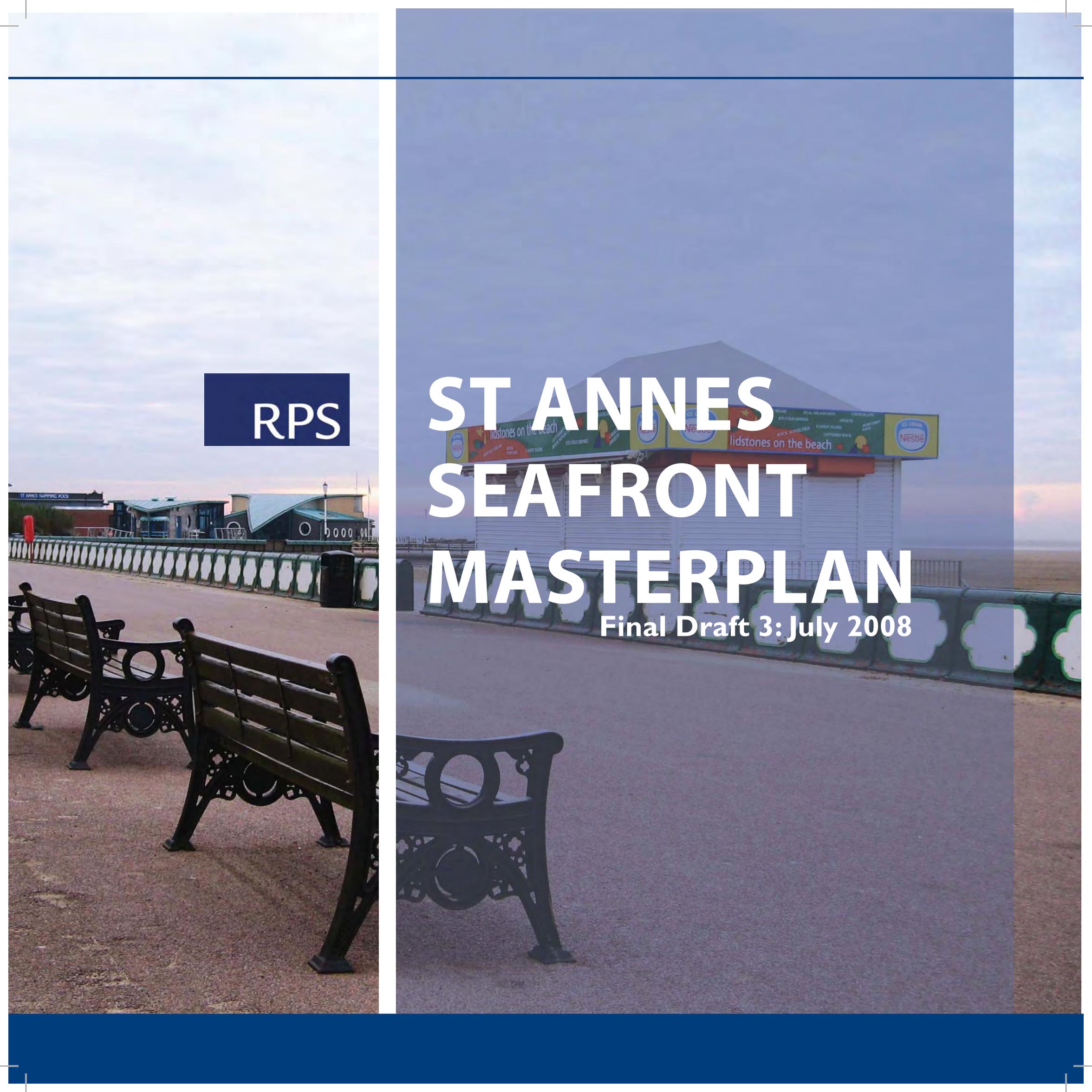




RPS



ST ANNES SEAFRONT MASTERPLAN

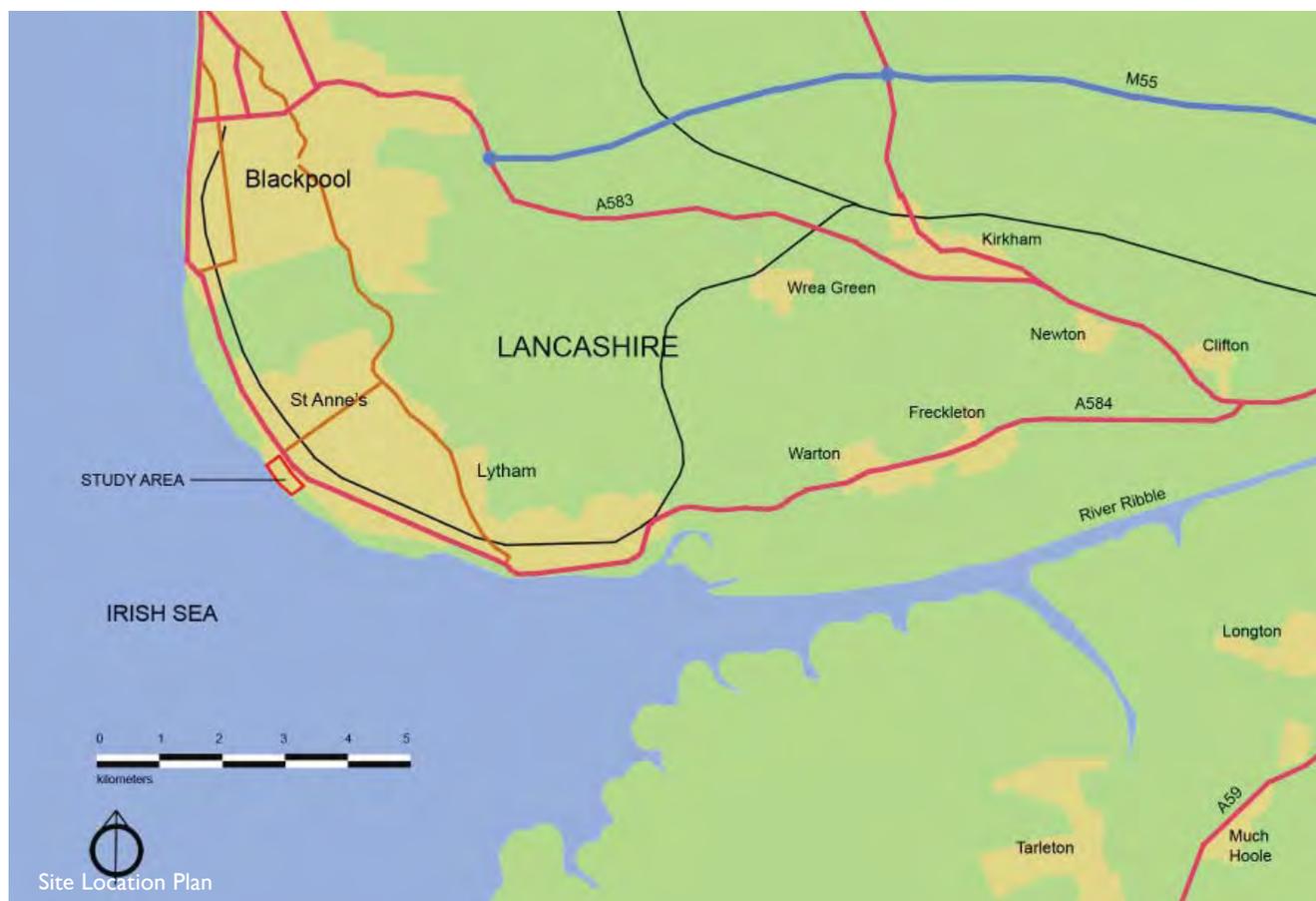
Final Draft 3: July 2008

Introduction

RPS has been commissioned by Fylde Borough Council to explore the redevelopment potential of St Annes seafront (the 'study area'). The area known as 'The Island', located midway along the seafront is widely recognised as being the only sizeable area within the study area with development potential.

It is anticipated that through public and private funding, this area, and the adjacent seafront, could be redeveloped with a view to adding value and ensuring the long-term vitality and prosperity of the tourism industry in St Annes.

To inform this Masterplan, RPS has also undertaken separate analysis of relevant planning policy and guidance and has carried out a market-testing exercise to identify those forms of development that could be accommodated on the site (see Appendices 1 and 2 in Part E of this Masterplan).



Source: Getmapping plc

Tourism Industry in Context

Changes in social and economic trends in recent years have led to the relative decline of the traditional seaside resorts throughout the country. The traditional seaside resort of St. Annes has been no exception to this wider trend and the town has suffered as a result, although investment still continues to be made in the town's hotels and visitor attractions.

There are a variety of issues affecting the tourism industry in the United Kingdom which have been prevalent over recent years. The United Kingdom tourism industry currently faces numerous challenges (over and above the weather) for example:

- The introduction of Sunday shopping has meant that out-of-town shopping complexes have become mini-entertainment centres in their own right;
- Lottery funded projects are vying for the same market but do not need to be profit-making;
- Higher expectations from consumers as more and more people travel abroad; and
- Many non-profit-making museums introducing free admission.

This Masterplan

This Masterplan sets out to begin the process of reversing the decline of the study area; to analyse the existing character of the area; to identify constraints and opportunities; and to propose a range of possible solutions, which will form the basis of new future for St Annes seafront.



Source: Getmapping plc



Aerial photo of the site

Source: Getmapping plc



Tourist Information
Centre St Annes

MOTORIST
IS YOUR CAR SECURE?
HAVE YOU
LOCKED ALL DOORS
REMOVED ALL VALUABLES

CRIMESTOPPERS 0800 555 111
Call anonymously with information about crime



Analysis

a

Site Description - General

The study area shown in Figure 4 comprises St Annes seafront between the two promenade car parks together with a section of the townscape including the main shopping street (St Annes Road West) and linking streets between the promenade and Clifton Drive South.

The area forms part of the planned resort established in 1875 and includes elements of the original seafront including the pier (1885). It also includes extensions to the promenade constructed in 1916, enclosing the Boating Pool, Swimming Baths, 'The Island' and the miniature golf course.

The study area has a sandy beach area near the pier and grassy dunes extend to the north west and south east, bringing the coastal landscape of the Fylde close to the centre of the resort.



Grand hotel, south promenade

Source: RPS



View south along North Promenade toward Pier

Source: RPS



Water fountain in the promenade Gardens

Source: RPS

Figure 4 - The Site 3km



Source: Fylde Borough Council

Site Description - The Gardens

The most distinctive feature of St Anne's seafront are the Promenade Gardens, recorded on the English Heritage Register as Grade II 'gardens of special interest'. They include several individual features with a statutory Grade II listing.

The gardens are a linear feature laid out in two phases; the North Promenade Gardens (1896) and the more ambitious South Promenade Gardens (1913 – 14). The original dune landscape is partially retained in the form of irregular banks which create a degree of separation from the surrounding seafront. This is enhanced in places by feature planting and ornamental stonework.

The layout is subdivided by cross routes into themed 'compartments', for instance formal bedding plants, or alpine planting.

A detailed description is given in the historic appraisal commissioned by Fylde Borough Council in 2001. Although investment is needed, the gardens as they stand are a remarkable survival and continue to contribute to the character of St Annes seafront.



Ornamental bridge

Source: RPS



Promenade gardens - water garden

Source: RPS

Figure 5 - The Gardens



Source: Fylde Borough Council

Site Description - The Island

The construction of an outer promenade in 1916 extended the resort area seawards, creating room for a boating lake, lido and miniature golf course. The lido closed in the 1980s and its site is occupied by the indoor swimming pool *, 'The Island' casino and leisure centre and the Salters Wharf restaurant.

The boating lake is the most successful of these in townscape terms, complementing the 'promenading' character of the pier and promenade gardens and recently enhanced by restaurant and RNLI pavilions. The golf course is a revenue earning feature which fits St Anne's golfing heritage although its large area is poorly integrated into the seafront pedestrian movement pattern and it has a lack of visitor friendly facilities at its perimeter.

The swimming pool *, casino and restaurant are the least successful elements in the extended seafront area, replacing the original lido site with uncoordinated commercial development, apparently organised around car parking areas rather than the public realm of the seafront. The lack of coherence is reinforced by poor building design. Weak entrances and an accumulation of small scale amusement kiosks and rides further reduces the attractiveness of the area, and also impacts on the adjacent inner and outer promenades.

A reappraisal of facilities in this area is required so that commercial opportunities can be developed alongside improvements to the areas physical and visual permeability.

(* N.B. Since the commencement of this Masterplan study, Fylde Borough Council has decided to close the swimming pool.)



Miniature golf course

Source: RPS



Boating pool and restaurant

Source: RPS



The island

Source: RPS

Figure 6 - The Island



Source: Fylde Borough Council

Townscape Framework

Figure 7 shows the results of the urban analysis exercise, in particular the 'permeability' of the built environment – physical movement patterns – and its 'legibility' – landmarks and visual connections.

The results show a townscape characterised by elements from the original planned layout such as the Promenade Gardens and the alignment of the pier with the town's main retail street.

The promenade subdivides into 3 elements:

- the traffic corridor which has lost elements of its original frontage but retains a consistent building line and scale;
- the Promenade Gardens, described above, provide a unique series of linking spaces which frame cross routes between town and seafront and have an internalised circulation route; and
- the pedestrian promenade, which is integral with the gardens and is the main route for visitors between the seafront attractions.

Other elements of the townscape, including the pier / retail axis, interact with the promenade route with varying degrees of success. The pier itself remains a tourist attraction and the main retail street has recently been improved with public realm works.

However, the pier forecourt and adjacent section of St Annes Road West lack functional and public realm focus. Modern additions to the pier façade, the dominance of car parking and lack of active frontage detract from what should be a landmark location on the seafront.

The movement of pedestrians between town and seafront is anticipated in the layout of cross routes through the Promenade Gardens, but there is only one other significant cross axis, between East Bank Road and the Island / public baths site. This is again underdeveloped in public realm terms, lacking focus and dominated by car parking. Elsewhere the potential to develop links, for instance with Links Road (leading

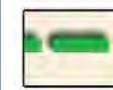
to the Royal Lytham and St Annes golf course) is not exploited.

In 1916 the original promenade was extended seawards to enclose an open air public baths facility. This new promenade may originally have been intended to extend further, perhaps as far as the Outer Promenade 1 ½ km away in Lytham; if so, the plan was never realised, and the promenade route ends abruptly south of the miniature golf course. The extended area today provides some of the more significant constraints and opportunities for the seafront. The Boating Pool is the most successful element in this area, adding to the Promenade Garden setting and linking to the beach. It has been enhanced by the recent addition of a restaurant /café and the RNLI station, both in a distinctive modern style. The 1970s public baths building is less attractive although the potential exists for improvements, for instance to the transparency of the facades.

Although strong commercial attractors, the leisure developments on The Island site (Pleasure Island and Salters Wharf) are unsuccessful in townscape terms, lacking presence as landmark buildings and hemmed in by kiosks, railings and weak public spaces.

The miniature golf course is an original feature but is not well integrated into its surroundings, dominated at its perimeter by mesh fencing and a clutter of play facilities. Although it provides green open space, there is little or no continuity with the Promenade Gardens, the beach or the outer promenade.

The general impact of the outer promenade area is to reduce the permeability and legibility of the seafront, particularly south of the Boating Pool where the setting of both the Promenade Gardens and the beach are adversely affected. This is reinforced by the car parks which provide weak gateways for visitors at both the north west and south east ends of the promenade. The car parks are set amongst sand dunes but not designed into this setting and lack defined public realm links to the promenade and pier forecourt areas.



Pedestrian promenade. Well defined pedestrian route integral with the Promenade Gardens. Seafront views, seating, retail kiosks and good access to the beach and town.



Pedestrian promenade - improvements needed. Some sections of the promenade are undermined by adjacent uses with impermeable perimeters / poorly defined entrances



Promenade Gardens: linear route comprising 'compartmentalised' ornamental landscaped spaces, mostly surviving intact although requiring investment. The garden is an integral feature of the original layout, with several cross routes enabling access between town and the seafront.



North and South Promenade. The visual consistency of the Victorian frontage has been undermined in places by architectural losses and poorer quality replacements. The route retains, however, its Promenade Garden frontage and links to the town.



Planned townscape. Permeable network of streets with a consistent building line and some notable architectural landmarks. Ashton Park and the Royal Lytham and St Annes golf course are integrated into the street network as are the retail streets. New public realm works and masterplanning of the seafront area will be needed to make the most of the links across the promenade.



Features which reduce visual and physical accessibility. The layout of 'The Island', 'Salters Wharf' and the fenced perimeter of the miniature golfing area detract from the setting of the promenade.



Focal areas in need of improvement. The forecourts to both the Pier and The Island / public baths are dominated by car parking, have no pedestrian focus and are weak links to the town



Weak linking spaces. 'Gateway' zones to the seafront which lack structure or fail to provide a threshold between adjoining townscape / landscape and the promenade area:

St Annes Road West. Pinched pedestrian area and lack of active frontage separates the seafront from the shopping area

North and south car parks. Poorly integrated into the beach setting and with weak links to the promenade area. The south area includes the miniature golf course which has weak public realm at its perimeter.



Landmarks:

1. Pier
2. Restaurant / cafe
3. RNLI station
4. Grand Hotel
5. St Thomas' Church
6. The Drive Methodist Church
7. Town Hall
8. St Annes on Sea United Reformed Church
9. Ashton Gardens entrance lodge

Figure 7- Townscape Framework



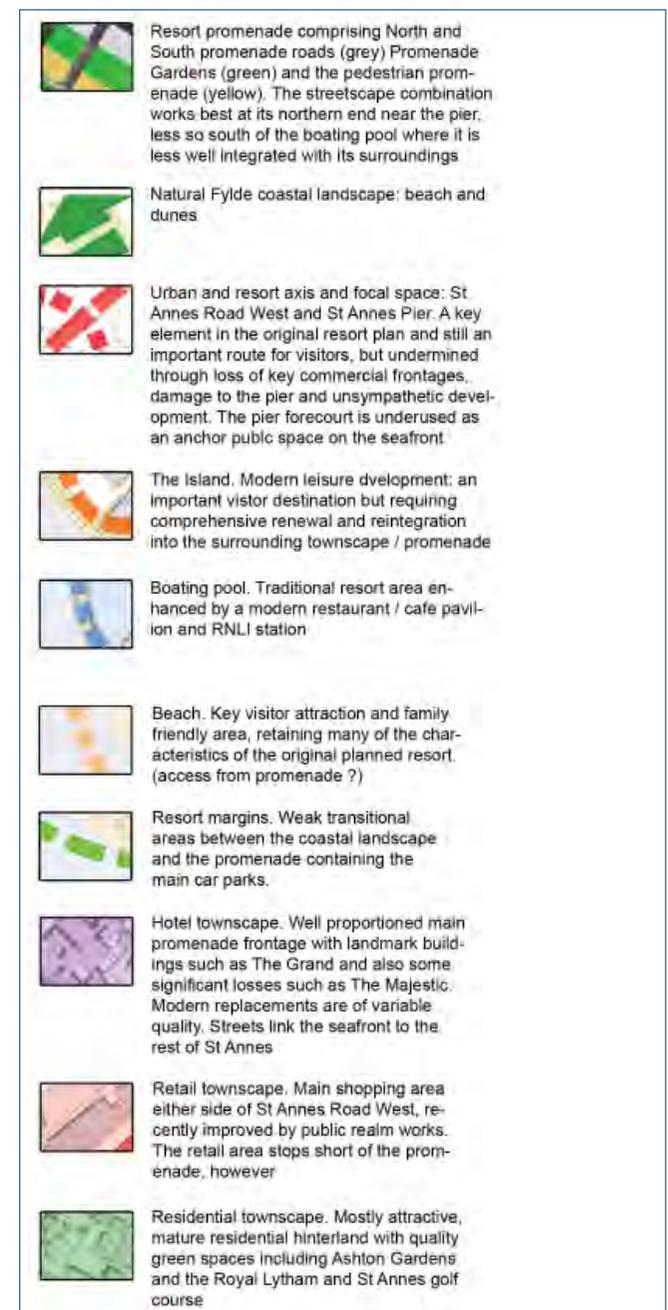
Source: Fylde Borough Council

Opportunities

The most successful elements of St Annes seafront belong to the original layout: architecturally consistent promenade frontage, ornamental garden area/ promenade, beach. The pier is an entertainment focus and landmark. The combination provides a setting for passive seaside entertainment and has the virtue of simplicity, connecting easily with the town and surrounding landscape.

Subsequent layers have been added to this structure, illustrated in Figure 8 which shows the promenade and the fragmented pattern of more recent development. Masterplanning for this area should take into account the need to simplify and reconnect St Annes seafront with its host town and landscape setting:

- Promenade – Vehicular Route. The planning objectives for development along the promenade frontage should continue to protect the historic building line and scale, and conserve landmark buildings such as the Town Hall and Grand Hotel. Green space and tree planting in the hotel forecourt areas should be restored or created wherever possible. Modern architectural design is appropriate here and its quality should reflect the status of the promenade. The design and specification of paving, street furniture and lighting should be coordinated with the design of public realm works in the Promenade Gardens.
- Promenade – Gardens and Pedestrian Promenade. A public realm strategy is required which will protect and enhance the Promenade Gardens and create a distinctive experience along both pedestrian and vehicle corridors either side of the gardens. This should respond to the character and scale of the existing layout, and could include public art. Opportunities exist to emphasise focal areas such as the pier and Island forecourts, restructuring or eliminating car parking in these areas and emphasising pedestrian priorities.
- Pier and Retail Axis – The continuity of this route should be emphasised both through public realm design and the creation of a more complementary retail offer in the vicinity of the pier forecourt. This should be capable of bridging the gap to the main retail area on St Annes Road West and increasing footfall on the route: eye-catching interventions which emphasise the landmark appearance and role of the pier would be appropriate.
- The Island / Public Baths – This site should retain its role as an entertainment anchor on the promenade, preferably moving away from its 'Island' branding towards greater integration of built form and public realm. New development should avoid attempting to 'internalise' public space under a single roof: canopied, glazed or open linking spaces with maximum active frontage would be preferable with at least one key route linking promenade and outer promenade.
- Site Gateways – The transition areas between resort and the surrounding landscape, both natural and urban, should be carefully considered. These include the main car parks whose role should be examined strategically and options for new locations, redesign or additional development considered. The links to St Annes retail area are described above; elsewhere, additional links could generate new commercial opportunities, for instance the route along Links Road to the golf course which currently has a weak relationship with the resort area. The objective should be memorable gateways and a sustainable relationship between resort and its coastal location.



Cast iron detail from promenade seating

Source: RPS

Figure 8 - Opportunities

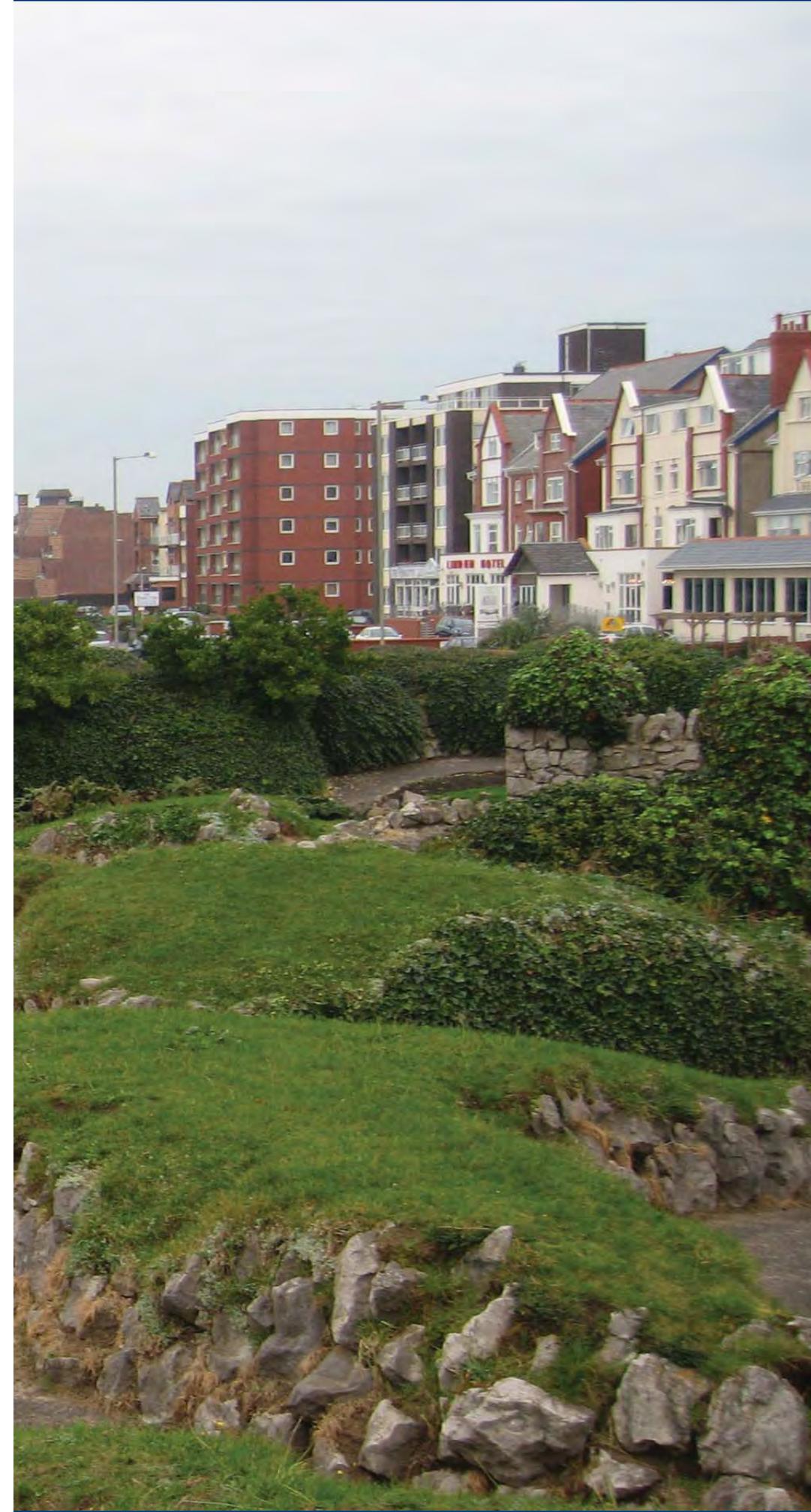


Source: Fylde Borough Council



Source: RPS





Masterplan

b

Masterplan Option I

Limited Redevelopment

From the analysis work undertaken, it is clear that there are two elements to the proposals for St Annes seafront:

- Limited Redevelopment of 'The Island' – principally the area occupied by Pleasure Island, Salters Wharf and the swimming pool. The decision to close the swimming pool means that the building is now available for an appropriate alternative use. The area occupied by Pleasure Island and Salters Wharf should be redeveloped for a mix of uses such as a hotel, cinema, casino, health & fitness suite and complementary retail provision. It should not become a retail-focused development as this would conflict with the role of the town-centre a short distance away.
- Public realm improvements – incorporating a range of measures targeted at the Promenade Gardens, North and South Promenade, but also including the outer promenade.

Enhanced car parking area with new facilities (WC and retail kiosks).

Redesigned pier forecourt - car parking removed and forecourt redesigned as a high quality realm landmark, with new retail kiosks and new focal feature.

Beach area retained with improved accessibility from promenade.

Outer promenade improved with new paving, seating and lighting (modern style contrasting with traditional character of the Promenade Gardens).

New public realm integrated with building layout and enhancements to the Promenade Gardens. There should also be clear physical and visual links to the outer promenade and main entrance to leisure and entertainment uses. Space should be flexible, adaptable for events as well as moveable retail kiosks and small scale amusements. Low key vehicle access and no car parking.

Existing car parking retained and enhanced as part of public realm strategy.

Proposed development is contained within the existing Pleasure Island/Salters Wharf area. New uses such as a hotel, cinema, casino and/or health and fitness suite.

Enhanced car parking area with new facilities designed to integrate with the dune setting and inner and outer promenades.

Figure 9: Option I - Limited Redevelopment



Masterplan Option 2

Major Redevelopment

Similarly to Masterplan Option 1, there are two elements to the proposals for St Annes seafront:

- Major Redevelopment of 'The Island' – principally, but not exclusively, the area occupied by Pleasure Island, Salters Wharf and the swimming pool. The decision to close the swimming pool means that the site is now available for redevelopment - either with a building of a similar footprint (as shown opposite) or another appropriate form - and an appropriate alternative use. The area occupied by Pleasure Island and Salters Wharf should be redeveloped for a mix of uses such as a hotel, cinema, casino, health & fitness suite and complementary retail provision. It should not become a retail-focused development as this would conflict with the role of the town-centre a short distance away. These uses extended to include part of the existing miniature golf course, with the golf course then remodelled and extended southwards towards, and linking with, the car park at the southern end of the Promenade.
- Public realm improvements – incorporating a range of measures targeted at the Promenade Gardens, North and South Promenade, but also including the outer promenade, and extending this to link with the southern Promenade car park.

Whilst RPS considers Masterplan Option 2 to offer greater freedom and flexibility in balancing the desires to retain existing uses such as the miniature golf course with the need to redevelop parts of the site to ensure a long-term future for the seafront, the physical engineering requirements associated with the extension of the outer promenade are likely to be preclusive.

Enhanced car parking area with new facilities (WC and retail kiosks).

Redesigned pier forecourt - car parking removed and forecourt redesigned as a high quality realm landmark, with new retail kiosks and new focal feature.

Beach area retained with improved accessibility from promenade.

Outer promenade improved with new paving, seating and lighting (modern style contrasting with traditional character of the Promenade Gardens).

New public realm integrated with building layout and enhancements to the Promenade Gardens. There should also be clear physical and visual links to the outer promenade and main entrance to leisure and entertainment uses. space should be flexible, adaptable for events as well as moveable retail kiosks and small scale amusements. low key vehicle access and no car parking.

Existing car parking retained and enhanced as part of public realm strategy.

Miniature golf facility modified to accommodate new development: this could be a hotel, residential or sports facility, and may include a golf heritage centre.

Outer promenade retail kiosk.

Improved car parking and pedestrian access designed around the extended golf course, including a possible new retail kiosk on the outer promenade.

Figure 10: Option 2 - Major Redevelopment



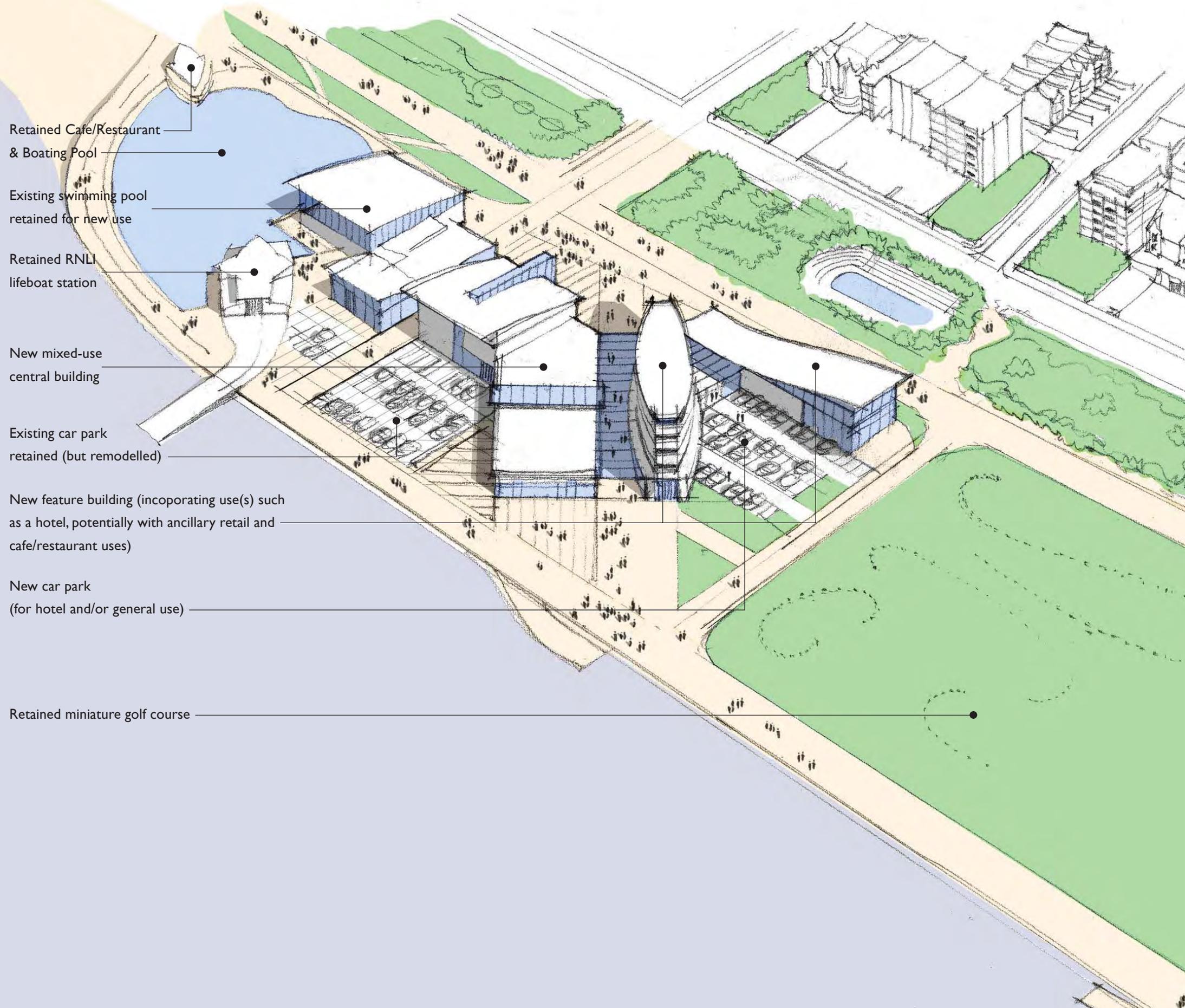




Design Brief - The Island



Figure 11: Sketch Concept Ai



New Development

Redevelopment Sketch Concept Ai seeks to introduce a range of new and complementary forms of leisure-based development onto the site of the existing Pleasure Island and Salters Wharf.

Whilst interest in the proposed mix of cinema, casino, ten-pin bowling and health & fitness suite has been expressed by operators, these uses are all predominantly internal and may offer little to the improvement of the public realm surrounding the new building(s).

The introduction of a hotel together with associated ancillary uses would add variety of use and character and help draw visitors through the site. Active frontages should be provided to public routes through the site, and facing South Promenade.

Key development issues:

- Adoption of a coordinated architectural approach to the redevelopment of the site (modern style contrasting with traditional character of Promenade Gardens);
- Retention of existing café/restaurant, Boating Pool, RNLI lifeboat station, car park, swimming pool building (for a new use) and miniature golf course;
- Redevelopment of The Island/Salters Wharf site to provide:
 - Cinema (3 or 5 screen);
 - Casino/bingo accommodation;
 - Ten-pin bowling alley (approximately 16 lanes);
 - Hotel; and/or
 - Health & fitness suite including gym; and
- Improved beach access.

Figure 12: Sketch Concept Aii

Retained Cafe/Restaurant
& Boating Pool

Existing swimming pool
retained for new use

Retained RNLI
lifeboat station

Existing car
park relocated

New mixed-use
central building

New public space
(incorporating planting and public art)

New feature building (incorporating use(s) such
as a hotel, potentially with ancillary retail and
cafe/restaurant uses)

New car park
(for hotel and/or general use)

Retained miniature golf course

A New Public Space

Redevelopment Sketch Concept Aii is a variation to Concept Ai, again seeking to introduce a range of new and complementary forms of leisure-based development onto the site of the existing Pleasure Island and Salters Wharf, but with the creation of a new public space on the seafront.

Whilst interest in the proposed mix of cinema, casino, ten-pin bowling and health & fitness suite has been expressed by operators, these uses are all predominantly internal and may offer little to the improvement of the public realm surrounding the new building(s), although opportunities for the creation of active frontages onto the new public space(s) should be maximised.

The introduction of a hotel together with associated ancillary uses would add variety of use and character and help draw visitors through the site to new public space(s) along the outer promenade, formed by the relocation of the existing car park landward.

Key development issues:

- Adoption of a coordinated architectural approach to the redevelopment of the site (modern style contrasting with traditional character of Promenade Gardens);
- Retention of existing café/restaurant, Boating Pool, RNLI lifeboat station, swimming pool building (for a new use) and miniature golf course;
- Relocation of the seafront car park landward, thereby opening up the seafront aspect of the site for public access and entertainment;
- Redevelopment of The Island/Salters Wharf site to provide:
 - Cinema (3 or 5 screen);
 - Casino/bingo accommodation;
 - Ten-pin bowling alley (approximately 16 lanes);
 - Hotel; and/or
 - Health & fitness suite including gym;
- Creation of a new public space; and
- Improved beach access.



Figure 13: Sketch Concept B



- Retained Cafe/Restaurant & Boating Pool
- New feature building replacing existing swimming pool
- New vista to seafront
- Retained RNLI lifeboat station
- Existing car park relocated
- New focal point (building or public art)
- New mixed-use central building (incorporating tourism and leisure uses, together with ancillary retail and cafe/restaurant uses)
- New public realm (incorporating planting, public art and visitor attractions - e.g. fairground)
- New feature building (incorporating use(s) such as a hotel, potentially with ancillary retail and cafe/restaurant uses)
- Ancillary retail use (also in other locations)
- New car park (for hotel and/or general use)
- Retained miniature golf course

Comprehensive Redevelopment

Redevelopment Sketch Concept B builds on Concept Aii, again seeking to introduce a range of new and complementary forms of leisure-based development onto the site of the existing Pleasure Island and Salters Wharf, with the creation of a new public space on the seafront. The redevelopment of the swimming pool site would provide a unique opportunity for the comprehensive redevelopment and regeneration of the entire Island site.

The introduction of a range and mix of year-round uses (including an indoor visitor attraction and potentially some residential accommodation) would provide significant increased variety, vitality and character and help draw visitors to the site and St Anne's in general.

Key development issues:

- Adoption of a coordinated architectural approach to the redevelopment of the site (modern style contrasting with traditional character of Promenade Gardens);
- Retention of existing café/restaurant, Boating Pool, RNLI lifeboat station and miniature golf course;
- Relocation of the seafront car park landward, thereby opening up the seafront aspect of the site for public access and entertainment;
- Redevelopment of The Island/Salters Wharf/swimming pool site to provide:
 - Indoor visitor attraction(s);
 - An amusement arcade;
 - A cinema (3 or 5 screen);
 - Casino/bingo accommodation;
 - Ten-pin bowling alley (approximately 16 lanes);
 - Ancillary retail accommodation;
 - Hotel;
 - Health & fitness suite including gym; and/or
 - Residential accommodation;
- Creation of a new public space incorporating public art and some high quality outdoor visitor attractions;
- A coordinated approach to the rejuvenation of the entire outer promenade; and
- Improved beach access.



Figure 14: Sketch Concept C



A New Seafront

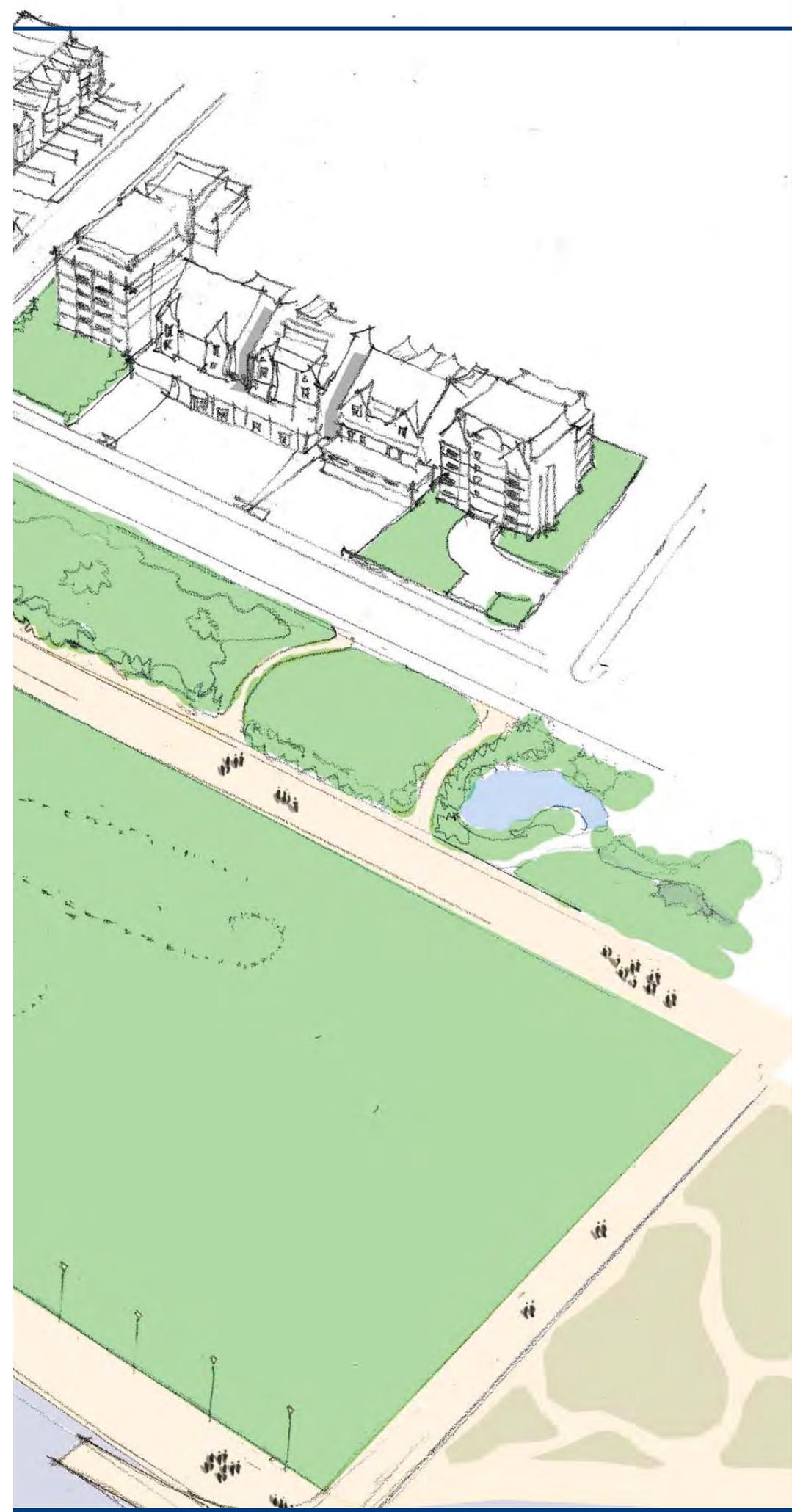
Redevelopment Sketch Concept C is a further development of other concepts, again seeking to introduce a range of new and complementary forms of leisure-based development onto the site of the existing Pleasure Island and Salters Wharf, but with a focus on the public realm with a major new visitor attraction alongside retail accommodation and an enhanced high-quality rejuvenation of the entire outer promenade.

The introduction of a major indoor visitor attraction together with various other leisure and tourism-focused uses would provide increased variety, vitality and character and help draw visitors to the site and St Anne's in general.

Key development issues:

- Adoption of a coordinated architectural approach to the redevelopment of the site (modern style contrasting with traditional character of Promenade Gardens);
- Retention of existing café/restaurant, Boating Pool, RNLI lifeboat station and miniature golf course;
- Retention and refurbishment of the swimming pool building for an alternative leisure/tourism use;
- Relocation of the seafront car park landward, thereby opening up the seafront aspect of the site for public access and entertainment;
- Redevelopment of The Island/Salters Wharf site to provide:
 - A major indoor visitor attraction such as a museum of golfing history;
 - An amusement arcade;
 - Retail accommodation;
 - A hotel; and/or
 - A health & fitness suite including gym;
- Creation of a new public space incorporating public art and high quality outdoor visitor attractions;
- A coordinated approach to the rejuvenation of the entire outer promenade; and
- Improved beach access.





Summary & Recommendations

d

Summary

RPS has been commissioned by Fylde Borough Council to explore the redevelopment potential of St Annes seafront (the 'study area'). The area known as 'The Island', located midway along the seafront is widely recognised as being the only sizeable area within the study area with development potential.

To inform this Masterplan, RPS has also undertaken separate analysis of relevant planning policy and guidance and has carried out a market-testing exercise to identify those forms of development that could be accommodated on the site.

This Masterplan sets out to begin the process of reversing the decline of the study area; to analyse the existing character of the area; to identify constraints and opportunities; and to propose a range of possible solutions, which will form the basis of new future for St Annes seafront.

The study area comprises St Annes seafront between the two promenade car parks together with a section of the townscape including the main shopping street (St Annes Road West) and linking streets between the promenade and Clifton Drive South.

The area forms part of the planned resort established in 1875 and includes elements of the original seafront including the pier (1885). It also includes extensions to the promenade constructed in 1916, enclosing the Boating Pool, Swimming Baths, 'The Island' and the miniature golf course.

The most distinctive feature of the seafront are the Promenade Gardens, recorded on the English Heritage Register as Grade II 'gardens of special interest'. They include several individual features with a statutory Grade II listing.

The boating lake is the most successful part of 'The Island' in townscape terms, complementing the 'promenading' character of the pier and promenade gardens, whilst the swimming pool, casino and restaurant are the least successful elements being

uncoordinated commercial development, apparently organised around car parking areas rather than the public realm of the seafront - a reappraisal of facilities in this area is required so that commercial opportunities can be developed alongside improvements to the areas physical and visual permeability.

An analysis of the study area shows a townscape characterised by elements from the original planned layout such as the Promenade Gardens and the alignment of the pier with the town's main retail street, but suffering from a lack of character stemming from long-term neglect and a lack of coordinated masterplanning.

Masterplanning for this area should therefore take into account the need to simplify and reconnect St Annes seafront with its host town and landscape setting.

A range of masterplanning and development opportunities now exist.

Recommendations

It is anticipated that through public and private funding, this area, and the adjacent seafront, can be redeveloped with a view to adding value and ensuring the long-term vitality and prosperity of the tourism industry in St Annes.

In order to bring forward such redevelopment, RPS makes the following six recommendations:

First Recommendation

RPS recommends that, in order to encourage investment and redevelopment, the Council should consider allocating 'The Island' site for redevelopment in the emerging Local Development Framework. Any such policy should make it clear that only comprehensive mixed-use development proposals will be entertained.

RPS recommends that the terms within such a Policy, should include the following requirements:

- Built redevelopment to be generally restricted to the area of Pleasure Island, Salters Wharf and the swimming pool.
- Built development to include the following uses:
 - Class A1 tourism-related retail development or retail which is actually to one of the other uses – up to XXXX sqm
 - Class A3 restaurants and cafés
 - Class C1 hotels
 - Class D2 leisure uses – up to XXXX sqm
 - A casino (sui generis use) – up to XXXX sqm plus any ancillary uses associated with these principal uses;
 - Visitor attraction
 - Landscaped children's amusement area
 - Limited residential development where this secures the implementation of other elements of the scheme.
- Relocation of the existing car park to the north-east part of the site to allow the creation of a new area of public realm on the outer promenade; and
- A package of public realm measures to include the entire outer promenade area, Boating Pool and miniature golf course.

Second Recommendation

RPS recommends that the Council should consider publishing a draft Planning Brief for 'The Island' to take into account the urban design analysis and conceptual work contained within this Masterplan, to provide those seeking to formulate a redevelopment proposal with guidance as to how the requirements of the suggested policy should be interpreted. This masterplan document can form the basis of a planning brief.

Third Recommendation

RPS recommends that the Council, jointly with the main leaseholders on the site, should instruct a chartered surveyor to undertake a detailed financial appraisal of the proposals in this Masterplan, to ensure that best value is obtained.

Fourth Recommendation

RPS recommends that, in partnership with the leaseholders, the Council should consider packaging up the site and going out to the market for formal expressions of interest from property developers to implement some or all of the masterplan (noting that this is guidance and the private sector may come forward with imaginative proposals that fit within our framework but which introduce alternative components).

Fifth Recommendation

RPS recommends that the Council consider, as a priority, a package of conservative, but carefully designed detailed works to the north and south promenade areas (which could be limited solely to the public realm or could also seek to provide guidance and encouragement to adjoining landowners) to re-establish the original quality and character of the promenade, such measures including: resurfacing of the promenade; a coordinated approach to street furniture, lighting and planting; and a coordinated design-led approach to car parking provision.





Appendices



Appendix I: Summary Planning Policy Appraisal

RPS has reviewed the policy framework which is relevant to the redevelopment of The Island site in the context of the wider study area. The policies were found to be broadly in favour of development which enhances the existing tourism and recreation functions of the area. The policy framework which is relevant to The Island site and the study area, and which has been reviewed as a part of this Masterplanning process, comprises the following:

Central Government Guidance

- DCLG Good Practice Guide Planning for Tourism
- PPS 6: Planning for Town Centres
- PPG 17: Planning for Open Space, Sport and Recreation

Regional Planning Guidance

- Regional Planning Guidance for the North West (RPG13)
- Draft North West Plan – Regional Spatial Strategy
- Regional Economic Strategy for the Northwest (2006)
- Strategy for Tourism in England's Northwest (2003-2010)

Local Development Plan Policies

- Joint Lancashire County Structure Plan 2001 – 2016 (Adopted March 2005)
- Fylde Borough Local Plan 1996- 2006 (As Amended)

A key part of the above framework is Local Plan Policy TREC8 which relates specifically to development of the seafront and is directly relevant to any proposed redevelopment of The Island site and study area. This policy states:

“The development of new tourist and leisure facilities will be permitted within the seafront areas at St Annes....providing that these are appropriate for a seafront location, respect the character of the area and do not prejudice the visual and other amenities of the seafront and nearby residential properties”

Policy TREC12 relates to existing and proposed indoor sports and leisure facilities. This policy states:

“All existing indoor public and private sport and recreation facilities will be retained. Proposals for the redevelopment of such facilities for other purposes will not be permitted.”

This policy has been saved and will therefore apply to the redevelopment of The Island site. Following the closure of the swimming pool on The Island site, this may not be regarded as an ‘existing facility’, so it should be possible to redevelop the building as part of a wider redevelopment of the site. However, there is scope within Policy TREC12 to provide improved sports and recreation facilities on the site, so this should therefore be considered in any proposals for the redevelopment of the site, especially following the closure of the swimming pool.

The above provides support for development which is capable of, or will contribute to, an improved offer for visitors to the resort. However, it is imperative that redevelopment recognises the important recreational function of The Island for the local, non-tourist population, taking into account guidance in PPG17.

The planning appraisal concluded that the site should retain a leisure and tourism focus. The key acceptable uses which could be incorporated in the redevelopment include:

Leisure & tourism uses:

- Hotel; Casino; Visitor Attraction; Health &
- Fitness Facility; Cinema; Ten-Pin Bowling; Bingo;
- Amusements
- Recreation uses:
- Public open space, swimming pool

Supporting/Ancillary uses:

- Cafes; Restaurants; Retail, Children's Play Areas

It is plausible within the existing policy framework that the redevelopment of The Island site could also include an element of market housing if it was necessary to enable the wider regeneration of the site.

Appendix 2: Summary Market Testing Results

RPS has carried out a 'Market Testing' exercise with the purpose of establishing whether there is interest from developers and/or operators in various potential uses at The Island site, as well as indicative operational requirements to inform the Masterplan. The level of interest from the market has been 'scored' out of three for each of the different uses ('Rating').

Hotel

There was interest from the market for a quality, branded hotel, either with limited service or with a wider range of facilities, such as restaurants, bars, health and fitness/spa facilities/conferencing, etc. Exact facilities were not specified.

Rating: √√√

Casino

The previous casino operator confirmed that they would be interested in re-opening the facility, in a new building. They are looking for approximately a 30,000 - 45,000 sq. ft. some of which could be located on either on the first floor or basement.

Rating: √√√

Cinema

There was little or no interest from major operators due to market competition in the local area. However, one niche operator has indicated interest at present.

Rating: √

Health & Fitness Club

RPS received a specific expression of interest from one of the major operators, who knows the market and would be looking to establish a combined indoor/outdoor racquet and health & fitness club.

Rating: √√

Conferencing/Meeting Space

This type of facility is normally operated by hoteliers who may locate on site, as part of their overall hotel offer; however, some of the limited service operators do not necessarily operate these facilities. There is

no response from specialist office space operators at present, so we assume this is not a target market.

Rating: - (none)

Bowling

We have contacted a number of operators in the industry, and we received expressions of interest from two operators. One operator suggested it would operate a 16-24 lane facility, with possibly a restaurant or bar alongside it.

Rating: √√√

Marinas

A number of marina operators were contacted; however no expressions of interest were received. Some operators have not responded.

Rating: - (none)

It should be noted that no feasibility work has been undertaken into the technical viability of a marina facility being established.

Visitor Attraction

RPS has a number of contacts in the visitor/tourist attraction industry, and at least one operator expressed interest in opening an interactive golf-related attraction that is associated with St Anne's golfing heritage.

Rating: √√

Bingo

This industry has experienced difficult trading conditions since the introduction of the smoking ban in summer 2007. As such, only one expression of interest was received.

Rating: √

Amusements

The existing operator may wish to operate this; however, one expression of interest was received in relation to this.

Rating: √√



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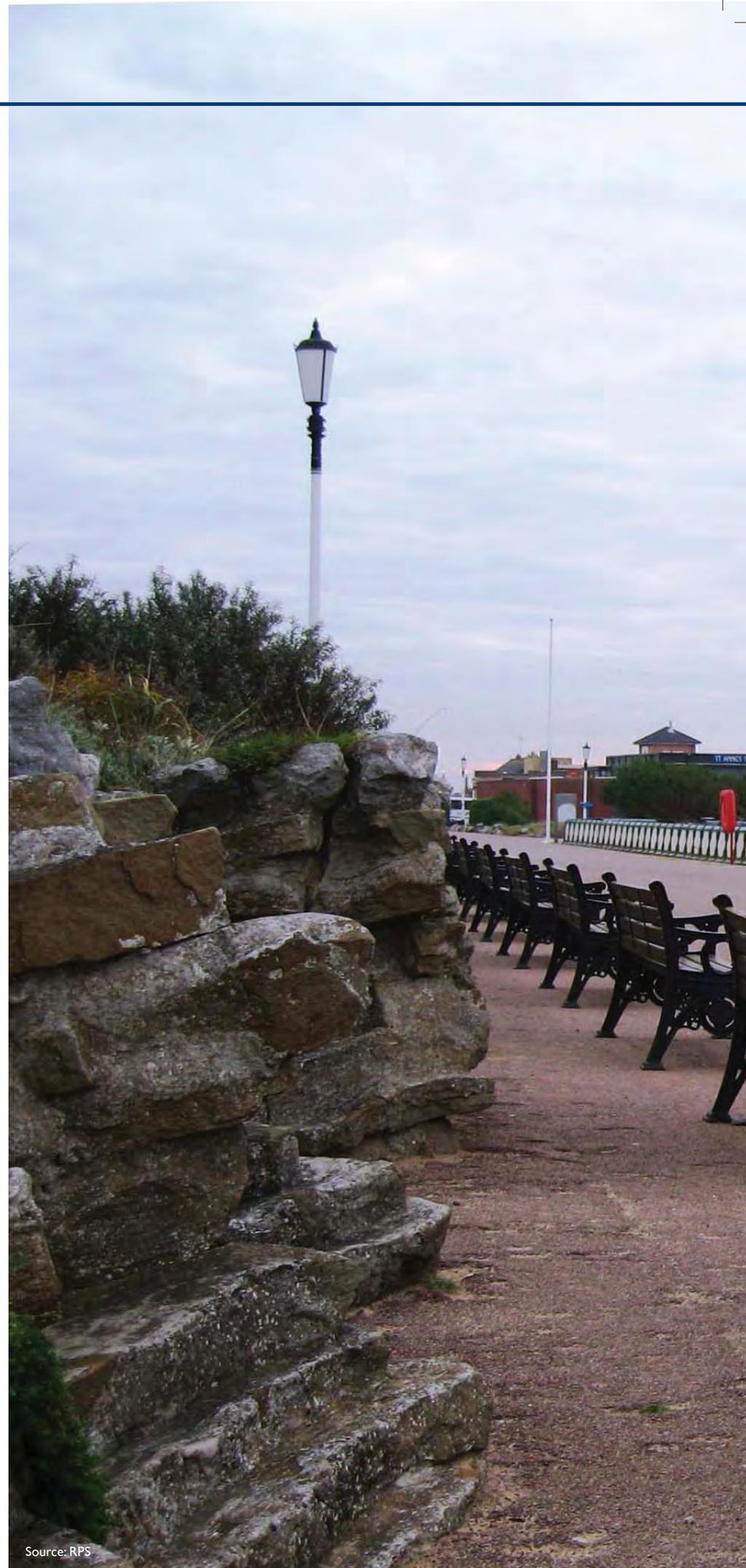
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Source: RPS