Manufacturing accounts for over 30% of employment in Fylde, with advanced manufacturing a particular strength through aerospace and nuclear fuels processing. The area also contains growth orientated service sectors, such as computer and business services, alongside the traditionally strong sectors of tourism, agriculture and the rural economy.

9.2 Since 1999 Fylde has experienced employment growth of 12.7%, exceeding national and regional comparisons over this period. Unemployment is currently low, with a claimant count rate of 2.1%, the second lowest in Lancashire, and relatively low levels (11.3%) of the working age population claim out of work benefits. The Borough has none of the high levels of deprivation seen in some areas in Lancashire, although there are concentrations of deprivation in certain parts, particularly across rural communities.

9.3 Fylde is one of the most affluent areas of Lancashire, distinguished by its quality of life and diversity of its rural and coastal environment. According to the Annual Survey of Hours and Earnings 2011, wage levels are high, exceeding national averages for both residence (£414.40) and work place earnings (£465.50), with Fylde recording the highest workplace wages in Lancashire, mainly due to the presence of large high value employers in the area, such as BAE Systems. Fylde's affluence is reflected in an average gross household income of £37-38,000, the third highest in Lancashire and well above the Lancashire average of £34,200.

9.4 Along with Wyre and Blackpool, Fylde is part of the Fylde Coast Sub-region and there are strong commuting flows between the three areas. Strategic employment sites, such as the Enterprise Zone at Warton and Blackpool International Airport, could provide extensive employment opportunities and support growth in other parts of Fylde. Employment opportunities could be opened up further to local people through well-planned public transport/ sustainable travel options.

The Fylde Employment Land and Premises Study 2012

9.5 The Fylde Employment Land and Premises Study, published in August 2012, provides a comprehensive assessment of the local economy and reflects the three-stage process set out in government guidance on employment land reviews. The study bases the requirement for Fylde's future employment land on the evidence of annual average take-up rate experienced by the Borough since 1989. This is considered to be a long term trend. If long term trends continue the study recommends that the Borough will need as much as 48.6 ha to cater for an expected annual take-up of 2.7 ha for the next 18 years (to the end of the Local Plan period, 2030). At 31st March 2012 there was 22.32 ha of available employment land in the Borough (assuming it is all readily developable and available in an open market). In fact 7.09 ha is considered to be potentially unavailable or undevelopable. The study suggests that the Council needs to find an additional 26.28 - 33.37 ha to match historic trends (of 2.7 ha/year).

9.6 Subsequent to publication of the study, 7.5 ha of the FBLP Existing Business and Industrial Areas has been lost to other uses at Heyhouses, St Annes. Consequently the identified shortfall of employment land for Fylde, for the Plan, is a minimum of 33.8 ha (rounded to 34 ha).

9.7 In addition to identifying a quantum of land required, the Fylde Employment Land and Premises Study includes a number of key recommendations and identifies potential areas of search.

9.8 The recommendations of this study have regard to the NPPF. Of particular significance is the fact that the study recommends the protection of the identified current land supply that is not the subject of existing consents for alternative uses.

9.9 In accordance with stage 3 of the guidance, the study identified the most appropriate broad locations for future employment land provision. If the Borough is to strive towards delivering a balanced employment land portfolio, it needs to provide for different types/sectors of employment development.

Employment Land Provision

9.10 Fylde is in need of further opportunities to meet employment land requirements up to 2030. The amount and type of employment land required to assist in maintaining the economic health of the area and in supporting the supply of job opportunities for its residents is addressed by Policy EC1. In doing so, it is recognised that Blackpool functions within the wider Fylde Coast Sub-Region employment market and the future employment forecasts for Fylde cannot be met in isolation without also jointly considering the requirements for the Sub-Region. It is therefore acknowledged that Blackpool's administrative area is characterised by a tightly constrained boundary and its employment land requirement of 15 ha cannot be accommodated on lands within its boundary. Consequently this results in a combined shortfall of employment land for Fylde and Blackpool, up to 2030, of 49 ha (Fylde 34 ha plus Blackpool 15 ha).

Overall Provision of Employment Land

Policy EC1

Overall Provision of Employment Land

The delivery of 49 ha of new employment development will be promoted from 2011 to 2030. Such requirement will be met on the following sites identified on the inset maps included in Chapter 7 and the map at the back of this document.

Site	Area (Ha)	Appropriate Use Classes
E2 - Blackpool International Airport (employment only)	5	B1(a)
E4 - Land West of Fleetwood Road, Wesham (mixed use)	4	B1(a), B1(b), B1(c), B2, B8
M1 - Land East of Cropper Road, Blackpool Periphery (mixed use)	11	B1(a), B1(b), B1(c), B2, B8
M2 - Whyndyke Farm, Blackpool periphery (mixed use)	20	B1(a), B1(b), B1(c), B2, B8
M3 - Land North of Blackpool Road, Kirkham or locally known as 'Kirkham Triangle' – (mixed use)	9	B1(a), B1(b), B1(c), B8
Total	49	

The appropriate use classes referred to above are B1, B2 and B8. Development proposals for alternative uses in these locations will be resisted, unless it is demonstrated to the satisfaction of the local planning authority that there is no reasonable prospect of the site being used for employment purposes.

Existing Employment Sites

Within the existing business and industrial areas, as defined in adopted FBLP policy EMP2, land and premises in class B business and industrial uses will be retained in that use class unless it is demonstrated to the satisfaction of the local planning authority that there is no reasonable prospect of the site being used for employment purposes.

Justification

Overall provision of employment land

9.11 The Fylde Employment Land and Premises Study identified eight broad locations as being potentially appropriate for new sustainable employment development. In doing so, it does not identify specific sites to be allocated in the Local Plan. Indeed these locations potentially identify more land than that required. The employment land requirement and specific sites need to be allocated and brought forward through policies in the Local Plan.

9.12 In maximising the Borough's assets consideration has been given to potential employment land being accessible by public transport; environmental impact; viability (in terms of market demand); and being close to population centres. Policies for employment land are flexible to accommodate the needs of indigenous business growth and potential investment to the area. In order to promote sustainable and integrated development, some of the employment land allocations identified in policy EC1 are referred to as mixed use sites. These sites form part of the Strategic Locations for Development portfolio which are addressed in more detail in Chapter 7.

9.13 Sustainable economic growth and expansion of all types of business and enterprise in rural areas is supported, provided it accords with other policies within the Local Plan.

9.14 Given that Blackpool functions within the wider Fylde Coast Sub-Region employment market, and the position of 'constraint' currently faced by Blackpool in allocating further employment land within its own boundary, part of its requirement will be met on land in Fylde Borough. The locally-determined targets for both Fylde and Blackpool will be met as sustainably as possible, while delivering the right kind of jobs, in the right sectors and the right locations.

9.15 The appropriate uses identified in policy EC1 are intended to provide for the development needs of business and industry. The Council will seek to resist proposals which seek to reduce the supply of land for business and industrial use.

Existing Employment Sites

9.16 Within the existing business and industrial areas, as defined in the adopted FBLP, policy EMP2 will apply until such time as the Proposals Map is updated. It is acknowledged that some of the sites identified have already been lost to non employment related uses, thus the FBLP Proposals Map only applies where land and premises remain in the class B use class. The sites will be updated, along with sites that have become employment related uses since adoption of the FBLP, as part of the Local Plan Part 2: Site Allocations to 2030.



Managing development of employment land

9.17 The Council recognises that, in addition to the locations referred to in policy EC1, there will be instances where proposals for business and industrial development come forward in other locations. The factors which should be addressed when considering such a proposal include the character and amenity of surroundings and the nature of the business proposed. Policy ENV6: Good Design in New Development will apply. Where unacceptable harm is not caused, employment development will be permitted.

Managing Development of Employment Land

Policy EC2

Managing Development of Employment Land

The Council will take account of the following factors when assessing all development proposals for employment uses:

- a) The accommodation should be flexible and suitable to meet changing future employment needs, and in particular provide for the requirements of local businesses and small firms.
- b) The scale, bulk and appearance of the development should be compatible with the character of its surroundings.
- c) The development must not significantly harm the amenities of nearby occupiers, nor cause unacceptable adverse environmental impact on the surrounding area.
- d) The scale of development should be compatible with the level of existing or potential public transport accessibility, and the on-street parking situation. Where additional infrastructure is required due to the scale of the development, such development will be required to fund the necessary infrastructure to support it by appropriate means.
- e) The Council will seek to ensure that employment opportunities are provided for local people and, where necessary, developers will be encouraged to implement relevant training programmes.
- f) The development should accord with other policies in the Local Plan.
- g) A landscape masterplan should be submitted prior to development of the site indicating that landscaping will be implemented in advance of the development.

Justification

9.18 Policy EC2 applies to all development proposals for employment uses. It applies to the development of employment land in the locations referred to in Policy EC1 and elsewhere in the Borough. Particular regard is to be had to how well an employment development can be integrated into its surroundings without causing unacceptable harm to its amenity.

The Enterprise Zone

9.19 The Enterprise Zone at Warton came into effect on 1 April 2012. It is centered around BAE Systems' base in a bid to boost economic development, through offering business incentives including discounted business rates and a simplified planning regime.

9.20 The main thrust of the Enterprise Zone is about attracting new investment and employment to the North West area which is based around high technology industries, with British Aerospace 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 is to retain younger people in Fylde and Lancashire as a whole and promote new development/industry that may not necessarily have set up in the area.

9.21 The Council, Lancashire County Council and BAE Systems have prepared a Local Development Order (LDO) for Phase 1 of the Enterprise Zone, which was the subject of public consultation between 17th May 2012 and 18th June 2012. A Submission version of the LDO, a Statement of Reasons and a Statement of Community Involvement, were then prepared by the Council and submitted to the National Planning Casework Unit. On 1st October 2012, the Council was informed that the Secretary of State did not wish to intervene and the LDO was adopted. A number of conditions are attached to the LDO that the developer is required to comply with. The LDO will expire 3 years from the date of adoption.

9.22 The adopted LDO flags up that a Master Plan will be prepared to establish a framework for the long term strategic objectives for the Enterprise Zone. The LDO provides wider permitted development rights and sets out guiding principles for the preparation of the Master Plan and the matters it should address. Work on preparation of the Master Plan has already commenced and it is intended that, upon completion, the Master Plan will be adopted by the Council.

9.23 The Enterprise Zone was excluded from the Fylde Employment Land and Premises Study as it is a planned re-use of an established employment allocation, and purports to serve as a location for specific industry sectors relevant to the site's current use. Existing employment sites included in the adopted FBLP (including the land at BAE Systems), will continue to be protected until the Fylde Local Plan Part 2: Site Allocations to 2030 is produced. Therefore, the future of the Enterprise Zone will be assessed after its initial three years, as part of the Local Plan Part 2.

What You Said

9.24 The Issues and Options consultation included an approach to providing employment opportunities relating to improving and diversifying the economy. A significant number of respondents supported retaining and improving land in Fylde's existing business and industrial areas; expanding opportunities around Blackpool International Airport and/or land at junction 4 of the M55 at Whitehills; creating new business parks and maximising the potential associated with the Enterprise Zone at Warton.

9.25 For those responses that did not support the proposed approach there was a variety of suggestions for alternative approaches, including prioritising the use of brownfield sites and ensuring employment locations are accessible by public transport, cycling and pedestrian links.

9.26 Blackpool Council identified the fact that only around 25 ha of its 40 ha employment land requirement can be accommodated within its Borough. It was suggested that Whitehills / Junction 4 of the M55 might address this shortfall.

9.27 A number of representations were made promoting specific sites for employment generating uses.

Sustainability Appraisal

9.28 The Interim Sustainability Appraisal of the Local Plan Issues and Options stated that it will be important to ensure that new employment sites can be easily accessed by sustainable modes of transport. It also recognised that there is a need to diversify the employment base to ensure long-term protection of employment and economic strength and to reduce dependence on a small number of major employers. Furthermore, the Borough should seek to provide more highly skilled jobs to attract and retain the higher skilled resident population and retain students.

9.29 With regard to the rural economy, the Interim Sustainability Appraisal stated that 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.

Alternative Options Considered

9.30 One of the options within the Issues and Options consultation set out an approach to providing good employment opportunities in Fylde and asked for respondents to comment. Given that there was not an up to date evidence base available, no other option was put forward in terms of how much or where employment land requirements should be targeted. All comments received have been considered and all reasonable alternatives assessed.

The Rural Economy

Context

9.31 The rural economy supports agriculture which is an important industry for Fylde, despite undergoing considerable change in recent years. As a result, farm diversification and rural tourism is now increasing in importance.

9.32 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.

The Rural Economy

Policy EC3

The Rural Economy

The sustainable growth and expansion of all types of business in the rural areas is supported where this is in accordance with other policies in the Local Plan.

Employment opportunities in the rural areas of the Borough are limited, therefore the Council seeks to retain continued employment use of existing employment sites. This could include any type of employment use, including agriculture, and may not be restricted to B1, B2 and B8 land uses.

Where it can be demonstrated to the satisfaction of the local planning authority that there is no reasonable prospect of a site being used for employment purposes, the Council will consider alternative uses where this is in accordance with other policies in the Local Plan.

The irreversible loss of the best and most versatile agricultural land outside settlement boundaries will be resisted unless it is necessary to deliver development allocated in the Local Plan, or for strategic infrastructure.

In order to support economic growth and expansion, the Council will support the roll out of high speed broadband in line with the Lancashire Broadband Plan.

The promotion and enhancement of rural tourism will be encouraged through rural diversification to create small-scale, sensitively designed visitor attractions and accommodation which:

- Take advantage of some of the Borough's natural and heritage assets, such as the canal network;
- Encourage the conversion of agricultural buildings in rural areas to support the visitor economy;
- Promote walking, cycling and bridle routes, including long distance routes and linkages to national networks;
- Contribute to the Ribble Coast and Wetlands Regional Park and the Coastal Parkway and its enjoyment by visitors; and
- Provide opportunities to access and learn about the natural and historic environment.

Justification

9.33 A significant proportion of Fylde is rural, and the preservation and development of a sustainable rural economy is a high priority within this Local Plan.

9.34 Employment opportunities are a finite resource and once lost to non-employment use, particularly residential use, are unlikely to return to employment use. Therefore there is a general policy presumption to retain rural employment sites, unless there is no reasonable prospect of the site continuing in that use.

9.35 Paragraph 28 of the NPPF states that local plans should support economic growth and expansion in the rural areas by taking a positive approach to sustainable new development. Paragraph 28 also states that local plans should promote the development and diversification of agricultural and other land based rural businesses. Sustainable agricultural diversification will be promoted as an important aspect of maintaining the rural economy. Rural business, tourism or recreational uses will also be encouraged.

9.36 The best and most versatile agricultural land is a finite resource. Where significant development of agricultural land is demonstrated to be necessary, areas of poorer quality land should be used in preference to that of a higher quality.

9.37 The Strategic Housing Land Availability Assessment (update 2012) and Employment Land and Premises Study 2012 both conclude that land outside existing settlement boundaries will need to be released to meet the Borough's housing and employment land requirements, as well as some of Blackpool's employment requirement.

9.38 Lancashire County Council is pursuing a plan to roll out a network of superfast broadband across Lancashire by 2015. This will help to stimulate activity in rural areas, increase business productivity and home working opportunities and attract investment into Fylde and Lancashire as a whole.



What You Said

9.39 The Local Plan Issues and Options consultation asked respondents if the Council should set out the type of rural diversification that should be encouraged, or whether the market should be left to decide.

9.40 Most respondents considered that the Council should set out policies for rural diversification. The National Trust also stated that the Plan should support rural based tourist facilities and other uses requiring a rural location.

9.41 Some respondents were concerned that development should not impact on existing businesses and that there should be increased retail and service provision to make villages more viable. It was felt that small industries in villages should support the local economy, and that the use of the local workforce would retain skills in the community.

9.42 Other respondents considered that new development should only take place on brownfield sites and be of an appropriate scale, range and diversity. Many respondents also suggested that agricultural land should be safeguarded for future use and food security.

9.43 Other views suggested that applicants should have the flexibility to diversify their enterprise and that diversification should be assessed on a site by site basis.

9.44 The Duchy of Lancaster supported the re-use or adaptation of traditional agricultural buildings, stating that this could help reduce demands for new buildings on land outside settlement boundaries and encourage diversification of the rural economy.

Sustainability Appraisal

9.45 The Interim Sustainability Appraisal states that setting out policies for rural diversification would have greater potential to deliver development that would meet rural needs. A council-led approach, rather than leaving it to the market, would provide greater certainty that development would be appropriate and would both protect and enhance the environment.

9.46 It also states that the reuse and conversion of existing buildings will offer a sustainable use of land resources and may improve local townscapes, Conservation Areas and the historic settings of Listed Buildings.

Alternative Options Considered

9.47 As there was support for the Council setting out appropriate forms of rural diversification in the Local Plan, the alternative option of leaving the market to decide will not be taken forward.

9.48 The reuse and conversion of existing buildings and structures was an option for managing climate change that was supported by respondents to the Local Plan Issues and Options consultation. Although a specific policy on managing climate change is not included in this Preferred Options, the justification for this option is carried forward into the Rural Economy Policy EC3 and Housing Policy H2 in Chapter 10, as a cross cutting theme that runs throughout the Local Plan.

Maintaining Vibrant Town and Local Centres

Context

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

9.50 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.

9.51 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 focus for their communities and offer opportunities for social integration.

9.52 National policy with regard to planning for retail, leisure and town centres is set out in the NPPF. The Local Plan will generally rely upon national policy with regard to the promotion and protection of town centres. As far as local interpretation of national policy is concerned, the three Fylde Coast authorities commissioned a study of the retail trends across the sub-region.

Fylde Coast Retail Study 2011

9.53 The Study recommends that comparison goods retail development across Fylde should be 8,620 (sq.m gross) in the period 2010 - 2026. The distribution of this capacity should be 70% at Lytham and 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 sub-region up to 2021, and only limited capacity to 2026.

9.54 Although the Study concludes that there is no overall need for further convenience goods floorspace in the immediate period, some localised deficiencies have been identified which need to be addressed. In rural areas 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.

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

Retail Centres in Fylde

9.56 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, with an increasing 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.

9.57 **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. Therefore, the recommendations for Lytham focus on maintaining the centre's vitality and viability through monitoring vacancies, maintaining the public realm and using the identified floorspace capacity to enhance the existing offer. This will ensure the centre remains attractive to local residents, in preference to competing destinations outside the area and out-of-centre locations.

9.58 **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 are slightly under-represented and there are a number of charity shops. The Study recommends that a more complementary and diverse mix of retailers is promoted and that the refurbishment of vacant units be encouraged so that they are fit for purpose.

9.59 The Local Plan will identify primary shopping areas (the main core of the retail centre) together with primary and secondary shopping frontages. It will identify centres such as Warton, that require improved retail services, as well as allocating 'in centre' and 'edge of centre' sites to meet requirements, as part of the Local Plan Part 2: Site Allocations to 2030.



Maintaining Vibrant Town and Local Centres

Policy EC4

Maintaining Vibrant Town and Local Centres

Retail and other appropriate town centre development will be encouraged within the defined town centres. Proposals for such development in 'edge of centre' or 'out-of-centre' locations will be considered in line with the National Planning Policy Framework.

The Council will produce Town Centre Management Plans which will address the function and accessibility of each town centre, including appropriate public realm schemes.

Within the district and local centres, retail and other appropriate town centre uses will be supported where they are appropriate to the scale, role and function of the centre.

The retail hierarchy of town, district and local centres within Fylde is as follows:

Retail Hierarchy of Centres

1: Town Centres - St Annes, Lytham, Kirkham

2: District Centres - Ansdell, Freckleton, Warton

3: Local Centres - in St Annes - Alexandria Drive, Headroomgate Road, Kilnhouse Lane, St Davids Road North, St Davids Road South, St Albans Road and Whalley Place.

The town, district and local centre boundaries are saved from the adopted FBLP and the existing boundaries shown on the Proposals Map are carried forward.

Within the primary shopping frontages defined in the adopted FBLP, proposals for the change of use from retail (Class A1 of the Use Classes Order) to other uses will be required to meet the following criteria:

- a) The proposal retains a pedestrian-level shop front with windows and display;
- b) Any proposed non-A1 use at pedestrian level should, wherever possible, have operational hours that include at least a part of traditional opening times (9am – 5pm). Uses that involve operational hours in the evening or night should not create inappropriate disturbance to residents or other users of the centre and surrounding areas;
- c) Within the primary and secondary shopping frontages, as defined in the adopted FBLP, policies SH1, SH2, SH3, SH4, SH5, SH7 and SH8 will apply until such time as they are replaced by the Local Plan Part 2: Site Allocations to 2030.
- d) Within that part of Wood Street, St Annes, identified as food and drink establishments, FBLP Policy SH6 will apply. It shall apply until such time as it is replaced by the Local Plan Part 2: Site Allocations to 2030.

Other Uses in Town and Local Centres

Within town centres, a diversity of uses that support the vitality and viability of the centre will be encouraged above ground floor level, to encourage an evening economy and to improve safety and security by increasing natural surveillance of the centre. Such uses include cultural facilities, restaurants and cafés, financial and professional services, offices and residential uses, as well as uses relating to non-residential institutions and leisure / recreation uses that are appropriate in a town centre.

Office development will be encouraged within or on the edge of the town centres and on other sites allocated for Class B1 development. Small-scale (up to 1,000m²) office uses will be permitted elsewhere within settlements, provided that they comply with other Local Plan policies, in particular Policy ENV6: Good Design in New Development. They should be of a suitable scale and should not have an unacceptable impact on their locality, for example in terms of traffic generation. New office developments should be readily accessible by public transport.

Justification

9.60 The purpose of policy EC4 is to maintain and enhance the vitality and viability of town, district and local centres. The retail hierarchy reflects the quality and range of shops and other services for the day to day needs of the local communities they serve.

9.61 Policy SD1 identifies Warton as a Strategic Location for Development, reflecting the proposed provision of new development. In the retail hierarchy Warton is identified as one of a number of District Centres. As a focus for new development within the Spatial Development Framework, the provision of retail facilities and services appropriate to its scale and function will improve Warton as a sustainable location. It is anticipated that Warton will expand its role during the life of the Plan, when development set out in the Warton Strategic Location for Development has taken place and the necessary improved services have been provided. In order to ensure that this takes place in a sustainable manner, a Master Plan for the Strategic Location is required.

9.62 The sequential approach to planning applications for main town centre uses as set out in the National Planning Policy Framework, will operate, requiring a town centres first approach.

Assessing impact

9.63 When assessing proposals for retail, leisure and office development outside of town centres, the national threshold of 2,500m² will apply in terms of requiring an impact assessment.

Change of use from A1 retail

9.64 The impact of the loss of a retail unit will vary according to the unit's size in relation to the defined centre as a whole, and the extent of alternative provision in the centre.

9.65 Where there is high demand for retail units, changes away from A1 use should be resisted. Where there is little or no demand for A1 uses, other economic activity in the town centre could help maintain vitality. It could be, in large centres, that the centre as a whole is vital and viable but less vital / viable pockets exist in certain parts.

9.66 Retention of a ground floor shop front helps minimise the impact of changes of use away from retail by maintaining a retail appearance on the street and allowing for easy conversion back to retail in the future.

Other appropriate uses

9.67 Other appropriate uses in town centres include restaurants, gyms, leisure facilities, betting shops, beauty salons and nail bars, as well as office uses.

9.68 Office uses are defined in national policy as a main town centre use that is considered appropriate in or on the edge of town, district and local centres. They can help contribute towards vitality and viability as workers access the local shops and services. As town centres tend to be easily accessible by sustainable forms of transport, office uses of an appropriate scale will be encouraged.

9.69 As office uses provide economic benefits, they will also be permitted elsewhere within settlement areas, provided other relevant policies are satisfied. By requiring that they are accessible by public transport, the impact on the area in terms of traffic can be reduced. Limiting schemes to a scale in keeping with the locality will minimise the possibility of negative impacts on neighbouring uses. National policy exempts small-scale rural office development from the sequential approach, but applicants proposing larger developments should demonstrate that they have first considered sites within or on the edge of town centres, except where such uses are proposed on land allocated or designated in the Local Plan for B1 uses.

Town Centre Management Plans

9.70 The Council will put in place Management Plans for the town centres, which will address the function and accessibility of each centre and include all envisaged public realm schemes for each of the areas.

What You Said

9.71 The Issues and Options consultation asked respondents if they considered that the market should decide where new retail development should be located or whether the Council should follow the approach recommended in the Fylde Retail Study. A third option proposed that increased convenience provision in the rural centres should be supported. Most respondents favoured following the approach recommended in the retail study. Most also agreed that the third option would improve rural communities' access to convenience shops, therefore reducing the reliance on car travel.

9.72 BAE Systems considered that planning policy should acknowledge the need for improved retail facilities within Warton.

Sustainability Appraisal

9.73 The Interim Sustainability Appraisal considered that allowing the market to decide where new retail development will be located would result in uncertainties. The most beneficial locations and retail types may not be delivered. Town centres could also become disjointed, with greater opportunities for crime and an over representation of charity and bargain shops. 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.

9.74 Following the recommendations of the Fylde Coast Retail Study provides a balanced approach to retail provision, as it seeks to ensure Fylde's retail centres (Kirkham, Lytham and St Annes) are vibrant and viable places, whilst recognising that appropriate small scale enhancements to convenience provision in rural areas can support communities and reduce private car use.

Alternative Options Considered

9.75 The option of letting the market decide where new retail development will be located will not be taken forward for the reasons set out in paragraphs 9.73 and 9.74.

Leisure, Culture and Tourism

Context

9.76 Leisure, culture and tourism make up an important industry in Fylde, accounting for 1 in 10 jobs. The Borough attracts over 3 million visitors each year, generating nearly £220 million spending in the local economy through a total of 4.25 million tourist days. More than three-quarters of these visitors are day-trippers to the traditional seaside resorts of St Annes and Lytham, the attractive market town of Kirkham and the picturesque villages. However, the 670,000 staying visitors generate more than 1.9 million visitor nights (an average of 2.9 nights per trip).

9.77 Fylde also benefits from international sporting and major cultural events such as the Lytham Proms and 1940s weekend. The British Open Golf Championship returned to Royal Lytham and St Annes in 2012 and attracted 181,400 visitors, generating over £27.62 million pounds for the Lancashire economy. (The Open Impact Report 2012). The Walker Cup is being held at Royal Lytham and St Annes in September 2015.

9.78 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.

9.79 Fylde has a relatively weak rural tourism economy compared to its traditional coastal market, despite rural visitor accommodation such as Ribby Hall Village and a range of caravan and camping sites. There is potential to build upon the rural tourism economy and develop greater links with other areas. There are aspirations to develop the Ribble Coast and Wetlands area into a regional park and, of particular importance to Fylde, to develop the Coastal Parkway. The Coastal Parkway will develop new opportunities for local people, visitors and businesses to benefit from the area.

9.80 The Strategic Housing Market Assessment (2008) states that Residential Mobile Home Parks are particularly prevalent in Fylde, accounting for 1.7% of the dwellings stock. This is higher than the sub regional average (1%) and North West average (0.3%).

9.81 There is evidence that holiday caravan sites are also being used as permanent residences, against planning legislation and caravan site licensing.



Leisure, Culture and Tourism Development

Policy EC5

Leisure, Culture and Tourism Development

The Council will plan for leisure, culture and tourism by:

- a) Promoting St Annes as a 'classic resort'.
- b) Supporting physical regeneration of Lytham and St Annes seafront area to maintain the hotel market and support wider tourism and the local economy.
- c) Promoting improvement and enhancement of the manmade coastal defences at Pleasure Island, Fairhaven Lake and Church Scar in order to encourage tourism and help maintain flood defences (see Policy CL1).
- d) Encouraging daytime and evening business, leisure, cultural and heritage based tourism facilities, such as hotels, restaurants, cinemas, theatres, museums, swimming pools and leisure centres within the town centres.
- e) Protecting existing tourism, cultural and leisure assets, such as golf courses and the seaside resort facilities, with a view to helping them to adapt to new challenges.
- f) Promoting public art and public realm works within settlements and seeking developer contribution funding where appropriate.
- g) Promoting beach leisure, activities and events.

Leisure, Culture and Tourism Accommodation

Policy EC6

Leisure, Culture and Tourism Accommodation

Serviced tourism accommodation (hotels) will be permitted in the primary holiday areas in St Annes, as defined on the inset map. Non serviced tourism accommodation uses in these areas will be resisted.

Leisure and tourism development will be encouraged in the North Promenade and South Promenade Sea Front area of St Annes and at Fairhaven Lake Sea Front area of Ansdell/Fairhaven, as defined on the inset map. Non leisure, culture and tourism uses will be resisted in these areas.

Development of additional leisure, culture and tourism uses at Ribby Hall Village will be permitted, provided that the amenities and character of the site are preserved and enhanced.

A limited increase in static and touring caravan and camping pitches will be permitted in order to enable environmental improvements.

Holiday caravan pitches should remain in their original use.

Justification

Leisure, Culture and Tourism Development

9.82 The culture and leisure sectors are constantly evolving and the challenge is to protect important assets (such as the manmade sea defences at Pleasure Island, Fairhaven Lake and Church Scar), whilst enabling them to adapt to new challenges. As cultural and leisure facilities benefit from being part of a 'critical mass', it makes sense to locate new facilities near to established ones. The Council is developing the Coastal Parkway Masterplan which will deliver improvements to Fylde's coastal leisure assets. Public realm works and public art should be located where they will have the greatest impact, such as at gateways to settlements.

9.83 Fylde has a number of regionally important tourism attractions. Particular emphasis is placed on broadening the range of attractions and improving the quality of the existing visitor accommodation.

9.84 Visitors to these attractions sustain tourism related employment, which will continue to evolve and create new business opportunities. The Local Plan is designed to enable appropriate development and flexibility for leisure, culture and tourism operators so that they can invest in or respond to changes in visitor and leisure preferences, whilst protecting the primary holiday areas and seafront locations in order to maintain the character and appearance of this predominantly tourist area.

9.85 The Lytham and St Annes 2020 Vision and St Annes Seafront Masterplan set out the Council's leisure, culture and tourism proposals for Lytham and St Annes, including the Classic Resort concept. The Coastal Parkway Masterplan is also emerging for the coastal strip from Starr Gate to Freckleton Marshes.

9.86 The Council will require developer contributions, subject to viability, for existing and new sport provision. This is dealt with in Policy INF2 relating to Developer Contributions.

Leisure, Culture and Tourism Accommodation

9.87 The Fylde Coast Sub-regional Visitor Accommodation Study (2009), jointly commissioned by Fylde, Wyre and Blackpool Councils, explores the quantity, quality and location of visitor accommodation and provides an appraisal of future need. The Council will follow the general recommendations of the Fylde Coast Sub-regional Visitor Accommodation Study (2009) with regard to tourism accommodation.

9.88 The Study shows that serviced holiday accommodation (hotels) in Fylde is dominated by the resort of St Annes, with a smaller number of businesses in Lytham. Holiday park pitch provision is predominantly located close to the boundary with Blackpool, although there are major holiday centres within the rest of the Borough, including Ribby Hall Village.

9.89 The study recommends that the primary holiday area be restricted to serviced accommodation only, in order to prevent hotels being redeveloped for holiday apartments as a first step toward residential development.

9.90 The Study highlights the use of holiday caravans for residential purposes. Holiday caravan sites are often located outside settlement boundaries and conversion to residential units puts pressure on local facilities and often results in elderly residents living in inaccessible locations. The study recommends that conversion and loss is resisted in order to maintain an adequate supply of holiday accommodation.

9.91 Policy EC6 relates to the primary holiday areas, the seafront areas of St Annes and Ansdell/Fairhaven and Ribby Hall Village, as defined in policies TREC1, TREC4 and TREC8 of the FBLP. These policies are superseded by policy EC6. FBLP policy TREC2, relating to the secondary holiday area, is no longer required.

What You Said

9.92 Most respondents to the Issues and Options consultation suggested that leisure and tourism should continue to be directed towards Lytham and St Annes, as there is existing infrastructure and potential to benefit the economy. However, they considered that existing visitor accommodation should be upgraded to modern standards. Many respondents were in favour of the 'classic resort' concept for St Annes.

9.93 Some respondents raised concerns about the impact that rural tourism accommodation could have on existing infrastructure and how it could encroach onto greenfield sites. Concerns were also raised about possible disruption to the rural centres and it was suggested that this form of development may be more appropriate at the outskirts of rural centres. However, other respondents stated that rural areas require additional facilities and that further facilities are specifically required at Kirkham and Wesham.

9.94 The majority of respondents were in favour of protecting existing and providing additional leisure and tourism facilities. Most respondents considered that the existing night time leisure provision is sufficient. Further comments stated that if additional night time provision is provided, this should be low key and located in centres rather than villages. Many respondents stated that night time provision is already provided in nearby Blackpool.

Sustainability Appraisal

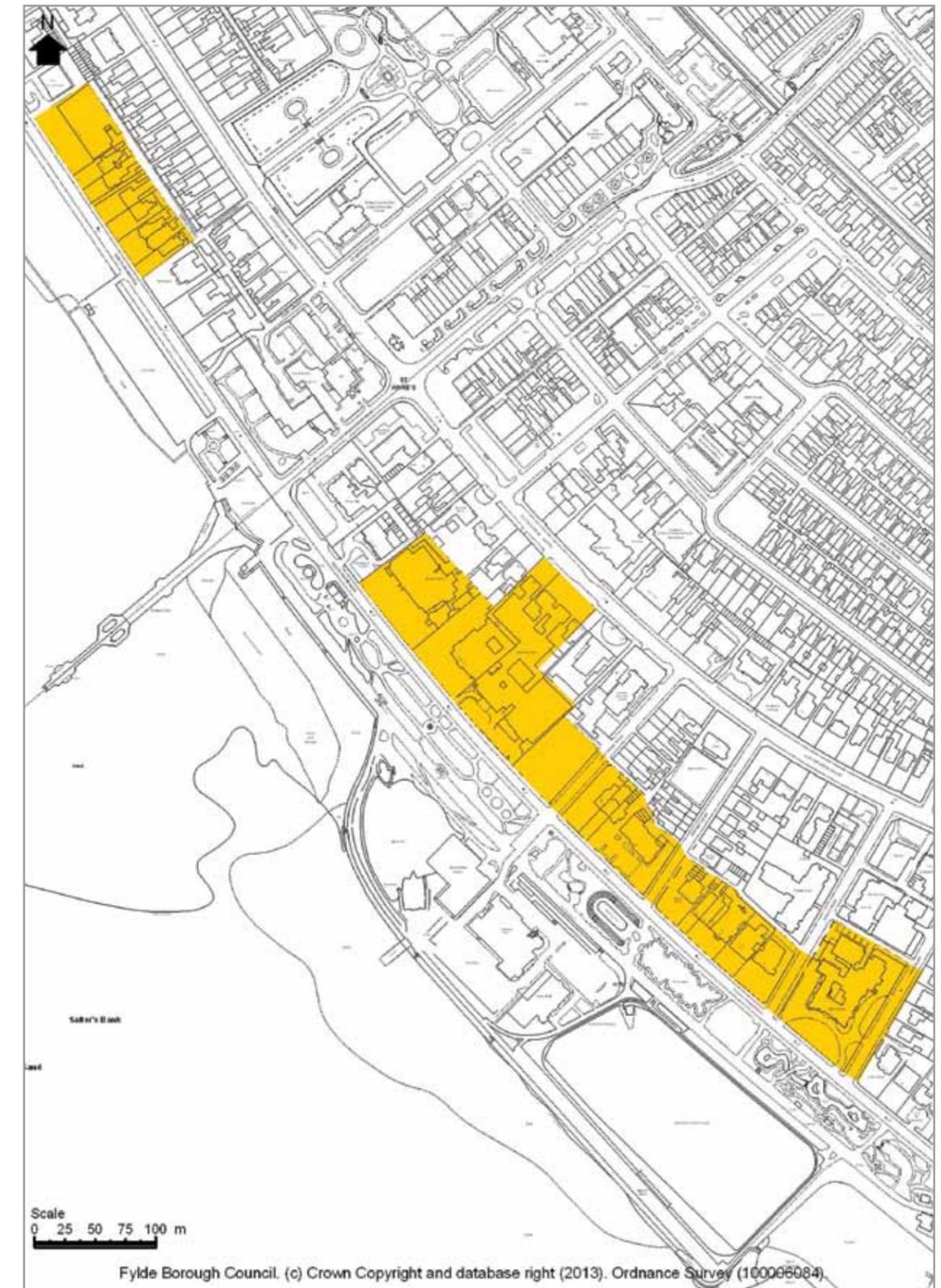
9.95 With regard to leisure and tourism development, the Interim Sustainability Appraisal highlighted that protecting existing indoor facilities and providing additional facilities would directly benefit Lytham and St Annes, as there is currently a lack of these facilities. Enhancement of the night time economy could have both positive and negative effects on crime, as it could increase opportunities for anti-social behaviour yet also help to create thriving towns during the evening. Enhancement of the Ribble Coast and Wetlands Regional Park and enhancement of public realm and open space would have beneficial effects on biodiversity, indirect benefits on health and result in beneficial effects on landscape character.

9.96 The Sustainability Appraisal states that following the approach to tourism accommodation recommended by the Fylde Visitor Accommodation Study provides the most structured way forward. The alternative of allowing the market to decide could lead to an oversupply and potentially inappropriate development.

Alternative Options Considered

9.97 The Issues and Options consultation suggested a number of ways that the leisure and tourism offer in Fylde could be improved. Most of the options were supported and are taken forward in policies EC5 and EC6. As there was less support for increasing the night time economy, this will be promoted as low key and directed towards the town centres.

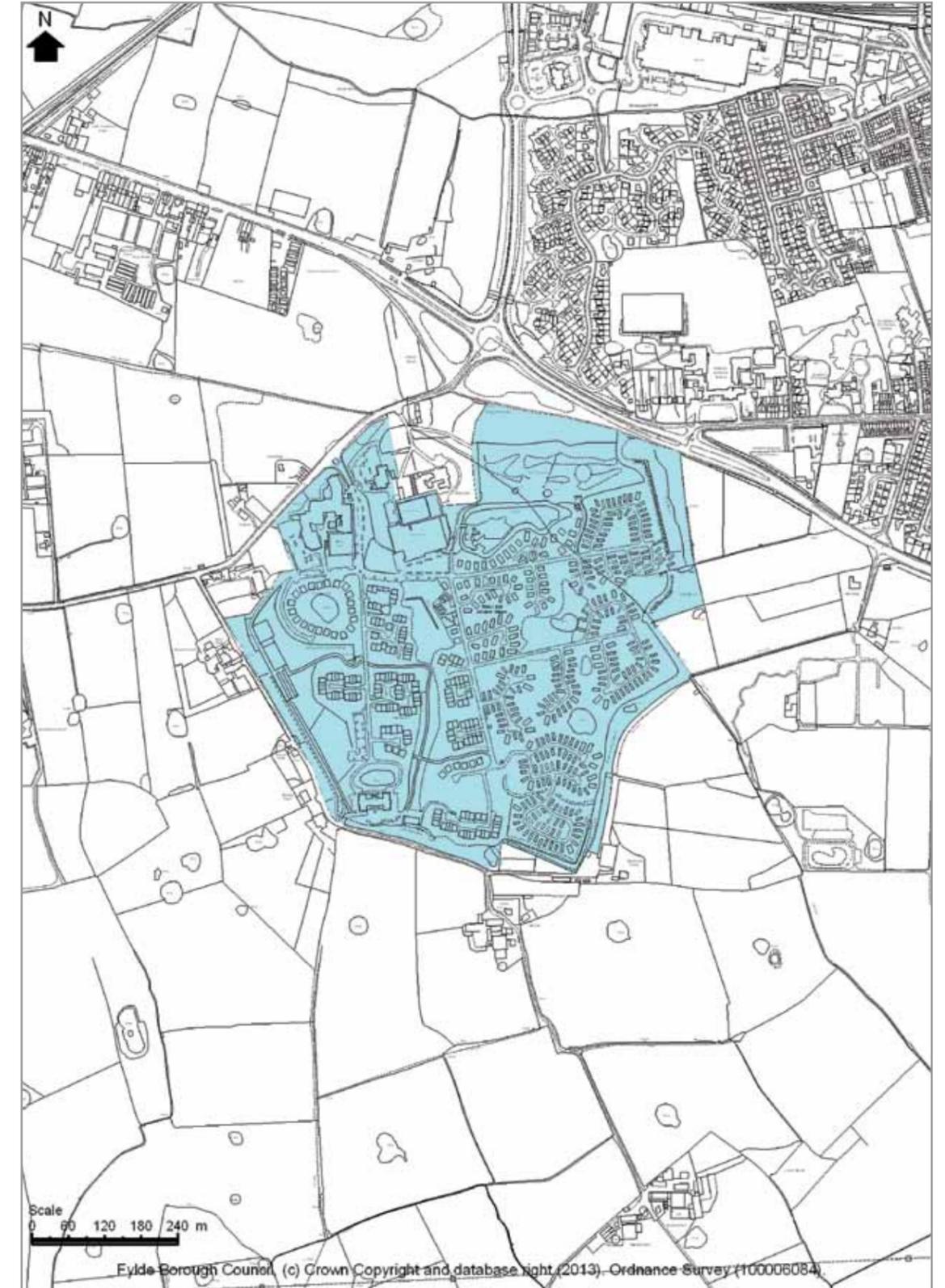
Boundaries of the Primary Holiday Areas



Sea front areas of St Annes and Ansdell/Fairhaven



Ribby Hall Village Boundary



Chapter 10:

Provision of Homes in Fylde

Provision of Homes in Fylde

Context

10.1 Access to a decent home is fundamental to everyone's quality of life. Homes 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 society's needs for homes is a key aspect of creating and maintaining sustainable communities.

10.2 A key objective of the NPPF is to significantly boost the supply of housing by increasing the delivery of new homes so that everyone has the opportunity to live in quality, well designed affordable homes. To enable this, the planning system should aim to deliver a sufficient quantity, quality, and range of homes consistent with land use principles and other policies in the NPPF. Local planning authorities should objectively assess their development needs and derive local targets for housing delivery. In addition, authorities with a track record of persistent under-delivery on housing should plan for 20% more homes on top of their five year supply.

10.3 Local Planning Authorities should set out their approach to density, mix, size, type and tenure, including affordable housing. They should identify and bring back into use empty housing and buildings. In that regard Fylde Council is currently developing an Empty Homes Strategy for the Borough. Development in residential gardens should be resisted where it will cause harm to the local area.

10.4 In rural areas affordable housing should be provided through Rural Exception sites, where appropriate. Homes should be located where they will enhance or maintain the vitality of rural communities and new isolated homes in the countryside should be avoided, unless there are special circumstances.

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

Density, Mix and Design of New Residential Development

Policy H1

Density, Mix and Design of New Residential Development

Density

Densities of new residential development will reflect the character of the surrounding area.

Residential development within Fylde Borough will normally have a minimum density of 25 dwellings per hectare (dph) net, subject to specific issues relating to the site. Densities of less than 25 dph net will only be permitted where special circumstances are demonstrated. Higher densities (40- 60 dph net or more) will be expected on sites with good access to public transport facilities and services.

When considering a proposal for higher density development, the Council will seek to ensure that there is no unacceptable impact on local infrastructure or highway safety, and that adequate open space and car parking can be provided. The achievement of higher density should not be at the expense of good design or the amenity of the occupiers of the proposed or existing neighbouring properties.

Car Parking Standards are set out in Appendix 4.

Mix

A broad mix of dwelling types, sizes and tenures, including private rented and buy-to-let, will be required on all large housing sites of over 100 units to reflect the demographics of the Borough as set out in the Fylde Coast Strategic Housing Market Assessment (SHMA). Homes that are affordable to people working within the local community, and those with strong links to the local area, will be encouraged in order to promote the vitality of local businesses and community life.

To reflect the demographics of the Borough, specialist retirement accommodation will be permitted if a need is demonstrated within or adjacent to a town centre or strategic location for development, where a range of services is available. This should conform to other policies within the Local Plan.

On smaller sites of under 100 units the Council will require a mix that makes a positive contribution to the vitality of the local community. In Lytham and St Annes, Kirkham, Wesham, Freckleton and Warton 2-3 bedroom family homes with private amenity space should be included in the mix, as there is a lack of family accommodation within the existing stock.

Conversion of traditional homes to flats and apartments will be resisted in the Lytham and St Annes seafront area.

In rural areas a mix of house sizes should be provided, in particular small family homes with gardens, which will contribute to the vitality and meet the housing needs of the local community.

Design

Design of new residential development will be assessed against paragraphs 56-68 of the NPPF, Policy ENV 6: Good Design in New Development and Building for Life 12.

As a minimum, all new housing developments should meet the Homes and Communities Agency 'Design and Quality Standards' which are currently in force.

Development on garden land

When considering proposals for residential development on garden land, stringent caveats will be applied relating to design, character, access, amenity and other issues deemed appropriate by the local authority. Development on garden land should not result in any of the homes relying on what was previously a front garden for all of their private amenity space.

Provision for All Ages

Within new developments of more than 15 homes, at least 25% of market homes should be built to the Lifetime Homes Standards as set out in the Code for Sustainable Homes, unless it is demonstrated that this would render the development unviable.

Community Self Build schemes will be encouraged and the Council will reserve the right to refrain from requesting developer contributions for these developments, in order to promote viability of the schemes.

Justification

Density

10.6 The term density refers to the number of dwellings per hectare (dph). It is directly related to the mix of dwelling types and sizes. Densities that are too low result in inefficient use of land. Communities that work well are built at a sufficiently high density to encourage interaction but not too high to cause negative impacts on the environment. High density development of flats and apartments has had a negative impact on the character of the built environment along the seafront at Lytham and St Annes.

10.7 Densities of more than 25 dph net can result in three storey developments. Fylde is a relatively flat area, especially near the coast, meaning that three storey development can be very visible particularly on an edge of settlement site. However in town centres, buildings tend to be taller and higher densities can be achieved without any detrimental impact on the character of the area.

10.8 There is a tendency for densities of residential applications in the urban area to be too high, and densities of rural applications to be too low.

10.9 Densities should be increased in town centres and adjacent to public transport hubs. Edge of settlement sites often have a requirement for lower overall densities in order to provide landscaping along the boundaries to protect views from outside the settlement boundaries. It is also important that edge of settlements are well connected to existing settlements by landscaped pedestrian and cycle routes, to enable sustainable non vehicular access to the services in the existing settlement.

Mix

10.10 Mix refers to the types of homes, e.g. detached, semi detached or terraced, bungalows and flats and to the size, e.g. number of bedrooms and floor area. Mix also relates to tenure, e.g. market housing, private rented, buy-to-let, housing association rented and, in particular, affordable housing. Another aspect of mix is extra care and supported housing for the elderly, people with special needs, offenders, homeless and those avoiding domestic violence. Policy HI permits specialist elderly accommodation, such as sheltered housing and retirement villages, if a need is demonstrated and it is located in or adjacent to a town centre of strategic location for development, where a range of services and facilities is available. A detailed breakdown of the balance of the existing stock is contained in The Emerging Housing Requirement Paper 2011, available on the Council's website.

10.11 The number of households in Fylde has grown over the last 30 years and this is expected to continue. The overall housing stock in Fylde 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 even further.

10.12 Therefore the Local Plan promotes a broad mix of sizes and types of homes within each part of the borough to reflect the needs of different households, particularly the need for smaller homes. It promotes homes that are affordable to people working within the local community, and those with strong links to the local area, to promote the vitality of local businesses and community life. The nature of the existing housing stock varies from place to place, although there has been a tendency for new homes to be larger and more expensive than the average for Lancashire.

10.13 Fylde is not homogenous and each sub-area has its own characteristics. The stock and household size is markedly different in Lytham and St Annes than other parts of the borough, with more small homes (mainly flats) and large numbers of small households (one person pensioner households). Small households that can afford to live in large homes may choose to do so but growth in small elderly households may suggest a need to focus on specialist accommodation for the elderly (bungalows, sheltered housing, retirement villages, flats and apartments) to meet the requirements of the growing elderly population.

10.14 This gives rise to two issues of concern. Firstly, the large number of new flats is one factor which attracts retirees to Lytham and St Annes when the population already has much higher than average proportions of elderly people. Secondly, traditional detached homes 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 appearance and character of the local built environment.

10.15 In Lytham and St Annes there is a need to focus on medium sized accommodation comprising homes, rather than flats, which are relatively affordable to families. This will help deliver a wider choice of high quality homes, widen opportunities for home ownership and create inclusive and mixed communities, as required by NPPF paragraph 50.

10.16 There has historically been a tendency for the majority of new housing completions in the rural areas to be large dwellings. Between 2003 and 2012, 70% of rural dwelling completions were three bedrooms or above. In the future a more balanced mix of house sizes should be provided.

Design

10.17 As a minimum, all new housing developments should meet the Homes and Communities Agency 'Design and Quality Standards' which are currently in force (see www.communities.gov.uk/planningandbuilding).

10.18 Policy ENV6 in Chapter 14, relating to Good Design in New Development, provides more detailed policy on design.

10.19 Building for Life 12, produced by the Building for Life Partnership, is the industry standard for well designed homes and neighbourhoods that local communities, local authorities and developers are invited to use to guide the creation of good places to live.

10.20 Lifetime Homes are ordinary homes incorporating sixteen design criteria that can be applied to new homes. Each design feature adds to the comfort and convenience of the home and supports the changing needs of individuals and families at different stages of life. Providing a proportion of Lifetime Homes in every new development will help to meet the requirements of the growing elderly population (see paragraph 10.25).

10.21 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 and commitment and are prepared to learn new skills. More information is available on the community self build website at www.communityselfbuildagency.org.uk/. Policy H1 is intended to facilitate community self build.

Development on garden land

10.22 The amount of residential development that has been permitted on garden land over recent years in Fylde has been relatively low. There has been an average of three residential completions in gardens each year in Lytham and St Annes, with a total of five in Kirkham (2003- 2012), three in Freckleton in 2012 and none in Warton and the rural areas. It is, however, acknowledged that concern about the impact of proposals can be particularly acute. Policy H1 only allows for garden land development subject to stringent caveats relating to design, character, access, amenity and other matters.

Provision for all Ages

10.23 There is a continuing trend in many parts of Fylde, in particular Lytham and 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.



10.24 Lytham and 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 many of the following characteristics:

- Are frail
- Have a degenerative disease
- Can pay for their own support and care needs
- Are owner occupiers
- Are unable to pay for their own support and are not owner occupiers

10.25 The Council will work with Lancashire County Council to encourage Extra Care and other forms of supported housing, which will add to the provision of housing for all ages. In addition to permitting development of specialist retirement accommodation if a need is demonstrated, Policy H1 requires that 25% of all market homes on schemes of over 15 should be built to Lifetime Homes Standards. This will provide an increasing number of homes which are suitable for use by the elderly. Lifetime Homes Standards 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. However, achieving Lifetime Homes Standards will require increased space standards and may increase building costs.

What You Said

10.26 Most respondents to the Issues and Options consultation were supportive of developing a range of densities and applying them to suit the character and requirements of different parts of Fylde. With regard to mix, a large number of respondents supported restricting the development of flats along the seafront and promoting family housing across all parts of Lytham and St Annes. There was also support for a mix of homes in rural areas, with sufficient emphasis on smaller homes. Most respondents also supported the requirement for a broad mix of housing on all large development sites and the provision of specialist housing for the elderly.

Sustainability Appraisal

10.27 With regard to mix, the Interim Sustainability Appraisal stated that developing policies that set out the type and size of homes on all large housing sites would offer the greatest control over housing mix and therefore the greatest potential to meet the full range of housing needs. Leaving the mix of homes to market forces may still bring benefits, yet may also result in a more limited range of market housing. It may not address the issue of vulnerable groups living in often poor quality, private rented accommodation. Providing homes for the large and increasing elderly population in Lytham and St Annes would also meet an important housing need.

10.28 With regard to density, it concluded that applying a range of densities to suit the character and requirements of different parts of the borough would provide the most balanced approach to housing density.

10.29 With regard to provision for all ages, it stated that ensuring all new homes are built to Lifetime Homes Standards would offer health benefits as residents' quality of life would be improved. However, requiring all new homes to meet these standards could make schemes less viable, less able to fund required levels of affordable housing and less attractive to private developers. Requiring a percentage of new homes to achieve these standards would present a more balanced approach.

Alternative Options Considered

Housing Density

10.30 The Issues and Options consultation put forward an option that the private sector should be able to determine densities. Although this option could result in more efficient use of land it was rejected because it is likely to lead to high density development with a surplus of flats and is unlikely to result in the provision of family housing with gardens and associated green space.

10.31 Although minimum densities have been taken forward in the policy, the character of the surrounding area will be the most important factor. Minimum densities alone would allow for the efficient use of land but would be likely to result in a higher proportion of flats and would not cater for all housing needs. It would not take into account the housing needs of different areas or the varying character of the built environment.

Housing Mix

10.32 An option of leaving decisions on housing mix to the developer was rejected because this is likely to result in a mix of homes that achieves the highest values but does not necessarily meet the needs of the local community.

10.33 An option of continuing with existing policies requiring a mix of housing in all but the smallest developments, without setting detailed requirements, was also rejected. This option would not realise the benefits of tailoring housing mix on a particular site to meet the needs identified, in line with demographics and the existing mix.

Lifetime Homes and Community Self Build

10.34 The Issues and Options consultation included an option that all proposals should be built to Lifetime Homes Standard and another option that only a percentage should be built to these standards. As requiring all proposals to be built to these standards could be onerous on developers and impact on viability, Policy H1 proposes that only a percentage (at least 25% of the homes) should be required to meet these standards.

10.35 The Issues and Options consultation asked respondents if they agreed with the Council's proposed approach of reserving the right to refrain from requesting contributions for affordable housing with Community Self Build schemes, in order to seek to increase the economic viability of these schemes and encourage more to come forward to add to Fylde's housing supply. There was support for this approach, which is included in Policy H1.

Park Homes

10.36 The Issues and Options consultation also asked respondents whether there should be a requirement for contributions to affordable housing if park homes are permitted. The responses to this option were mixed. Some considered that park homes should contribute towards affordable housing provision through a commuted sum and suggested it may be appropriate to include a separate policy relating to park homes with appropriate threshold and contribution levels. Others considered that this requirement could lead to reluctance to provide park home pitches within Fylde and that holiday lettings could also be affected. After considering these responses the Council has decided not to seek affordable housing contributions from permissions for park homes and therefore park homes are not specifically referred to in Policy H1.

Conversions and Change of Use to Residential

Policy H2

Conversions and Change of Use to Residential

Conversions and change of use of redundant buildings to residential use will be permitted where the Council has identified a need for additional housing through the Strategic Housing Market Area Assessment or other later evidence.

When considering proposals for residential conversions, careful attention should be paid to the amenity of nearby residents, the character of the immediate area, access to the nearest services, parking provision and design. Residential conversions should protect existing amenity space and should not result in any of the homes relying on what was previously a front garden for all of their private amenity space.

Justification

Conversions

10.37 Conversions form a significant component of the housing supply in Fylde. During the last 11 years 13% of completions have resulted from the conversions of homes and buildings in other uses. For the period April 2001 - March 2012 there were 321 net completions arising from conversions and change of use. Of these, 59% were completed in Lytham and St Annes, comprising mainly large homes converted to flats, as well as a small number of shops converted to residential use. 31% were completed in the rural areas, these being predominantly barn conversions, of which 7% were in Kirkham and Wesham and 3% in Freckleton and Warton.

10.38 Paragraph 51 of the NPPF states that local authorities should normally approve planning applications for change to residential use and any associated development from commercial buildings (currently in the B use classes) where there is an identified need for additional housing in that area, provided that there are not strong economic reasons why such development would be inappropriate.

10.39 The NPPF states that the long term retention of allocated sites should be avoided where there is no reasonable prospect of the land being brought forward for B1, B2 and B8 uses. However, the Fylde Employment Land Study recommends that the Council should protect existing employment sites that are not the subject of consents for alternative uses. The Study states that all existing business and industrial land and premises should be retained as there is a shortage within Fylde. See Chapter 9 for detailed policy on employment land in Fylde.

10.40 The Issues and Options consultation did not put forward options relating to residential conversions. However, the reuse and conversion of existing buildings and structures was put forward as an option for managing climate change, which was supported by respondents. Although a specific policy on managing climate change is not included in this Preferred Options consultation, the justification for this option is carried forward into Policy H2 as a cross cutting theme that runs across the whole of the Local Plan.

10.41 The Council will identify and bring back into use empty housing and buildings in line with local housing and empty homes strategies and, where appropriate, acquire properties under compulsory purchase powers.

Improving the Quality of Existing Stock

10.42 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.

10.43 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. The Council's Housing and Environmental Health Department tackles 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.

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

Improving Housing Conditions for People who are Vulnerable

10.45 The private rented sector is benefitting from the steps outlined above. Social Housing Tenants are benefitting from investment by social landlords to achieve the Decent Homes Standard. 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.

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

Affordable Housing

Policy H3

Affordable Housing

All urban market housing schemes of 15 homes or more and rural market housing schemes of 4 homes or more will be required to provide a minimum of 30% affordable housing, subject to viability testing. Normally this housing should be provided on site.

For residential developments within or adjacent to the urban areas of Lytham and St Annes, Blackpool, Kirkham, Wesham, Warton and Freckleton, the provision of affordable housing will be to meet borough wide requirements.

For residential developments within or adjacent to the rural areas of Clifton, Elswick, Newton, Singleton, Staining, Weeton and Wrea Green, the provision of affordable housing will be to meet the requirements identified for that settlement.

Small scale 100% affordable housing schemes (up to 10 dwellings) will be permitted within or adjacent to the minor settlements of Little Eccleston, Treales and Wharles, as an exception to normal planning policies. If a need has been identified in that settlement, and 100% affordable housing has been demonstrated not to be viable, a proportion of market housing will be permitted in order to deliver affordable housing.

The precise requirements for tenure, size and type of affordable homes will be negotiated on a case-by-case basis, having regard to the viability of individual sites and local need.

The Council will usually expect the following:

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

Lifetime Homes – 25% of all affordable homes will be built to Lifetime Homes standards (these will be in addition to the 25% of market homes as required by policy H1).

The Council will take account of viability when assessing individual schemes. If a level of affordable housing lower than that set out above is proposed for a specific scheme, the Council will expect robust information on viability to be provided by the applicant.

The Council may seek to independently verify such information, with any costs associated with the verification met by the applicant, before approving a scheme with lower levels of affordable housing than that specified above.

Justification

10.47 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 by regard to local incomes and local house prices. Affordable housing should include the provision to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision.

10.48 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.

10.49 The requirement for 25% of all affordable homes to be built to Lifetime Homes standards will ensure that some affordable homes are provided for the elderly and others with limited mobility. However, achieving Lifetime Homes Standards will require increased space standards, which may increase building costs and have an impact on the amount of affordable housing that can be delivered.

What You Said

10.50 The Issues and Options consultation asked respondents if the current policy approach to affordable housing should continue unless a viability study indicates that policies should change, whether current policies should change or whether there should be an aim to provide affordable rented homes on every new housing site.

10.51 There was support for the current approach to continue, as it was the only option that referred to viability testing. Respondents added that policy should ensure a balance is achieved between economic viability and affordable housing provision, which should allow viability assessments to be submitted when schemes are struggling to prove viable.

10.52 Some respondents considered that the current approach should change and that policy should take into account the character and current density within a rural setting. Some considered that thresholds should change in order that executive homes are not permitted in one part of the borough, with the required affordable housing located elsewhere. Others disagreed and considered that a greater opportunity to provide commuted sums that could assist in the delivery of affordable housing elsewhere in the borough should be included in the policy.

10.53 Some respondents stated that schemes that cannot deliver affordable housing in accordance with policy should only be permitted where robust evidence demonstrates that viability would be compromised. It was suggested that consideration should be given to tenure, type and size of housing units proposed by developers through developer contributions. As Fylde's current stock is made up of 60% flats, the development of more affordable family homes was welcomed.

Sustainability Appraisal

10.54 The Interim Sustainability Appraisal concluded that, overall, a balance is required between affordable homes provision and market value provision in order to ensure development is economically viable and attractive to private developers.

10.55 It also concluded that requiring a percentage of new affordable homes to achieve Lifetime Homes Standards presents the most balanced approach, as requiring all affordable homes to meet these Standards could prove unviable for developers.

Alternative Options Considered

10.56 The options of continuing the current approach to affordable housing provision without any changes, or requiring provision of affordable rented housing on every new housing site, have not been taken forward. Policy H3 adopts the current approach but also takes account of viability issues and the character of different parts of the borough.



Gypsies, Travellers and Travelling Showpeople's Sites

Policy H4

Gypsies, Travellers and Travelling Showpeople's Sites

Planning applications for new Gypsies, Travellers and Travelling Showpeople's Sites will be permitted where all the following criteria can be met:

- a) There is evidence of need for a new Gypsy, Traveller or Travelling Showpeople's site and the site would provide for the permanent and/or transit accommodation needs in that area or neighbouring area;
- b) The site is not in the Green Belt;
- c) The site is not in Flood Risk Zone 2 or 3;
- d) The location and design of the site would protect local amenity and the local environment;
- e) The site would be within or adjacent to a settlement which can provide education, health, welfare and employment infrastructure. Local environmental quality with respect to noise and air quality should not have a detrimental impact on the health and wellbeing of travellers;
- f) The detailed design of the site should be in accordance with The Designing Gypsy and Traveller Sites Good Practice Guide CLG 2005 and there should be safe vehicular and pedestrian access to the site and adequate parking for vehicles and other equipment;
- g) The number of pitches and/or plots should be related to the specific size and location of the site and the size and density of the surrounding population. In a rural or semi-rural location the scale of the site should not dominate the settled community;
- h) The site should have the potential to allow mixed use, such that traditional lifestyles can be accommodated by living and working on the same site. However the uses proposed should be compatible with adjacent land uses;
- i) The site should not place unacceptable pressure on existing infrastructure, such as services, schools, transport infrastructure and waste and wastewater capacity.

Applications to extend existing gypsy, traveller and travelling showpeople's sites will be assessed against the above criteria.

Justification

10.57 National Planning Policy for Traveller Sites (March 2012) states that Local Planning Authorities will need to set their own pitch targets for gypsies and travellers and plot targets for travelling show people, which address the likely permanent and transit accommodation needs of travellers in their area, working collaboratively with neighbouring planning authorities. In addition, travelling showpeoples' sites will need to include mixed uses. There will therefore be implications for employment as well as housing land.

10.58 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, during the RSS period, there was no requirement in Fylde for permanent gypsy and traveller pitches.

10.59 Fylde Council, along with Wyre Council, commissioned Salford University to undertake a study which was put on hold pending revised government guidance. This has been completed and work will now 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.

10.60 Policy H4 sets out the broad criteria for the provision of pitches and plots. It is important that it is used in a positive way and not to imply that there are no suitable areas within Fylde. The subsequent Local Plan Part 2: Site Allocations to 2030 document will allocate the location of the specific sites, based on the need demonstrated by the updated study by Salford University.

What You Said

10.61 There were no options relating to Gypsies, Travellers and Travelling Showpeople in the Issues and Options consultation document and no comments were received.

Alternatives Options Considered

10.62 There were no alternatives considered in the Issues and Options consultation because government guidance is clear on the matter.

Isolated New Homes in the Countryside

Policy H5

Isolated New Homes in the Countryside

Isolated new homes in the countryside will only be permitted where:

1. The dwelling is required to meet the essential needs of a rural worker. It should only be permitted where all of the following criteria can be met:
 - a) the business requires the permanent attendance of a worker on site;
 - b) the need cannot be met by any existing dwelling or other accommodation at the business or in the general locality;
 - c) the business is financially sound and has a clear prospect of remaining so;
 - d) the size of the dwelling is appropriate to the need and it is located adjacent to any existing buildings and uses the existing access.

If accommodation is needed in relation to a new enterprise, such as a caravan or other temporary accommodation, it should be approved for a maximum of three years.

2. It represents the optimal viable use of a heritage asset. The conversion of a heritage asset to residential use will be permitted where:
 - a) it represents the optimal viable use of the heritage asset or the dwelling(s) would be appropriate enabling development to secure the future of the heritage asset; or
 - b) the development would re-use redundant or disused buildings and lead to enhancement of the immediate setting.
3. The exceptional quality of design of the building helps to raise standards of design in the countryside. The exceptional quality or innovative nature of the design of the dwelling would:
 - a) be truly outstanding or innovative, helping to raise standards of design more generally in the countryside;
 - b) reflect the highest standards in architecture;
 - c) significantly enhance its immediate setting; and
 - d) be sensitive to the defining characteristics of the local area.

Justification

10.63 The NPPF supports, as an exception, the construction of isolated new dwellings in the countryside where the dwelling is required to meet the essential need of a rural worker, it represents the optimal viable use of a heritage asset or the building provides exceptional quality of design.

10.64 For social, economic or environmental reasons it is often preferable for rural workers to live close to their place of work. However, because of continuing high demand for rural homes by the general community, the Council considers it is necessary that applications for isolated homes in the countryside for rural workers' occupation fulfil the criteria set out in Policy H5.

10.65 Policy H5 states that, very occasionally, the exceptional quality and innovative nature of the design of a proposed isolated new home may provide the special justification for granting planning permission. Such a design should be truly outstanding and ground-breaking, for example, in its use of materials, methods of construction or its contribution to protecting and enhancing the environment, so helping to raise standards of design more generally in rural areas. The value of a building will be found in its reflection of the highest standards in contemporary architecture, the significant enhancement of its immediate setting and sensitivity to the defining characteristics of the local area.

What You Said

10.66 There were no options relating to isolated new homes in the countryside in the Issues and Options consultation and no comments were received.

Alternatives Considered

10.67 There were no alternatives considered in the Issues and Options consultation.

Replacements of, and Extensions to, Existing Dwellings in the Countryside

Policy H6

Replacements of, and Extensions to, Existing Dwellings in the Countryside

Proposals to replace and/or to extend an existing dwelling in the countryside will be permitted where the following criteria are met:

- a) The replacement or extended dwelling is increased in size by a maximum of 25%, calculated in relation to the ground floor area of the original dwelling. (This calculation will exclude any outbuildings and integral garages/workshops); and
- b) the appearance of the replacement or extended dwelling respects the character of the original building and surrounding rural area with regard to scale, design and use of materials.

Justification

10.68 There is an issue in Fylde regarding small rural traditional dwellings being replaced by much larger modern homes. In particular, Fylde is characterised by large former estates with small estate workers homes. These small detached or semi detached cottages are often demolished and replaced by one much larger dwelling.

10.69 Sixty five percent of completions of rural dwellings (excluding barn conversions, caravans and flats) are four and five bedroom homes (2003-2012). This means that larger dwellings, as a proportion of total stock in the rural areas, are increasing. This affects affordability and elderly residents' ability to downsize, while remaining in the area.

10.70 Most importantly, the impact on the rural landscape must be considered. Large dwellings are often overbearing in appearance, they dominate the landscape and are surrounded by suburban style gardens with ornate walls, gates and floodlighting. The overall impact is to make the appearance of the rural area more suburban.

What You Said

10.71 There were no options relating to replacements of, and extensions to, existing dwellings in the countryside included in the Issues and Options consultation and no comments were received.

Alternatives Considered

10.72 There were no alternatives considered in the Issues and Options consultation.

Chapter 11: Health and Wellbeing

Health and Wellbeing

Context

11.1 Fylde has a higher than average proportion of retired residents, a proportion that is set to increase over the coming decades. Whilst health in Fylde is generally good, alcohol consumption is a concern and there is evidence that road safety could be improved for older residents. There is also a need for activities for young adults and older children.

11.2 Overall the general health of people in Fylde is better compared to Lancashire and England averages but challenges remain, including:

- The high proportion of the population over 65, with a proportion not in good health;
- The relatively high level of road injuries and deaths in drivers over 65;
- The increasing rates of hospital admissions for alcohol related conditions for under 18s, alcohol related harm and binge drinking;
- The rising smoking rates amongst adults;
- The excess winter deaths and fuel poverty in vulnerable groups;
- The need to maintain levels of physical activity in adults and children;
- The need to maintain low numbers of early deaths from heart disease and stroke; and
- The need to maintain lower than England average for obese children and adults.

11.3 Life expectancy in Fylde is 79.5 years for men and 83 years for women, similar to the national averages. Life expectancy is 5.2 years lower for men and 4.2 years lower for women in the most deprived areas of Fylde than in the least deprived areas.

11.4 Mortality rates have fallen over the last 10 years. Early death rates from cancer, heart disease and stroke have fallen and are better than the England averages. Specific identified needs include reducing the number of people in Fylde with cardiovascular disease, as Fylde has the second worst rate in Lancashire.

11.5 The levels of healthy eating and physically active adults in Fylde are currently in line with England averages, with obesity levels for adults significantly better. Whilst the number of year 6 children classed as obese has decreased slightly from 18% to 16%, national trends indicate an increase overall in the number of adults and children who are obese or overweight.

11.6 With regard to alcohol, statistics show the rates of hospital admissions for alcohol-specific conditions, binge drinking and the rates of admission for under 18's are not significantly different to the national averages, but they are increasing.

11.7 Addressing these issues requires the co-ordinated efforts of a number of agencies, local authorities and voluntary and community organisations involved in health and wellbeing. As of 31st March 2013, Primary Care Trusts (PCTs) no longer exist. Instead, Lancashire County Council is responsible for public health and Clinical Commissioning Groups are responsible for individual patients' health (mainly GPs).

11.8 These changes to public sector service delivery (for example in public health) can provide the opportunities for different ways of collaborative working to the benefit of Fylde's most deprived neighbourhoods.

11.9 Health and wellbeing considerations are referenced throughout the Local Plan. Policy HW1 concentrates on three particular aspects, namely the provision of health care services, access to healthy food and the requirement for Health Impact Assessments.



Health and Wellbeing

Policy HW1

Health and Wellbeing

The Council will integrate public health principles and planning and help to reduce health inequalities by:

- a) Working with health care commissioners to support healthcare facilities and particularly to improve primary care and mental health care access and facilities;
- b) Where required by the priorities of Lancashire County Council and health care commissioners, identifying sites for new facilities reflecting the spatial distribution of need and the importance of accessibility and public transport provision;
- c) Seeking contributions, where appropriate and viable, towards new or enhanced facilities from developers where new housing results in a shortfall or worsening of provision;
- d) Safeguarding and encouraging the role of allotments, garden plots within developments and small scale agriculture and farmers markets in providing access to healthy, affordable locally produced food options

In order to help reduce health inequalities, the Council will require health impact screening to be undertaken for all development proposals on strategic sites. A full Health Impact Assessment will be required if the screening demonstrates a need.

Justification

Provision of Health Care Services

11.10 Primary health care (GP surgeries, health centres, clinics, and dental surgeries) is managed by Clinical Commissioning Groups. Access to primary care in rural areas can be difficult, particularly for older people. Mental health services are provided across Lancashire by Lancashire Care NHS Foundation Trust. The Lancashire Teaching Hospitals NHS Foundation Trust provides secondary care services at Blackpool Victoria Hospital. Lancashire County Council also provides care services for older people and for children and young people, as do a number of private and third sector agencies.

11.11 The types of health care services provided and the methods of delivery continue to change. For example, some Clinical Commissioning Groups are developing 'walk in' centres for primary care, based in town or district centres, whilst others are developing GP led 'polyclinics', which are intended to provide more specialist facilities than GP surgeries and will therefore take some pressure off hospitals.

11.12 Where Lancashire County Council, the Clinical Commissioning Group or other service providers identify a need for a new facility, the local authority will assist with identifying a suitable site and, if possible, seek to identify land in the Local Plan Part 2: Site Allocations to 2030 document. New housing development may create a need for new or expanded health care facilities. The local authority will seek the advice of the Clinical Commissioning Group in establishing whether new facilities will be required to serve the development, and if this is the case, will seek appropriate developer contributions.

11.13 Providing a high quality public realm and more opportunities for walking, cycling and public transport can offer significant enhancements to health and wellbeing. Encouraging changes in behaviour needs to be targeted appropriately, taking into account culture, population, social and psychological factors and the physical environment.

Access to Healthy Food

11.14 The link between the quality of food we eat and personal wellbeing is well documented. Concerns are increasing in the UK over levels of obesity and the consequent health issues. Community food growing schemes can help counter this by providing fresh, affordable food and also promote physical activity and social inclusion. It is important, therefore, to safeguard allotments and other urban land that can support local food growing.

Health Impact Assessments

11.15 The effect that planning policies and proposals may have on the health of a community can be tested through "Health Impact Assessment" (HIA).

This aims to ensure that any adverse impacts are reduced and positive impacts are maximised for all sections of the community.

11.16 In order to help reduce health inequalities, health impact screening will be required for all development proposals on strategic sites. A full Health Impact Assessment will be also required if screening demonstrates a need.

What You Said

11.17 Respondents to the Issues and Options consultation felt that planning policy should help reduce health inequalities by requiring health impact screening to be completed on all development proposals on strategic sites or development sites above a certain size. If the screening identifies the need for a full health impact assessment it should be carried out.

Alternative Options Considered

11.18 The Issues and Options consultation did not include alternative options specifically promoting health and wellbeing. As the NPPF (paragraph 171) states that local planning authorities should work with public health leads and health organisations to understand and take account of the health needs of the local population, the Council has included Policy HW1 to address these issues.



Chapter 12: Infrastructure, Service Provision and Transport

Infrastructure, Service Provision and Transport

Context

12.1 A vital element of sustainable development is the provision and delivery of local services and infrastructure. However, lack of infrastructure should not be seen as an obstacle to development. One of the core planning principles set out in paragraph 17 of the NPPF states that planning should proactively drive and support sustainable economic development, and this includes the delivery of infrastructure. Additionally, paragraph 21 requires that planning policies should recognise and seek to address potential barriers to investment, including any lack of infrastructure.

12.2 Infrastructure has a broad definition and includes physical, social/community infrastructure and environmental/green infrastructure. The Council is producing an Infrastructure Delivery Plan (IDP) which will identify the infrastructure required to deliver the Local Plan and how it will be delivered. In doing this, it will identify obstacles to the delivery of the Local Plan and how these will be overcome. The IDP will also identify gaps in funding, and will therefore inform the Community Infrastructure Levy (CIL), which is a levy the Council may use to charge on new developments. More information on CIL is set out in Policy INF2.

12.3 The Council is consulting on the draft IDP and Infrastructure Schedule alongside this Local Plan Part 1 Preferred Options document. The draft IDP contains a summary of the information the Council has already obtained. The Council has engaged with infrastructure providers throughout the plan preparation process and the detailed information received from infrastructure providers during this consultation gives greater clarity to the specific infrastructure required to deliver the Local Plan.

12.4 The draft IDP is accompanied by an Infrastructure Schedule listing the infrastructure projects that are currently planned, or are known to be required to deliver the Local Plan, along with the costs, timescales, funding sources and who will deliver the infrastructure. It also indicates the certainty of these schemes taking place. The schedule will be regularly updated as new infrastructure schemes and requirements are known.

Service Accessibility and Infrastructure

Policy INF 1

Service Accessibility and Infrastructure

New development will be required to provide essential site service and communications infrastructure and demonstrate that it will support infrastructure requirements as set out in the Infrastructure Delivery Plan.

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

- a) Make the most of existing infrastructure by focusing on sustainable locations with the best infrastructure capacity;
- b) Mitigate any negative impacts on the quality of the existing infrastructure as a result of new development;
- c) Where appropriate, contribute towards improvements to existing infrastructure and provision of new infrastructure, as required to support the needs of the development;
- d) Where appropriate, demonstrate how access to services will be achieved by means other than the car; and where appropriate, demonstrate how the range of local social and community services and facilities available will be suitable and accessible for the intended user(s) of the development; and
- e) Where new development is proposed in the areas of the Blackpool Periphery; Kirkham and Wesham; Lytham and St Annes; and Warton that are affected by limitations on waste water treatment, they should be phased to ensure delivery of the development coincides with the delivery of an appropriate solution which meets the standards of the Council, the Statutory Undertaker and the Regulators.

The Council will support the delivery of a new secondary school on land within the Warton Strategic Location for Development.

The Council will support delivery of broadband in line with the Lancashire Broadband Plan and communications technology to all parts of the Borough and will encourage and facilitate its use in line with national policy.

Community Facilities

Development proposals for new community facilities should be co-located where possible, providing mixed uses and a range of services in one sustainable and accessible location.

Where new facilities are required independent of new development, they should be located in the most accessible location available.

The loss of any community facilities will be resisted unless it can be demonstrated that the facility is no longer needed, or can be relocated elsewhere that is equally accessible by the community.

Justification

12.5 Whilst new infrastructure will be required to deliver the Local Plan, it is important that development is located and phased so that it makes the most efficient use of existing infrastructure (See the Housing Trajectory in Appendix 3). Development should be directed toward those settlements that have a good range of existing infrastructure and services before considering areas where there are deficits requiring investment and improvement. However, it is also important that improvements, such as telecommunications and broadband to serve new businesses, are identified and that the Local Plan helps make these improvements happen.

12.6 One way of tackling climate change is by creating sustainable communities. Dispersing services and work places over wide areas makes them difficult to serve with public transport. In addition, the rural nature of Fylde means that isolation from services is a particular concern.

12.7 To ensure Fylde's infrastructure capacity is maximised, development should be located where there is existing infrastructure capacity. Where infrastructure deficiencies exist, the Council is committed to achieving a consistent and co-ordinated approach to providing new or improved infrastructure through partnership working with providers, the development industry and other agencies and this is documented in the IDP.

12.8 A key infrastructure issue in Fylde is the capacity of the combined sewer network, mainly due to the amount of surface water that enters the system. There is further information on this issue in Policy CL1 and also in the draft IDP that supplements this document.

Community facilities

12.9 It is projected that there will be a significant shortfall of school places in the Borough over the plan period and many schools, particularly within Lytham and St Annes, are already at capacity. Education services in Fylde are managed through Lancashire County Council. It has identified a need for a new secondary school in the south west of the Borough. Following discussions with Lancashire County Council, it is recommended that a location within the strategic site west of Warton, included in the Warton Strategic Location for Development, be identified for a new secondary school. It is anticipated that the specific site will be identified in the Fylde Local Plan Part 2: Site Allocations to 2030. Further information is set out in the draft IDP that supplements this document.

12.10 There is a lack of reliable, high speed electronic communication in parts of the Borough. Lancashire County Council is leading on the Lancashire Superfast Broadband Project which aims to bring improved broadband speeds to businesses and communities in Lancashire, including Fylde, by 2014. This will help to stimulate and increase business productivity, aid home working opportunities and attract investment into Lancashire. Again, further information is set out in the draft IDP.

12.11 There is a shortfall of burial and crematoria facilities in Fylde. Most church yard burial grounds have closed and demand for municipal burial land is increasing. The existing supply of burial land at Lytham Park Cemetery is estimated to be 10 to 15 years. Improvements and extensions to the current burial and crematoria facilities will be identified in the Local Plan Part 2: Site Allocations to 2030.

12.12 Availability of community facilities can contribute towards community spirit, and can also reduce the need to travel by making communities more self-contained.

12.13 The protection of open spaces and green infrastructure is covered in Policy ENV2. The protection of leisure, cultural and tourism assets, such as golf courses and seaside resort facilities, is covered in Policy EC5.

What You Said

12.14 In response to the Issues and Options consultation Lancashire County Council noted that there is a shortfall in primary and secondary school places in Lytham and St Annes. The main priority is primary places but there is demand for an additional secondary school, for which a site will be identified in the Local Plan.

12.15 It was noted by respondents that, although there is generally good provision in terms of indoor facilities in Fylde, there are gaps in swimming pool provision at Lytham and Freckleton and the Borough is significantly under provided in terms of fitness provision. The Campaign for Real Ale welcomed recommendation in the NPPF that local authorities introduce policies to safeguard community facilities, such as pubs.

12.16 Natural England raised concerns about bathing water quality at the Ribble Estuary and the impact on designated sites. The Environment Agency also noted that the issue of bathing water quality will require a cross boundary partnership approach to managing / resolving the issue. It added that the Council will need to demonstrate that growth proposed in areas where there are sewer capacity issues is able to be delivered, and that new development in these areas includes the necessary infrastructure improvements. It also stated that development must be phased to coincide with required infrastructure improvements.

Alternative Options Considered

12.17 The Issues and Options consultation asked whether respondents agreed with the Council's approach to dealing with infrastructure and if they had any other suggestions. No other options were put forward.

Developer Contributions

Context

12.18 Co-ordination and funding of the delivery of new infrastructure and infrastructure improvements is necessary to ensure that development does not place an unacceptable burden upon existing infrastructure. This will be achieved through the development and regular monitoring of the Infrastructure Delivery Plan (IDP), which will sit alongside and inform the Local Plan. The IDP identifies the infrastructure that will be required and when it should be delivered. Where possible, funding for delivery of the infrastructure is identified along with the delivery partners.

12.19 The Council is required to demonstrate that development proposed in the Local Plan can be supported by the necessary infrastructure. The Council is engaging with infrastructure providers to determine the key infrastructure capacity issues that impact upon Fylde.

12.20 The Local Plan has established the essential infrastructure that will be needed to help deliver development and the particular requirements relevant to the Strategic Sites and Locations (see Chapter 7). There are a number of infrastructure providers, including the utility services – water, sewerage treatment, electricity, gas and telecommunications. These bodies are required to co-operate with the Council on issues of common concern in strategic planning under the 'duty to co-operate.' Local public sector providers, including health and education, are supported by national government sources of funding but this is generally aimed at catering for existing demand plus some 'natural' growth and refurbishment/replacement programmes.

12.21 Increased infrastructure service demand associated with new development is generally provided and/or paid for by developers. The way new developments may be required to provide infrastructure through planning permissions is changing. The 'developer contributions' approach reaches separate individual legal agreements under Section 106 of the Planning Act. These contributions are also used to mitigate other adverse impacts of a development. This process is currently evolving into a standard charge approach (the Community Infrastructure Levy or CIL), whereby a tariff is applied to each unit of development, such as each dwelling. The Council is currently considering developing a CIL Standard Charging Schedule but, until it is adopted, Section 106 agreements will continue to provide the mechanism for collecting developer contributions towards essential infrastructure.

Developer Contributions

Policy INF 2

Developer Contributions

New development will normally be expected to contribute towards the mitigation of its impact on infrastructure, services and the environment and contribute towards the requirements of the community. This may be secured as a planning obligation through a Section 106 agreement, where the development would otherwise be unacceptable, or through the Community Infrastructure Levy (CIL), at such time as the Council has prepared a Standard Charging Schedule.

The types of infrastructure that developments may be required to provide contributions towards include, but are not limited to:

- a) Utilities and Waste (where the provision does not fall within the utility providers legislative obligations);
- b) Flood prevention and sustainable drainage measures (see policy CL1);
- c) Transport (highway, rail, bus and cycle / footpath network, canal and any associated facilities);
- d) Community Infrastructure including health, education, libraries, public realm and community facilities (see glossary);
- e) Green Infrastructure (such as outdoor sports facilities, open space, parks, allotments, play areas, enhancing and conserving biodiversity and management of environmentally sensitive areas) (see policies ENV3 and ENV4);
- f) Climate change and energy initiatives through allowable solutions; and
- g) Affordable housing.

Where appropriate, the Council will permit developers to provide the necessary infrastructure themselves as part of their development proposals, rather than making financial contributions.



Justification

12.22 All development, regardless of size and scale, places additional demands on services and facilities, impacting on their ability to meet the needs of the community. The Community Infrastructure Levy (CIL) will create a system which will pass the cost of infrastructure improvements on to those developments above 100 m² which are considered to be of a type viable to charge CIL. This will allow the Council greater autonomy over expenditure and ensure strategic infrastructure aims are met along with localised objectives.

12.23 CIL was introduced in the Planning Act 2008 (Part 11) and on 6 April 2010 regulations were passed that enable local planning authorities to apply CIL on new developments in their area (see paragraph 12.20). Draft regulations have also been passed, along with guidance on the 'meaningful proportion' to be applied to Neighbourhood Development Plans. The Localism Act has confirmed the role of CIL in developer contributions and has increased the flexibility of the CIL framework. The Council is investigating the preparation of a CIL Standard Charging Schedule and will shortly be undertaking a viability assessment to inform this process.

12.24 The introduction of a CIL charging schedule will not remove the requirement for Section 106 planning obligations which will continue to be used in accordance with the tests set out within the CIL regulations. Planning obligations are a key delivery tool, providing the opportunity to secure financial contributions which mitigate against the localised impacts of development which would otherwise render the proposal unacceptable in planning terms.

12.25 The Infrastructure Delivery Plan identifies particular infrastructure requirements within the Borough that are needed to support the Local Plan and ensure delivery of sustainable communities. The CIL and Section 106 agreements will be vital in supporting the delivery of infrastructure, along with other funding streams.

What You Said

12.26 In response to the Issues and Options consultation LCC noted that primary and secondary education provision, highway access and safety and access to sustainable transport should be included in the list of infrastructure which may be addressed by developer contributions.

12.27 Respondents noted that, with regard to viability, infrastructure considerations alone should not prevent development from taking place. Another respondent stated that all development should not contribute to a Community Infrastructure Levy, as the CIL could become a tax on planning consents.

Alternative Options Considered

12.28 The Issues and Options consultation asked whether respondents agreed with the Council's approach to dealing with infrastructure. No other alternative options were put forward.

Transport Provision

Context

12.29 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.

12.30 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 which are 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.

12.31 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 and the production of the Local Transport Plan (LTP3) and its Implementation Plan.

12.32 The Blackpool North railway line to Preston; the network of quality bus services focused on the urban area; and Blackpool International 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 at peak periods and there is poor public transport provision in some rural areas. The infrequency of trains on the South Fylde railway line is an ongoing concern, as is the lack of a direct link to Blackpool North station on this line.

12.33 Blackpool International Airport plays an important role in providing direct air links from Lancashire to destinations in Europe. Whilst these services are currently geared to tourist traffic from the UK to holiday destinations, the airport also has a role in catering for inward traffic as the visitor economy develops in Blackpool and Fylde. Links to the public transport network (train, tram and bus routes) are not yet fully exploited, with no direct bus link to Blackpool North station and relatively poor access to nearby Squires Gate station or Starr Gate.

12.34 The Strategic Development Site at J4 of the M55 is situated close to the boundary with Blackpool. This has good access to the M55 and the A583, while links to Lytham and St Annes will be improved by the construction of the Heyhouses Link Road to the M55(J4), funded by developer contributions. Blackpool International Airport is expected to play an important role in supporting Lancashire's economy, both the direct and indirect jobs it supports and by supporting the visitor economy and through business connectivity.

The Strategic and Local Highway Network

12.35 The Council continues to support the protection of the route of the M55 – Norcross Link Road (the Blue Route). That part of the route from junction 3 of the M55 up to Skippool is in Fylde. The remainder of the route up to Norcross is in Wyre Borough. The alignment of this route to and from J3 of the M55, including the option south of Mains Lane, will continue to be protected. The project, at an estimated cost of £150 million (2012 prices), remains unfunded. The Local Transport Plan for Lancashire, LTP3, includes a proposal to undertake an M55 to Fleetwood Corridor Study, which will consider connectivity with the wider area. Policy T1 safeguards the proposed route from unnecessary development until such time as funding is available.

12.36 Proposals for a new link road (the Preston Western Distributor Road), linking the M55 near Bartle to the A583/A584 junction at Clifton (including land within Fylde), are included in Lancashire County Council's Central Lancashire Highways and Transport Masterplan. In addition to supporting new housing north of Preston and easing existing congestion on the motorway at the Broughton junction with the M6, the new junction and link road will greatly improve access to the Enterprise Zone at Warton, which is currently poorly linked to the strategic highway network. The Council supports these proposals and will work with the County Council to ensure these major schemes facilitate improvements to the road network in Fylde. The estimated cost of this scheme is £109 million (2012 prices) and the proposed timetable suggests start of works in 2019/20 and road open in 2023/24.

12.37 The Fylde and Wyre Highways and Transport Masterplan is due for completion by March 2014. It will provide a transport evidence base to inform future highways and transport strategy development and the basis for future decisions on infrastructure planning and strategic priorities for the area.

12.38 The M55 (J4) to Heyhouses Link Road, which will provide a direct north/south route across the Moss linking the M55 motorway and St Annes, will be funded by private sector development in Fylde. Planning permission for the link road was granted by the Secretary of State in 2012, as part of the proposed Queensway residential development, north of St Annes.



Strategic Highway Improvements

Policy T1

Strategic Highway Improvements

A corridor of land within Fylde Borough, including the option south of Mains Lane, is proposed for the route of the M55 – Norcross Link Road (the Blue Route), as shown on the FBLP Proposals Map. Development which would prejudice the future implementation of the road scheme will not be permitted.

The following strategic highway improvements will be supported:

- a) The M55 to Norcross Link Road
- b) The M55 to Heyhouses Link Road
- c) The M55 junction 2 and Preston Western Distributor.

The A585(T) Corridor Study will also be supported.

Justification

12.39 The Preferred Option identifies improvements to Fylde’s strategic and local highway network. This includes the M55-Norcross Link Road, the route of which traverses lands in both Fylde and neighbouring Wyre. The route of this link road is safeguarded until such time as the timing, funding and precise method of delivery are fully established.

12.40 It is the responsibility of Wyre Council to safeguard land required to implement this proposal within its local authority area.

Blackpool International Airport

12.41 Blackpool International Airport represents both a commercial and leisure facility. It provides daily passenger services to Dublin, Belfast and the Isle of Man, charter flights and holiday flights to European destinations, as well as daily cargo services. It also provides a base for private aircraft, the North West Air Ambulance, helicopter flights to service off shore rigs and pleasure flights.

12.42 The Blackpool Business Park and Squires Gate Retail Park have been developed on disposed airport land. The majority of the residual airport land is designated as Green Belt and this will be safeguarded. However, there is sufficient land within the airport complex outside the Green Belt to facilitate further airport operational development.

Policy T2

Blackpool International Airport

The open lands of the airport identified on the FBLP Proposals Map will be safeguarded from non airport related development and the continuing operation and viability of the airport as a sub-regional facility will be supported.

Further development required in relation to the operation of the airport, or development of ancillary leisure uses, will be located in the areas outside the Green Belt identified on the FBLP Proposals Map, unless there are overriding operational requirements that constitute very special circumstances and which justify development in the Green Belt.

Justification

12.43 The Airport is of sub-regional importance and this is recognised in Policy T2, which seeks to support its continued operation.

12.44 The majority of the residual airport lands are designated as Green Belt in order to preserve the separation between Blackpool and St Annes. The Council will safeguard these in the interests of the Airport and the Green Belt. Sufficient land within the Airport complex has been omitted from the Green Belt to facilitate further airport operational development.

Enhancing Sustainable Transport Choice

12.45 Perceptions of travel options need to be managed if reducing the need to travel and encouraging changing transport modes are to be achieved. Locating development in accessible locations will reduce trips and thus reduce air pollution. Travel Plans can be another tool in changing perceptions and reducing the need to travel. Another key ingredient is the need to deliver reliable public transport services in order that public confidence in alternative transport choices increases.

12.46 High quality, safe cycle, footpath and bridleway networks are essential to reducing the number of short car journeys, reducing emissions and improving health and fitness. Walking and cycling are encouraged as sustainable alternatives to the private car. Improvements to the safety and attractiveness of the public realm and pedestrian and cycle routes which link housing to local services and employment opportunities will promote this transport shift.

Rail Travel

12.47 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' service between Blackpool North and Preston.

12.48 This is associated with the potential to provide a Park and Ride scheme at Kirkham station in the area north of the existing tracks. The proposal is supported by the Council. 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. Trains on the South Fylde Line use the main Blackpool North line until Kirkham station.

12.49 '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 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, such as connecting the existing tramway to the railway at Blackpool North, as well as the South Fylde line. A light rail link to Blackpool North Station is the preferred scheme. The project could cost £15-16m, and would be funded through Major Scheme Funding. There would also need to be 25% funding from local contributions. At present there is no date for the scheme to become operational.



Policy T3

Enhancing Sustainable Transport Choice

In order to secure the long term viability of the Borough and allow for the increased movement of people and goods, the Council will work with neighbouring authorities and transport providers to improve accessibility, safety and quality of life for residents and reduce the Borough's carbon footprint. Over the Local Plan period the Council will seek to:

- a) Improve community health and wellbeing by providing alternative means of transport such as walking and cycling. This will be achieved through the provision of additional footpaths, cycleways and bridleways, where appropriate, and locating new development where they are currently available;
- b) Reduce the environmental impact of transport through suitable mitigation and design;
- c) Reduce transport emissions, such as carbon dioxide and other greenhouse gases, by encouraging greater usage of public transport facilities;
- d) Reduce congestion in the Borough's key service centres to promote competitiveness and enhance the tourism economy;
- e) Actively promote travel plans for all new developments, in accordance with Department for Transport guidance on transport assessments;
- f) Improve public transport to rural parts of the Borough and, where appropriate, support and implement innovative rural transport initiatives;
- g) Provide a Park and Ride scheme at Kirkham and Wesham station, along with improved access to station platforms; and
- h) Improve and upgrade the South Fylde railway line.

Justification

12.50 There are opportunities within Fylde to improve the provision for cyclists and pedestrians. Further improvement is required to provide safe and convenient paths and pavements in urban, suburban and rural areas. For many journeys, cycling offers an alternative mode of transport to the car. Research suggests that cycling has the greatest potential of any mode for reducing car use. Traffic on main roads discourages cycling but a growing network of cycle routes with both on-road lanes and off-road cycleways (such as those along canal towpaths) can make cycle journeys safe and convenient.

12.51 The Guild Wheel initiative in Preston has created a cycle route approximately 21 miles long and follows a combination of new and existing cycle routes, many of which are off road. The Wheel links five National Cycle Network routes to Lancaster, Blackburn, Wigan, Blackpool and Southport. There are proposals for Fylde to also link into the route.

12.52 As set out in Chapter 13, the Climate Change Act 2008 commits the UK to an 80% reduction in carbon emissions by 2050. In order to help meet this target Fylde has an obligation to reduce carbon emissions caused by transport. Policy T3 seeks to address the transport carbon footprint by encouraging public transport use, improved transport facilities, low carbon transport infrastructure and walking and cycling where possible.

Parking Standards

12.53 The Council 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.

12.54 In March 2010 an Examination in Public took place into the Partial Review of the RSS, which contained proposed changes to the car parking standards in RSS Policy T2. The proposed changes were largely agreed across authorities (including those in Lancashire).

12.55 It is proposed that the Council operates the parking standards which are based upon the Partial Review of RSS. They are set out in Appendix 4.

Policy T4

Parking Standards

The Council will apply the parking standards included in Appendix 4 until such time as they are reviewed locally.

A flexible approach will be applied, dependent on the location of the development concerned.

Justification

12.56 The RSS EIP Panel Report, published in response to a Freedom of Information request, recommended that local circumstances be taken into account when setting local parking standards. Until such time as the parking standards included in Appendix 4 are reviewed, the standards included in the RSS EIP Partial Review will be adopted. The Council is aware of the need to manage car parking and the Fylde Car Park Strategy 2009 is currently being revised.

What You Said

12.57 The Issues and Options consultation included options relating to improving connectivity, encouraging sustainable travel and reducing the need to travel. With regard to improving connectivity, many respondents considered that locating development in fewer locations would make improvements in infrastructure easier to deliver, with private sector operators voluntarily looking to improve services, retail facilities and public transport. BAE Systems suggested that the policy test should be to assess the impact of new development on existing transport infrastructure in order to analyse how the new development could provide opportunities for improvements, should these be required.

12.58 With regard to encouraging sustainable travel, many respondents supported the proposal for a park and ride facility at Kirkham and Wesham station, considered that all bus stops should be provided with bus shelters and that there is a need for improved 'real time' displays at bus stops and railway stations.

12.59 With regard to reducing the need to travel, Blackpool Council considered that reference should be made to the Fylde Sub Region's relative transport isolation and the effect this has on its economic viability and attraction to inward investment.

12.60 Hovercraft Services UK pointed out that they have a vision and proposal for a Hovercraft service between Blackpool, Lytham and St Annes and Southport.

Sustainability Appraisal

12.61 With regard to improving connectivity, the Interim Sustainability Appraisal stated that ensuring new development takes advantage of opportunities to achieve new and improved infrastructure would improve connectivity to employment opportunities and reduce congestion issues over the long term.

12.62 With regard to encouraging sustainable travel, it stated that requiring all new development to provide cycling and walking facilities would not only reduce dependency on the private car but would also promote healthy lifestyles. Improved park and ride facilities could lead to a reduction in traffic congestion and providing high quality public transport alternatives to the private car would particularly benefit those in more rural areas, as current provision is poor.

12.63 With regard to reducing the need to travel, the Sustainability Appraisal stated that ensuring new development provides a mix of uses to help reduce the need to travel will lead to a reduction in carbon emissions, as people would be less likely to need their car for everyday services. This may also help to develop healthy and cohesive communities with good access to essential facilities.

Alternative Options Considered

12.64 An option relating to improving connectivity, proposed ensuring new development takes advantage of opportunities for increased use of existing modes of sustainable transport. This option simply seeks to maximise existing opportunities and does not include improved infrastructure. As this option may exacerbate current problems with public transport, particularly within rural areas where provision is poor, it will not be taken forward.

12.65 An option relating to encouraging sustainable travel, proposed seeking to operate more restrictive parking standards. However, restricting parking further within Fylde may exacerbate congestion within town centres. A lack of parking is considered to have contributed to the decline of Lytham and St Annes town centres in the past. For this reason this option will not be taken forward.

12.66 An option relating to reducing the need to travel, proposed that new development should be located in areas with existing deficiencies in order to increase the number of facilities and reduce the need to travel. As this option could improve facilities within rural settlements but provision within other areas would not benefit, this option will not be taken forward in the Local Plan.

Chapter 13: Sustaining the Environment & Addressing Climate Change

Sustaining the Environment and Addressing Climate Change

Context

13.1 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.

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

13.3 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.

13.4 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 relates to reducing the impact of human activity on the climate, primarily through reducing greenhouse emissions. Adaptation relates to adjustments to natural or human systems in response to climatic factors, including changes in rainfall and rising temperatures, which moderate harmful or exploit beneficial opportunities.

13.5 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.

13.6 The Government has made a long term commitment to tackle climate change. The introduction of the Climate Change Act 2008 sets 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 adaptation, with the production of the first National Climate Change Risk Assessment in 2012.

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

13.8 The NPPF 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.

13.9 To achieve this locally, managing climate change is a cross cutting theme that runs across the Local Plan. The Issues and Options consultation included specific options for managing climate change. As the majority of respondents and the Interim Sustainability Appraisal suggested that all the options were equally important, the Council has decided at this time not to provide specific targets relating to climate change but to refer to the national requirement to mitigate against and adapt to its effects throughout the policies in the Local Plan. Local targets will be provided in the future if considered necessary. This chapter refers, in particular, to flood risk and water resource management and the potential for renewable and low carbon energy generation.

Water Resource Management and Flood Risk

Context

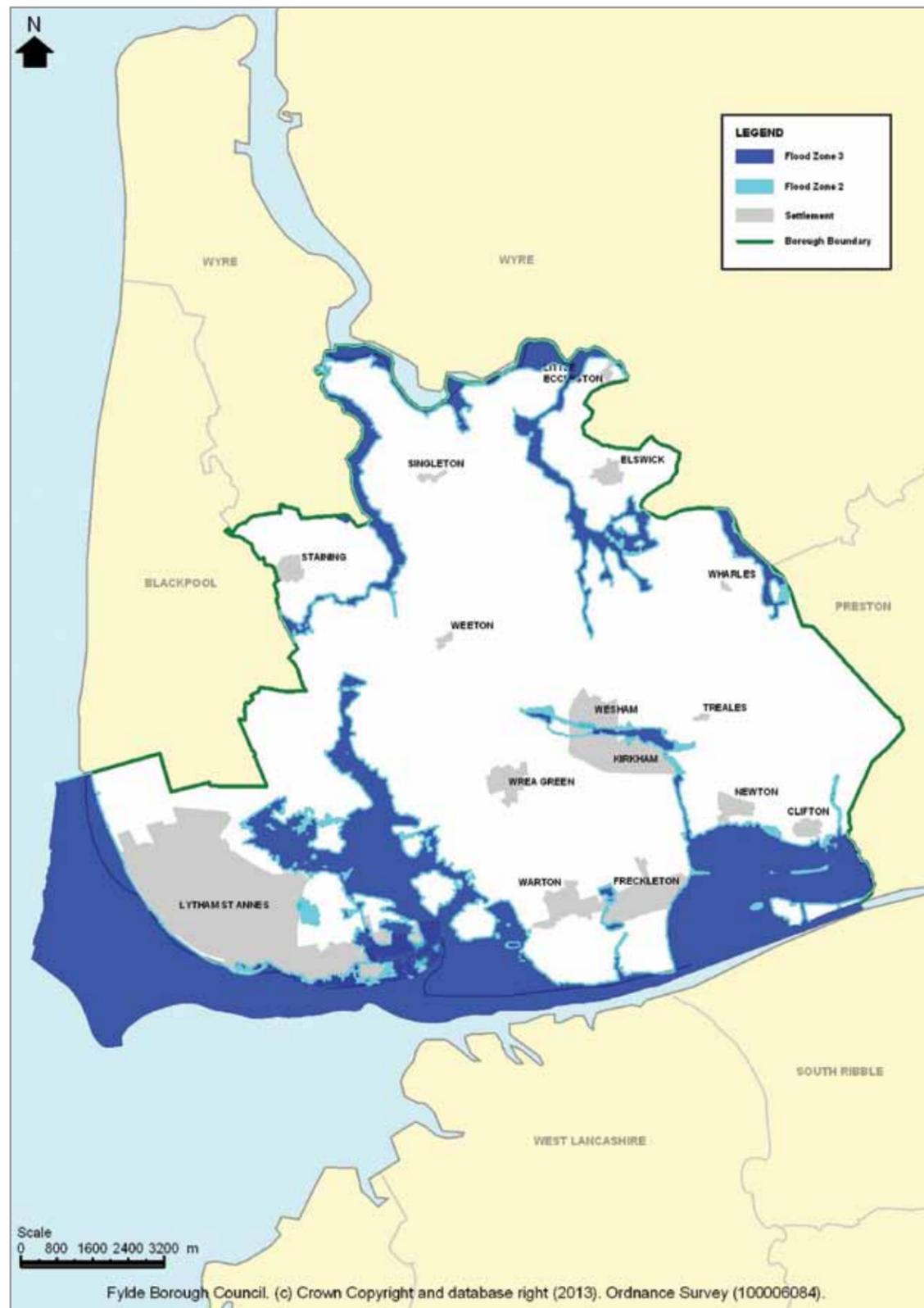
13.10 Fylde's water resources include the coast, the internationally important Ribble Estuary, rivers, streams, canals and ponds. They are vital natural resources that provide wildlife habitats and play a key role in recreational activity. In recognition of the importance of water as a natural resource, the European Water Frameworks Directive was issued in 2000. Its purpose is to establish a framework for the preservation and improvement of the water quality of inland surface waters, transitional and coastal waters and groundwater. The overriding objective of the Directive is for all coastal, surface and ground waters to achieve 'good' ecological status by 2015.

13.11 Flood risk is a significant issue in many parts of the Borough. Flooding from rivers and coastal waters is a natural process that is difficult to prevent, although incidences can be reduced by building flood defences. However, some human activities contribute towards an increase in the likelihood and adverse impacts of flood events, such as building in the floodplain. Climate change also plays a major role in flood risk. Sea levels are rising at an increasing rate and UK winters are predicted to become milder and wetter, with summers becoming hotter and drier. These factors will lead to increased and new risks of flooding. Through the Local Plan, the local planning authority has a key role in water management and reducing the impacts of flooding.

13.12 The Fylde Peninsula Water Management Group was set up in 2011 as a partnership between the Environment Agency, United Utilities, Blackpool, Fylde and Wyre Councils, Lancashire County Council and Keep Britain Tidy. The partnership looks at three aspects of water management: Coastal Defence; Bathing Water Quality; and Surface Water Management. The aim of the partnership is to tackle these issues and the partnership provides the opportunity to use collective expertise and resources in the most efficient way.

13.13 The Strategic Flood Risk Assessment for Fylde (2011) provides an assessment of current and future levels of flood risk in the Borough. It demonstrates that the catchments of two main rivers, the Ribble and Wyre, define the main hydrological influences of Fylde and that parts of these catchments are tidally influenced. The plan overleaf shows areas at risk of flooding in Fylde. Flood Risk Zone 2 comprises land at moderate risk of flooding from rivers and sea, whilst Flood Risk Zone 3 comprises land at high risk of flooding from these sources.

Areas at Risk of Flooding in Fylde



Flood Alleviation and Water Efficiency

Policy CL1

Flood Alleviation and Water Efficiency

Planning decisions should follow the sequential, risk-based approach to the location of development, as required under paragraph 100 of the NPPF.

All new development is required to minimise flood risk impacts on the environment and mitigate against the likely effects of Climate Change on present and future generations.

This will be achieved by:

- Ensuring that new development incorporates Sustainable Drainage Systems (SuDS), where such development will generate surface water run-off.
- Supporting the retrofitting of SuDS in locations that generate surface water run-off.
- Improving water efficiency standards by minimising the use of potable mains water in new development and incorporating measures to recycle and conserve water resources.
- Ensuring that new development is directed away from areas at high risk of flooding and incorporating appropriate mitigation against flooding in areas of lower risk.
- Ensuring that watercourses, which are important habitats for water voles and other species, are protected from encroachment and adverse impacts and that water quality is maintained and improved.
- Seeking to maximise the potential of Green Infrastructure within developments to contribute to flood relief.
- Ensuring that new development does not adversely affect the quality of groundwater.

Developer contributions will be required for the provision and maintenance of SuDS, where this is not provided as part of the development. Contributions will be made through Section 106 agreements or the Community Infrastructure Levy, as set out in Policy INF2.

Developer contributions will be required for the repair or replacement of the coastal flood defences and the maintenance of the dunes system. Contributions will be made through the Community Infrastructure Levy.

Justification

Sequential approach to the location of development

13.14 In accordance with paragraph 100 of the NPPF, inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk. The application of the Sequential Test will be required, the aim of which is to steer development to areas with the lowest probability of flooding. 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. There is more information on these tests in paragraphs 101 and 102 of the NPPF, and in the Technical Guidance to the NPPF.

Managing surface water

13.15 Surface water flooding occurs when rainwater does not drain away through the normal drainage systems or soak into the ground, but lies on or flows over the ground.

13.16 Surface water run-off, including run-off from agricultural land, can pollute watercourses. In addition, the amount of surface water that enters the sewer network during storm surges can cause spillage into the Ribble Estuary and the sea. There are sewer capacity deficiencies in some parts of the Borough, particularly at Lytham and St Annes. Fairhaven and Lytham wastewater pumping stations are spilling in excess of the amount that can be spilled without serious contamination of the bathing water during the bathing season, as are pumping stations in Blackpool. These factors have a detrimental impact on bathing water quality at St Annes and Blackpool. Under the requirements of the revised Bathing Waters Directive, signs will be required on the beaches providing information on bathing conditions. This could potentially have a detrimental impact upon tourism at St Annes and Blackpool.

13.17 Therefore it is crucially important that surface water from new development does not enter the watercourses, drainage and sewer networks. Development proposals should robustly demonstrate how foul and surface water will be dealt with by the submission of a Drainage Strategy accompanying the planning application. In terms of improving bathing water quality, the requirements of policy CL1 aim to be consistent with the Fylde coast 'Improving our Bathing Water Action Plan', as commissioned by the Fylde Peninsula Water Management Group. The aim is for surface water run-off rates and volumes to be reduced from those that existed prior to development taking place. For brownfield sites there is the opportunity to reduce rates to below pre-development rates. Implementing these measures will ease the pressure on receiving sewers and watercourses during heavy rainfall, which will reduce flood risk and the frequency of spills.

13.18 The NPPF states that local authorities should promote the use of Sustainable Drainage Systems (SuDS) for the management of surface water run-off. This involves creating channels and ditches as part of new development proposals in order that surface water can drain away naturally. The Floods and Water Management Act also places responsibilities on Local Authorities to assess SuDS as part of their wider remit for flood and pollution control. The Fylde Peninsula Water Management Group has commissioned a project to consider how the retrofitting of SuDS could be implemented on the Fylde Peninsula, in order to reduce the impacts of urban drainage flooding and sewer spillages across the Fylde coast. The Local Plan will support such projects.

13.19 There are also drainage problems in parts of the rural areas which are causing agricultural land to flood. In south Fylde there are few watercourses and the flat topography of the landscape makes it difficult for water in the watercourses to flow. This can result in flooding after heavy rainfall. This is a particular issue at the east of Lytham where Liggard Brook and Main Drain discharge into the Ribble Estuary. This reinforces the imperative that surface water run-off from new development is managed through SuDS, rather than discharging into the Borough's watercourses. In addition, the Environment Agency is reviewing its assets at the east of Lytham through the development of the East Lytham Strategy, and this is expected to reduce the risk of surface water flooding in that area.

13.20 Lancashire County Council is the Lead Local Flood Authority managing local flood risk including surface water, groundwater, and rivers or streams that are not main rivers. It is supported by the Environment Agency, United Utilities and Fylde Borough Council. The County Council is coordinating the preparation of Surface Water Management Plans for all the districts of Lancashire, and these will set out further measures for the management of surface water.

Water Efficiency

13.21 Improving water efficiency will reduce the volume of wastewater generated from development, which can contribute towards a reduction in the flow in the sewer system and hence a reduction in the number of spills. It is important to ensure that new developments achieve the minimum standards for potable water efficiency, as defined in the Code for Sustainable Homes. As rainfall levels are rising in Lancashire and there is scope to collect this within buildings, as well as the re-use of 'grey' water (that was previously used for washing purposes) for watering gardens and other landscaped areas, the Council aspires to achieve the Code for Sustainable Homes Level 6.

Flood Alleviation

13.22 The most appropriate approach to managing flood risk is to direct development away from areas of high flood risk. Where this is not possible (having followed the 'sequential' and 'exception' tests set out in the NPPF) the development should provide wider sustainability benefits, be on brownfield land and be able to demonstrate that the site/area will be safe and will not increase flood risk elsewhere. Any site proposed for development in high flood risk areas will need to be subjected to more detailed risk assessment.

Watercourses

13.23 Watercourses are important biodiversity assets, forming important habitats for a variety of species, including water voles, which are in decline. In addition to biodiversity, watercourses also facilitate land drainage and some of the larger watercourses are important tourism assets, particularly the Ribble Estuary. Pollution of watercourses from new development can detrimentally impact upon biodiversity, in addition to bathing water quality and tourism. Heavy use of land adjacent to watercourses tramples vegetation and compacts the earth until it is hard and impenetrable. It is therefore essential that new development does not detrimentally impact upon watercourses.

13.24 Development should not unacceptably encroach on or restrict access to a watercourse. Buffer strips between watercourses and development will be required to protect and enhance habitat value and water quality, while ensuring access for flood defence purposes is retained. The width of the buffer will be dependent upon a number of factors, including whether or not the watercourse is defined as a Main River³, the type of development proposed and the findings of any ecological surveys accompanying the application. Designs that incorporate watercourses into development proposals as a feature will be encouraged and measures should be implemented that deter future development extending into the buffer, including domestic gardens.

Green Infrastructure

13.25 Provision of green infrastructure and open space within new developments has a major role to play in mitigating against and adapting to climate change, for example by reducing CO2 emissions and providing flood alleviation measures.

Groundwater

13.26 Groundwater resources are an essential source of water for public supply, industry and agriculture. The Environment Agency has identified Source Protection Zones close to drinking water sources, where the risk of harm from contamination of groundwater is greatest. These zones can be viewed on the Environment Agency's website. (<http://www.environment-agency.gov.uk/homeandleisure/.aspx>) The Council consults the Environment Agency on all planning applications where pollution of groundwater could be an issue. In order to protect groundwater, the Environment Agency may object in principle to, or refuse to permit, some activities.

13.27 Three Source Protection Zones have been identified, with Source Protection Zone 1 identifying the areas of greatest risk. No part of Fylde falls within protection zones 1 and 2. However, parts of the south eastern edge of the Borough are within Source Protection Zone 3, including part of Freckleton Marsh and areas east of Clifton village northwards towards the M55. Therefore, the protection of the groundwater resources in these areas is particularly important.

13.28 Where development potentially impacts on groundwater, satisfactory mitigation is possible. However, there are some types of development which are unlikely to be acceptable within Source Protection Zones. Where potential risks to groundwater exist, especially in the vicinity of water supply abstractions, the Council will consult the Environment Agency at an early stage.

³ Main Rivers are watercourses designated as such on Main River maps (held by the Environment Agency) and are generally the principle or arterial watercourses.

Flood defences

13.29 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, homes and businesses at risk of flooding. 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. Policy CL1 therefore requires developer contributions through the Community Infrastructure Levy for the repair and maintenance of the coastal flood defences. More detail on the Borough's flood defence requirements is set out in the draft Blackpool and Fylde Coast Protection Strategy, available on the Council's website.

13.30 The sand dunes form important coastal defences along large parts of the coastline, and these naturally occurring green infrastructure assets require conservation and management. The draft Blackpool and Fylde Coast Protection Strategy identifies the erosion of the dunes as a key issue and higher sea levels resulting from climate change will increase the rate of erosion. Erosion of the dunes is also linked to unmanaged human access. More detail on the management of the sand dunes is set out in the Fylde Sand Dunes Management Action Plan, available on the Council's website.

13.31 Developer contributions required under policy CL1 for the repair of flood defences may also be used for the management of the dune system. Enhancement of the nature conservation value of the sand dunes is considered in Policy ENV4, as part of the Coastal Parkway within the Ribble Coast and Wetlands.

What You Said

13.32 In response to the Issues and Options consultation the Environment Agency stated that the Local Plan should seek to remove water from the sewerage system where development would impact upon the environment and water quality. Policy CL1 seeks to address this by ensuring all new development incorporates SuDS. However, some respondents commented that SuDS can stagnate and increase midges and mosquitoes. It was also noted that there can be complications with maintenance of SuDS and that they are not always appropriate for some developments.

13.33 The CPRE noted that there are issues in relation to the flooding of agricultural land and that this needs to be more explicitly stated in the Local Plan.



Sustainability Appraisal

13.34 The Interim Sustainability Appraisal highlights the benefits of SuDS in helping to reduce and slow down the amount of surface water entering the sewer network, and that this helps to reduce the risk of flooding and spillage into the Ribble Estuary. It also states that it can help to filter pollutants before entering groundwater and surface water.

13.35 It also states that stringent requirements for developers, such as requiring that new development be designed so that internal water usage is reduced by incorporation of 'grey' water collection systems and green roofs, has the potential to discourage inward investment to an area, if perceived to be excessive due to construction and maintenance costs.

Alternative Options Considered

13.36 The Issues and Options consultation asked respondents to consider how the amount of water entering the sewer system could be reduced, in addition to the requirement for new development to incorporate SuDS. The majority of respondents supported incorporating measures for reducing internal water usage into new development. The Action Plan for the Improvement of Bathing Waters, commissioned by the Fylde Peninsula Water Management Group, supports the incorporation of water efficiency measures in new development. Accordingly, this requirement has been included in Policy CL1.

Renewable and Low Carbon Energy Generation

Context

13.37 The UK Government is committed under the Kyoto Protocol to reduce CO² emissions by 2020. As part of the Renewable Energy Strategy (2009) the UK has made a commitment that 15% of its energy demand will be met by renewable sources by 2020. 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.

13.38 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. The planning system has a key role in assisting in mitigating the causes of climate change by reducing greenhouse gas emissions and encouraging energy production from renewable sources.

Lancashire Sustainable Energy Study

13.39 The Lancashire Sustainable Energy Study was produced in April 2011 and updated in 2012 for all Lancashire Authorities. The study concludes that Fylde has the deployable resource potential of 61 MW by 2030, the equivalent of 5% of Lancashire's deployable potential. The following table provides the breakdown of Fylde's deployable potential by technology. Commercial scale wind provides the highest deployable potential in Fylde.

Fylde deployable potential in 2020 and 2030 by technology

Technology	Existing deployment at 2011	Total deployment 2020	Total deployment 2030
Commercial wind	0.0	28.5	37.8
Small scale wind	0/0	0.8	1.4
Plant biomass	2.1	2.2	2.2
Animal biomass	0.6	1.1	1.4
Energy from waste (Anaerobic Digestion)	3.3	2.8	1.0
Small scale hydro	0.0	0.0	0.0
Microgeneration – Solar	0/1	4.5	11.1
Microgeneration – heat pumps	0.0	2.7	5.8
Total	6	43	61

Source: Lancashire Sustainable Energy Study (2012), SQW



Renewable and Low Carbon Energy Generation

Policy CL2

Renewable and Low Carbon Energy Generation

Renewable and low carbon energy development potential is significant within Fylde. Developers of commercial, small and medium sized renewable and low carbon energy developments will be required to provide evidence, to the satisfaction of the local authority, in support of their proposals by considering the following:

- a) Singular or cumulative impacts on landscape and townscape character and value;
- b) Impact on local residents (including noise, odour and visual amenity, such as flicker noise and shadow flicker);
- c) Ecological impact, including migration routes of protected bird species;
- d) Impacts on land resources, including agricultural land and areas of deep peat;
- e) Impacts on the historic environment and assets;
- f) Community, economic and environmental benefits of the proposal;
- g) Impacts on aviation and defence navigation systems and communications, particularly Blackpool International Airport, Warton Aerodrome and MOD Radio Inskip; and
- h) Impacts on highway safety and capacity from movements associated with the development.

The evidence will be required to demonstrate that any impacts can be satisfactorily addressed but need only be proportional to the scale and type of development.

Renewable and low carbon energy proposals within the Green Belt and Area of Separation will need to demonstrate that any adverse impacts of granting permission will not significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF as a whole, specific policies in that Framework, or other policies in the Local Plan.

Applicants will not be required to justify the overall need for renewable and low carbon energy development, either in a national, regional or local context.

Justification

13.40 Policy CL2 encourages and supports the installation of renewable and low carbon energy generation within Fylde by providing a criteria based framework to determine applications. The policy applies to all types of renewable and low carbon energy generation including, but not restricted to, wind turbines, biomass generation, hydropower and microgeneration. Applications for energy from waste should also be compatible with the Joint Lancashire Minerals and Waste Development Framework.

13.41 The development of most renewable and low carbon energy development within Fylde will require careful consideration due to their potential impacts. Local Plan Policy ENV1 relating to Landscape and Biodiversity should be considered alongside this policy. The Landscape Sensitivity to Wind Energy Development in Lancashire (2005) study should also be considered for wind turbine proposals in Fylde until further detailed landscape assessment is carried out.

13.42 The Green Belt safeguards land from encroachment and prevents urban sprawl. Paragraph 91 of the NPPF recognises that many renewable and low carbon energy projects will constitute inappropriate development in the Green Belt and Area of Separation, requiring the developer to demonstrate that special circumstances, such as major benefits to the environment, exist.

13.43 In accordance with paragraph 97 of the NPPF the Council will consider the allocation of appropriate areas of search for commercial scale renewable and low carbon energy following adoption of the Local Plan Part 1. These will be based on the Lancashire Renewable Energy Study and further detailed landscape assessments.

Decentralised Energy Networks and District Heating Systems

Policy CL3

Decentralised Energy Networks and District Heating Systems

Small scale decentralised energy schemes will be encouraged within development schemes and as part of community-led initiatives.

All major developments will be required to explore the potential for decentralised energy supply and district heating/cooling systems. Major developments located where a decentralised energy supply or district heating/cooling system is planned to be sited will be required to allow for future connectivity at a later date or phase.

Justification

13.44 The Lancashire Sustainable Energy Study (2012) demonstrated that existing heat demand in areas such as Kirkham, St Annes and Warton is significant. This is connected to domestic and commercial/industrial heat demand in the areas. The study concludes that district heating is likely to be economically viable in areas with significant heat demand in a high proportion of buildings, such as flats.

13.45 St Annes, Warton and Kirkham provide good opportunities for Combined Heat and Power (CHP) and district heating. Schemes may also be viable as part of strategic locations where heat demand is created as part of new residential, employment or mixed use schemes. Delivering schemes will be more viable in new development, therefore the policy applies to major development schemes only (10 or more dwellings or 1000m²).

13.46 Paragraph 95 of the NPPF recognises that new development should be expected to comply with adopted Local Plan policies on decentralised energy supply unless the applicant can demonstrate that it is not feasible or viable. The Lancashire Sustainable Energy Study (2012) suggests that there is significant potential for solar and heat pump forms of microgeneration in Fylde, which is more typically in a domestic setting.

Sustainability Statements

Policy CL4

Sustainability Statements

Measures to improve the energy performance of buildings will be encouraged in accordance with the following hierarchy:

- a) Reduce energy consumption through energy efficiency measures.
- b) Install renewable and low-carbon energy generation technology.

A Sustainability Statement will be required as part of a design and access statement accompanying applications for major development for new build and conversions to set out how the proposed development will contribute to key planning objectives set out in the NPPF (or subsequent document) and the Local Plan. It will set out how the development will:

- a) Reduce energy consumption through energy efficiency measures
- b) Reduce water consumption through water efficiency measures and installation of 'grey' water and rainwater harvesting
- c) Adapt the design and orientation of buildings in order to maximise solar gain and/or provide shelter from the elements and take advantage of natural light and ventilation
- d) Provide adequate provision for separation and storage of waste for recycling
- e) Provide bicycle storage
- f) Use materials from a sustainable local source
- g) Be monitored to ensure the objectives set out in the Sustainability Statement are implemented

Justification

13.47 Policy CL4 sets out a number of sustainability issues that will need to be addressed as part of a Sustainability Statement, in order to aid the process of adapting to and mitigating against the effects of climate change through design and construction.

13.48 Domestic gas and electricity use is higher in Fylde than the North West and national average. All buildings are encouraged to follow the energy hierarchy to firstly improve the energy efficiency of a building, prior to installing renewable and low-carbon energy generation technology.

What You Said

13.49 The Local Plan Issues and Options consultation included three separate sets of options relating to renewable and low carbon energy generation, renewable and low carbon energy infrastructure and sustainable building standards.

13.50 With regard to the first set of options relating to renewable energy, Blackpool Council suggested that guidance on the suitable location of various renewable and low carbon technologies would reduce the number of applications for schemes that could have detrimental impacts on the surrounding area.

13.51 Natural England recognised that policies relating to the provision of renewable energy have the potential to impact on designated wildlife sites, landscape character and biodiversity. BAE Systems advised that any assessment of areas suitable for renewable and low carbon energy sources, particularly commercial scale onshore wind, should consider the Warton Aerodrome. Hovercraft Services UK suggested that allowing business development in sensitive areas could provide funding for these areas.

13.52 Many respondents were in favour, whilst some were against, wind turbines and there was a preference for offshore wind energy, although some respondents suggested onshore wind energy could take advantage of Fylde's topography.

13.53 Other comments referred to introducing control over Anaerobic Digestion plants and shale gas exploration, with their location limited to existing industrial sites. Comments stated that industrial sites should not be allowed to spread into the land outside settlement boundaries and commercial considerations should not be considered in identifying appropriate sites.

13.54 With regard to the second and third sets of options, some respondents felt that if regional targets for low carbon development can be exceeded, policy should not hold back aspiration. In contrast, other respondents proposed that the Council should not propose targets above nationally controlled incremental changes to Building Regulations.

13.55 Respondents referred to the energy efficiency targets in the third set of options needing to be cost effective, and that they may not all be suitable for pre 1914 properties. They added that detailed policy with prescriptive sustainable energy requirements and design targets should not be included within the Local Plan, as they could render development unviable.

Sustainability Appraisal

13.56 The Interim Sustainability Appraisal stated that identifying suitable areas for renewable and low carbon energy sources and supporting infrastructure will provide greater opportunities to avoid adverse environmental effects by locating development away from sensitive habitats, populations, landscape, heritage and flood plains. It may also help avoid cumulative effects, which in turn could create greater certainty for developers and increase the likelihood of low carbon technologies coming forward.

13.57 The Sustainability Appraisal also pointed out that more onerous targets for renewable and low-carbon energy than that required by statutory building regulations would provide increased environmental and sustainability benefits, but could have the potential to render development unviable.

Alternative Options Considered

13.58 An option suggested that the local planning authority should not identify areas for potential renewable energy schemes but should leave it to developers to make applications for their preferred areas. This option was not supported and the Council will therefore consider defining areas of search for renewable energy schemes in the forthcoming Fylde Local Plan Part 2: Site Allocations to 2030.

13.59 An option suggested setting targets for generation of renewable and low carbon energy in all new development and a further option suggested that new and/or existing developments should comply with sustainable building standards which are above current building regulations. However, the requirement for decentralized and district heating systems has been taken forward for major developments only, due to potential viability issues.

13.60 A minimum standard for building sustainability has not been taken forward. Setting minimum targets for all applications may become unnecessary with the stepped tightening of Part L of the Building Regulations now providing the national process for achieving zero carbon buildings. Requirements above those set by the regulations could potentially render developments unviable.



Chapter 14: Preserving and Enhancing the Natural and Built Environment

Landscape and Biodiversity

Context

14.1 The Fylde sub-region is characterised by its gentle undulating landscapes which enable long views towards the Forest of Bowland and the Pennines to the east and Blackpool Tower and the Pleasure Beach rides to the west. The landscape is constantly evolving through natural and man-made interventions. It is important that these changes are managed in a way that maintains and enhances the landscape's unique and special qualities.

14.2 Landscape and biodiversity are closely linked and there are many biodiversity assets that characterise the landscape of the Borough. These include field ponds, watercourses, sand dunes and woodland. Fylde's land resource also includes some of the best agricultural land in Lancashire. These resources provide important habitats for a variety of species. Some habitats are of national and international importance. The openness of the Areas of Open Coastline are key to the quality of the landscape in these areas and contain important coastal habitats. Of particular importance is the Ribble Estuary, which the Borough shares with neighbouring authorities with whom it will adopt a collaborative approach to management.

14.3 Development needs to respect and enhance the special significance of areas of biodiversity and landscape importance. These resources have many functions, including the provision of wildlife habitats, improvement of the visual aspects of the Borough and provision of a high quality, attractive landscape which helps make Fylde an attractive place to live, work and visit.

Landscape and Biodiversity

Policy ENV1

Landscape and Biodiversity

Development will have regard to its landscape and biodiversity context and the landscape type in which it is situated. In addition:

- a) It will be appropriate to the landscape character type within which it is situated, as identified in the Lancashire Landscape Character Assessment (Dec 2000);
- b) An appropriate landscaped buffer will be provided for development that impacts upon land outside settlement boundaries, in order to limit the impact of development;
- c) The loss of landscape and biodiversity features will be minimised or, where loss is unavoidable, their like for like replacements will be provided. Where such features, including trees, woodlands, hedgerows and field ponds, are lost and replaced, measures will be put in place to manage these features;
- d) International, national and local sites of biological and geological conservation importance will be preserved and protected from any adverse effects of development, having regard to the hierarchy of designated sites and the potential for appropriate mitigation;
- e) Opportunities to create features of biodiversity value within and around new developments will be promoted where practicable. Measures should be put in place for the management of such features;
- f) Suitable landscape planting should be incorporated within or, where appropriate, close to new development. Measures should be put in place for the management of such landscaping.

Areas of Open Coastline

The open and coastal character of the Areas of Open Coastline, to be identified on the Policies Map, will be protected. Development in the Areas of Open Coastline and the Coastal Parkway, as defined in the Coastal Parkway Masterplan, will only be permitted where the development:

- a) Specifically requires a coastal location;
- b) Is appropriate and in keeping with the open character of the coastline;
- c) Does not adversely affect the nature conservation of the coastline;
- d) Does not detract from the tourism value or facilities;
- e) Does not interfere with natural coastal processes;
- f) Does not impede the function of any existing coastal defence structures;
- g) Accords with the Development Principles of the Plan.

Where development does occur in these areas, developer contributions will be required for the conservation, management and enhancement of important wildlife habitats and the creation of new habitats. This will include the improvement and management of Starr Hills Local Nature Reserve and the creation of new Local Nature Reserves. Contributions will be made through the Community Infrastructure Levy.

Justification

Landscape Character

14.4 The landscape of Fylde contributes to the local distinctiveness of the Borough. Development that takes place outside settlements introduces urban elements into a rural landscape and can introduce 'hard edges'. Such development is likely to change the character of the landscape and is likely to be prominent in the gently undulating topography that characterises the Borough. It also threatens the functions of the landscape, including the loss of wildlife habitats such as hedgerows and field ponds, in addition to other functions such as recreation and agriculture.

14.5 In addition to the requirements of ENV6: Good Design in New Development, development should be based upon an understanding of its landscape context, so that any overall detrimental impact upon the landscape is minimised. This understanding should be based upon information contained within the Lancashire Landscape Character Assessment. In addition, new development adjacent to existing settlements that would impact upon the landscape should incorporate a landscaped buffer in order to avoid further 'hard edges' being visible. It is expected that the buffer will predominantly consist of tree planting using native species. New infrastructure should also be screened using a landscaped buffer. Where new highways are effectively landscaped using tree planting, such landscaping also has the benefit of forming a barrier against noise and pollution.

Important Landscape and Biodiversity Features

14.6 The Fylde landscape contains features of local importance. For example, hedgerows are under threat from farming practices and new development and these features should be retained, restored and managed. This will also enable the safeguarding of distinctive field patterns. Trees and blocks of woodland that characterise parts of the landscape should also be safeguarded. Marl pit and brick pit ponds reflect past extraction of clay and lime and provide an important wildlife habitat for aquatic plants and a wide range of aquatic invertebrates and amphibians, including some rare species such as great crested newt. These ponds should be conserved. Watercourses are important habitats for water voles and other species and Policy CL1 seeks to protect these features. Some brownfield sites can also provide significant ecological value.

International, national and local sites of biological and geological conservation

14.7 International Wildlife Sites provide the highest level of protection and include Ramsar Sites and Special Protection Areas (SPAs). The Ribble Estuary is designated as both a Ramsar Site and SPA. The Ribble Marshes are also designated as a National Nature Reserve, covering 4,520 ha of intertidal and saltmarsh habitats at the mouth of the Ribble Estuary. The Ribble Estuary is of considerable 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.

14.8 Local Nature Reserves (LNRs) include wildlife or geological features of special interest, that provide the opportunity for access to nature or to learn about the natural environment. Local Nature Reserves are designated by local authorities with the support of Natural England and many are often Sites of Special Scientific Interest (SSSIs). In Fylde, the Starr Hills Local Nature Reserve is the only LNR in the Borough. Therefore, when measured against Natural England's recommended standard of 1 hectare of LNR per 1,000 population, Fylde has a shortage of approximately 56 ha of LNR. The Starr Hills LNR forms part of the Lytham and St Annes Dunes SSSI. There are five SSSIs in the Borough:

Sites of Special Scientific Interest (SSSI) in Fylde

Name of Area	Area (ha)
Ribble Estuary	9120
Newton Marsh	66
Lytham and St Annes Dunes	25
Wyre Estuary	1493
Lytham Coastal Changes	24

14.9 In addition to the statutorily protected sites, Fylde also contains 33 Biological Heritage Sites. These sites of nature conservation interest make a significant contribution to the biodiversity of Lancashire and should be conserved and protected. The Biological Heritage Sites will be identified on the Policies Map and a list is included in the Council's latest Monitoring Report.

14.10 Geodiversity relates to rocks, minerals, fossils, soils, landforms and natural processes, and these play a major role in defining landscapes. The diversity of England's geodiversity has produced a wide range of landforms and soil types. Measures should be taken to avoid and, where appropriate, mitigate any negative effect of development on geodiversity. The Lytham Coastal Changes SSSI relates to geodiversity and there is one Local Geodiversity Site in Fylde, relating to the stretch of sand dunes from Starr Gate to the coastguard station (north of St Annes, opposite the airport runway), which includes the Starr Hills Local Nature Reserve.

Landscaping and new biodiversity features

14.11 The Council will encourage appropriate landscaping on new development sites, including tree planting, which complement existing natural features such as hedges and ponds. In most cases tree, shrub and hedge planting schemes should make use of native species.

14.12 Opportunities for new biodiversity features within or near to development should be taken. This could be in association with infrastructure, such as highways and flood defences. In particular, tree planting can be effective in screening highways and other infrastructure that has a detrimental impact on the landscape. Other opportunities can include leaving the corners of open space unmown, planting small areas of greenspace with wildflower species or incorporating new or existing ponds within or close to new development.

The Open Coastline

14.13 Areas of Open Coastline will be defined on the Policies Map and relate to the River Wyre in the north, the River Ribble and its estuary to the south and the sand dunes and extensive stretches of beach along the coast between St Annes and South Blackpool.

14.14 The need to control development along coastlines is important for environmental and economic reasons. The Fylde Coast Shoreline Management Plan seeks to 'hold the line' along the Fylde Coast. Coastlines warrant special protection as they are often sensitive to development due to their open character and the fact that they provide habitats for certain species of plants, animals and birds. In addition, development should not interfere with natural coastal processes, such as erosion and deposition.

14.15 Much of the coastal land resource in Fylde has already been developed, including the main urban area of Lytham and St Annes. The remaining undeveloped coast is considered to be one of Fylde's major environmental assets. It will be protected from development as it will rarely be the most appropriate location for new development. The developed coast, by contrast, provides opportunities for restructuring and regeneration, such as that set out in the Coastal Parkway Masterplan. Where new development requires a coastal location, the developed coast will normally provide the best option, provided due regard is paid to the Bathing Water Quality Management Plan and the risks of erosion, flooding and land instability.

14.16 An important element of the coast is the sand dunes, which are home to a wide variety of specialist plants and animals. They also form part of the flood defence system and provide a tourism and recreational resource. Sand dunes are complex systems that are vulnerable to increased disturbance and invasive plant species, as well as weather and sea conditions. The Fylde sand dunes will be enhanced, protected and managed to reflect their value to biodiversity, sea defences and the mitigation of the effects of climate change, in accordance with the Fylde Sand Dunes Management Action Plan.

Developer Contributions

14.17 The requirement for developer contributions under Policy ENV1 should be read in conjunction with the requirements for developer contributions under Policies ENV3 and ENV4, as features of landscape and biodiversity value also form important components of the Borough's green infrastructure network.

What You Said

14.18 Some respondents to the Issues and Options consultation noted that developer contributions will not fully compensate for the loss of important wildlife features and that such features should be integrated into development. Similarly, it was considered that contributions should not be seen as full mitigation of allowing development in these locations.

14.19 The Environment Agency stated that important wildlife features should be integrated into new development rather than being lost. It also highlighted the unfavourable condition of the SSSI at Starr Hills and the presence of water voles and great-crested newts.

Alternative Options Considered

14.20 The option of only requiring new development adjacent to important wildlife habitats to provide contributions towards measures to preserve and enhance those habitats was considered. The Interim Sustainability Appraisal acknowledges that this option would be a more common approach, compared with the other options set out.

14.21 However, the Preferred Options has taken the approach of requiring all development to contribute towards measures to conserve, manage and enhance important wildlife habitats. There was strong support for this approach during the Issues and Options consultation. Simply requiring development adjacent to important wildlife habitats to contribute would limit the potential for improvements, given the scale and importance of Fylde's biodiversity assets.

14.22 The option that development should not be required to contribute towards these measures received little support. In addition, the Interim Sustainability Appraisal highlighted that this option would not result in any certain benefits. Accordingly, this option has not been taken further.



Open Space and Green Infrastructure

Context

14.23 It is vital that the right infrastructure is in place to support future development and this includes green infrastructure. Green infrastructure is the 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. Green infrastructure has a vital role in climate change adaptation and mitigation and flood alleviation and management. It provides important biodiversity resources and can boost the tourism economy and provide opportunities for recreation. It is also strongly linked to quality of place and has proven to attract and retain businesses to an area.

14.24 Open space and green infrastructure should be taken to mean all open space of public value, including, but not limited to:

- Parks and gardens;
- Natural and semi-natural greenspaces – including trees and woodlands, urban forestry, scrub, grasslands, wetlands, open and running water, wastelands and derelict open land and rock areas;
- Sustainable Drainage Systems (SuDS);
- Green corridors – including river and canal banks, cycleways and public rights of way;
- Outdoor sports facilities (with natural or artificial surfaces and either publicly or privately owned) – including tennis courts, bowling greens, sports pitches, golf courses, athletics tracks, school and other institutional playing fields and other outdoor sports areas;
- Amenity greenspace – including informal recreation spaces, greenspaces in and around housing, domestic gardens and village greens;
- Provision for children and teenagers - including play areas, skateboard parks, outdoor basketball hoops and other more informal areas (such as 'hanging out' areas, teenage shelters);
- Allotments, community gardens;
- Cemeteries and churchyards;
- Accessible land outside settlement boundaries in urban fringe areas;
- Civic spaces, including civic and market squares, promenades and other hard surfaced areas designed for pedestrians;
- Blue spaces, including ponds, rivers, canals and other watercourses; and
- Beaches, including sand dunes.

14.25 The NPPF requires local planning authorities to plan positively for the creation, protection, enhancement and management of biodiversity and green infrastructure. Despite an abundance of resources that contribute to the green infrastructure network, there are deficiencies in Fylde and access to some of the Borough's most important green infrastructure assets is poor. There is also the opportunity to improve the potential of some of Fylde's most important assets and to link into green infrastructure networks in neighbouring authority areas.

Protecting Existing Open Space and Green Infrastructure

Policy ENV2

Protecting Existing Open Space and Green Infrastructure

The existing open space and green infrastructure network in Fylde will be protected, unless development is permitted as part of the Local Plan, the landscape, biodiversity and water management requirements of the Local Plan are met and the requirements set out in this policy are met.

- a) Existing public open space, including sports and playing pitches, will be protected unless the requirements of paragraph 74 of the NPPF are met.
- b) Development that results in the loss of registered Historic Parks and Gardens of national importance, as set out below, will not be permitted. Development within a registered Historic Park or Garden, or development that affects its setting, will not be permitted where this would prejudice its quality, character or appearance.
 1. Ashton Gardens, St Annes
 2. Promenade Gardens, St Annes
 3. Lytham Hall Park, Lytham.
- c) Development will not be permitted on areas of open space which are considered essential to the setting, character or visual amenities of towns and villages. Specific sites will be identified in the Fylde Local Plan Part 2: Site Allocations to 2030.
- d) Development that results in the loss of school playing fields will only be permitted if the development is for the necessary extension of an existing school and an adequate area of playing field is retained.
- e) Development that results in the loss of land used for allotments will only be permitted when:
 1. Suitable, alternative provision is made that is at least equivalent in size and quality to that which will be lost; or
 2. It can be demonstrated that there is no longer a community need for the allotments.
- f) Fylde's Public Rights of Way network, byways, cycleways and bridleways will be safeguarded and opportunities to extend the networks will be supported where this improves access to key green infrastructure assets, including areas of Green Belt and the Area of Separation.

Justification

14.26 Policy ENV2 seeks to protect existing open space and green infrastructure resources, as set out in paragraph 14.24. The Council recognises the importance of school playing fields and other formal recreational sites, as well as allotments, and will resist development proposals involving such sites that do not bring a significant gain in terms of open space and recreation facilities, as well as other community benefits. However, any open space identified by the Council as being surplus to requirements may be considered for partial development if the quality of remaining open space or other open space in the locality is improved as part of the development proposal.

14.27 The English Heritage 'Register of Historic Parks and Gardens' identifies sites assessed to be of national importance. Three of these sites within Fylde are included on the Register. These are Lytham Hall Park, Ashton Gardens and Promenade Gardens, all within Lytham and St Annes.

14.28 Fylde contains significant areas of high quality greenspace that are valuable community assets and intrinsic to the character of towns and villages. For example, Lytham Green is regarded as one of the most important green spaces in the Borough and The Green at Wrea Green is the largest village green in Lancashire. Such important green spaces will be protected.

14.29 Public rights of way are ways over which the public has a right to pass. Public footpaths are for pedestrians only and public bridleways are for pedestrians, horse riders and cyclists. Public byways are for pedestrians, horse riders, cyclists and motorised vehicles, subject to the character of the way. Policy ENV2 protects existing public rights of way and Policy T3 facilitates the provision of additional footpaths, cycleways and bridleways where appropriate.

14.30 Golf courses in the Borough are privately owned but the Council will work with owners to ensure their long term viability.

14.31 A review of the evidence on open space, including a playing pitch strategy, will be completed to inform the preparation of the Local Plan Part 2: Site Allocations to 2030.



Provision of Open Space and Green Infrastructure

Policy ENV3

Provision of Open Space and Green Infrastructure

Amenity Open Space

Within new housing developments comprising ten or more dwellings (excluding flats and residential caravan parks) the provision of amenity open space with facilities for children's play, where appropriate, will be required to the following minimum standards:

- 16m² per 1 bedroom dwelling
- 24m² per 2 bedroom dwelling
- 32m² per 3 bedroom dwelling
- 40m² per 4 bedroom dwelling
- 48m² per 5 bedroom dwelling

Such open space should be accessible, of high quality and normally provided as a single central usable facility.

Housing developments of 100 dwellings or more will be required to provide double the above standards. Developers should provide effective long-term future maintenance of areas of open space in accordance with this policy.

Where the standards require the provision of open space of less than 0.2 ha, or where it is agreed with the Council that the open space would be better provided off site, payment of a commuted sum will be sought to help provide additional or improved open space nearby, where the benefits would serve the occupiers of new development.

Other open space and green infrastructure

Financial contributions will be sought through the Community Infrastructure Levy to assist schemes for other open space and green infrastructure where there is an identified need, including the provision of allotments, trees and woodland.

Opportunities to link green infrastructure resources to create a multi-functional green infrastructure network will be maximised. Financial contributions will be sought through the Community Infrastructure Levy to assist such schemes.

The provision of a new country park in the grounds of Lytham Hall, or an alternative location that meets Fylde's deficit in park and garden provision, will be supported and contributions will be sought through the Community Infrastructure Levy.

Justification

Amenity open space

14.32 The Open Space, Sport and Recreation Study 2008 shows that new provision of open space and children's play areas will be required as more development takes place. Open spaces with facilities for children's play will only be sought in association with family housing. Children's play facilities will not be required for flat developments, sheltered housing, or other small unit accommodation where children are unlikely to live. However, these more intensive forms of development are likely to require open space for amenity use.

14.33 The Council will be flexible in its approach to requiring new open space. The requirement will be modified where it can be shown by the developer that there is an existing over-provision of open space in the locality.

14.34 Open space to be provided, or commuted payments to be made, will be fairly and reasonably related in scale and kind to the development proposal. Where provision is made off site, it should be in a location close to, and where it would be of direct benefit to, the occupiers of the new development.

14.35 Commuted sums will be calculated on the basis of the value of the land that would otherwise have had to be made available and the costs of laying the land out as public open space and maintaining it for a 10 year period.

Other open space and green infrastructure

14.36 The Open Space, Sport and Recreation Study 2008 identifies gaps in provision of certain types of open space. The shortage of allotments at Lytham, St Annes, Freckleton and Warton is identified as an issue. Trees and woodlands were not considered by the Study. However, Lancashire is one of the least wooded counties in Britain, with approximately 5% of its area being woodland, compared to a UK average of around 12%. New provision should be provided in accordance with the aims of the North West Regional Forestry Framework and the Lancashire Woodlands Project.

14.37 Opportunities to link green infrastructure resources will be maximised, taking account of the objectives of the Lancashire Green Infrastructure Strategy. The linking of green infrastructure facilitates the flow of ecological processes, including the movement of species. 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.

14.38 High quality green routes, particularly those linking a residential area with a town centre, can encourage people to walk and cycle and will impact upon quality of place and improvements to health and wellbeing. Linking towns and villages to the landscape through green routes will also improve access to open spaces. The key resources and opportunities for linkages and enhancements will be further identified in the Local Plan Part 2: Site Allocations to 2030.

14.39 In order to maximise the benefits of green infrastructure Fylde will work with its neighbouring authorities to ensure that green infrastructure is not restricted by administrative boundaries.

14.40 The Open Space, Sport and Recreation Study identifies a need for a country park in Fylde and recommends that the Council works with the Friends of Lytham Hall Group, the Heritage Trust for the North West and English Heritage to investigate the feasibility of opening the grounds of Lytham Hall as a Country Park. If achieved, improved access to the grounds will result in the gaps in park and garden provision in the borough being met. If not, new provision elsewhere will be required to meet this need.

14.41 Reference should be made to Policy ENV1 which seeks new features of biodiversity value, suitable landscape planting and landscape buffers, and policy CL1 which seeks to maximise the potential of green infrastructure to contribute towards flood alleviation. More information on these requirements is set out in those policies.

Management and Enhancement of Open Space and Green Infrastructure

Policy ENV4

Management and Enhancement of Open Space and Green Infrastructure

Financial contributions will be sought through the Community Infrastructure Levy for the management and enhancement of open space and green infrastructure, including the Ribble Coast and Wetlands and the Coastal Parkway. This includes enhancing the functionality, quality, connectivity and accessibility of open space and green infrastructure.

Justification

14.42 There are significant green infrastructure assets in Fylde that are not currently achieving their full potential, particularly in terms of access, recreation and tourism. The Ribble Coast and Wetlands has been identified as having an unmet potential for visitors. Within this asset, and of particular importance to Fylde, is the 7.5 km of coastline from Starr Gate to Freckleton Marshes, called the Coastal Parkway. This stretch of coastline is a crucial element of Fylde's tourism assets and important to its long term economic success. It contains some of the most important wildlife areas in Europe, particularly for wading birds and wildfowl. The Coastal Parkway also contains some of the most important open spaces in the Borough, from the world class amenity beach, the extensive sand dune network, historic Promenade Gardens and Fairhaven Marine Park, through to the iconic Lytham Green. In recognition of its importance the Council is currently developing the Coastal Parkway Masterplan

14.43 Policy ENV 4 seeks contributions for development and enhancement of the Coastal Parkway. There may also be opportunities to create other green infrastructure linkages to and from the Coastal Parkway, such as connecting with the Guild Wheel cycleway. The Lancashire Coastal Way links the limestone scenery of Arnside and Silverdale and the saltmarshes, agricultural land and seaside resorts of Fylde, Blackpool and Morecambe. However, sections of the footpath are liable to tidal flooding and may not be passable. Parts of the route pass along the seaward side of the sea defences that consist of steep and slippery rocks which are difficult to ascend. The Council will support improvements to the condition of this footpath. All these initiatives will require collaboration with neighbouring local authorities where the Ribble Coast and Wetlands is within their areas, along with other relevant organisations.

14.44 Developer contributions will also be sought for other schemes that will result in the enhancement of the functionality, quality, connectivity and accessibility of open space and green infrastructure in Fylde.

What You Said

14.45 In response to the Issues and Options consultation, the Environment Agency suggested that there should be a default requirement for on site provision of green infrastructure, unless the developer can demonstrate why this is not possible. There was strong support for green infrastructure enhancement and some respondents considered that such enhancement should be financed by adjacent developments.

14.46 Sport England suggested that a Playing Pitch Strategy is required to assess the current and future supply and demand for playing pitches. It stated that without this evidence it is impossible to assess the strategic need for sport and recreation over the Plan period. The Council will consider the need for a Playing Pitch Strategy before the next stage of consultation on the Local Plan Part 1.

14.47 There was strong support for the requirement that all development should contribute towards measures to enhance important areas for green infrastructure. There was also support for the Council being actively engaged in the promotion and improvement of green infrastructure.

14.48 The Council's Director of Community Services highlighted the importance of highway corridors for tree planting and wildlife, and also the creation of green infrastructure linkages.

Alternative Options Considered

14.49 The option of simply requiring new development adjacent to important areas for green infrastructure to provide contributions towards enhancement has been considered. The Interim Sustainability Appraisal acknowledged that this option would be a more common approach, compared to the other options.

14.50 However, the Preferred Options has taken the approach of requiring all development to contribute towards the enhancement of green infrastructure. There was strong support for this approach by respondents to the Issues and Options consultation. In addition, the strategic development sites identified in this Plan are generally not adjacent to the most important areas for green infrastructure, namely the Ribble Coast and Wetlands. Given the extent of the green infrastructure schemes planned for the Borough, it is considered that this option will provide the greatest support for such projects.

14.51 The options that development should not be required to contribute towards green infrastructure enhancement and that the Council should simply protect existing green infrastructure received little support. In addition, the Interim Sustainability Appraisal highlighted that there would be few benefits from pursuing these options and that, with an increasing population in Fylde, the pressure on the existing green infrastructure network will increase. Accordingly, these options have not been taken further.

Preserving and Enhancing the Built Environment and Achieving Good Design

Context

14.52 Ensuring high quality design in both the natural, historic and built environment is an integral part of the Local Plan.

14.53 There are two main strands of the built environment identified within this chapter. Firstly the need to protect and conserve the heritage assets of Fylde and, secondly, the need for good design in new development that conforms to a broad range of building requirements, such as the Code for Sustainable Homes and Building for Life 12.

Heritage Assets

14.54 Fylde boasts a rich and varied built environment including sites and buildings of historic and architectural interest. Heritage assets make a valuable contribution to economic and social wellbeing, as well as providing a focus for heritage led regeneration and tourism development.

14.55 Listed Buildings are protected by legislation and English Heritage keeps an up to date register of all listed buildings and those at risk. Alongside these a number of designated heritage assets exist including Registered Parks and Gardens, Conservation Areas and other areas of historic interest protected through the planning process.

14.56 Fylde contains a number of heritage features, referred to as 'heritage assets', including 194 Listed Buildings (of which one is Grade 1), 10 Conservation Areas and 3 Registered Parks and Gardens (included within the national register), archaeological sites and ancient monuments. In addition, there are heritage assets of local interest that may not meet the criteria for statutory designation but merit protection.

Achieving Good Design in New Development

14.57 The importance of high quality design is integral to the Local Plan and therefore central to the planning of all development.

14.58 It is important that new developments take account of layout, scale, landscaping and accessibility in order to be sympathetic to their location, as well as enhancing the area where previous opportunities may have been missed. The design of streets, incorporation of green infrastructure and the wider public realm can further encourage community cohesion, identity and pride. The Council will require new developments to conform to Building for Life 12 standards with regard to connectivity, facilities, distinctive character, proximity to public transport, housing mix and provision of affordable housing, streets and spaces, car parking, and external storage and amenity space.

14.59 It is also important that new development mitigates against and adapts to the effects of climate change by incorporating measures to harvest 'grey' water and rainfall and by the orientation of buildings.

Heritage Assets

Policy ENV5

Heritage Assets

Heritage Assets within Fylde will be protected and enhanced, in line with the relevant policies in the NPPF.

The Council will protect and seek opportunities to enhance heritage assets, by:

- a) Safeguarding heritage assets from inappropriate development.
- b) Supporting development or other initiatives that protect and enhance the local character, sense of place, setting, management and historic significance of heritage assets, with particular support for initiatives that improve any assets that are recognised as being in poor condition.
- c) Supporting development which provides opportunities for learning and regeneration.
- d) Developing a Built Heritage Strategy and Action Plan for Fylde.
- e) Undertaking Conservation Area Character Appraisals and Management Plans.
- f) Identifying and adopting a local list of heritage assets.
- g) Developing policies in relation to other heritage assets.

Justification

14.60 The Local Plan has a key role in improving the appearance and character of the built environment, whilst being able to adapt to social and economic conditions and a changing climate. Policy ENV5 sets out how the Council will seek to preserve Fylde's historic environment and promote awareness of the value of our shared heritage.

14.61 Fylde has numerous historic assets, including both statutory designations and those of local importance. A comprehensive approach to managing these important elements of the built environment will be set out in a Built Heritage Strategy and Action Plan. A review of Fylde's Conservation Areas will result in a series of Conservation Area Character Appraisals, which will be a material consideration when determining planning applications. Management plans will be produced, where necessary, and extensions and/or alterations to existing Conservation Areas and designation of new areas will be considered. Such plans will set out the Council's approach to development in these special areas and guide development proposals to protect, enhance and regenerate the heritage assets within these areas.

14.62 A local list of heritage assets that do not meet the criteria for statutory listing will also be produced. This will protect buildings and other features which are locally distinctive, or have particular importance to the local community which deserve recognition. Policy ENV5 will also apply to the assets on this list.

What You Said

14.63 The Issues and Options consultation asked whether respondents considered that the Council should not only continue to protect Fylde's designated heritage assets but should also produce a list of local assets. There was support for the production of a 'local list' and it was suggested that other assets, such as Lowther Pavillion, Pleasure Island and St Annes Pier, should be included as cultural assets. It was also suggested that developer contributions should be required to improve and create additional facilities and establish a program of events. It was further suggested that recognition should be given to the role that vibrant cultural and creative communities can play in creating and supporting jobs and supporting the regeneration of town centres. Cultural assets are dealt with in Policy EC5 relating to Leisure, Culture and Tourism Development. Developer contributions for cultural assets are dealt with in Policy INF2 relating to Developer Contributions.

14.64 Some respondents from Staining village suggested that biodiversity should be included in a list of heritage assets. Biodiversity is taken forward as part of Policy ENV1.

14.65 English Heritage considered that the NPPF requirement to set out a 'positive strategy for the conservation and enjoyment of the historic environment' will involve more than the provision of a list of local assets. The Council will undertake Conservation Area Character Appraisals and Management Plans, as well as provide a list of local assets.

Sustainability Appraisal

14.66 The Interim Sustainability Appraisal stated that, although the current policy of protecting statutory assets is beneficial to those assets, developing a list of locally important buildings would provide greater opportunities for retaining local character and architecture.

Alternative Options Considered

14.67 The alternative option of simply protecting Fylde's designated heritage assets, without producing further evidence of Fylde's local assets, has not been taken forward. In line with the requirements of the NPPF, the Council is producing a 'local list' in addition to preserving designated assets, along with a Built Heritage Strategy and Action Plan.



Good Design in New Development

Policy ENV6

Good Design in New Development

New development will be expected to be of the highest standard of design, taking account of the character and appearance of the local area, including the following:

- a) Siting, layout, massing, scale, design, materials, building to plot ratio and landscaping.
- b) Safeguarding and enhancing the built and historic environment.
- c) Being sympathetic to surrounding land uses and occupiers, and avoiding demonstrable harm to the amenities of the local area.
- d) Ensuring parking areas are safe, accessible and sympathetic to the character of the surrounding area and that highway safety is not compromised.
- e) Ensuring densities of new residential development reflect the character of the surrounding area.
- f) Ensuring that the amenities of occupiers of the new development will not be adversely affected by neighbouring uses and vice versa.
- g) Minimising opportunity for crime and maximising natural surveillance.
- h) Providing landscaping as an integral part of the development, protecting existing landscape features and natural assets, providing open space and enhancing the public realm.
- i) Making provision for the needs of specific groups in the community such as the elderly and those with disabilities, in line with the Equalities Act.
- j) Conforming to Building for Life 12 standards for well designed homes and neighbourhoods.

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

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

Adaption to climate change should be achieved through the design and orientation of buildings to maximise solar gain, provide shelter from the elements and take advantage of natural light and ventilation.

Development should not take place in Flood Risk Zone 2 or 3.

Justification

14.68 The need for new development to respect local character is a key principle of Policy ENV6, which applies to all developments. Where the local environment is poor, good building design helps to enhance its identity and sense of place, as well as increasing local pride in an area. See also Policy H1 in Chapter 10.

14.69 Building for Life 12 (BfL12), produced by the Building for Life Partnership, is the industry standard for well designed homes and neighbourhoods. Local communities, local authorities and developers are invited to use the standard to guide the creation of good places to live. It is based around 12 acknowledged urban design principles that enable an assessment to be made of the relative quality of the proposed scheme. The principles should be adopted when preparing Design and Access Statements to support applications for planning permission and proposals should clearly demonstrate how they meet the criteria of BfL12.

14.70 It is a national requirement that local planning authorities adopt policies that seek to mitigate against and adapt to climate change. To achieve this, Policy ENV6 includes measures to achieve this through the design of new development.

Alternative Options Considered

14.71 As there were no options in the Issues and Options consultation specifically relating to design issues, no alternative options have been considered.

Chapter 15: Next Steps

Next Steps

15.1 Following consideration of the responses to this Preferred Options document and the outcome of the Sustainability Appraisal and other technical assessments, a Publication document will be produced for consultation. The Publication document will form the final round of consultation on the Local Plan Part 1 and should only be subject to minor changes. The Local Plan Part 1 will then be submitted to the Secretary of State, along with the representations made on the 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

15.2 Once the Local Plan Part 1 is found 'sound' by the Planning Inspector it will be adopted by Fylde Council as part of the development plan for Fylde.

Preparation of the Local Plan Part 2: Site Allocations to 2030

15.3 The Local Plan Part 1 will provide strategic policies relating to how and where development will be directed, along with identifying strategic locations for development. It will also contain Development Management policies to inform decisions on planning applications. However, it will not deal with all site specific matters and will not allocate smaller sites for future development. This will be achieved by the preparation of a further document, the Local Plan Part 2: Site Allocations to 2030. This document will be consulted upon in a similar way to the Local Plan Part 1.

Glossary

Accessible, Accessibility

These terms, in relation to transport and other services, refer both to proximity of services and the ability of the community to use those services.

Anaerobic Digestion

A biological process that produces a gas principally composed of methane and carbon dioxide, otherwise known as biogas. These gases are produced from organic wastes such as livestock manure, food processing waste, etc.

Area of Open Coastline

The River Wyre to the north of Fylde, the River Ribble and its estuary to the south and the sand dunes and extensive stretches of beach along the coast between St Annes and Blackpool.

Area of Separation

An area of countryside between existing settlements where the openness and distinctiveness of the area is locally regarded as appropriate to retain. Development within the Area of Separation is restricted to that appropriate within an area of Green Belt.

Bathing Water Directive

Aims to protect public health and the environment from pollution of 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. The 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.

Biomass

Also known as biofuels or bioenergy, is obtained from organic matter either directly from plants or indirectly from industrial, commercial, domestic or agricultural products. The use of biomass is classed as a 'carbon neutral' process because the carbon dioxide released during the generation of energy from biomass is balanced by that absorbed by plants during their growth.

Building for Life 12

Standards with regard to connectivity, facilities, distinctive character, proximity to public transport, housing mix and provision of affordable housing, streets and spaces, car parking and external storage and amenity space.

Business Use

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 West Lancashire or Lancaster.

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 a hallmark awarded to resorts to demonstrate that they have achieved an outstanding level of service delivery and environmental quality.

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 for rating the performance of new residential developments, providing a code level rating from Code Level 1 through to Code Level 6.

Community Facilities

Community facilities are those used by local communities for leisure and social purposes including local shops, post offices, community centres, village halls, youth centres, sports venues, cultural buildings, cinemas, swimming pools, gymnasiums, bowling facilities, pubs and places of worship.

Community Infrastructure Levy (CIL)

A levy allowing local authorities to raise funds from owners or developers of land undertaking new building in their area. The money can be used to fund the infrastructure needed as a result of development.

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).

Glossary

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.

Decentralised energy

Local renewable energy and local low carbon energy usually but not always on a relatively small scale encompassing a diverse range of technologies.

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.

Designated heritage asset

A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.

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 area.

Employment Land

Land allocated in development plans for business, industrial and storage/distribution uses (B1, B2 and B8 use 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) (into the Local Plan)

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

Exception Test (flood risk)

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

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

Geodiversity

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

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 land outside settlement boundaries 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.

Green Infrastructure (GI)

The network of natural environmental components and green and blue spaces, including (but not limited to): hedges, outdoor sports facilities, coastal habitat, grassland and heathland, cemeteries, churchyards and burial grounds, agricultural land, allotments, community gardens and urban farms, moorland, village greens, open spaces, degraded land, private gardens, wildlife habitats, parks, fields, open land outside settlement boundaries, woodlands, street trees, ponds, lakes, waterways.

Groundwater

Water that exists beneath the earth's surface in underground streams and aquifers.

Gypsies and Travellers

As defined in planning policy for Gypsies and Travellers, "gypsies and travellers" are persons of nomadic habit of life whatever their race or origin, including such persons who on grounds of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

Glossary

Habitats

Ecological or environmental areas that are inhabited by a particular species of animal, plant or other type of organism.

Health and Wellbeing

A definition of the general condition of a person in terms of mind, body and spirit.

Heritage Asset

A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).

Housing Needs Assessment

A survey that estimates the number of households within an area that are in need of affordable housing and/or housing that meets their specific requirements.

Infrastructure

Roads, water supply, sewage disposal, schools and other community facilities needed to support housing, industrial and commercial uses.

Infrastructure Delivery Plan (IDP)

The IDP is a supporting document to the Local Plan. Its purpose is to provide background evidence regarding the physical and social infrastructure likely to be needed to support identified development in the Borough over the plan period. It sets out a baseline assessment of existing infrastructure provision and provides an indication of the existing capacity and shortfalls of all types of infrastructure. The document will be updated and monitored regularly and will assist in future delivery of infrastructure requirements.

Infrastructure Services

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.

Key Service Centre

Towns or villages which act as service centres for surrounding areas, providing a range of services including: retail, leisure, community, civic, health and education facilities and financial and professional services. They should have good public transport links to surrounding areas, or the potential for their development and enhancement.

Large Developed Sites in the Countryside

Large developed sites within the countryside or Green Belt, including Kirkham Prison and Weeton Camp, but excluding farms and employment sites.

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 Enterprise Partnership (LEP)

A partnership between local authorities and businesses to help determine local economic priorities and lead economic growth and job creation within its local area. They carry out some of the functions previously carried out by the regional development agencies which were abolished in March 2012.

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.

Local Nature Reserves

Sites designated under terms of the National Parks and Access to the Land outside settlement boundaries 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.

Local Planning Authority (LPA)

The Borough, District, Unitary or County Council with the responsibility of planning for that area.

Local Service Centre

Towns or villages which provide a more limited range of services to the local community.

Local Transport Plan (LTP)

A five-year integrated transport strategy, prepared by a county council or unitary authority 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.

Major Development

The term 'major development' is taken to be as defined by The Town and Country Planning (Development Procedure) (England) Order 2010.

Microgeneration

Small-scale onsite low carbon and renewable energy technologies which generate less than 45KW heat and 50KW for electricity. 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.

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 is part of the development plan for an area and 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.

Neighbourhood Development Plans

A plan prepared by a Parish Council or Neighbourhood Forum for a particular neighbourhood area.

Open Land outside settlement boundaries

Areas outside towns and villages.

Glossary

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.

Pitch

As defined in planning policy for Traveller Sites, “pitch” means a pitch on a “gypsy and traveller” site and “plot” means a pitch on a “travelling showpeople” site (often called a “yard”). This terminology differentiates between residential pitches for “gypsies and travellers” and mixed-use plots for “travelling showpeople”, which may/will need to incorporate space or to be split to allow for the storage of equipment.

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.

Plot

As defined in planning policy for Traveller Sites, “pitch” means a pitch on a “gypsy and traveller” site and “plot” means a pitch on a “travelling showpeople” site (often called a “yard”). This terminology differentiates between residential pitches for “gypsies and travellers” and mixed-use plots for “travelling showpeople”, which may/will need to incorporate space or to be split to allow for the storage of equipment.

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.

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

The Ribble Coast and Wetlands concept (RCW) is one of a number of regional parks that are at various stages of development along the Northwest coast. It is based around the Ribble 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.

Rural Area

An area containing open land outside settlement boundaries 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 addressing matters that are necessary to make a development acceptable in planning terms.

Sequential Test (flood risk)

The Sequential Test aims to steer new development to areas with the lowest probability of flooding. The overall aim is 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.

Serviced accommodation

Serviced accommodation refers to tourism accommodation and includes hotels, guest homes, B&B's and Inns (definition taken from Visitor Accommodation Study).

Fylde Local Plan Part 2: Site Allocations to 2030

The second part of the Fylde Local Plan to 2030, which will designate smaller development sites and land for a particular use within the development plan.

Spatial Planning

Spatial planning goes beyond traditional land use planning to bring together policies for the development and use of land with other programmes which influence the nature of places and how they function.

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.

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.

Sustainability Statements

A Sustainability Statement is required to be submitted as part of a design and access statement accompanying applications for major development. The statement should set out how the development will contribute to the reduction of energy consumption and the production of renewable and low carbon energy generation technology.

Glossary

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.

Transport Assessments

A Transport Assessment is a comprehensive and systematic process which sets out transport issues relating to a proposed development. It identifies what measures will be taken to deal with the anticipated transport impacts of the scheme and to improve accessibility and safety for all modes of travel, particularly for alternatives to the car such as walking, cycling and public transport.

Travelling showpeople

As defined in planning policy for Traveller Sites, "travelling showpeople" are members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers

Travel Plan

These provide a package of measures produced by employers to encourage staff to use alternative means of transport than single occupancy car-use. Such plans include, for example, car sharing schemes, improving cycling facilities, dedicated bus services or restricting car parking allocations.

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 homes 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:

Schedule of saved Fylde Borough Local Plan (FBLP) policies

Schedule of Saved Fylde Borough Local Plan Policies to be replaced by the Local Plan or addressed by the National Planning Policy Framework (NPPF)

The following Policies from the Fylde Borough Local Plan (FBLP) (As Altered) October 2005 were saved via a Direction under Paragraph 1(3) of Schedule 8 to the Planning and Compulsory Purchase Act 2004 from the Secretary of State for Communities and Local Government on 13 May 2009. Only two policies in the FBLP were not saved and they are Policy HL1 – Moratoria on housing development except affordable housing and Policy TR9 – Parking Standards for new developments.

The table below sets out which of the saved FBLP policies will be replaced by the Fylde Local Plan to 2030: Part 1, which will be replaced by the Local Plan Part 2: Site Allocations to 2030, which is addressed by policy in the NPPF and which policies are no longer required.

The list following the table includes those FBLP that will be saved until such time as the Local Plan Part 2: Site Allocations to 2030 is adopted.

FBLP Policy	To be replaced by the Fylde Local Plan to 2030: Part 1	To be replaced by the Local Plan Part 2: Site Allocations to 2030	Replaced by the NPPF	No longer required
SP1 – Development within settlements	GD1- Settlement Boundaries			
SP2 -Development in Countryside Areas	GD1- Settlement Boundaries			
SP3 – Development in Green Belt	ENV2 – Protecting existing Open Space and Green Infrastructure		Paragraphs 81, 89 -91	

SP4 – Kirkham Prison	GD4 – Large Developed Sites in the Countryside			
SP5 – Conversion of Existing Buildings Outside Settlements	Policy EC3 - The Rural Economy Policy H6 - Replacements of, and Extensions to, Existing Dwellings in the Countryside			
SP6 – Conversion of agricultural buildings to residential use	Policy EC3 – The Rural Economy			
SP7 – Large Developed sites in the Countryside	GD4 – Large Developed Sites in the Countryside			
SP8 – Expansion of Existing Business and Commercial Operations				✓
SP9 – Diversification of the Rural Economy	Policy EC3 – The Rural Economy			
SP10, SP11, SP12, SP13 – Agricultural Workers Dwellings, Rural Business set up	Policy EC3 – The Rural Economy Policy H6: Replacements of, and Extensions to, Existing Dwellings in the Countryside			
SP4 – Kirkham Prison	GD4 – Large Developed Sites in the Countryside			

SP14 – Special Needs Dwellings in the Countryside	Policy H6: Replacements of, and Extensions to, Existing Dwellings in the Countryside			
SP15 – North of BAE Runway				✓
SP16 – Weeton Camp	GD4 – Large Developed Sites in the Countryside			
HL2 - DM Criteria for Housing Proposals	ENV6 – Good Design in New Development			
HL3 – Rural Exception Sites Affordable Housing	Policy H5 - Isolated New Homes in the Countryside			
HL4 – Enlargement and Replacement of Rural Dwellings	Policy H5 - Isolated New Homes in the Countryside			
HL5 – House extensions	ENV6 – Good Design in New Development			
HL6 – Design of Residential Estates				✓ (Possible SPD)
HL7 and HL8 – Sites for Travelling Showpeople	H4 – Gypsies, Travellers and Travelling Showpeople's Sites			
EMP1 - Business and industrial land allocations	Policy EC1 - Overall Provision of Employment Land			

EMP2 – Existing Business and Industrial Areas			Paragraph 22	
EMP3 – Business and industrial uses outside defined areas			Paragraph 21	
EMP4 – Buffer Zones and landscaping on industrial areas			Paragraph 58	
EMP5 – Hazardous Installations			Paragraph 164	
TR1, TR2, TR3 and TR4 – Pedestrians, Bridleways, Cyclists and Public Transport	Policy T3 - Enhancing Sustainable Transport Choice			
TR5 – Large scale development and public transport				✓
TR6 – Existing Car Parks				✓
TR7 – Additional on street parking				✓
TR8 – Additional off street parking				✓
TR10 – Car park dev criteria				✓

TR11 – Safeguarded land for the Fylde Coast Easterly By-Pass	Policy T1 - Strategic Highway Improvements			
TR12 – Warton By-Pass				✓
TR13 – St Annes to M55 Link Road				✓
TR14 – Safeguarded land around Blackpool Airport	T2 – Blackpool International Airport			
TR15 – Motorway Service Centres				✓
TREC1 – Provision of Holiday Accommodation	Policy EC6 - Leisure Culture and Tourism Accommodation			
TREC2 – Secondary Holiday Areas				✓
TREC3 – Tourist Accommodation outside Lytham St Annes	Policy EC6 – Leisure Culture and Tourism Accommodation			
TREC4 – Ribby Hall Leisure Village	Policy EC6 – Leisure Culture and Tourism Accommodation			
TREC5 – Major Tourism Development			Paragraphs 26 and 27	
TREC6 and TREC7 – Static Holiday Caravan and Chalet Sites and Touring Caravan and Camping Sites	Policy EC5 – Leisure Culture and Tourism Development			

TREC8 – New tourism and leisure facilities within the seafront at St Annes/Fairhaven	Policy EC5 – Leisure Culture and Tourism Development			
TREC9 – Redevelopment of St Annes Pier				✓
TREC10 – Rural Recreational Development	Policy EC5 – Leisure Culture and Tourism Development			
TREC11 – Lancaster Canal Corridor				✓
TREC12 – Indoor Sports provision	Policy INF1 - Service Accessibility and Infrastructure			
TREC13 – Existing areas of public open space		✓		
TREC14 – Safeguarded Recreational Areas				✓
TREC15 and 16 – Golf Courses and other outdoor facilities requiring extensive areas of open land			Paragraph 28	
TREC17 – Amenity Open Space and Children’s play facilities within housing dev	Policy ENV3 - Provision of Open Space and Green Infrastructure			
TREC18 – Development on allotments				✓

TREC19 – Dev and ancillary leisure uses in the area of Blackpool Airport	Policy T2 – Blackpool International Airport			
EP1 – Environmental improvement areas				✓
EP2 – Open Spaces of special local character within Towns and Villages		✓		
EP3 - Dev within a Conservation Area EP4 – Change of use or additions to a Listed Building EP5 - Demolition of a Listed Building EP6 – Historic Parks and Gardens EP7 and EP8 – Removal of local features	Policy ENV5 – Heritage Assets	Paragraphs 128, 131, 132, 133, 134, 135, 136, 137, 139, 140,141		
EP9 – Advertisement Designs	Policy ENV6 – Good Design in New Development			
EP10 – Important habitats	Policy ENV1 - Landscape and Biodiversity			
EP11 – New dev in rural areas				✓
EP12 and EP13 – Trees, Woodlands and Hedgerows	Policy ENV2 – Protecting existing Open Space and Green Infrastructure			
EP14 – Landscape planting in new dev	Policy ENV3 – Provision of Open Space and Green Infrastructure			

EP15, EP16 and EP17 – Nature Conservation, SSSIs, BHSS			Paragraph 118	
EP18 – Existing natural features				✓
EP19 – Special Protected Sites	Policy ENV1 - Landscape and Biodiversity			
EP20 – Open Coastline	Policy ENV1 - Landscape and Biodiversity			
EP21 - Archaeology			Paragraph 139	
EP22 – Protection of agricultural land	Policy EC3 – The Rural Economy			
EP23 – Development that would affect coastal waters, rivers, etc EP24 – Dev affecting ground water EP25 – Sewage and Sewage Treatment Works	Policy CL1 – Flood Alleviation and Water Efficiency and Policy INF1 - Service Accessibility and Infrastructure			
EP26 – Air pollution			Paragraph 124	
EP27 – Noise pollution			Paragraph 123	
EP28 – Light Pollution			Paragraph 125	
EP29 – Contaminated land			Paragraphs 121, 122	
EP30 – Flood Risk			Paragraph 100	
EP31 – The Fylde Aquifer				✓

SH1 – Primary Shopping Frontages at Kirkham		✓		
SH2 – Secondary Shopping Frontages at Kirkham		✓		
SH3 – Primary Shopping Frontages at St Annes		✓		
SH4 – Secondary Shopping Frontages at St Annes		✓		
SH5 – Primary and Secondary Frontages of St Annes Town Centre		✓		
SH6 – Wood Street Lytham		✓		
SH7 – Primary Shopping Frontages at Lytham		✓		
SH8 – Secondary Shopping Frontages at Lytham		✓		
SH9 – Land uses appropriate to a town centre	Policy EC4 - Maintaining Vibrant Town and Local Centres			
SH10 – Small Scale shopping within local shopping centres and villages	Policy EC4 - Maintaining Vibrant Town and Local Centres			
SH11 – Sites for foodstores, community facilities or local		✓		
SH12 – Local shopping centres – changes from retail to non retail uses	Policy EC4 - Maintaining Vibrant Town and Local Centres			

SH13 and SH14 – Proposals for retail dev at edge of centre and out of centre sites			Paragraphs 24, 25 ,26 27	
SH15 – Small scale retail units outside defined centres			Paragraph 25	
SH16 – Restaurants, cafes and hot food takeaways in defined centres				✓
CF1 – Provision of Community Facilities	Policy INF1 - Service Accessibility and Infrastructure			
CF2 – Site for a new school at Mowbreck Lane, Wesham				✓
CF3 – Redevelopment of redundant school sites				✓
CF4 – Dev of children’s day nurseries and nursery schools	Policy INF1 - Service Accessibility and Infrastructure			
CF5 – Dev of residential care facilities	Policy INF1 - Service Accessibility and Infrastructure			
CF6 – Community use of school facilities				✓
CF7 – Overhead power lines within conservation areas				✓
CF8 – Major telecommunications development			Paragraph 43	
CF9 – Dev of wind turbines	Policy CL2 -Renewable and Low Carbon Energy Generation			

FBLP Policies to be saved until the Local Plan Part 2: Site Allocations to 2030 document is adopted

TREC13 – Existing areas of public open space

EP2 – Open Spaces of special local character within Towns and Villages

SH1 – Primary Shopping Frontages at Kirkham

SH2 – Secondary Shopping Frontages at Kirkham

SH3 – Primary Shopping Frontages at St Annes

SH4 – Secondary Shopping Frontages at St Annes

SH5 – Primary and Secondary Frontages of St Annes Town centre

SH6 – Wood Street Lytham

SH7 – Primary Shopping Frontages at Lytham

SH8 – Secondary Shopping Frontages at Lytham

SH11 – Sites for foodstores, community facilities or local health centres

Appendix 2:

Development of the Spatial Option and Strategic Sites Assessment

Introduction

The purpose of this appendix is to describe the process of producing the preferred Spatial Option. It also sets out the stages undertaken to inform the selection of the strategic sites for inclusion in the Local Plan Part 1.

In summary, the process involved the following:

- Consultation on the Issues, Vision and Objectives (2011)
- Development of the five spatial options that were included in the Issues and Options consultation (2012)
- Consideration of the results of the Interim Sustainability Appraisal (SA) of the five spatial options
- Consideration of the responses to the Issues and Options consultation
- Consideration of the amount of housing and employment land required for development up to 2030
- Taking account of the housing requirement figure for the plan period (to 2030)
- Site selection
- Consultation with infrastructure providers

Two maps are included at the end of this document showing the sites that have been included in the preferred spatial option and those that were considered but have not been taken forward.

Consultation on the Issues, Vision and Objectives

This consultation (Feb - March 2011) set out a Vision and Objectives for the Local Plan to 2030, as well as identifying issues relevant to Fylde. Additional issues were raised in response to the consultation. Having regard to the consultation responses, the Vision and Objectives were reviewed and informed the preparation of the Fylde Local Plan to 2030 Issues and Options document.

Development of the five spatial options which were included in the Issues and Options consultation

The Fylde Local Plan to 2030 Issues and Options document set out five alternative spatial options showing how proposed development in Fylde could be distributed in different ways throughout the Borough.

The five spatial options were:

Option 1: Focus on Lytham and St Annes

Option 2: Equal Focus on Lytham and St Annes and Kirkham

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

Option 4: Lytham and St Annes and Rural Dispersal

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

The development of these options took account of the total number of dwellings required, land supply and historic delivery, infrastructure issues and the current settlement hierarchy.

The five spatial options were consulted upon from 7th June – 19th July 2012. A summary of the Interim Sustainability Appraisal (SA) of each of the spatial options was included in the document. SA is required under the Strategic Environmental Assessment Regulations.

The five spatial options provided an indication of the percentage of development that could be located in different parts of the Borough to 2030.

A more detailed description of the five alternative options can be found in the Issues and Options consultation document at:

<http://www.fylde.gov.uk/council/planning-policy--local-plan-/local-development-framework/local-plan-to-2030-consultations/issues-and-options-consultation/>

Consideration of the results of the Interim Sustainability Appraisal (SA) of the Spatial Options

The summary below is taken from the Issues and Options consultation document:

In summary, some of the spatial options are quite similar, with all including a significant amount of development in and around Lytham and 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 and St Annes, 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 key service centre of Kirkham, and the local service centres of 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 master planned, 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.

It can be concluded that the Interim SA recommended that development should be well distributed throughout the Borough and located at all of the higher level settlements. Development at rural settlements should be on a small scale, at less sensitive sites and of an appropriate design.

Consideration of the responses to the Issues and Options consultation

The consultation responses were presented to the Council's Local Plan Steering Group on 1st October 2012. The minutes from that meeting are available at :

<http://www.fylde.gov.uk/council/planning-policy--local-plan-/local-development-framework/local-development-framework-ldf-steering-group/>

The Consultation Statement presented to that meeting is available at:

<http://www.fylde.gov.uk/council/planning-policy--local-plan-/local-development-framework/local-plan-to-2030-consultations/issues-and-options-consultation/>

It was concluded in the Consultation Statement that the preferred spatial option was likely to be an amalgamation of some of the aspects of all five alternative options and the suggested sixth option.

It was accepted that development should be distributed throughout the Borough, adjacent to the main settlements, in order that they could benefit from a supply of new housing and investment in the town centres, services and infrastructure. It was accepted that an allowance would be made for smaller sites adjacent to lower tier settlements and that these would be allocated in the Local Plan Part 2: Site Allocations to 2030.

When producing the preferred spatial option the Council has to take into account the results of the SA, the responses to the Issues and Options consultation, emerging national policy such as the NPPF and any new national and local evidence.

The Amount of Land Required for Development up to 2030

The amount of land required for inclusion in the preferred Spatial Option is made up of two elements:

- Employment Land of 49 hectares; and
- Housing Land (the amount of land to be allocated is determined by the number of dwellings to be built).

Development sites can be solely for housing or employment or they can be made up of mixed uses. The NPPF encourages the mixed use approach.

In considering the amount of housing land required for development, the Council must take account of paragraph 47 of the NPPF, which requires local planning authorities to boost significantly the supply of housing. Local authorities are also required to develop an understanding of the employment requirements of their areas (NPPF, paras 160 and 161), and to use this evidence to assess the need for land for economic development.

The Housing Requirement Figure for the Plan period

Policy L4 of the Regional Spatial Strategy (RSS) established the housing requirement for the North West of England, disaggregated to district level. The RSS required Fylde Borough to plan for 5,500 new/additional dwellings between 2003/04 and 2020/21, equivalent to an annualised average provision of 306 dwellings. The RSS has now been revoked. However, as a locally assessed housing requirement figure based on the latest ONS household projection figures has not yet been produced, the RSS requirement figure has been used as a basis for preparation of the preferred option.

The Local Plan to 2030 plan period will run from May 2011 to January 2030. A calculation of 7/12 of the figure of 306 for 2011, plus 18 complete calendar years to January 2030, plus the backlog against RSS provision at 7th November 2012 of 1026 dwellings, produces an overall requirement figure of 6712 dwellings.

On the 1st October 2012 the Local Plan Steering Group agreed to continue to use the RSS figure of 306 dwellings per annum to progress the Local Plan Preferred Options consultation document. A locally assessed requirement figure for Fylde will be produced to take account of the new national household projection figures and this will inform the 'publication' stage of consultation on the Local Plan Part 1.

When dealing with small sites it is reasonable to assume that the whole site area is available for development. However, with large edge of settlement sites the proportion of the site available for dwellings will be reduced. This is because land will be used for roads, public open space, pedestrian and cycle ways through the site and landscaped buffer areas to enhance views from the rural areas.

In considering the edge of settlement sites that make up the preferred spatial option a number of assumptions have been made:

- If a planning application has been submitted/approved, the number of dwellings specified in the application will be used as the site's capacity.
- For sites of more than four hectares it is assumed that 60% of the site will be developed at 30 dwellings per hectare.
- As it takes time to develop and complete a site, the following build out rates will be used – Year 1: 20 dwellings pa; Year 2: 20 dwellings pa; Years 3+: 30 dwellings pa. In respect of sites over 200 dwellings, it is assumed that two developers will be involved and double the rates will apply.

The last assumption is very important as very large sites, such as that at Queensway, St Annes, will not be completed within the plan period. This means the total number of dwellings proposed cannot be assumed to meet the requirement within the plan period. Throughout the plan period there must be a continuous five year supply of housing and this can only be achieved by having a number of sites under construction at the same time, each delivering the specified number of dwellings per annum.

Allowances are made for small sites at 60 dwellings per annum and windfall sites at 30 dwellings per annum.

Strategic Sites Selection

The Council's Five Year Housing Land Supply Statement demonstrates that the Borough does not have enough land within the urban settlements to meet Fylde's housing requirements. The Council's Employment Land and Premises Study (2012) also demonstrates that some sites outside the urban settlements will be required for employment uses. Therefore the Council has no choice but to identify sites outside settlement boundaries for future development.

The plan must be deliverable to be found sound. Therefore it is important to include sites that are deliverable, or developable, in the plan period. The starting point for selecting sites was knowledge of which sustainable settlement extensions are being progressed through the development management process. A review of sites in the SHLAA and the Employment Land Study was also undertaken.

Twenty four potential strategic sites were identified for assessment, narrowed down to a final sixteen sites needed to meet development requirements. Sites were included on the edge of larger settlements and were well distributed throughout the Borough, in accordance with the Sustainability Appraisal.

There are some significant constraints in Fylde, which have had an impact on which sites have been included. These constraints include Green Belt land; European Nature Conservation Sites; Biological Heritage Sites; Sites of Special Scientific Interest; Historic Parks and Gardens; and golf courses. No sites have been identified or assessed in these areas. The floodplain is also a significant constraint to development. Although some sites overlap into the floodplain, the part within the floodplain will not be developed for housing or employment.

There are biodiversity constraints at some sites. Where significant harm to biodiversity cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then the site has not been taken forward in the Preferred Options consultation document.

Lancashire County Council has undertaken an assessment of the relative accessibility of each of the twenty four potential sites to key services by way of public transport, using the 'Accession' computer model. The parameter used was accessibility by public transport within 30 minutes to a GP, hospital, primary school, secondary school, areas of employment and a major retail centre. The majority of the sites are considered to be accessible to most of the key services by public transport.

Three potential mixed use sites have been identified. Site M2 (land at Whyndyke Farm) is identified in the Employment Land and Premises Study as a potential employment location. However the Council also considers that the site is appropriate for housing. This site has therefore been identified as a potential mixed use site. Part of sites M1 (land east of Cropper Road) and M3 (land north of Blackpool Road) are also identified in the Employment Land and Premises Study as potential employment locations. However, as the Council considers that adjacent land at both of these sites could potentially be appropriate for housing, sites M1 and M3 have been identified as potential mixed use sites.

Impact on the Vision and Strategic Objectives of the Local Plan to 2030

To accord with the Local Plan vision and strategic objectives, development of the housing sites included in the preferred spatial option will improve access to well-designed, good quality, affordable and resource efficient housing. The sites will contribute towards the development of dynamic and prosperous communities through the delivery of sustainable housing, in line with the vision. The sites will also contribute towards a flexible and responsive supply of housing land in sustainable locations to meet housing requirements, in line with the strategic objectives.

Development of sites at the edge of settlements can contribute towards the objective of protecting, enhancing and restoring the quality and character of the landscape of the Borough, if the sites are appropriately landscaped. Whilst the vision states that the release of countryside for development will be minimised, the SHLAA demonstrates that there is not enough land within the Borough's settlements to meet the Borough's housing requirement. Therefore, some sustainable settlement extensions will need to be considered for allocation. These will be landscaped so that the quality of the landscape, in particular the views from the countryside, are protected.

There is limited capacity within existing settlements for new employment development. The Employment Land and Premises Study (2012) indicates that the allocation of some employment sites adjacent to settlement boundaries will be necessary. The study considered sustainable locations for employment, having regard to accessibility, public transport, planning policy, environmental impact and viability. Again, sites on the edge of settlements will need to be landscaped to protect the quality of the surrounding area.

The identified employment sites will contribute towards diversifying the Borough's economic base, making provision for high quality and readily available sites in sustainable locations and developing a distinctive image of the Borough based on existing assets.

In terms of the objective of protecting the best and most versatile agricultural land, none of the sites fall within the Grade 1 classification. In terms of protecting and enhancing the natural environment, development will need to protect and enhance features of nature conservation value, such as field ponds, hedgerows and trees, or if their loss is unavoidable, seek to replace such features.

Consultation with Infrastructure Providers

The availability of infrastructure is another key aspect of deliverability. There are infrastructure issues in parts of the Borough, such as the capacity of the wastewater system and capacity of the local road network. The NPPF states that such barriers to investment should be overcome wherever possible, and that the Local Plan should be positively prepared so that the plan meets objectively assessed development and infrastructure requirements. Nevertheless, sites need to be sequentially assessed to take account of the availability of infrastructure.

The twenty four potential strategic development sites were selected and a schedule was drawn up and circulated to infrastructure providers, asking them to respond by highlighting any issues. The information provided has been incorporated into the sites assessment.

Wastewater treatment capacity is one issue for Fylde because it has an effect on bathing water quality. The Blackpool Periphery presents the most acute issues, as it is equidistant from the treatment works at Fleetwood and Freckleton and will therefore require the greatest investment.

Lancashire County Council raised the capacity of the Borough's schools as an important consideration, particularly at Lytham and St Annes. In terms of secondary school places, the County Council is considering a new secondary school to the west of Warton, which would serve pupils at Lytham, St Annes and Warton.

There are Mineral Safeguarding Areas (MSAs) in the Borough and before development can take place in these areas, Lancashire County Council advises that site surveys should be carried out to assess the extent and quality of the mineral reserves.⁴ The undertaking of site surveys could affect the phasing of the strategic sites.

Additional evidence

The Central Lancashire Transport and Highways Master Plan proposes construction of a new junction 2 on the M55 motorway, providing access to a new Preston Western Distributor road around the west of Preston, connecting to Blackpool Road near the junction at Preston New Road, Clifton. This proposal will improve access to future development at Warton.

Outputs

The maps included at the back of this Preferred Options document show the strategic sites proposed for inclusion in the preferred spatial option and those that have not been taken forward.

The sites proposed for inclusion make up the strategic locations for development set out in chapter seven of the Preferred Options consultation document.

A trajectory included in appendix three shows the numbers of dwellings anticipated to come forward each year in relation to each of the strategic sites.

⁴ This requirement will only take effect once the emerging Minerals and Waste Site Allocations and Development Policies DPD is adopted (adoption is planned for July 2013).

Strategic Sites Assessment

The following strategic sites assessment assesses the twenty four potential sites by the four strategic locations for development: Lytham and St Annes; Blackpool Periphery; Kirkham and Wesham; and Warton.

Lytham and St Annes Strategic Location for Development

Strengths

- Lytham and St Annes are Key Service Centres, providing a range of services and facilities
- St Annes is the primary retail centre in the Borough and Lytham provides a complementary role with its variety of independent specialist shops
- Lytham and St Annes are the main focus for business activity and there is potential for the creation of new jobs and training
- Lytham and St Annes are the main focus for infrastructure and services, including three secondary schools and four supermarkets
- Access to the motorway network will be improved with the implementation of the Heyhouses-M55 link road
- Implementation of the Heyhouses-M55 link road will also reduce traffic congestion
- There are railway stations at Lytham, St Annes and Ansdell
- Tourism in the Borough is concentrated at Lytham and St Annes, providing tourism-related employment
- The beach and seafront areas provide access to extensive areas of public open space suitable for leisure and recreational activities

Challenges

- Development at Lytham and St Annes is constrained by Green Belt, flood plain, golf courses and historic parks and gardens
- The wastewater system at Lytham and St Annes is close to capacity
- Secondary schools at Lytham and St Annes are close to capacity, although it is anticipated that a new secondary school west of Warton would accommodate the projected increase in secondary school pupils
- Lytham and St Annes are projected to have a significant shortfall of primary school places within the next five years
- Whilst there is good rail access, rail services are infrequent and unreliable

Site	Deliverability in relation to the planning process	Sustainability	Deliverability in relation to infrastructure	Recommendation	Delivery timescale
H1 – Land at Queensway, St Annes (housing)	<p>Planning permission granted for 1,150 dwellings</p> <p>Site is identified in the SHLAA as ‘potentially suitable’</p>	<p>Adjacent St Annes, which is a Key Service Centre</p> <p>St Annes town centre and other services are readily accessible by public transport</p> <p>Public park provision (34ha) forms part of the planning permission on the site</p>	<p>M55-Heyhouses link road will be provided as part of this development</p> <p>A new primary school forms part of the planning permission, and this will accommodate the primary school pupils generated by the development</p> <p>An East-West bypass forms part of the planning permission, and this will improve accessibility to the site and reduce traffic congestion</p>	That the site be included in the Local Plan	As the site has planning permission, development could start on this site in 2015 and be completed after the end of the Plan period
H2 – Land West of North Houses Lane, St Annes (housing)	<p>Site is identified in the SHLAA as ‘potentially suitable’</p> <p>Developer interest in the site</p> <p>Planning application on part of the site (at Valentines Kennels) for up to 66 dwellings is currently being considered</p>	<p>Adjacent St Annes, which is a Key Service Centre</p> <p>St Annes town centre and other services are readily accessible by public transport</p> <p>Biological Heritage Site within the site</p>	<p>An East-West bypass forms part of the planning permission for site H1, and this will also improve accessibility to this site and reduce traffic congestion</p>	That the site be included in the Local Plan	<p>This site cannot be developed until implementation of the M55 to St Annes link road, scheduled for completion in 2016. An Appropriate Assessment is also required. Due to wastewater capacity issues, the site is phased towards the end of the Plan period</p> <p>Development could start on this site in 2021 and be completed by 2027</p>

H3 – Land North of Moss Hall Lane, St Annes (housing)	Site is identified in the SHLAA as ‘potentially suitable’	<p>Adjacent St Annes, which is a Key Service Centre</p> <p>St Annes town centre and other services are readily accessible by public transport</p> <p>There is the opportunity for landscaping within the flood plain to provide a landscaped buffer to minimise impacts on the countryside</p> <p>Half of this site is situated within a MSA</p>	<p>An East-West bypass forms part of the planning permission, and this will also improve accessibility to this site and reduce traffic congestion</p>	That the site be included in the Local Plan	<p>Infrastructure issues are the same as for site H2, above. Likewise, an Appropriate Assessment will be required. In order to maintain a five year supply of housing land throughout the Plan period, and to enable upgrades to the wastewater network to take place, development on this site could start in 2026 and be completed in 2030</p>
H4 – Former EDS, Heyhouses Lane, St Annes (housing)	2/3 of the site has planning permission for up to 335 dwellings	<p>Within St Annes, which is a Key Service Centre</p> <p>St Annes town centre and other services are readily accessible by public transport</p> <p>Brownfield site</p> <p>Small part of site fronting Heyhouses Lane is within a SSSI</p>	No wastewater capacity issues as this is a brownfield site	That the site be included in the Local Plan	As much of this site has planning permission, development could start in 2014 and be completed in 2020

Blackpool Periphery Strategic Location for Development

Strengths

- Adjacent to the Blackpool boundary, the Blackpool Periphery has the potential for good access to services, as it is adjacent to the main town of Blackpool and its services and facilities
- There is good access to the motorway network and to existing employment areas around junction 4 of the M55
- Development in this area will have less impact on the landscape than development in more rural areas
- The character of existing smaller settlements will be more likely to remain unchanged

Challenges

- There are issues with surface water in the vicinity of junction 4 of the M55
- It is likely that existing residents and businesses within this area will continue to rely on Blackpool's infrastructure and services, therefore connectivity to local services and facilities in Blackpool will require improvement
- Isolation from the Borough's settlements will result in potential investment into these settlements being lost
- Too much housing in this area would not maximise affordable housing provision within the settlements of greatest local need

Site	Deliverability in relation to the planning process	Sustainability	Deliverability in relation to infrastructure	Recommendation	Delivery timescale
H5 – Former Pontins Holiday Centre (housing)	<p>Planning application submitted for development for housing</p> <p>Site is identified in the SHLAA as 'developable'</p>	<p>Brownfield site</p> <p>Blackpool and St Annes town centres and other services are readily accessible by public transport</p> <p>In close proximity to important wildlife areas</p>	<p>Rail and tram access</p> <p>Congestion created by the development could be resolved with developer funded measures</p>	That the site be included in the Local Plan	Due to strong developer interest in this site, development could start in 2014 and be completed by 2019
H6 – Land at Peel (housing)	Site is identified in the SHLAA as 'potentially suitable'	<p>Good motorway access</p> <p>In close proximity to employment at Whitehills</p> <p>The surrounding roads, including the motorway, form barriers to movement, and the site is isolated from settlements and services</p> <p>Development of the site would have a detrimental effect on landscape character and visual impact, as the site rises up and is prominent</p> <p>Minority of site is within the Peat Safeguarding Area</p>	<p>Improvements to junction 4 of the M55 will be required</p> <p>No rail access</p> <p>Poor bus service and there are no schools in this area</p>	<p>That the site is not included in the Local Plan</p> <p>Too much development in this area could have negative implications on the Borough's settlements. Given that the site is detached from the built-up area, along with the physical barriers and visual impact, this site is the least sequentially preferable of the potential strategic sites in this area</p>	n/a

M1 – Land east of Cropper Road (mixed-use)	Site is identified in the SHLAA as 'potentially suitable', and part of the site is included in the Employment Land and Premises Study There is strong developer interest in large parts of the site and a planning application is being considered for housing and employment on part of the site Adjacent site at Hollywood Nurseries has received planning permission for housing	Good motorway access Close proximity to employment at Whitehills Isolated from settlements and services, although the site integrates better with existing development than site H7	Improvements to junction 4 of the M55 will be required No rail access Development would create a critical mass, increasing demand for services, including schools and public transport provision, currently lacking in the area	That the site be included in the Local Plan.	Due to surface water issues, the site is phased towards the end of the Plan period. The housing element of this site could start in 2025 and be completed by 2029
M2 – Whyndyke Farm (mixed-use)	Planning application is being considered for 2000 dwellings Site is identified in the SHLAA as 'potentially suitable.' The site is also identified in the Employment Land and Premises Study	Good motorway access Adjacent to the built-up area of Blackpool Minority of site is within the Peat Safeguarding Area	Improvements to junction 4 of the M55 will be required No rail access Close proximity to employment at Whitehills Development would create a critical mass, increasing demand for services, including schools and public transport provision, currently lacking in the area	That the site be included in the Local Plan.	Although there is a current planning application on this site, there are surface water issues. Therefore, it is anticipated that the housing element of this site could start in 2020 and be developed throughout the plan period and beyond

E1 – Land adjacent to Poulton-le-Fylde Industrial Estate (employment)	Site is included in the Employment Land and Premises Study	Adjacent to an existing industrial estate Whole of the site is situated within the Peat Safeguarding Area Whole of the site falls within Flood Zones 2 and 3 Good access by road and public transport Unlikely to meet the needs of Fylde's businesses due to remote location in relation to the Borough's settlements	There are congestion issues on the A585 in this location	That the site is not included in the Local Plan The site is poorly related to Fylde's settlements. There are congestion problems on the A585 and development would generate further traffic. The site could not be brought forward ahead of a solution to the current congestion issues The site is wholly situated within the flood plain and there are other sequentially preferable employment sites outside the flood plain	n/a
E2 – Land at Blackpool International Airport (employment)	The owners of Blackpool Airport have indicated that their masterplan will see the potential for the release of this site Site is included in the Employment Land and Premises Study	Close to existing employment at the Blackpool and Fylde Industrial Estate Good connectivity to the Blackpool urban area Highly accessible by road, bus, rail and tram	Congestion created by the development could be resolved with developer funded measures Good access to the services and facilities of Blackpool	That the site be included in the Local Plan	The Preferred Options will not set out phasing for employment sites

Kirkham and Wesham Strategic Location for Development

Strengths

- Kirkham is a Key Service Centre, although it has less services and facilities than Lytham and St Annes
- Wesham is a Local Service Centre, although it adjoins Kirkham with its range of services and facilities
- Kirkham and Wesham Railway Station has the best and most frequent rail connections in the Borough, and there is easy access to the motorway network at junction 3 of the M55
- Good range of services in Kirkham, including shops, a supermarket and two secondary schools
- Accessible to key employers, including Fox's Biscuits, Kepak and Ribby Hall Leisure Village

Challenges

- The capacity of the wastewater system is an issue in this area
- There are sufficient school places available in the Kirkham and Wesham area within a five-year period. However, a number of schools are close to capacity, and should more housing come forward in this area and births continue to increase, more places will be required
- The appearance of Kirkham town centre has deteriorated and requires investment
- There is a lack of car parking facilities at Kirkham and Wesham Station, and access is poor for those with limited mobility

Site	Deliverability in relation to the planning process	Sustainability	Deliverability in relation to infrastructure	Recommendation	Delivery timescale
H7 – Land North of Dowbridge, Kirkham (housing)	The three owners of this site are interested in progressing the site and it has been identified in the SHLAA as 'potentially suitable'	Adjacent to Kirkham, which is a Key Service Centre Kirkham town centre and other services are readily accessible by public transport There are no physical barriers between the site and Kirkham town centre Minority of the site is within the MSA	Site is relatively accessible to Clifton Marsh Wastewater Treatment Works and a sewer runs through the site Congestion created by the development could be resolved with developer funded measures	That the site be included in the Local Plan	In terms of wastewater infrastructure this site is sequentially preferable to the other sites in Kirkham and Wesham. Development could start in 2016 and be completed by 2020
H13 – Land North of Mowbreck Lane, Wesham (housing)	Strong developer interest in the site and a recent application for 100 dwellings on part of the site will be determined by the Secretary of State Site is identified in the SHLAA as 'potentially suitable'	Kirkham town centre and other services are readily accessible by public transport Minority of site is situated within a MSA Adjoins a Biological Heritage Site	In terms of wastewater infrastructure, development on this side of Kirkham and Wesham is sequentially preferable to sites on the west side, as it is closer to Clifton Marsh Wastewater Treatment Works	That the site be included in the Local Plan	Potential developers have indicated that the site could commence in 2014. It is anticipated that the site could be completed by 2018

H14 – Land south of Weeton Road, Wesham (housing)	No developer interest Site not identified in the SHLAA	Kirkham town centre and other services are readily accessible by public transport The site is not a well defined space, as there is no road, rail or other clear boundary on its western side Minority of site is situated within a MSA	Wastewater infrastructure is more costly to implement for sites on the west side of Kirkham and Wesham, as it will need to connect to Clifton Marsh Wastewater Treatment Works at the east of the Borough It is expected that congestion that would be created by the development could partially be resolved with developer funded measures	That the site is not included in the Local Plan. There is no developer interest, the site is not well defined and development would create significant visual impacts Inclusion of the site would result in an unsustainable amount of development at Wesham, rather than development being distributed throughout the Borough	n/a
H15 – Land north of Weeton Road, Wesham (housing)	No developer interest Site not identified in the SHLAA	Kirkham town centre and other services are readily accessible by public transport The site is not a well defined space, as there is no road, rail or other clear boundary on its western side	Wastewater infrastructure is more costly to implement for sites on the west side of Kirkham and Wesham, as it will need to connect to Clifton Marsh Wastewater Treatment Works at the east of the Borough Congestion that would be created by the development could partially be resolved with developer funded measures	That the site is not included in the Local Plan There is no developer interest, the site is not well defined and the development would create significant visual impacts Inclusion of the site would also result in an unsustainable amount of development at Wesham, rather than development being distributed throughout the Borough	n/a

H16 – Land at and adjacent Pitfield, Fleetwood Road, Wesham (housing)	Site identified in the SHLAA as 'potentially suitable'	Kirkham town centre and other services are readily accessible by public transport Minority of site is situated within a MSA Adjoins a Biological Heritage Site	Congestion that would be created by the development could partially be resolved with developer funded measures	That the site is not included in the Local Plan Taking account of the buffer that would be required to protect the adjacent Biological Heritage Site, the site would not be considered 'strategic' in the context of the Local Plan Inclusion of the site would also result in an unsustainable amount of development at Wesham, rather than development being distributed throughout the Borough	n/a
H17 – Land east of Wesham (housing)	Site identified in the SHLAA as 'potentially suitable'	The site accessibility assessment undertaken by LCC shows that this site would not be accessible to five out of six key services by public transport Minority of the site is situated within a MSA Due to the topography and scale of the site, it would be highly visible from the south and east	Congestion created by the development could partially be resolved with developer funded measures The only potential access into the site is off Mowbreck Lane, where there are significant highway safety issues	That the site is not included in the Local Plan There are access issues and the site would have a significant effect on the setting of Kirkham and Wesham. The site slopes upwards from west to east and is highly visible from the eastern edge of Wesham and Kirkham Inclusion of the site would result in an unsustainable amount of development at Wesham, rather than development being distributed throughout the Borough	n/a

M3 – Land north of Blackpool Road, Kirkham (mixed use)	Site is identified in the SHLAA – the part of the site that incorporates the school fields is identified as ‘unsuitable’, whilst the remainder of the site is identified as ‘suitable’. Part of the site is also identified in the Employment Land and Premises Study. Strong developer interest and two applications for part of the site have been refused for reasons of non comprehensive development of the site. Appeal inquiry scheduled for July 2013.	Kirkham town centre and other services are readily accessible by public transport Half of the site is situated within a MSA and a minority of the site is within the Peat Safeguarding Area The site is lower and less visible than other potential strategic sites in this area, thus reducing the site’s potential visual impact The site is well defined, with clear boundaries provided by Blackpool Road, the Kirkham Bypass and the railway line	Access is possible from Kirkham / Wesham By-pass and Blackpool Road	That the site be included in the Local Plan	There are significant wastewater issues that need to be addressed for development to take place on this site. Therefore, although there is strong developer interest, it is anticipated that development could only start in 2020 and be completed by 2025
E3 – Land south of Junction 3, Greenhalgh (employment)	Site is identified in the Employment Land and Premises Study	Good motorway access Isolated from Kirkham and Wesham Poor bus service into Kirkham and Wesham No rail access	Congestion that would be created by the development could partially be resolved with developer funded measures	That the site is not included in the Local Plan The site is isolated from the built-up area and public transport access is poor	n/a
E4 – Land west of Fleetwood Road, Wesham (employment)	Site is identified in the Employment Land and Premises Study There is developer interest in this site	Good motorway access Kirkham and Wesham are readily accessible, enabling residents to walk or use public transport to the site	Congestion that would be created by development could be resolved with developer funded measures. Appropriate access will need to be considered from Fleetwood Road	That the site be included in the Local Plan	The Preferred Options will not set out phasing for employment sites

Warton Strategic Location for Development

Strengths

- Warton’s position in the settlement hierarchy is proposed to be elevated from a Local Service Centre to a Key Service Centre by 2030
- BAE Systems at Warton is the largest employer in the Borough and part of the Lancashire Enterprise Zone is established at BAE Systems’ site. There is further employment at the Land Registry, close to the built-up area of Warton. It will be desirable to provide housing for this significant employment base.
- The proposed Preston Western Distributor road will improve the accessibility of Warton from the motorway network
- Sites at Warton are sequentially preferable to some other strategic sites, due to their accessibility to the Clifton Marsh Wastewater Treatment Works
- Lancashire County Council is considering a new secondary school in Warton to serve the wider catchment
- New development could facilitate a new local shopping centre, as Warton currently has no recognised centre
- New development will provide a better balance between housing provision and employment opportunities in the area

Challenges

- There is traffic congestion at peak times, the bus service is poor and there are no rail links
- There are sufficient school places available in the Warton area within a five-year period. However, a number of schools are close to capacity, and should more housing come forward in this area and births continue to increase, more places will be required

Site	Deliverability in relation to the planning process	Sustainability	Deliverability in relation to infrastructure	Recommendation	Delivery timescale
H8 – Land west of Warton (housing)	Site is identified in the SHLAA as ‘potentially suitable’ There is developer interest in the site	The site is adjacent to Warton, which is proposed to become a Key Service Centre	Lancashire County Council is considering a new secondary school on this site The Preston Westerly Distributor road will contribute towards alleviating traffic congestion, and this is due to be completed in 2021 There are wastewater infrastructure issues for this site	That the site be included in the Local Plan	Due to the scale of development proposed at Warton, not all sites could come forward at the same time. Due to infrastructure delivery issues, this site is phased after the other sites in Warton have started and after the distributor road has been completed. Development could start on this site in 2021 and be completed by 2027
H9 – Land north of Warton (housing)	Site is identified in the SHLAA as ‘potentially suitable’ There is strong developer interest in the site	The site is adjacent to Warton, which is proposed to become a Key Service Centre	The Preston Westerly Distributor road will contribute towards alleviating traffic congestion, and this is due to be completed in 2021 There are wastewater infrastructure issues for this site	That the site be included in the Local Plan	There is strong developer interest in this site, and the developer has indicated a willingness to provide local facilities. The issues raised under H8 indicate that development on this site could start between the development of sites H8 and H10. Development could start in 2017 and be completed by 2020

H10 – Land east of Warton (housing)	Site is identified in the SHLAA as ‘potentially suitable’ There is strong developer interest in the site	The site is adjacent to Warton, which is proposed to become a Key Service Centre A minority of the site is situated within a MSA	The Preston Westerly Distributor road will contribute towards alleviating traffic congestion, and this is due to be completed in 2021 There are wastewater infrastructure issues for this site	That the site be included in the Local Plan	Due to wastewater issues, it is sequentially preferable for this site to be developed first. Development could start in 2015 and be completed by 2025
H11 – Land NE of Warton (housing)	Would require site H11 to be developed first Site is not identified in the SHLAA	The site is not currently connected to a settlement and is therefore the least sequentially preferable of the identified sites at Warton A minority of the site is situated within a MSA	The Preston Westerly Distributor road will contribute towards alleviating traffic congestion, and this is due to be completed in 2021 There are wastewater infrastructure issues for this site	That the site is not included in the Local Plan This site is not as well related to the settlement as the other potential strategic sites at Warton Inclusion of the site would result in an unsustainable amount of development at Warton, rather than development being distributed throughout the Borough	n/a
H12 – Former GEC Marconi Factory, Lytham Road, Warton (housing)	Site has planning permission for housing Site is identified in the SHLAA as ‘unsuitable’	Brownfield site within Warton, which is proposed to be a Key Service Centre by 2030	No major infrastructure issues	That the site be included in the Local Plan	As this site has planning permission, development could start in 2014 and be completed by 2018

Appendix 3:

Housing Trajectory

Appendix 4:

Parking Standards

Parking Standards

General guidance

The following Parking Standards apply to all new development and changes of use. The standards are maxima with the exception of cycles, mobility impaired and motorcycles which are minimum standards and are based on gross floor area. The numerical standards included in the table have been benchmarked against existing practice at both a local level within the North West and a regional level across the rest of the country. However, it must be noted that parking standards are only a single tool within the wider spatial planning policy and development management process undertaken by local planning policy and highway authorities. In order to control parking provision, the standards must be intrinsically linked with a range of other measures and issues within the wider context of the spatial planning process, or their value and impact in delivering sustainable development will be limited.

The parking standards are based on a combined assessment of broad development location and local accessibility. This approach is designed to allow for varying levels of accessibility to be taken into account, both at a local level and across the region as a whole. Standards should be more restrictive in those areas that have the highest levels of public transport accessibility and development density.

Accessibility Questionnaire

Where specified in the parking standards table, applicants will be expected to submit the attached Accessibility Questionnaire, to broadly assess the accessibility of proposed developments. It considers the quality and quantity of a wide range of transport located within the immediate vicinity of the proposed development. The questionnaire will enable a development site to be scored in relation to its current levels of accessibility by other modes of transport. This assessment provides a basis for calculating a reduction in the maximum number of spaces that would normally be permitted as a consequence of the potential for the site to be reached by modes other than the private car. The questionnaire and further advice is provided below.

Bicycles, Motorcycles, Heavy Goods Vehicles and Coaches

Standards for the provision of parking spaces for bicycles, motorcycles, Heavy Goods Vehicles (HGVs) and coaches have been developed and are included within the table. Cycling standards should take into account local variations as well as travel planning and any cycle network proposals in order to encourage cycling both for the specific development but also within the wider area. In all cases, the design of cycle parking areas should minimise conflicts between cycles and motor vehicles, with adequate space provided to allow for the manoeuvring of cycles. For developments that cater for a range of cycle users (e.g. staff and visitors), consideration should be given to providing a range of cycle parking allowing for both long and short stays. For office and retail developments, cycle parking should be located as close as possible to the main entrance of the building, covered by natural surveillance, CCTV and adequate lighting. For residential developments, cycle parking should be located within a covered and secure enclosure. Along with motorcycles, cycling should be encouraged as an alternative to private car travel and parking should be provided at a level to assist in this. Both HGV and coach parking should be developed on a case by case basis through discussions between local authorities and developers, taking into account land use classes, local circumstances and operational requirements.

Disabled parking

Disabled parking standards as detailed in the table below, have been derived from national Government guidance¹. When setting parking standards, the developer should consider within their proposals whether developments are likely to have higher levels of use by disabled drivers, possibly due to development type and location. Furthermore, local authorities should assess whether there are any specific circumstances within their areas that indicate generally higher levels of provision for disabled parking would be locally appropriate. The involvement of local disabled and elderly groups may be particularly useful in such an assessment and the monitoring of implementation. The disabled standards set out in the table should be taken as the minimum number of spaces and should be included as part of the overall parking provision of a development.

Class	Broad Land Use	Specific Land Use	Standard (per m ² gross floor area) unless otherwise stated	Apply Accessibility Questionnaire?	Disabled Parking		Bicycles	Motorcycle	Coaches		Comments
					Up to 200 bays	Over 200 bays			Parking (Minimum)	Drop Off (Minimum)	
A1	Shops	Food Retail	1 space per 14 sqm	Y	3 bays or 6% of total capacity whichever is greater	4 bays plus 4% of total capacity	1 space per 140 sqm (minimum of 2 spaces)	1 space per 350 sqm (minimum of 2 spaces)	-	-	Smaller food and non-food facilities (say under 500sqm) may require significantly less parking due to serving local needs – each application to be judged on its merits
		Non-food Retail	1 space per 20 sqm	Y	3 bays or 6% of total capacity whichever is greater	4 bays plus 4% of total capacity	1 space per 200 sqm (minimum of 2 spaces)	1 space per 500 sqm (minimum of 2 spaces)	-	-	Includes hairdressers, undertakers, travel agents, post offices, pet shops, etc (say under 500sqm) may require significantly less parking due to serving local needs – each application to be judged on its merits
		Retail warehouses	1 space per 40 sqm	Y	3 bays or 6% of total capacity whichever is greater	4 bays plus 4% of total capacity	1 space per 200 sqm (minimum of 2 spaces)	1 space per 500 sqm (minimum of 2 spaces)	-	-	
A2	Financial and Professional Services	Banks/Building societies, betting offices, estate agencies, professional and financial services	1 space per 30 sqm	Y	3 bays or 6% of total capacity whichever is greater	4 bays plus 4% of total capacity	1 space per 200 sqm (minimum of 2 spaces)	1 space per 500 sqm (minimum of 2 spaces)	-	-	
A3	Restaurants and Cafes	Restaurants, Cafes/Shack Bars	1 space per 5 sqm of public floor area	Y	3 bays or 6% of total capacity whichever is greater	4 bays plus 4% of total capacity	1 space per 50 sqm (minimum of 2 spaces)	1 space per 125 sqm (minimum of 2 spaces)	Negotiated on a case-by-case basis	Negotiated on a case-by-case basis	
A4	Drinking Establishments	Public Houses/Wine Bars/Other Drinking establishments	1 space per 5 sqm of public floor area	Y	3 bays or 6% of total capacity whichever is greater	4 bays plus 4% of total capacity	1 space per 50 sqm (minimum of 2 spaces)	1 space per 125 sqm (minimum of 2 spaces)	Negotiated on a case-by-case basis	Negotiated on a case-by-case basis	
A5	Hot Food Takeaway		1 space per 5 sqm of public floor area	Y	3 bays or 6% of total capacity whichever is greater	4 bays plus 4% of total capacity	1 space per 50 sqm (minimum of 2 spaces)	1 space per 125 sqm (minimum of 2 spaces)	Negotiated on a case-by-case basis	Negotiated on a case-by-case basis	
B1	Business	Office, Business Parks, Research and Development	1 space per 30 sqm	Y	Individual bays for each disabled employee plus 2 bays or 5% of total capacity whichever is greater	6 bays plus 2% of total capacity	1 space per 300 sqm (minimum of 2 spaces)	1 space per 750 sqm (minimum of 2 spaces)	-	-	Provision at business parks may enable some sharing of spaces between development plots; this should be taken into account within proposals
		Call centres	1 space per 30 sqm (starting point for discussions)	Y	Individual bays for each disabled employee plus 2 bays or 5% of total capacity whichever is greater	6 bays plus 2% of total capacity	1 space per 300 sqm (minimum of 2 spaces)	1 space per 750 sqm (minimum of 2 spaces)	-	-	Use as a starting point with each application judged on its own merits. A less strict standard may often be appropriate but local authorities must be mindful of change of use issues

¹ "Traffic Advisory Leaflet 05/95 Parking normally be permitted as a consequence for Disabled People", DfT.

Class	Broad Land Use	Specific Land Use	Standard (per m ² gross floor area) unless otherwise stated	Apply Accessibility Questionnaire?	Disabled Parking		Bicycles	Motorcycle	Coaches		Comments										
					Up to 200 bays	Over 200 bays			Parking (Minimum)	Drop Off (Minimum)											
B2	General Industry	General Industry	1 space per 45 sqm	Y	Individual bays for each disabled employee plus 2 bays or 5% of total capacity whichever is greater	6 bays plus 2% of total capacity	1 space per 450 sqm (minimum of 2 spaces)	1 space per 1000 sqm (minimum of 2 spaces)	-	-	Includes general industry in residential areas										
												Storage and Distribution	1 space per 100 sqm	Y	Individual bays for each disabled employee plus 2 bays or 5% of total capacity whichever is greater	6 bays plus 2% of total capacity	1 space per 850 sqm (minimum of 2 spaces)	1 space per 2000 sqm (minimum of 2 spaces)	-	-	1 space per 100 sqm suggested by RSS EIP Panel Report
C2	Residential Institutions	Residential care homes/Nursing Homes	1 per 5 beds	Y	3 bays or 6% of total capacity whichever is greater	4 bays plus 4% of total capacity	1 space per 40 beds (minimum of 2)	1 space per 100 beds (minimum of 2)	-	-	These standards should cater for all users of the development, not just residents										
		Sheltered accommodation	1 space 3 beds	Y	3 bays or 6% of total capacity whichever is greater	4 bays plus 4% of total capacity	1 space per 20 beds (minimum of 2)	1 space per 50 beds (minimum of 2)	-	-	These standards should cater for all users of the development, not just residents										
			1 bedroom	1	N	Negotiated on a case-by-case basis	Negotiated on a case-by-case basis	1 (allocated) 1 (communal)	-	-	-	Cycle parking need not be provided if garages are available									
C3	Dwelling houses	Dwelling houses	2	N	Negotiated on a case-by-case basis	Negotiated on a case-by-case basis	2 (allocated) 1 (communal)	-	-	-	Cycle parking need not be provided if garages are available										
		4+ bedrooms	3	N			4 (allocated) 2 (communal)	-	-	-											
			Shared houses occupied by between three and six unrelated individuals	3	N	Negotiated on a case-by-case basis	Negotiated on a case-by-case basis	4 (allocated) 2 (communal)	-	-	-	Cycle parking need not be provided if garages are available									
C4	Houses in Multiple Occupation																				

Class	Broad Land Use	Specific Land Use	Standard (per m ² gross floor area) unless otherwise stated	Apply Accessibility Questionnaire?	Disabled Parking		Bicycles	Motorcycle	Coaches		Comments									
					Up to 200 bays	Over 200 bays			Parking (Minimum)	Drop Off (Minimum)										
D1	Non-residential institutions	Clinics and health centres (excludes hospitals)	1 space per 2 staff plus 4 per consulting room	Y	3 bays or 6% of total capacity whichever is greater	4 bays plus 4% of total capacity	2 spaces per consulting room (minimum)	1 space per 2 consulting rooms (minimum)	-	-	Drop-off spaces to be determined on a case-by-case basis. Day care centres may require spaces for attendees (1 space per 4 attendees)									
												Creches, day nurseries and day centres	1 per member of staff	Y	3 bays or 6% of total capacity whichever is greater	4 bays plus 4% of total capacity	1 space per 10 staff (minimum of 2 spaces)	Negotiated on a case-by-case basis	Negotiated on a case-by-case basis	Drop-off spaces to be determined on a case-by-case basis
		Art galleries, museums, libraries	1 space per 20 sqm	Y	3 bays or 6% of total capacity whichever is greater	4 bays plus 4% of total capacity	1 per 200 sqm, (minimum of 2 spaces)	1 per 500 sqm, (minimum of 2 spaces)	Negotiated on a case-by-case basis	1										
		Halls and places of worship	1 space per 5 sqm	Y	3 bays or 6% of total capacity whichever is greater	4 bays plus 4% of total capacity	1 per 50 sqm, (minimum of 2 spaces)	1 per 125 sqm, (minimum of 2 spaces)	-	-										
		Higher and Further Education	1 space per 2 staff +1 space per 10 students	Y	Case-by- case basis	Case-by- case basis	1 space per 5 staff plus 1 space per 3 students	1 space per 12 staff plus 1 space per 10 students	Negotiated on a case-by-case basis	1										

Class	Broad Land Use	Specific Land Use	Standard (per m ² gross floor area) unless otherwise stated	Apply Accessibility Questionnaire?	Disabled Parking		Bicycles	Motorcycle	Coaches		Comments	
					Up to 200 bays	Over 200 bays			Parking (Minimum)	Drop Off (Minimum)		
D2	Assembly and leisure	Cinemas, bingo and casinos, conference centres, music and concert halls	1 per 5 seats	Y	3 bays or 6% of total capacity whichever is greater	4 bays plus 4% of total capacity	1 per 20 seats (minimum of 2 spaces)	1 per 50 seats (minimum of 2 spaces)	Negotiated on a case-by-case basis	1		
			1 space per 22 sqm	Y	3 bays or 6% of total capacity whichever is greater	4 bays plus 4% of total capacity	1 per 20 seats (minimum of 2 spaces)	1 per 50 seats (minimum of 2 spaces)	Negotiated on a case-by-case basis	1		
			1 per 5 seats	Y	3 bays or 6% of total capacity whichever is greater	4 bays plus 4% of total capacity	1 per 20 seats (minimum of 2 spaces)	1 per 50 seats (minimum of 2 spaces)	Negotiated on a case-by-case basis	1		
			1 space per 50 sqm internal showroom	N	3 bays or 6% of total capacity whichever is greater	4 bays plus 4% of total capacity	1 per 5 staff	Minimum of two spaces	-	-	-	Excludes operational spaces such as MOT spaces, external sales areas and storage
			1 space per pump	N	1 space minimum	-	1 per 5 staff	Minimum of two spaces	-	-	-	Ancillary retail units should be assessed separately

Note: if coach drop-off spaces are provided off the public highway, they may be used as coach parking spaces.

Accessibility Questionnaire

Mode	Criteria	Variation	Possible Scores	Actual Score
Walk	Quality of provision for pedestrians	Good: <ul style="list-style-type: none"> Footways greater than 2m wide Choice of access points to the site for pedestrians enabling travel from the site in three or more directions (with more than 60° between them) All pedestrian routes well maintained, with high quality surfaces, provision of street furniture and good quality lighting 	3	
		Moderate: <ul style="list-style-type: none"> Footways defined (with kerbs) but of minimum 2m width At least two pedestrian accesses to the site giving access in different directions – at least 90° between them Footways maintained to a reasonable standard Street lighting present 	2	
		Poor: <ul style="list-style-type: none"> No footways adjacent to site Pedestrians immediately on to an area where traffic has priority Access only available at one point Little or no street lighting 	0	
Cycle	Quality of provision for cyclists	Good: <ul style="list-style-type: none"> Cycle parking provided, including some which is sheltered and/or secure Dedicated facilities for cycles – including cycle lanes, advance stop lines within 100m from the site Good choice of access points to the site and excellent permeability giving route choices to, from and within the site Part or all of the site available only to pedestrians and cyclists with traffic movements restricted Design and maintenance of surrounding area to high standards, sympathetic to needs of cyclists 	3	
		Moderate: <ul style="list-style-type: none"> Limited ability to park a bike Shared space, but low traffic flows making this a satisfactory situation Road surfaces of an adequate standard for cyclists Some choice of accesses to the site – with reasonable permeability for cyclists giving at least two directions of access 	2	
		Poor: <ul style="list-style-type: none"> No parking facilities for cyclists on the site All space shared with vehicular traffic Access on to a busy street/road where traffic dominates Only one practical access point for cyclists Restrictions on movement caused by one way streets 	0	

Bus	Walking distance to nearest bus stop from main entrance to building	<100m	3	
		<400m	2	
		>400m	0	
	Quality of bus stop (if within 800m walking distance)	Good: <ul style="list-style-type: none"> Clearly marked stop with adequate space on footway Raised kerbs to allow easier access to the bus Clear written information or real time information available Shelter and seating available in waiting area Well lit Other security measures (e.g. CCTV to increase sense of personal security) 	2	
		Moderate: <ul style="list-style-type: none"> Clearly marked stop on footway providing adequate width Written information about services available Shelter and seating available Adequate lighting 	1	
		Poor: <ul style="list-style-type: none"> Positioned on footway of 2m width or less Marked only by pole and flag Little or no information about services No sheltered waiting facilities Environment affected by volumes of traffic Little or no street lighting 	0	
	Bus frequency of principal service from nearest bus stop (if within 800m walking distances)	15mins or less	4	
		30mins or less	2	
		60mins or less	1	
		>60mins	0	
	Distance to nearest bus station/major interchange (10 or more routes)	<200m	5	
		<400m	3	
		<800m	2	
		>800m	0	
	Number of bus services stopping within 400m walking distance of main entrance to building	6 or more	5	
		2 to 5	3	
1		1		
0		0		

Tram	Walking distance to nearest tram stop	<200m	4	
		<400m	3	
		<800m	2	
		>800m	1	
		No tram system	0	
Train	Number of railway stations within 1,200m walking distance	2+	3	
		1	2	
		0	0	
	Walking distance to nearest railway station	<400m	4	
		<800m	3	
		<1200m	2	
		>1200m	0	
	Quality of nearest railway station (if within 1,200m walking distance of the site)	Good: <ul style="list-style-type: none"> Extensive waiting areas on platforms, including enclosed and heated space Toilets Excellent information about services including real time information Ability to change platforms and make connecting trains to different destinations Ticket office/ticket machines Staff available at all times CCTV and other security measures to provide sense of personal security Retail facilities – refreshments and range of other shops Fully accessible with lifts and ramps Interchange to bus/tram and taxi from immediate surroundings 	3	
		Moderate: <ul style="list-style-type: none"> Reasonable waiting areas on platforms and in enclosed spaces Toilets Good information about services including real time information Ticket office Staff available Some refreshments/newsagents Lifts Taxi rank outside 	2	

Train (cont'd)	Quality of nearest railway station (if within 1,200m walking distance of the site) (cont'd)	Poor: <ul style="list-style-type: none"> Limited waiting areas – not enclosed No toilets Information limited to timetable displays and recorded announcements No facilities to purchase tickets No staff present or only limited presence Limited assistance for those with luggage or disabilities No lifts – requirement to negotiate steps and stairs 	0	
	Number of services per hour per direction (arrivals and departures) from nearest station (if within 1,200m walking distance of site)	>10	5	
		5 to 10	3	
		3 to 4	2	
		1 to 2	1	
		0	0	
Total				

Notes to Accessibility Questionnaire:

1. Walking distances are taken as the actual, 'on the ground', distances that people need to walk, taking account of footway and site layouts. These are not the direct, 'crow fly' distances.
2. The questionnaire should be completed with information gathered through a site visit and should not be solely reliant on a desktop study of the site and surrounding area.
3. Smaller sites which have no main building entrance more than 50m walking distance from a pedestrian access to the site, the point from which the level of access is assessed should be the main building entrance closest to the centre of the site. For sites with main building entrances further than 50m walking distance from a pedestrian access, the site may need to be split into plots or individual land uses as part of the assessment.
4. The information used in the completion of the questionnaire should form part of the usual content of a Transport Assessment/Statement, therefore, adequate justification for the scoring should be clear within the document.
5. The completed questionnaire should be appended to the Transport Assessment/Statement.

Reduction in Parking Standards in relation to Local Accessibility Rating

The final score obtained from the Accessibility Questionnaire will be used to identify whether the site is rated low, moderate, high or very high for local accessibility. This score will then be used to identify a **revised maximum standard** for the proposed land use and Area Accessibility Category. The range of scores, together with the proposed percentage reductions in maximum parking provision are shown in the table below. It should be noted that reductions in parking standards would only apply to general use spaces and not to the provision of disabled parking spaces.

Accessibility Rating	Points from Questionnaire	% Reduction in Parking Provision
Low	0 to 11	No reduction
Moderate	12 to 21	5 to 10%
High	22 to 31	10 to 25%
Very High	32 to 47	At least 25%

Where a development only achieves a 'low' accessibility rating, an adequate justification should be provided of the suitability of the chosen location for the type of development proposed. It is important that clear evidence is provided to show that a sequential approach has been taken in identifying an appropriate development site. Robust proposals should be identified by developers, and secured by local authorities, to increase the provision of access by alternative modes of transport, and manage access by car, as an integral part of the development.

Parking provision for new residential developments (Class C3 and C4) should be based on the standard specified in the parking standards table. ie: There would be no reduction in maximum parking provision in the case of residential developments.

Appendix 5:

Performance Monitoring Framework

Fylde Local Plan to 2030: Part 1 Performance Monitoring Framework

The purpose of this Performance Monitoring Framework is to identify the key indicators that will be used to monitor the delivery of policies contained in the Fylde Local Plan to 2030: Part 1.

The Local Plan Part 1 seeks to manage development in Fylde, which will require efficient and effective delivery of development proposals and service improvements. Implementation of these will require action by a range of public, private and voluntary organisations.

The Local Plan will be monitored annually at the end of March, to ensure that its policies are effective and reflect changing circumstances nationally, regionally and locally. The National Planning Policy Framework (paragraph 182) sets out four tests of soundness which the Local Plan is expected to conform to, one of which is that the Plan needs to be 'effective'. One of the ways effectiveness can be demonstrated is that the Plan is able to be monitored.

The Authority Monitoring Report (AMR) is a key component of the Local Plan and measures the success of policies against a series of national and local indicators. It aims to show whether policies are achieving their objectives and whether sustainable development is being delivered, whether the assumptions and objectives behind policies are still relevant and whether the targets in the Local Plan are being met.

The AMR is made up of a series of documents which will be updated at least annually as and when information becomes available. The first Authority Monitoring Report covers the period from 1 April 2011 to 31 March 2013 and is still under production.

The Local Plan Part 1 Performance Monitoring Framework sets out eighteen key performance indicators and their targets during the Local Plan period. The framework will form part of the AMR, which will also monitor the Local Plan Part 2: Site Allocations to 2030 and any Supplementary Planning Documents.

A relatively small number of targets have been chosen for inclusion in the Local Plan Part 1 Performance Monitoring Framework to avoid duplicate, unreliable or difficult to collect indicators; to ensure that the indicators chosen align closely with the key planning policies and to focus on achievable targets in line with the Local Plan's vision for Fylde. Indicators and targets have not been set out for every policy in the Local Plan Part 1.

The indicators aim to monitor the performance of the key policies, rather than measure wider outcomes. The eighteen indicators have reliable data sources, baseline information (where appropriate) and achievable targets. The AMR will assess the performance of the Local Plan against the indicators and targets in the Local Plan Part 1 Performance Monitoring Framework. Where this indicates that targets are not being met, the Council will, where possible, seek to remedy poor performance prior to any review of the targets. Where possible the same indicators will be used throughout the life of the Local Plan. However some indicators and targets may change as information becomes more or less readily available, as objectives are achieved, or as new priorities are set. When this occurs the AMR will explain the changes and track the new indicators and targets. In the longer term the results of the monitoring will be used to review the Local Plan.

Table of Key Indicators against Local Plan Part 1 Policies

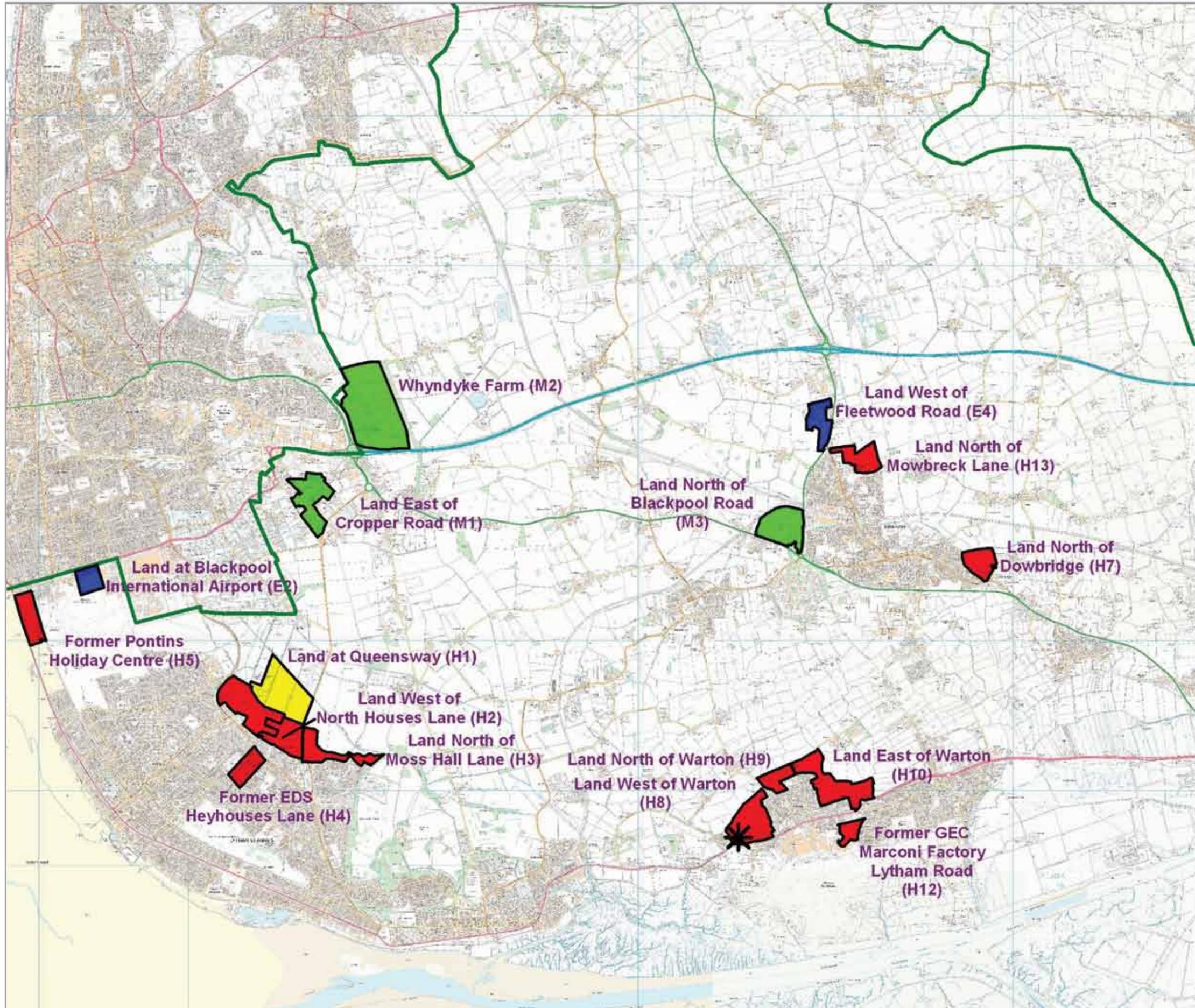
Local Plan Part 1 Policy	Local Plan Part 1 Performance Monitoring Framework Indicator	Indicator	Target	Delivered By
SD1: The Spatial Development Framework	1	Net additional dwellings completed	Annual dwelling completions against requirement target of 306 pa	Developers, Housing Associations, Council and infrastructure providers
	2	5 year supply	To have a 5 year supply	
	3	Housing Trajectory	To deliver 6712 dwellings over the plan period	
SL1, SL2, SL3, SL4: Strategic Locations for Development	4	Location of dwelling completions in relation to Strategic Location policies	Cumulative dwelling completions from May 2011 located within: Lytham At Annes Strategic Location: 25% Blackpool Periphery Strategic Location: 16% Warton Strategic Location: 17% Kirkham and Wesham Strategic Location: 11% Windfalls and Small Sites: 31%	Council, Housing Associations, developers, infrastructure providers
EC1: Overall Provision of Employment Land	5	Employment land take-up	Cumulative take-up of land for employment development from May 2011 compared to plan period requirement of 49 ha	Council, businesses, developers, investors, infrastructure providers

H1: Density, Mix and Design of New Development	6	Provision for all ages	Number of homes within developments of 15 or more built to Lifetime Homes Standards	Council, Housing Associations Registered Social Landlords, Homes and Communities Agency, private landlords and developers
H3: Affordable Housing	7	Number of affordable homes built	Number of urban market housing schemes of 15 or more homes and rural market schemes of 4 or more homes that provide 30% affordable homes	Council, Housing Associations Registered Social Landlords, Homes and Communities Agency, private landlords and developers
HW1: Health and Wellbeing	8	Improving community health	Number of Health Impact Assessments (HIA) for major planning applications on Strategic Sites and Locations, with outcomes implemented	Council, Lancashire Public Health, health agencies
INF2: Developer Contributions	9	Value of developer contributions collected	Amount collected each year (as well as the actual implementation of infrastructure projects)	Council, developers and infrastructure providers
T3: Enhancing Sustainable Transport Choice	10	Reduction of road traffic congestion	Year on year reduction	Council, Highways Agency, Network Rail, public transport operators
	11	Provision of Park and Ride at Kirkham and Wesham Station	Provision of Park and Ride	
	12	Improvements to South Fylde Line	Improvements to South Fylde Line	

CL4; Sustainability Statements	13	Improving the energy performance of buildings	Number of Sustainability Statements accompanying major planning applications, with objectives implemented	Council, Housing Associations Registered Social Landlords, Homes and Communities Agency, private landlords and developers
ENV1: Landscape and Biodiversity	14	Change in areas of biodiversity importance	No net loss	Council, Natural England, Lancashire Wildlife Trust
ENV2: Protecting Existing Open Space and Green Infrastructure	15	Amount of sport, recreation and informal open space lost to other uses (without appropriate mitigation)	No net loss	Council, Sport England, Natural England, Lancashire Wildlife Trust, sports clubs, schools, developers
ENV5: Heritage Assets	16	Number of Heritage Assets at Risk	No net increase No heritage assets at risk by 2030	Council, English Heritage, developers, architects
	17	Development of a Built Heritage Strategy and Action Plan for Fylde, Conservation Area Character Appraisals and a Local List of Heritage Assets	All of the documents outlined in the policy produced by 2020	
ENV6: Good Design in New Development	18	Higher quality building design	All housing developments to conform to Building for Life 12 standards	Council, developers, architects

Maps of Strategic Sites

and sites assessed and not included



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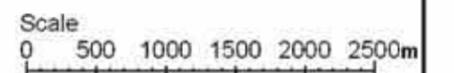
LEGEND

- Housing Sites
- Employment Sites
- Mixed Use Sites
- Public Open Space
- ✳ Site for Secondary School
- Borough Boundary

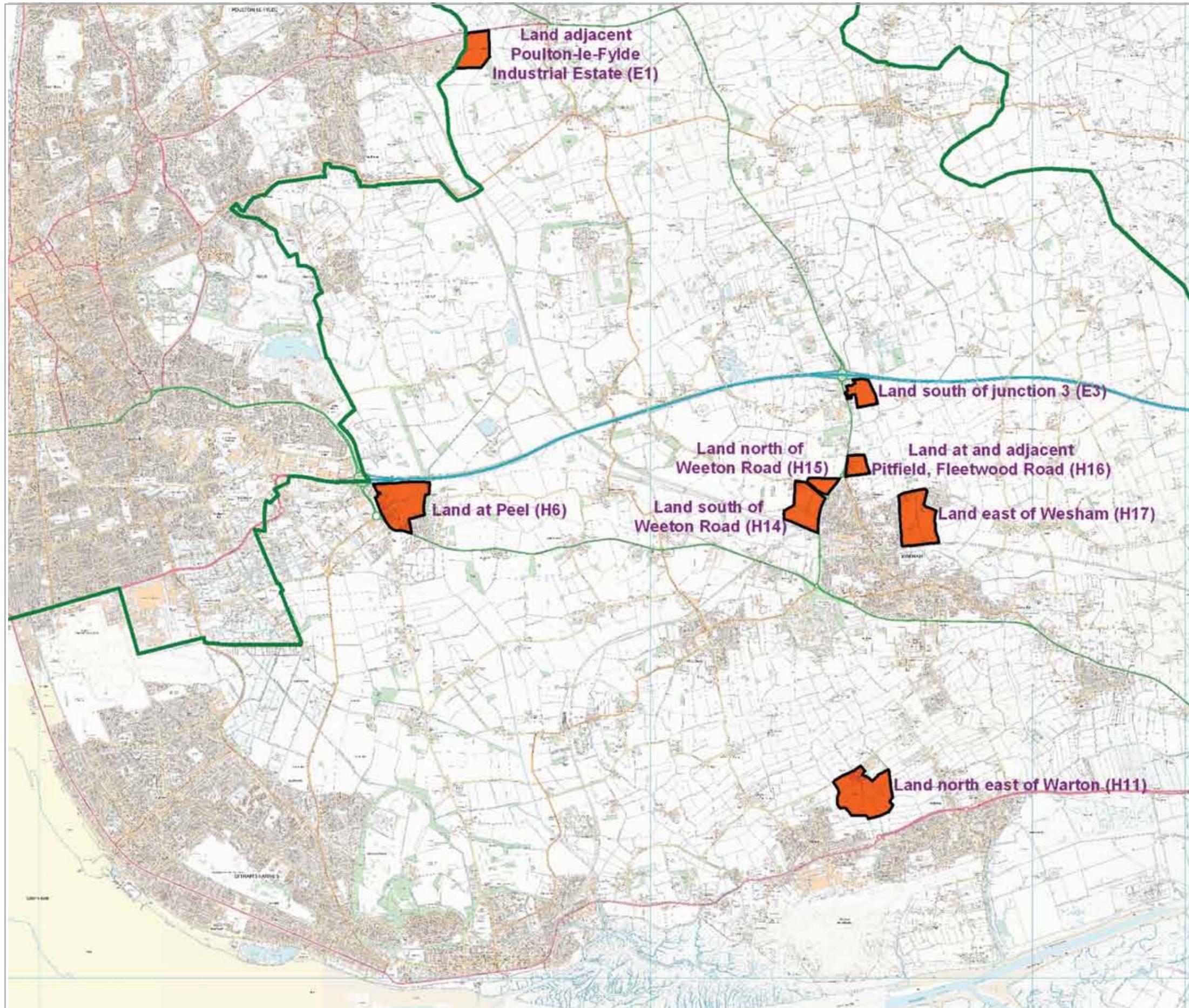
Fylde Local Plan to 2030
Preferred Options
Strategic Locations for
Development



FYLDE BOROUGH COUNCIL
Development Services
Town Hall
St Annes
FY8 1LW



Date : May 2013



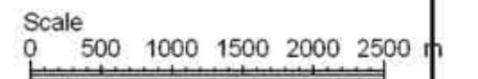
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Fylde Local Plan to 2030
Preferred Options
Sites Assessed
but Not Included

FYLDE BOROUGH COUNCIL

Development Services
Town Hall
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