



Options, Issues, Vision and Scope

For the new Fylde Local Plan to 2042

For Consultation Under Regulation 18
Of the Town and Country Planning (Local Planning) (England)
Regulations 2012 (as amended)

18th September 2025-30th October 2025

Preface

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

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

This consultation on options represents the first stage in the preparation of the new Fylde Local Plan. This Local Plan will eventually replace the existing adopted Fylde Local Plan to 2032 (incorporating Partial Review). The options have been developed by gathering information from existing evidence. This document presents a Vision of Fylde in 2042 and options for achieving that vision.

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

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



Cllr Karen Buckley
Leader of Fylde Council



Cllr Richard Redcliffe
Deputy Leader of Fylde Council
Chair of Planning Committee

Contents

	Page no.
Consultation information and how to respond	5
1. The Development of a New Local Plan	6
2. Spatial Portrait of Fylde, Key Issues and Vision	8
3. Development Strategy Options	25
4. Policy Issues: Housing	32
5. Policy Issues: Economic Development	35
6. Policy Issues: Protected Environments and Assets	37
7. Policy Issues: Infrastructure	47
8. Policy Issues: Design and Amenity	49
9. Climate Change, Renewable Energy and Flood Risk	51
10. Other Matters	54

Consultation Information

This document has been produced by the Council as an initial stage in the preparation of a new Local Plan to extend to 2042. Councils are required to consult when preparing a Local plan (under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012). The Regulations require that the Council must

“invite ... representations to the local planning authority about what a local plan with that subject ought to contain”.

This consultation seeks views in response to this overall question through a series of consultation questions, with an open-ended question at the end for you to raise any matter that you consider should be included within the Fylde Local Plan to 2042, that has not been otherwise covered in the other consultation questions.

The representations received will be considered, and will inform the content of the Local Plan. The Local Plan will then be subject to a further consultation (under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012), before being submitted to the Secretary of State, for Examination in Public.

How to Respond

The easiest way to respond is through the online form, which can be viewed at www.fylde.gov.uk/2042 . Responses should address the questions in each section of the document, through the online form. Prior to submitting your responses, you will be asked to provide your name and contact details.

Alternatively you may prefer to respond directly by email to planningpolicy@fylde.gov.uk , or by post to Planning Policy Team, Fylde Council, Town Hall, St Annes Road West, Lytham St Annes FY8 1LW. Responses should indicate which question in the document is being addressed by each part of the response.

Privacy notice

Your name will be published along with your response, but any other personal information will be retained by the Council only on the register of consultees, in order to notify you of further stages in the preparation of the Local Plan, and other similar Planning Policy consultations, but for no other purpose. Prior to submitting the form, you will be asked to confirm that you agree to your personal information being used in this way. If you respond to the consultation by email or by post, you agree that your personal information will be used in this way.

1. The Development of a New Local Plan

- 1.1 The Local Plan provides a framework to guide development in a co-ordinated and sustainable way, whilst protecting other areas from the effects of development. It also sets out policies to ensure that development is of high quality, is deliverable and provides necessary infrastructure.
- 1.2 The Borough of Fylde comprises the major coastal resort towns of Lytham and St Annes, the market town of Kirkham and its adjoining settlement Wesham, developed areas forming the outskirts of the adjoining Borough of Blackpool, the settlements of Freckleton and Warton, and an extensive sparsely-populated rural area.
- 1.3 The current Local Plan for Fylde is the Fylde Local Plan to 2032 (incorporating Partial Review), which was adopted in December 2021. This sets out through allocations and allowances to provide for a minimum of 7,275 homes and 60.6 ha of employment land over the plan period 2011-2032. It sets out a development strategy to deliver around 90% of homes and 59.6 ha of employment land at four strategic locations: Lytham and St Annes; the Fylde-Blackpool Periphery; Warton; and Kirkham and Wesham. It sets out policies to allocate sites for homes and employment uses. It provides policies to guide development of retail and leisure/tourism uses, policies to ensure provision of infrastructure including open space, to ensure protection from flood risk, and to ensure that valued sites are protected.
- 1.4 The National Planning Policy Framework (December 2024) (henceforth referred to as “the Framework”) requires policies to be reviewed at least every five years. The Local Plan was prepared under a previous version of the Framework, and some of the policies in the Framework have changed. Under the arrangements set out in paragraph 232, policies in the Local Plan are not rendered out-of-date by changes to the standard calculation method for housing need, providing that housing supply and delivery is maintained, for a period of five years from the adoption of the Local Plan. Accordingly, policies for the supply of housing will be out-of-date after December 2026. Therefore, there is a need for Fylde Council to fully review its Local Plan, or produce a new plan, by December 2026.
- 1.5 The Council has published its Local Development Scheme January 2025, setting out its timetable for the production of the new Local Plan. The Local Development Scheme proposed consultation under Regulation 18 in August-September 2025, consultation on the completed plan under Regulation 19 in May-June 2026, with submission of the plan to the Secretary of State in August 2026 followed by Examination in Public.
- 1.6 The new Local Plan will be required to cover a period of 15 years from adoption, in accordance with the Framework. Therefore, it is proposed that the new plan will be the Fylde Local Plan to 2042, ten years further than the current Local Plan.
- 1.7 The Local Development Scheme notes that notwithstanding the description as a new plan, it may be appropriate for the plan to take the form of a full review of existing policies with an extended time frame, rather than a new plan developed from scratch; and that this will be determined in the early stages of the plan-making process.

- 1.8 Accordingly, the overall form of the new plan is a matter considered within this Options, Issues, Vision and Scope document. For the purposes of this consultation, the title (and therefore subject matter) of the plan is to be The Fylde Local Plan to 2042.
- 1.9 The last Government introduced a new legislative framework for plan-making, through the Levelling Up and Regeneration Act 2023. This present Government is bringing this forward, to have effect for plans submitted for examination from 1st January 2027. Our new plan will be submitted for examination ahead of this date, and will therefore be produced and examined under the current primary legislation, the Planning and Compulsory Purchase Act 2004 (as amended), and the current regulations, the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended).

Q1. Do you agree that the Council should produce a new/amended Local Plan?

- 1.10 The existing Local Plan in its original form that was adopted in 2018 was developed as a new type of plan following previous change to legislation. This resulted in a simplified approach with significantly fewer policies than the previous Local Plan (from 2005). The Council considers that there may be significant benefits from continuity that would occur by the retention of many existing policies, where these remain supported by evidence. This could be achieved by producing a new plan through a review and update of the existing Local Plan.
- 1.11 The production of a new Local Plan through review and update of the existing plan would not take away the need to support policies with evidence. However, this could take the form of updates to work undertaken previously, saving time and allowing continuity of approach.
- 1.12 A review and update of the existing plan would involve planning to meet development needs up to 2042, 10 years beyond the end of the current plan. Therefore, the plan would be substantially changed from the existing plan, as it would include significant new land allocations, even if many of the other policies were not significantly altered.
- 1.13 By contrast, an entirely new plan could take a fresh approach. This could involve a completely new approach to the plan, an entirely new development strategy, and a new approach to policy-making. However, it would still have to plan for all of the development needs up to 2042, taking whatever new approach had been adopted, which would be likely to add complexity.
- 1.14 An entirely new plan could have additional requirements for evidence and justification which could lead to the plan-making process taking longer. This could mean that the new plan would have to be a new-style local plan under the new legislation. At present, there are still uncertainties as to how the new plan-making system will operate, which would result in risk of further delay.
- 1.15 In deciding which approach to take, the Council must consider the need to have a new Local Plan in place as soon as possible, in order that it carries sufficient weight to be used to make decisions once the current plan policies for the provision of housing become out-of-date in December 2026.

Q2. Do you think that the Council should produce:

- **A reviewed Local Plan with additional allocations to extend to 2042?**
- **A completely new Local Plan with entirely new policies decided from scratch?**
- **Other (please state)?**

2. Spatial Portrait of Fylde, Key Issues and Vision

- 2.1 This section presents a description of the Borough in the form of the Spatial Portrait. From this an initial view of the important issues in the Borough going forward to 2042 has been drawn up. However, the purpose of this Regulation 18 consultation is to invite views on the important issues: therefore the section includes important consultation questions on which the Council invites comments.

A Spatial Portrait of Fylde in 2025

The Borough of Fylde

- 2.2 Fylde is a predominantly rural Borough, covering 166km², which is situated on the west coast of Lancashire. It is bounded to the north by Wyre Council and the estuary of the River Wyre, to the north-west by the densely populated urban area of Blackpool, to the east by Preston and to the south by the Ribble Estuary. It sits within the Fylde Coast sub-region, made up of the Boroughs of Fylde, Wyre and Blackpool.



The Borough of Fylde and surroundings

Map data from Open Street Map Open Database Licence <https://www.openstreetmap.org/copyright>

- 2.3 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 (classified as the best and most versatile agricultural land). Fylde has no areas of Grade 1 agricultural land, but around 47% of the Borough is classified as Grade 2, and a further 33% as Grade 3.

- 2.4 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 attractions along with their distinctive seafronts and internationally famous championship golf course. The other significant settlements are Warton and Freckleton, lying further east, and Kirkham and Wesham, which together form the only sizeable inland settlements.
- 2.5 With a total of 3.2 million tourism visits worth more than £345 million in 2023, the Borough of Fylde has a strong and consistent visitor offer that includes a variety of major events. Part of this offer are the natural assets such as the expansive beach, Lytham Green and surrounding rural areas which appeal to walkers and cyclists.



Lytham Green and Windmill

Heritage Assets

- 2.6 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.
- 2.7 The historic development of the Borough has resulted in a variety of built heritage, reflecting the varied character and function of different parts of the Borough. The Victorian and Edwardian seaside resort towns of Lytham and St Annes on the Sea contrast with the historic market town of Kirkham, and these contrast with the extensive rural area containing many individual listed houses and villages with distinct heritage interest.
- 2.8 Historic attractions such as Lytham Hall, the Victorian Pier and Promenade Gardens at St Annes and the iconic Lytham Windmill and Green provide a strong identity and character for Fylde, complementing the thriving town centres which include a variety of quality independent dining and shopping opportunities. However the range of heritage assets across the Borough is much more extensive reflecting the different history of the areas of the Borough: the historic development of the coastal resort towns, with St. Annes the Edwardian

planned town distinct from Lytham which grew from a historic fishing village; the market town of Kirkham with its attractive townscape reflects its development as a market town with a later mill town stage; whilst the rural areas reflect the agricultural history of those areas.



Promenade Gardens, St Annes

2.9 Fylde contains a large number of heritage assets which require protection, including over 200 Listed Buildings, ten Conservation Areas, three Registered Parks and Gardens included within the national register, which are Lytham Hall Park, Ashton Gardens and Promenade Gardens, all within Lytham and St Annes. Lytham Hall is a Grade I listed building, which is of exceptional interest. There are no scheduled ancient monuments in Fylde, but there is the potential for undesigned archaeological sites. In addition, through the Local Listing Project, the Council and partners have identified heritage assets of local interest that may not necessarily meet the criteria for statutory designation but merit local protection.

Implications for the Local Plan

- The success of the Borough as a visitor destination and as an attractive place to live and work depends significantly on the protection of the valued heritage assets, which should be an important element of the Local Plan.

Population, Income and Employment

- 2.10 The Borough of Fylde has a population of 85,447¹. The population of Fylde has increased significantly over recent years. This latest figure represents a 12.3% increase over the beginning of the previous Local Plan period in 2011, greater than the 10.4% increase for England as a whole, and also greater than the 9.7% increase for North West England.
- 2.11 The population of the Borough has an age profile that is strongly slanted towards older age groups. There are 24,817 people aged 65 and over, representing 29% of the population, much greater than the proportion across England (18.7%). Inward migration from outside of the Borough maintains the Borough's population, as natural increase (births minus deaths) is always negative.
- 2.12 The Borough of Fylde has a strong economy, estimated at £3.07bn in 2023². Significant levels of net in-commuting and the presence of high value industries such as engineering and nuclear, mean that GDP per head of resident population is the second highest in Lancashire³. However, income levels are also high: gross disposable household income per head (2022) was £24,259, 22.8% higher than the North West average and 27.4% higher than the Lancashire⁴. This is despite the higher proportion of older people leading to higher dependency ratio.
- 2.13 Fylde has a significant tourism economy, with direct expenditure by visitors of £260m and overall economic impact of £345m in 2023. The impact of this contributes to the vitality of the town centres and resorts, but also brings spending to the rural areas.
- 2.14 The economy of Fylde is driven to a significant degree by micro businesses (less than 10 employees), with 3,235 such businesses in 2021, 84.5% of the total number of businesses of all sizes. The total number of businesses in Fylde grew by 13.1% in the ten years to 2021. Fylde is unusual in having a larger manufacturing sector than typical for Lancashire, the NW region and England.

Implications for the Local Plan

- The need to plan for housing for older people
- Housing affordability
- The need for small employment units for micro firms

The Coast

- 2.15 The Ribble Estuary in the south of the Borough is designated for its importance as habitat as a Special Protection Area, Ramsar wetland site and a Site of Special Scientific Interest. The

¹ Mid-2024 estimate, Office for National Statistics

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/estimatesofthepopulationforenglandandwales>

² Regional gross value added (balanced) by industry, Office for National Statistics

<https://www.ons.gov.uk/economy/grossdomesticproductgdp/datasets/regionalgrossvalueaddedbalancedbyindustrylocalauthoritiesbyitl1region>

³ Regional gross domestic product: local authorities, Office for National Statistics

<https://www.ons.gov.uk/economy/grossdomesticproductgdp/datasets/regionalgrossdomesticproductlocalauthorities>

⁴ Regional Gross Disposable Household Income, Office for National Statistics

<https://www.ons.gov.uk/economy/regionalaccounts/grossdisposablehouseholdincome/datasets/regionalgrossdisposablehouseholdincomelocalauthoritiesbyit>

area consists of intertidal mud flats and salt marsh environments. The small area of the Wyre Estuary in the north of the Borough has the same degree of protection. The Ribble Estuary is of great importance for bird life. Both are also designated as SSSIs.

- 2.16 Most of the length of the coast between Starr Gate and Lytham, except where hard coastal defences have been introduced, is formed of sand dunes. The dunes are important for biodiversity, for their landscape value and for coastal defence. The areas of dunes to stretching south from Starr Gate are designated an SSSI; part of this dunes area extends inland to the Local Nature Reserve at Starr Hills. Forward of the dunes is an extensive sandy beach with significant areas above the mean high watermark, making it popular as a resort beach.
- 2.17 The coastal resorts of St Annes, Fairhaven and Lytham are located adjacent to the coast. Permanent sea walls enclose much of the main resort areas, some of which will require renewal during the medium term. Strategically important recreational and tourism assets are found adjacent to the coast: in particular the Island site, the promenades and Promenade Gardens, St Annes Pier, Fairhaven Lake and strategically important Lytham Green.
- 2.18 In the eastern part of the estuary the coast is dominated by an extensive salt marsh landscape, adjoining low lying land beyond. The salt marsh is part of the internationally designated SPA and Ramsar site.

Implications for the Local Plan

- Screening of the development brought forward through the Local Plan is required to assess for likely significant effects on the internationally designated sites.
- Key assets of strategic importance require protection.
- There is a need to provide in the plan for necessary coastal defence works.



Lytham Windmill and adjacent Salt Marsh

The Towns and Villages

St Annes on the Sea

- 2.19 St Annes is the largest settlement in the Borough with a population of 27,630⁵. It is situated on the south-western coast of Fylde. Its detached northernmost section of Squires Gate adjoins Blackpool to the north. To the south-east it adjoins Ansdell with Lytham beyond, the three forming a continuous built-up area.
- 2.20 St Annes is a Victorian/Edwardian planned town that developed as a popular classic seaside tourist resort following the building of the South Fylde Railway Line. Reflecting this, the town has two Registered Historic Parks and Gardens: Promenade Gardens and Ashton Gardens. It also has three Conservation Areas: St Annes Town Centre, Porritt Houses/Ashton Gardens, and St Annes Road East, and a Listed pier. Away from the centre, the Royal Lytham St Annes international championship golf course acts as a further major attraction. St Annes has a number of hotels, some of which have had significant recent investment, providing for a buoyant visitor economy.
- 2.21 The town centre of St Annes is, with those of Lytham and Kirkham, the highest order centre within the Borough, providing a range of independent shops and services for residents and visitors alike. The Council has produced the St Annes Town Centre Masterplan and is delivering a programme of significant improvements to the town centre which in turn is matched by private sector investment. The centre is accessible via various local bus routes; from further afield, the railway station is centrally located and provides direct connections from the rest of the country via Preston, but needs an increase in frequency to provide an appropriate level of service for the town. Road connections to St Annes, Ansdell and Lytham have been improved by the construction of the Lytham St Annes Way from the M55, opened in June 2024.
- 2.22 At St. Annes the coastline faces the outermost section of the Ribble Estuary across an expansive all-day beach. Around the resort area permanent sea walls are constructed within which is the Registered Promenade Gardens and the Island area containing a number of built resort attractions. The sea walls will require renewal during the plan period in order to raise the sea defences to protect areas vulnerable to coastal flooding. On either side of the area within the sea wall, the coast is formed by sand dunes. Both the dunes and estuary are important protected habitats designated for their importance.
- 2.23 To the north of the main built area of St Annes is Blackpool Airport. Although no longer used by commercial airlines for public flights, the airport still acts as a base for private aviators and helicopter services to offshore installations. Land and buildings around the airport site, both in Fylde and Blackpool, have been designated as an enterprise zone to further promote economic development in the area. However this area is physically disconnected from the main settlement of St Annes so is less relevant to meeting local employment land needs.
- 2.24 St Annes has expanded significantly in recent years but is now largely surrounded by areas protected for habitats or green belt and further opportunities for development are very limited. The large major development site at Queensway on the northern fringe, being built out, will provide the T5 Link Road which will connect the Link Road to the Enterprise Zone.

⁵ Census 2021

Issues for the Local Plan

- Protection of historic assets and character
- Promote tourism development
- Provide for improvement of the Island and sea wall construction
- Support continued improvement of the town centre and links to the promenade
- Provide for housing but where – limited
- Provide for employment land connected to settlement

Lytham

- 2.25 Lytham is the second largest settlement in Fylde. Lytham is a newly designated parish in 2025. It is situated to the east of Ansdell and St Annes, forming the eastern part of the continuously built area. To the north the settlement is surrounded by the Lytham Hall Park Registered Park and Garden, a golf course; to the east is an SSSI and flood risk zone, with green belt beyond.
- 2.26 Although growing with the coming of the railway, as St Annes, Lytham has a longer history as a small fishing village: it has two conservation areas: Lytham Town Centre and Lytham Avenues, and a significant number of Listed Buildings including the Grade 1 Listed Lytham Hall, set within its separately listed Registered Park and Garden. The historic interest in Lytham is distinctively different from that of St. Annes, reflecting its longer history. Important features of the town as an attraction are Lytham Green with its striking windmill, Lowther Gardens and Pavilion (theatre), and its town centre.
- 2.27 Lytham has a thriving town centre, home to many independent businesses and has established a culture of outdoor cafes and restaurants, but which has needed to be balanced with the overall street scene and protections for historic buildings. The Council has undertaken significant works in the past to improve the public realm including pedestrianisation of the central part of the square.



Lytham Town Centre

- 2.28 The town centre is served by local bus networks from all surrounding areas, including frequent services in the urban area. The railway station is centrally located with services from Preston and connections beyond but requires increased frequency to meet the needs of the town. Road connections have improved through the delivery of Edith Rigby Way to the west of Preston and the Heyhouses M55 Link Road.
- 2.29 The coast at Lytham faces out southwards onto salt marsh in the Ribble Estuary so does not present the same resort experience as St Annes. The marshes are designated under the Ramsar convention for their important habitat. Much of the eastern part of Lytham is at risk of coastal and fluvial flooding. Coastal defence works have been undertaken to replace an extensive length of sea wall around Lytham
- 2.30 Lytham has some small areas of industrial estates on the east side of the town, home to successful manufacturing businesses. However, the supply of new employment land available for take up is very restricted.
- 2.31 Property values are very high in Lytham compared with the other towns in the Borough, and even more so compared with other parts of the Fylde Coast. Income levels are also higher in Lytham. Available housing sites in Lytham have been built out, so there is a lack of supply. However, the constraints of flood risk, green belt and site designations for heritage and nature mean that there is a lack of options for further development.

Issues for the Local Plan

- Balancing the needs of town centre businesses with the need to maintain the high quality historic environment that attracts people to the town
- Protecting important green spaces particularly Lytham Green, Lowther Gardens
- Keeping any remaining employment land available for take up by employment uses

Ansdell and Fairhaven

- 2.32 Situated between St Annes and Lytham and forming the central part of the continuously built area, Ansdell and Fairhaven is a parish newly designated in 2025. The area is almost fully built-out, and potential development sites are scarce.
- 2.33 The area is principally a mature suburban housing area with a coastal frontage. The centre of Ansdell is the area around Woodlands Road, which has been designated a District Centre in the current Local Plan, and provides an attractive area of shops and cafes aimed at a local clientele, and includes a number of designated and non-designated heritage assets contributing to the area's character.



Ansdell Institute

- 2.34 The area is served by frequent buses to St Annes, Lytham and Blackpool. There is a railway station that provides access to the rest of the country but the service frequency requires improvement. The Heyhouses-M55 Link Road has provided direct road access from Ansdell to the motorway.
- 2.35 The coastal area is principally a continuation of the sand dunes from St Annes. Coastal defence works have augmented these to provide protection from flood risk. However, Fairhaven Lake is a large marine lake set within an extensive public park operated by the Council, and provides a major resort attraction. Ansdell and Fairhaven do not have any significant tourist accommodation provision however.

Issues for the Local Plan

- Balancing the need for new development with providing protection for local character and existing heritage assets
- Protecting the coastal area including Fairhaven Lake and Gardens
- Maintaining the role of the district centre



Fairhaven Lake and Gardens

Kirkham and Wesham

- 2.36 The market town of Kirkham and its adjoining settlement of Wesham, separated by the stream Wrongway Brook, are considered together for the purpose of the Local Plan although they are separate parishes. Kirkham has a population of 7,883⁶ and Wesham has 4,474⁷. Kirkham and Wesham are located centrally in the Borough, around mid-way between the Ribble and Wyre estuaries, surrounded by a sparsely-populated agricultural area.
- 2.37 Kirkham has a long history, with evidence of a Roman fort, and was an Anglo-Saxon settlement that developed into a small medieval market town. Later it grew as a centre for textile production with at most 11 mills. The townscape is reflective of the age of the settlement although few buildings of great age remain. Much of the town centre is designated a Conservation Area. Wesham was an area of dispersed farms until the 19th Century when it grew with the arrival of the railway and the development of cotton mills.
- 2.38 Kirkham has a town centre with a range of independent shops selling comparison goods and is one of the three town centres in the Borough. Wesham has a wide range of local facilities but there is no clearly defined centre. There are two secondary schools in Kirkham: one in the maintained sector and one private; there are six primary schools across the two settlements; there is also a school for pupils with special needs.



Memorial Park Kirkham

⁶ Census 2021

⁷ *ibid*

- 2.39 Kirkham and Wesham railway station provides access to a wider range and more frequent services than the stations on the South Fylde Line; including hourly services to Manchester and Liverpool; there is a need to provide car parking at the station. Bus services to and from Kirkham and Wesham are limited. Junction 3 of the M55 is close to the settlements. Cycling is very difficult in eastern parts of Kirkham due to the topography.
- 2.40 South of the Kirkham Bypass within the green belt area but adjoining the settlement, HM Prison Kirkham provides accommodation for around 700 prisoners on a site that is low-rise in character.
- 2.41 Employment areas include significant sites close to the railway line which are home to two large food processing plants, smaller modern and traditional industrial estates within the settlement, and the newly developing Mill Farm mixed use area which includes significant new employment development. Further to north, beyond the boundary of Wesham towards the motorway extending into the rural area, a further large consumer products factory Laleham Health and Beauty is situated.

Issues for the Local Plan

- Maintaining the recovery of Kirkham Town Centre
- Identifying new sites for the next period
- Providing connectivity for pedestrians and cyclists including schoolchildren from development sites to existing facilities including the town centre
- Maintaining sufficient bus services in support of development sites away from the town centre.

Whitehills and Whyndyke

- 2.42 These are newly developing areas adjoining the edge of Blackpool. Although considered together for strategic purposes, the two areas, although adjoining, are physically separated by the M55 and its onward extension the A5230. Both areas are located within the larger parish of Westby-with-Plumpton; although precise figures are not available, the population of Whitehills represents the large majority of the population of the parish (2,000⁸ in total), with the remainder in the rural hamlets.
- 2.43 Whitehills is the area to the south of the A5230 (which extends westwards from Junction 4 at the end of the M55). Initially an industrial estate, housing areas have been developed to wrap around the southern and western sides. Further developments through the existing Local Plan are still being brought forward.
- 2.44 Whitehills benefits from being an established area for employment uses, so that housing development can result in short journeys to work for those choosing to live and work in the area. As almost all of the housing in the area has only been developed since the beginning of the existing Local Plan, supporting facilities have taken time to be brought forward. A small children's play area is complete, and there is the prospect of a local retail centre in the short/medium term. There is no school or primary care facility in the area. Although geographically close, facilities in Blackpool are difficult to access other than by car. The development of further sites could give the opportunity to support provision of a wider range of facilities.

⁸ Census 2021

- 2.45 Whyndyke is a development area allocating in the existing Local Plan and with planning permission. It lies to the north of the M55 and its Junction 4, and to the north east of Preston New Road which at this point forms much of the boundary with Blackpool. A small portion of the Whyndyke area lies within Blackpool.
- 2.46 Whyndyke will directly adjoin existing developed areas of Blackpool. Although Preston New Road will provide something of a physical barrier to movement between the areas, this can be overcome through effective provision of crossings and traffic management. Notwithstanding this, it is intended that Whyndyke becomes as self-sufficient as possible, including convenience retail, public open space and primary school.

Issues for the Local Plan

- Ensuring the provision of local facilities to serve the new housing areas.
- Ensuring cohesive and well-designed development
- Working with site promoters to ensure sites such as Whyndyke are brought forward
- Ensuring infrastructure to provide for walking, cycling and public transport to nearby facilities within Blackpool
- Choice of additional sites to be brought forward
- Ensuring a cross-boundary approach to the development of infrastructure to support the areas

Warton

- 2.47 Warton is a village just over 2 km east of Lytham that has grown significantly in the recent past, with a population of 4,666⁹. It is the site of the BAE Systems manufacturing site and associated aerodrome which is of national strategic importance; as such it is a major strategic employment site attracting commuting from a wide area both within and outside of the Borough. Housing development has sought to redress this issue by increasing the supply of housing close to the employment site.
- 2.48 In consequence of the amount of growth that is occurring it is necessary to ensure that supporting facilities can be provided. New/ expanded convenience retail units have been provided. Warton has only a very small central area, with retail and other services dispersed along the length of the A584 Lytham Road. The existing Local Plan has sought to bring forward a coordinated local centre; schemes have been prepared for a programme of improvement works. Other improvements have been made to road junctions to assist traffic flow.
- 2.49 Given this degree of growth, it is critical that existing facilities, including community facilities are protected. Bryning-with-Warton Parish Council produced a Neighbourhood Plan (BWNDP) which was made in May 2017. Warton has a number of important green spaces which were identified by the BWNDP as Local Green Space, providing protection for those areas. There is no conservation area within Warton. Flood risk affects land on the coastal side of the aerodrome which is mainly salt marsh; there is also fluvial flood risk from Pool Stream and its tributaries to the east of the village.
- 2.50 The BAE site and aerodrome is a secure site. Safeguarding zones to ensure the safety of aviation are applied around the site. Within the BAE site, areas are designated through a Local Development Order as being where further industrial development could occur without

⁹ Census 2021

express planning permission, for uses appropriate to location within the secure site. These areas are part of the Lancashire Advanced Engineering and Manufacture Enterprise Zone (at Warton and at Samlesbury, east of Preston).

Issues for the Local Plan

- How further development of new commercial uses to support the settlement can be accommodated at sustainable locations
- Protection and improvement of existing facilities
- Location of any new development sites
- Protection and appropriate development of BAE Systems Warton Aerodrome site and the Enterprise Zone

Freckleton

- 2.51 Freckleton is a large mature village east of but adjoining Warton. The historic village is towards the eastern end of the settlement area as it is now, forming a distinct central area; however further small scale commercial uses are distributed elsewhere in the settlement. The broad extent of the settlement has been unchanged for 30 years or more: this is largely due to the existence of the green belt designation of land to the north of the Freckleton bypass, which runs west-east along the northern edge of most of the settlement. A ribbon of older development extends north into the green belt area along Kirkham Road.
- 2.52 Freckleton has a good range of facilities including two primary schools, doctors' surgery, public library, pubs and a range of shops. However there are very limited employment areas, meaning that Freckleton largely has a dormitory function. However, the BAE works at Warton is within easy walking/ cycling distance of the main part of the village.
- 2.53 Although Freckleton has a bus service connecting with Lytham, St Annes and Preston, it has no railway station and is distant from the nearest one, meaning that access to places outside the local area are much more likely to be made by car than is the case in more sustainable areas. The distances from the village to Lytham and Kirkham are too long for the casual cyclist, meaning that cycling as an active travel option to the local town centres is much less likely to be taken up.

Issues for the Local Plan

- Freckleton has not been taken forward as a strategic location in the previous Local Plan, mainly due to the green belt constraint. The green belt remains a constraint to development.
- Protection of existing services and facilities including heritage assets

Rural areas

- 2.54 Outside of the main towns and large villages, the Borough is a sparsely populated agricultural area. Within this area, seven of the villages are identified in the existing Local Plan as being sufficiently sustainable to support a level of growth necessary to maintain the existing facilities. These are: Staining, Newton, Wrea Green, Clifton, Weeton, Elswick and Singleton. Beyond these, there exists a number of small hamlets and small collections of houses, and dispersed farms as typical for Lancashire.

- 2.55 In the particular case of Staining, a significant proportion of the built-up area of the parish is within the larger area of Normoss, which is partly within Fylde, partly Wyre and partly Blackpool, situated on the edge of the built area of Blackpool. This area is separated from Staining village by Green Belt. Other parts of the rural area of Fylde directly adjoin the settlement edges of Poulton-le-Fylde in Wyre, and newly developing areas of west Preston.
- 2.56 Within the rural areas there are a small number of major developed sites, not attached to settlements. These are: Westinghouse Springfields nuclear site at Salwick, Weeton Barracks, Ribby Hall Holiday Village, Helical Technologies at Warton, Naze Lane Industrial Estate at Freckleton, as well as the aforementioned Laleham Health and Beauty factory at Greenhalgh. Some of these are major employment centres, which creates difficulty in ensuring there are options for how to travel to work.
- 2.57 There is development pressure throughout the rural areas for housing in unsustainable locations, and in particular for the development of existing homes into very large units, which in turn reduces the supply of smaller or medium-sized homes within those settlements. Housing in the rural areas is the least affordable in the Borough and properties suitable for newly forming households or those seeking to downsize originating in the rural areas are scarce.
- 2.58 Much of the rural area is sparsely populated and with community facilities and services largely absent. It is therefore of critical importance to ensure those facilities that exist are protected.
- 2.59 There is development pressure for the enlargement of rural villages beyond the level of development needed to support existing facilities. This would then put pressure on existing facilities and lead to a need for additional facilities normally found in towns.
- 2.60 Most rural land is in agricultural use, and a significant proportion is grade 2, with only a very small proportion being grades 4 or 5. The ability of agricultural businesses to diversify whilst maintaining agricultural use of land has been important in recent years. Therefore many farm sites include ancillary businesses, and some have been fully redeveloped for other employment uses where consolidation of farm holdings has occurred.
- 2.61 There is pressure for alternative use of agricultural land for renewable energy generation, and the development of extensive solar farms has occurred.
- 2.62 Much of the rural landscape of Fylde is described as within the category Lancashire Coastal Plain, with smaller amounts of low-lying land in South Fylde Mosses. The landscape is lowland, without any significant slopes, and a maximum altitude of 42m above sea level. The only elements of the rural landscape of Fylde protected for landscape value are the Lytham Hall Park Registered Park and Garden, and curtilages of individual listed buildings in the countryside. There are low levels of tree cover in Fylde, with typically isolated small copses. Ponds are found throughout the rural area of the Borough. There is a lack of connectivity between the elements of biodiversity in the rural areas, other than that provided by watercourses.

Issues for the Local Plan

- Protecting the character of villages and heritage assets.
- Ensuring that land lost to development is through the development strategy, at sustainable locations

- Whether development sites adjacent to urban areas lying outside of the Borough would be appropriate
- Minimising the impact of development on high-grade agricultural land
- Provision of affordable housing to meet local needs in the rural areas.
- Improving biodiversity networks through improved connectivity, for instance through new trees and hedgerows between existing vegetated areas

Q3. Is there anything missing from the Spatial Portrait that should be added?

Q4. Do you have any suggested amendments to the Spatial Portrait? Please provide details.

Q5. Are there other important issues that have not been identified? Please provide details.

Producing a new Vision for Fylde to 2042

2.63 This consultation includes a draft Vision for the Borough in 2042, based on the Council's aspirations and the need to plan for appropriate levels of development. The Vision will be refined to reflect the final choices made relating to the development strategy and strategic policy options.

Vision: Fylde in 2042

In 2042, Fylde will be a place where people choose to live, work and raise a family, retire and feel safe, visit and want to return.

Fylde will have continued to develop as a dynamic, prosperous place to live and work through boosting the delivery of sustainable homes and economic growth in accordance with the Local Plan Development Strategy, supported by the necessary facilities, services, infrastructure and access to modern telecommunications.

People will have the opportunity to access services and jobs close to where they live. New homes will have been developed to meet housing needs. New housing areas will have been developed at sustainable locations, with safe pedestrian/cycle access to all necessary local facilities. A range of specialist accommodation will have been completed to provide for the needs of an ageing population. Affordability of homes will have improved as a result of the mix of new homes provided.

The requirement for high quality design as a key principle in all development will have led to new housing areas that are valued for their appearance, layout and how they contribute to the attractiveness of the wider settlements, but which still function effectively. New developments will have fitted comfortably into the existing content of the surrounding areas. They will include accessible links for pedestrians and cyclists to connect into the wider area without avoidable use of main roads. Landscaping in completed developments will have begun to mature and provide a softening of the appearance of the built development. New commercial developments will have avoided utilitarian design and provided appropriate character.

Fylde will have enhanced its unique qualities including its historic and built environment, the classic seaside resort towns of Lytham and St Annes, the historic market town of Kirkham, tranquil coastline, high quality golf courses, tourism offer and picturesque rural settlements. 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. The key historic resort assets including Promenade Gardens, Ashton Gardens, St Annes Pier, Fairhaven Lake and Gardens, Lytham Green and Windmill and Lowther Gardens and all of their associated features will have been maintained, and will remain as lynchpins of the resorts' appeal. High quality attractions and organised events such as the Lytham 1940s Wartime Weekend and the Lytham Festival, staged activities at Lytham Hall (Grade 1 Listed) and the retention of serviced tourism accommodation in the Holiday Areas, will generate an increase in the number of visitors. Projects to improve the Island Sea Front Area and linkages from the sea front to St Annes town centre through the St Annes Masterplan will have provided a high-quality visitor experience.

Fylde will have remained flexible in its approach to changing economic and employment patterns, particularly with regard to major local employers. Regionally important employment sites at the Lancashire Advanced Engineering and Manufacturing (AEM) Enterprise Zone at BAE Systems, Warton and Blackpool Airport Enterprise Zone will have provided for significant economic growth. The needs of businesses will have been provided for through the provision of employment sites close to where people live, including further development at Whitehills.

Lytham and St Annes will be thriving resorts with quality specialist shops, with Kirkham a vibrant historic market town. Lytham, St Annes and Kirkham will have retained and enhanced their positions at the top of the retail hierarchy. Warton will be a Local Service Centre with a local retail centre serving the needs of the local community. Whitehills and Whyndyke will have been developed as a Local Service Centre, as a sustainable walkable settlement with local retail centres serving the new communities at both Whitehills and Whyndyke. Wesham and Freckleton will retain their functions as Local Service Centres.

The rural character and attractiveness of the countryside areas of the Fylde will have been retained and enhanced. Rural settlements in Fylde will have retained their individual identities and heritage assets and their distinctive features will have been protected, enhanced and promoted; all development will have respected and conserved the character of these settlements. The release of land away from the main settlements for development will have been minimised and the highest quality agricultural land will have been protected from development. Rural settlements will have had provision of housing of an appropriate type, tenure, design, density and mix to address local needs and issues of affordability. In rural areas the rural economy will thrive, in particular small and medium sized enterprises.

Access to all parts of the Borough from the rest of the region and country will have improved. The T5 Link Road to Queensway will have been completed, providing improved connections to St Annes and to Blackpool Airport Enterprise Zone from the completed Lytham St Annes Way. Rail connections will have improved through improved frequency between the South Fylde Line stations and Preston, and from the provision of parking at Kirkham and Wesham station. Any improvements to motorway junctions needed to mitigate the effects of new development will be completed. Local public transport will have been maintained and enhanced to service newly developed areas. Additional pedestrian and cycle routes provided by new developments will have improved active travel participation through walking and cycling.

Open space will have been provided, woodland cover increased and Fylde's unique offer of Green and Blue Infrastructure will be accessible and contribute to a high quality of life. Biodiversity, including Fylde's Ecological Network, will have been enhanced and protected from inappropriate development.

Sea defences will have been improved. Bathing water quality will have been improved and protected through improvements to infrastructure. Associated tourism, recreational and environmental benefits will have been realised, through the delivery of the Coastal Strategy, providing an essential tract of Green Infrastructure network along the coast, running from Starr Gate in the west to Savick Brook in the east.

Q6. Do you support the Fylde in 2042 Vision as set out above?

Q7. What changes do you think should be made to the Fylde in 2042 Vision if any?

3. Development Strategy Options

The Role of the Development Strategy

- 3.1 The development strategy provides the overall framework for the pattern of future development in the Borough. National policy requires that all plans should promote a sustainable pattern of development that seeks to: meet the development needs of their area; align growth, delivery and infrastructure; improve the environment; mitigate climate change and adapt to its effects.
- 3.2 In seeking to achieve a sustainable pattern of development, the Council will need to prioritise locations where access can be provided for all to local facilities, local jobs, by walking and cycling (active travel) to promote healthy lifestyles and by public transport.
- 3.3 It will also need to avoid locations where development is constrained, for instance those important for biodiversity, where land is in the green belt, where land is at risk of flooding or where important public open spaces are found. It will also need to ensure that locations are chosen where developers will seek to build and where people will choose to live and work. Ensuring that both the development strategy and the new Local Plan as a whole are sustainable will be a function of the Sustainability Appraisal.
- 3.4 The issue of constraints is particularly important in Fylde. Further development around the settlements of Freckleton and Lytham, and around the developed areas adjoining the Borough boundary at Normoss and Poulton-le-Fylde, are subject to constraints which effectively prevent those areas becoming the focus or a significant part of any development strategy.
- 3.5 In the current Local Plan, there are four strategic locations for development, in which 90% of development is planned to be located. The four strategic locations in the existing Local Plan have resulted in a broad base of housing delivery over the period since the plan was brought forward. The spread of sites across the four locations has meant that there has not been any evidence of over-supply at a single location, which would constrain delivery: instead, the strategy has been effective in ensuring that delivery has been maintained. However, there remain strategic sites still to be delivered fully in each of the four strategic locations. Therefore, any development strategy going forward will need to take account of the existing committed/allocated sites at the four strategic locations in the existing Local Plan. The current commitments/ allocations are:
- Lytham and St. Annes 1,240 units out of 2,111 allocated
 - Fylde-Blackpool Periphery 2,055 units (880 beyond plan period) out of 2,050 allocated
 - Warton 392 units out of 1,305 allocated
 - Kirkham and Wesham 363 units out of 1,364 allocated
- 3.6 With this in mind, this document concentrates options on those building on this existing approach. However, it invites alternative approaches to be put forward through the consultation.

Option 1: Retain the Existing Development Strategy with Updates: Four Strategic Locations at:

- **St Annes (including Squires Gate);**
- **Whitehills and Whyndyke;**
- **Warton; and**
- **Kirkham and Wesham.**

- 3.7 Option 1 would retain the existing development strategy and build upon it. 90% of additional housing development (over and above the amount already committed) would be located at the four strategic locations for development.
- 3.8 Option 1 allows for continued growth at each of the four locations, following on from existing and committed growth. The spread across four locations would mean that sufficient sites would be brought forward to ensure sufficient housing delivery, so that the housing delivery test is met. Development at four strategic locations should mean that there is reduced pressure for development at non-strategic locations.
- 3.9 No distinction is made in the existing development strategy as to the relative importance of the four strategic locations, and no benchmark would be set for the number of units at each; rather, sites would be selected on overall merit, whilst maintaining a reasonable balance to the strategy.
- 3.10 If the existing development strategy is to be carried forward, it will need to be adapted to reflect changes since it was first conceived. In particular:
- The strategic location that was identified as Lytham and St Annes may need to refer only to St Annes, reflecting the lack of any possible strategic contribution to development sites from Lytham, now all of the earlier sites have been built out.
 - Consideration should be given to changing the identification of the strategic location Fylde-Blackpool Periphery to refer to places more clearly understood by the public. This could involve the Squires Gate area being included within the St Annes strategic location (in which parish it falls), and the strategic location being identified instead as Whitehills and Whyndyke, which forms a single continuous area either side of the M55.
- 3.11 The existing Infrastructure Delivery Plan would be updated in order to ensure that the homes on added sites are provided for. Views on any additional infrastructure would be needed to support the strategy are welcomed.

Q8. Do you support Option 1? Please give any comments you wish to make on this option.

Option 1



Map data from Open Street Map Open Database Licence <https://www.openstreetmap.org/copyright>

Option 2: Variant on the Existing Development Strategy

- 3.12 Option 2 is to adopt a version of the existing development strategy with modifications. The Council is not specifying what these modifications might be, but could include, for instance:
- Allowing for non-strategic development close to the Borough boundary;
 - The addition of a further strategic location adjoining the Borough boundary with Preston, to adjoin future development within Preston district;
 - The addition of a further strategic location adjacent to the Borough boundary with Wyre at Poulton-le-Fylde;
 - The removal or lessening in importance of one of the four strategic locations for development;
 - The addition of a fifth strategic location at another location.

In whichever case, the broad pattern of development would be largely maintained, and existing sites with planning permission would still be built out.

- 3.13 A strategy of this type could broaden the range of locations available for locating strategic sites, which would encourage choice and competition between development sites and locations. By contrast removing one of the strategic locations would restrict the choice of sites and lead to a lower likelihood that the rate of housing completions would be maintained. Additional strategic locations would be likely to have fewer facilities and be less sustainable, and the Council would have to be convinced that any necessary infrastructure could be put in place before taking such an option.
- 3.14 Respondents are invited to set out how they feel a modified version of the existing development strategy could look. Views on what additional infrastructure would be needed to support the strategy are welcomed.

Q9. Do you support Option 2?

Q10. What variations would you make to the existing strategy, if you would take forward this option?

Q11. Please give any other comments you wish to make on this option

Key: ? Strategic locations for development?

The map displays the Blackpool and South Ribblesdale area, including the following locations and features:

- Locations:** Little Bispham, Whiteholme, Churchtown, Bispham, Greerlands, Highcross, Grange Park, Little Layton, Queenstown, Blackpool, Foxhall, Marton, Great Marton, Little Marton, Mereside, Marton Moss Side, Squires Gate, Great Marton Moss, St Annes, Lytham St Annes, Ansdell, Fairhaven, Lytham, Warton, Freckleton, Wreath Green, Great Plumptre, Weeton, Singleton, Poulton-le-Fylde, Oldfield Carr, Skippool, Little Thornton, Little Eccleston, Great Eccleston, Elswick, Inskip, Catforth, Woodplumpton, Cottam, Lea Town, Clifton, Newton-with-Scales, Treales, Kirkham, Wesh, Warton, Warton Aerodrome, Hutton, Longton, Eaves, Woodplumpton, Cottam, Lea, Ash, R.
- Roads:** A586, A585, B5260, B5261, A584, M55.
- Other Features:** Blackpool Airport, Warton Aerodrome.

Strategic locations for development are marked with orange question marks at the following locations:

- Between Poulton-le-Fylde and Singleton.
- Between Marton Moss Side and Great Plumptre.
- Between St Annes and Lytham.
- Between Wreath Green and Kirkham.
- Between Kirkham and Lea Town.

Map data from Open Street Map Open Database Licence <https://www.openstreetmap.org/copyright>

Option 3: Entirely New Development Strategy

- 3.15 Option 3 allows for the existing development strategy to be abandoned. Development could then be focussed at any number of locations, which could be narrowly-defined or widely dispersed, and could include entirely new settlements. Sites that already have planning permission could continue to be built out in accordance with those planning permissions. The Council does not wish to make specific suggestions as to what an entirely new strategy could look like, but welcomes submitted ideas.
- 3.16 An entirely new strategy would require a substantial body of evidence in support, to ensure that suitable infrastructure could be provided to ensure all sites are sustainable. Strategies that involve completely new settlements or expansion of places with few facilities are often harder to make sustainable, and the Council would need to have a reasonable degree of certainty that an appropriate range of infrastructure such as schools, highway routes, public transport of a high standard, local convenience shopping and a range of other facilities for the community would be delivered.

Q12. Do you support Option 3?

Q13. What would your new development strategy be, if you support Option 3?

Q14. Where would new development be located under your suggestion for this option?

Q15. Please give any other comments you wish to make on this option.

Q16. Would you support Green Belt release to secure this option?

Option 3



Map data from Open Street Map Open Database Licence <https://www.openstreetmap.org/copyright>

4. Policy Issues: Housing

Overall Housing Needs

- 4.1 The government requires strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas, unless:
- i. the application of policies in the Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area; or
 - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.
- 4.2 The existing Local Plan has a requirement for 305 new homes per year. The latest government policy requires the provision of 410 homes per year. In bringing forward a new/updated Local Plan, it will be essential to plan for the minimum requirement set out by the government. Accordingly, the minimum requirement for the plan period 2024 to 2042 will need to be 7,380 homes.
- 4.3 National policy as set out above notes that authorities should also plan for development needs that cannot be accommodated in neighbouring areas. It should be highlighted that Blackpool's housing need has significantly increased as a result of the new standard method from 147 dwellings per annum to currently, 587 per annum. Blackpool Council is concerned about meeting this annual need due to the highly constrained nature of the Borough. However, Blackpool is currently developing a new local plan and as part of their evidence base will be undertaking a Housing Needs Assessment, Green Belt Review and Housing Land Availability Assessment. These studies will determine how much of the new housing figure Blackpool can accommodate. If the evidence shows that Blackpool cannot meet all of its housing need within its area, Blackpool Council is required to approach both Fylde and Wyre Councils to request whether any of the unmet need can be accommodated within Fylde and Wyre where it is practical to do so and consistent with achieving sustainable development.
- 4.4 It should be noted that in seeking to meet the requirement, there are sites brought forward through the existing Local Plan where housing delivery will continue into the period covered by the new plan, in some cases right up to 2042. Therefore, a significant proportion of the homes needed to meet these needs are on sites allocated in the existing Local Plan, many of which already have planning permission.

Q17. Should the Local Plan provide for:

- a) 410 homes per year?
- b) 410 homes per year plus a number agreed through the Fylde Coast Duty to Co-operate process if unmet need arises, consistent with sustainable development?
- c) A lower figure? (please specify)
- d) A higher figure? (please specify)

Q18. Please explain your reasoning for the figure you have suggested.

Housing Mix

- 4.5 The existing Local Plan Policy H2 requires (on developments of 10 homes or more) at least 50% of dwellings to be 1-, 2- or 3-bedroom homes, with at least 33% 1- or 2-bedroom homes in rural areas. This is based not only on the pattern of need, in particular the increase in the population of 65 and over and the resulting need for smaller units of accommodation, but also the principle of delivering mixed, sustainable communities.
- 4.6 However the relationship between housing need and housing delivery is not necessarily direct. This is because churn within the existing stock of housing provides a supply of homes, whilst new homes (which carry a significant price premium) are more likely to be taken by households already in accommodation. Often the latter will be in situations approaching overcrowding. Therefore, the provision of new larger units, through the release of mid-sized and in turn smaller units, provides for additional accommodation to become available to those with more moderate incomes.
- 4.7 In the particular case of affordable housing, the Fylde Housing Needs Survey 2022 (HNS) provides a clear indication of the sizes and types of affordable housing needed. The HNS sets out a net need for affordable housing of 593 units per annum, made up of 418 units of affordable housing to rent (social rent, affordable rent) and 175 units of affordable housing to buy (shared ownership, discount market sales housing, rent-to-buy). However it qualifies this by noting that the relationship between affordable housing need and overall need for new dwellings is complex and that the two cannot be arithmetically linked. If the models are rerun to exclude those already in accommodation (and who would therefore release the accommodation by taking up a new home), the need becomes 85 units of affordable housing to rent per annum, and -43 units of affordable housing to buy, 42 units per annum overall.
- 4.8 The Council will develop its evidence base further, following on from this consultation, in advance of the development of policies for the new Local Plan.

Needs for specific groups

- 4.9 National policy requires that local plans identify needs and set out policies to provide for the needs of specific groups, including but not limited to those who require affordable housing (including Social Rent); families with children; looked after children; older people (including those who require retirement housing, housing-with-care and care homes); students; people with disabilities; service families; travellers; people who rent their homes and people wishing to commission or build their own homes.
- 4.10 The existing population of the Borough already has a disproportionate number aged 65 and over (24,817 representing 29% of the population, compared to Lancashire 21.2% and England 18.7%. However, the Borough's population is ageing further, with the numbers aged 65 and over projected to increase by 10,482 by 2042, and those 85 and over by 2,696 or 77.8%. The existing Local Plan has an existing policy that encourages provision of accommodation for elderly people with support needs; however it does not provide for wider types of older people's housing. The new plan will need to take account of identified needs for these and provide a policy response.
- 4.11 An emerging issue has been the need to plan for accommodation for looked-after children. Fylde has a disproportionate number of looked-after children in residence, many of whom are from outside Lancashire. Disproportionate numbers put pressure on agencies in the Borough

and can result in issues in the locality. In many cases, small units have been found not to represent material change of use from a dwellinghouse, and therefore cannot be subject to planning control. The new plan will have to identify local needs and consider how planning policy can respond to the situation.

- 4.12 The Fylde Coast Gypsy, Traveller and Travelling Showpersons' Accommodation Assessment 2023/24 (GTAA) identifies a need for 15 additional Gypsy and Traveller pitches. It identifies the potential for between 17 and 21 pitches to become available through the intensification/expansion of existing sites. There is one unauthorised site with one pitch.

Q19. What views do you have on how the new Local Plan should provide for older people's housing?

Q20. What views do you have on how the new Local Plan should provide for looked-after children and adults with care support? And what controls should the new local plan seek to introduce? For example control of numbers in a designated area and/ or specific locations?

Q21. What views do you have on how the new Local Plan should provide for the needs for additional gypsy and traveller pitches?

Q22 Would you support release of exception sites in rural areas to support affordable housing and/or Gypsy and traveller pitches?



New care home in St Annes constructed as part of a larger housing development

5. Policy Issues: Economic Development

- 5.1 National policy requires councils to positively and proactively encourage sustainable economic growth. It requires authorities to plan for the needs of land for development and identify sites to meet needs over the plan period. Policies should be flexible enough to respond to accommodate needs that arise but were not anticipated.
- 5.2 For some types of very specific commercial use, the Council cannot anticipate whether such uses are likely to come forward within the plan period in the Borough. Accordingly, it is appropriate to provide for such uses on a case-by-case basis, with a policy that provides criteria for acceptance, rather than to attempt to allocate sites.
- 5.3 Planning law groups different types of commercial (and other) uses into use classes, whereby use of land or buildings for any type of use described by the class is deemed to be the same, and to not require application for change of use.

Strategic Employment Sites

- 5.4 Fylde is home to three strategic industrial sites which are of national or regional importance. These are:
- BAE Systems at Warton, including areas designated as the Lancashire Advanced Engineering and Manufacturing Enterprise Zone (along with the site at Samlesbury, east of Preston);
 - Westinghouse Springfields at Salwick, a nuclear reprocessing facility; and
 - Blackpool Airport Enterprise Zone, in Squires Gate, St. Annes.
- 5.5 These three sites have need for particular controls on the type of development to be permitted at each. It is therefore proposed that specific policies should be included to reflect such considerations. The current Local Plan carries policies for the two Enterprise Zones but not for Springfields.
- 5.6 At BAE Systems, a Local Development Order provides for development without express planning permission of certain types and within set dimensions, where the development is for particular types of business that align with the aims of the Enterprise Zone and are compatible with location within the secure site.
- 5.7 At Springfields, the site is controlled by specific legislation and any development will again need to be compatible with the other activity at the site.
- 5.8 At Blackpool Airport, the site is being developed by the site owner following a Masterplan for the site, having regard to maintaining ongoing aviation use.

Q23. Do you agree that there should be specific policies in the Local Plan that identify and support the appropriate types of development on the three sites? Please give any views as to what you think the policies should cover.

Q24. Are there other major sites in the Borough for which similar policies are needed? If so please explain.

Employment land

- 5.9 This element covers land used for offices, light industry, general industry and storage /distribution. The Council monitors the take up of land for these uses in its Business and Industrial Land Schedule. It also monitors losses of existing land and buildings in these uses.
- 5.10 The current Local Plan allocated 62.0 ha of employment land based on the findings of the previous employment land study of 2012. The Local Plan provides within this for the allocation of 14ha of employment land to meet unmet need within Blackpool.
- 5.11 The Council has commissioned evidence on the need for employment land over the plan period, jointly with the other Fylde Coast Authorities. The result is the Fylde Coast Economic Needs Update and Employment Land Review (the ELR). This document provides a comprehensive assessment of existing sites, and projections of need for the period to 2042.
- 5.12 The current Local Plan policy EC1 allocates 11 sites (including some on mixed use sites) to make up the 62.0 ha requirement. The ELR has reviewed the elements of these sites that remain to be taken up in order to assess the realistic supply of employment land. It concludes that in all but one case, (Naze Lane, Freckleton), these should be taken forward as allocations for employment in the new/updated Local Plan.
- 5.13 Policy EC1 also lists existing established employment sites to which it gives specific protection. The ELR has reviewed these sites and concluded that 33 of 35 sites should remain protected in the new plan for employment uses. Of ten additional sites shown on the policies map but not the plan text, the ELR recommended that four are not taken forward.
- 5.14 The ELR establishes a need for 28.68 ha of employment land in the period to 2042. The study identifies a realistic supply of 56.61 ha made up of existing allocated and committed sites. Accordingly, the Council will not need to make additional allocations in the new/updated plan.
- 5.15 The ELR included a review of the current market for employment sites in the Borough. It found that the great majority of interest and take up was for small units, below 500m². Whitehills was the location in Fylde where most transactions had occurred. The office market had become much weaker since 2020. Marketed stock of industrial land in Fylde represented less than a year's supply by premises numbers and 8 months supply by floorspace. Valuation Office Agency showed 97.9% of units were occupied; the study indicated that over 90% indicated a healthy market. The study states that this occupancy rate suggests a shortage and that businesses may have difficulty finding adequate space to meet needs.

Q25. Do you think the Council should:

- **Continue with the existing sites allocated in the current Local Plan (except Naze Lane Freckleton) and roll the residual land on these forward to cover the period to 2042; or**
- **Identify new allocations for employment land; or**
- **A mixture of the options above**

Q26. Please add any further comments you have about allocations of employment land

Q27. Do you support the protection of the existing employment areas (industrial estates and office parks) from redevelopment for other uses?

Q28. Do you have any other comments about how the new Local Plan should provide for employment land needs?

6. Policy Issues: Protected Environments and Assets

- 6.1 This chapter groups together sites or areas of the Borough, where they need protection from certain types of development. These range from extensive areas protected as natural assets, to individual sites protected for heritage importance. This document invites views on the identification of areas of particular importance.

The Coast

- 6.2 The Coast consists of areas of extensive tidal sand and mud, all-day beach areas, extensive areas of dunes, hard sea defences, salt marsh areas together with human features of the promenade including Promenade Gardens, the Pier and other heritage assets and the Island site, Lytham Green and its Windmill, and Fairhaven Lake and Gardens. Protections of these areas are for varied reasons and can have contrasting objectives. The small area of the Wyre Estuary in the north of the Borough is considered here as the protections of the natural environment are similar.
- 6.3 The Ribble Estuary in the south of the Borough is designated for its importance as habitat as a Special Protection Area, Ramsar wetland site and a Site of Special Scientific Interest. The small area of the Wyre Estuary has the same degree of protection. The international designations mean that the estuaries have the highest possible degree of protection. Development in the plan will need to be assessed for likely significant effects on the protected areas. Such effects can be related to the use of the development site by estuary birds, impact on water flowing into the estuary, or recreational disturbance to the designated area. The existing Local Plan has a policy which applies the highest degree of protection to these assets, reflecting that applied in national policy and through legislation.
- 6.4 The sand dunes form much of the natural coastal landscape, between Lytham and St Annes and from St Annes Pier north to the boundary with Blackpool. The latter portion is designated as an SSSI, together with another SSSI on the inland side of Clifton Drive North, the latter maintained as a local nature reserve.



Dunes at St Annes

- 6.5 There are a number of Heritage assets along the coast including Promenade Gardens at St Annes together with associated Listed shelters, St Annes Pier and the Windmill at Lytham; there are also many Locally Listed buildings and spaces. Other strategically important assets include Fairhaven Lake and Gardens, Lytham Green and The Island site at St Annes.

Q29. Are the protections set out above suitable? Do you have views on how the Local Plan should ensure that protections are effective?

Q30. Are there conflicts between the protections of the estuary and dunes, and the recreational use of the beach and promenade? If so how should these be resolved?



Fairhaven Lake. This site is not subject to any heritage designation

The Towns and Villages

- 6.6 The existing Local Plan sets out settlement boundaries around all of the settlements which are either Key Service Centres, Local Service Centres, Tier 1 Larger Rural Settlements and Tier 2 Smaller Rural Settlements, i.e. all those that are considered sufficiently sustainable to be identified for some development. Within the boundaries, development is in principle acceptable providing that other policies of the plan are complied with. Such policies relate to, for instance, design, sustainable transport, car parking, viability, and specific policies relating to the proposed use. However there are some areas within the towns and villages where additional protections apply, considered in the following paragraphs.

Historic Buildings, Spaces and Monuments

- 6.7 Conservation Areas, Listed Buildings and Registered Parks and Gardens are designated heritage assets, using the terminology of national policy, through separate legislation, and not through the Local Plan process. Listed Buildings, Registered Parks and Gardens and Scheduled Monuments are designated by Historic England, following nomination or an investigation. Conservation Areas are designated by local planning authorities, following a specific process. Other historic assets are non-designated.
- 6.8 There are Conservation Areas in
- Lytham (Town Centre)
 - Lytham Avenues
 - Kirkham
 - St. Anne's on Sea (Town Centre)
 - Ashton Gardens / Porritt Houses (St Annes)
 - St. Anne's Road East
 - Singleton
 - Thistleton
 - Larbreck
 - Wrea Green
- 6.9 Fylde has over 200 Listed Buildings in total, including one Grade 1 Listing, Lytham Hall. Some of the most significant heritage assets in Fylde are the three Registered Parks and Gardens, which are Lytham Hall Park, Promenade Gardens, St Annes and Ashton Gardens, St Annes. These assets of significant scale are dependent on ongoing programmes of restoration and maintenance at significant cost.
- 6.10 Non-designated heritage assets can be any building, structure or open space of heritage value. The Council has undertaken a Local Listing Project which has identified non-designated heritage assets throughout the Borough, according to criteria. However this is not an exhaustive record of every heritage asset that could have local importance.



Woodlands Road, Ansdell

- 6.11 National policy sets out the tests that must be met in order to justify development that has impacts on heritage assets of different status (i.e. on Listed Buildings, buildings making a positive contribution to Conservation Areas, locally identified heritage assets).
- 6.12 The existing Local Plan policy highlights certain key assets and covers each category of asset at length. There is no scope for setting out policy that does not align with the approach of national policy. However it is possible to highlight the strategic importance of certain assets and areas to the overall image of the Borough. There is also potential for the policy in the new Local Plan to be more closely linked with general policies for design.

Q31. Should the Council consider designating additional Conservation Areas (outside the plan-making process)? If so what areas should be considered? For example Ansdell, Clifton, Freckleton centre etc?

Q32. What views do you have on how the new Local Plan should approach the requirement to protect heritage assets, including those without designation?

Q33 Should the Council consider designating additional non-designated assets in the Borough?

Town, District and Neighbourhood Centres

- 6.13 National policy operates a “town centre first” policy that directs development of town centre uses to town centres through the requirement for a sequential test to be applied. Main town centre uses should be located in town centres; if sites are not available they should be located on edge-of-centre sites; only if these are not available then out-of-centre sites may be used, only then providing that they are well connected to existing centres.
- 6.14 Ensuring thriving town centres is a key priority for the Council, both for providing services to residents but also to contribute to the attraction of the towns for visitors, as part of the overall tourism offer.
- 6.15 The Borough’s retail centres are identified in a hierarchy in the existing Local Plan. Town centres are identified at St Annes, Lytham and Kirkham. There is a district centre identified in Ansdell. Local centres are identified at Freckleton; Alexandria Drive, St Annes; Headroomgate Road, St Annes; St Davids Road North, St Annes; St Albans Road, St Annes; proposed local centres are identified in Warton, Whitehills and Whyndyke.
- 6.16 The Council commissioned retail/leisure evidence in support of the development of the St Annes Masterplan. The Fylde Healthcheck and Centres Study 2022 (Nexus Planning/ BDP) provides a Borough-wide study of retail performance and sets out identified needs, although this only extends for the 10 years to 2032. It identifies need for additional convenience retail capacity in both St Annes and Kirkham. It notes that any new development of convenience retail should adopt a town centre-first approach.
- 6.17 The Healthcheck and Centres Study reviewed the performance of the town centres in meeting comparison goods need. It notes that much comparison goods expenditure is lost to higher order centres outside the Borough (notably the town centres at Blackpool and Preston). It notes that the centres in the Borough are trading at equilibrium and as such identifies no need for additional comparison goods floorspace at any of the centres, and projects a very small surplus going forward, based on the overall market share of the centres in the Borough remaining unchanged. It notes that both Lytham and St Annes “support a burgeoning

independent sector which should help ensure the resilience of each going forward ... there may be future growth in specialist, independent retail businesses. This has the potential to differentiate both centres, drive footfall, and provide more activity both during and outside the summer season”.

- 6.18 The current Local Plan provides designated areas for each of St Annes, Lytham and Kirkham Town Centres, and for Ansdell District Centre. In these areas development of uses that are contrary to the aims of the town centre are restricted. Changes to the Use Classes Order and the introduction of a greater range of permitted developments for changes of use have resulted in a reduction to the degree of control that local planning authorities can have over uses in town centres (and elsewhere). The policies within the new Local Plan will need to reflect this updated position.
- 6.19 National policy notes that sites should be allocated in town centres to meet the scale and type of development likely to be needed. Town centre boundaries should be kept under review to allow for such needs to be provided for. However the areas around the town centres are largely built out and potential sites are in limited supply.
- 6.20 There has been development pressure for uses such as cafes, takeaways and leisure uses away from town centres, with the applicants declaring that they require bespoke layouts and extensive parking areas dedicated solely for the individual business' use. These are often a highly unsustainable form of development and are can be detrimental to the viability of the town centres. The Council could set out policies requiring flexibility in format from the applicants to require use of shared public parking where available, in order that such uses are directed to town centres through the sequential test.

Q34. Should town centre boundaries be extended to meet additional need for convenience retail provision?

Q35. Where should any additional convenience retail premises be provided?

Q36. Should policies set out specific requirements on the application of the sequential test for identifying sites for town centre uses?

Q37. Should smaller neighbourhood centres be identified?

Public Open Space

- 6.21 Fylde contains significant areas of high quality greenspace that are valuable community assets and intrinsic to the character of the Borough's towns and villages. These range from strategically-important spaces such as Lytham Green to small areas of amenity green space that provide the setting for housing areas. Some areas have other protections, such as the three Registered Parks and Gardens, but the large majority of open spaces in the Borough depend on policies in the Local Plan for protection against loss or encroachment from development.
- 6.22 The existing Local Plan identifies open spaces under the following classification:
- Parks and Gardens
 - Semi-Natural Greenspaces
 - Amenity Greenspace

- Children's Play Areas
- Local Areas and Local Equipped Areas for Play
- Youth Provision
- Allotments
- Cemeteries/Churchyards
- Football Pitches
- Rugby Pitches
- Cricket Pitches

6.23 National policy remains generally restrictive on proposals for development on open spaces, and remains in line with the policy in the Local Plan. Therefore this degree of protection would need to remain in order to be compliant with national policy.



Fairhaven Lake Gardens

6.24 National policy also provides for designation of valued open spaces as Local Green Space, conferring a stronger degree of protection. The designation of Local Green Space allows communities to identify and protect green areas of particular importance to them. The St Annes on the Sea Neighbourhood Plan and Bryning-with-Warton Neighbourhood Plan made designations within those settlements; however, there are no designations in the remainder of the Borough. Local Green Space must be close to the community it serves, demonstrably special to the community (e.g. due to its beauty, historical significance, recreational value, tranquillity or wildlife) local in character and not be an extensive tract of land. The Council could consider identifying sites as Local Green Space, particularly where these are of strategic importance to communities. Local Green Space designations should not be used to undermine plan making: in particular, blanket designation of open countryside next to settlements is not appropriate.



Lowther Gardens

6.25 There is a requirement for new open space within development sites in existing Local Plan policy. New strategic sites will result in extensive areas of homes. Best practice indicates that particularly for younger children, suitable open space close to homes is most beneficial. The existing policy is flexible and allows for off-site contributions on smaller sites, and the context to be taken account of, for instance where existing open space exists in directly adjoining areas.

Q38. Are there areas of existing open space that are so important that they should be protected by Local Green Space designation? Please give details if you believe so.

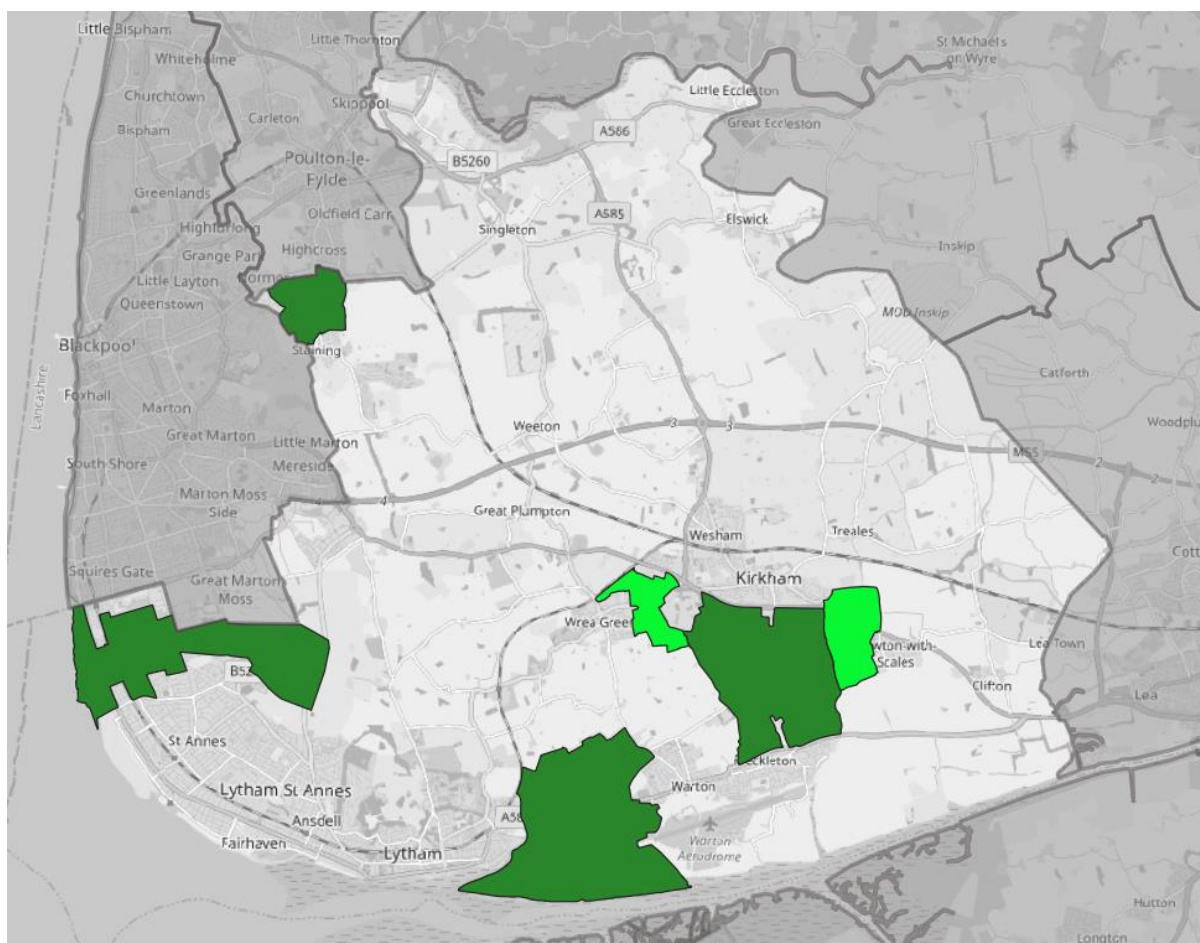
Q39. Should the new Local Plan

- a) Retain protection of existing identified open spaces through Local Plan policy?
- b) Retain protection of some open spaces but identify others as no longer needed? Please specify the latter
- c) Withdraw formal Local Plan protection for open spaces and leave as a matter for the owning bodies.

Q40. Should the new Local Plan

- a) Continue with the policy requiring the provision of amenity open space including children's play space within new development sites, doubled for larger sites, applied flexibly?
- b) Revise the policy to allow provision of a wider range of types of open space including more natural green space?
- c) Have a different type of policy or no policy for the provision of new open space (please specify and explain)?

Green Belt, Areas of Separation and Countryside



Green Belt (dark green) and Areas of Separation (bright green) under current policy

Map data from Open Street Map Open Database Licence <https://www.openstreetmap.org/copyright>

Green Belt

6.26 There are four tracts of Green Belt within Fylde:

- a) between Kirkham and Freckleton;
- b) between Lytham and Warton;
- c) between St Annes and Squires Gate; and
- d) between Staining, Blackpool and Poulton-le-Fylde.

6.27 The existing Local Plan policy states that national policy for development in the Green Belt will be applied. This is to avoid duplication of national policy in the Local Plan and to recognise that national policy may change over the life of the plan, which it has.

6.28 There are five purposes of the Green Belt set out in national policy:

- a) to check the unrestricted sprawl of large built-up areas;
- b) to prevent neighbouring towns merging into one another;
- c) to assist in safeguarding the countryside from encroachment;
- d) to preserve the setting and special character of historic towns; and

e) to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

- 6.29 National policy notes that the general extent of Green Belts is established. It states that, once established, Green Belt boundaries should only be altered where exceptional circumstances are fully evidenced and justified through the preparation or updating of plans. Exceptional circumstances can include, but are not limited to, circumstances where an authority cannot meet its development needs through other means, having fully examined all other reasonable options.
- 6.30 In Fylde, the areas covered by Green Belt represent only a small minority of the overall area of undeveloped land. Other areas are identified in the current Local Plan as either Areas of Separation, or Countryside. It is anticipated that sufficient sites will be suitable, available and achievable within land that is not designated as Green Belt. Accordingly, it is not considered that exceptional circumstances exist.
- 6.31 Based on this conclusion, the Council considers that any review of Green Belt land in Fylde cannot be justified.

Q41. Do you support the Council's proposal that the Green Belt should not be reviewed? Please provide any necessary explanation

Areas of Separation

- 6.32 The existing Local Plan has identified areas that, whilst not covered by Green Belt, are critical for maintaining openness between settlements. The Area of Separation policy in the existing Local Plan is the response to this situation. Areas of Separation are typically small scale compared to Green Belts, and located between settlement boundaries that are relatively close and at risk of merging.
- 6.33 The existing policy seeks to restrict development to a greater degree than the countryside policy (see below) in order to avoid harm to the effectiveness of the gap between the settlements and protect the identity and distinctiveness of the settlements.
- 6.34 The existing Areas of Separation are identified between Kirkham and Newton, and between Kirkham and Wrea Green. These areas were identified through an exercise that considered distance between settlements or built-up areas (at narrowest point), existing land use, landscape character, topography, development pressure, planning application history, Local Plan designation and other relevant designations. In each case it was identified that there was potential for the gap to be compromised, over time leading to the progressive coalescence of settlements and loss of distinct identity.

Q42. Would you support the continued identification of Areas of Separation in the new Local Plan? Please provide any explanation.

Q43. Is there a need to review the boundaries of the Areas of Separation?

Q44. Are there additional areas where the Areas of Separation policy should also apply? Please explain.

The Countryside

- 6.35 Outside of the existing towns and main villages, the countryside is defined on the Policies Map for the existing Local Plan as areas not covered by Green Belt or Areas of Separation. Designation is necessary to prevent uncontrolled development: without restriction, the countryside would be developed for very low-density housing at random locations, resulting in profligate use of land, the creation of homes in isolated
- 6.36 In the countryside, existing policies give a lower standard of protection than Green Belt or Area of Separation policies. The principle is to seek to allow uses appropriate to the countryside to operate without unnecessary restriction, but restrict encroachment by urbanising development.
- 6.37 The existing countryside policy includes allowing for minor infill development, and reference to meeting local community needs. There will be a need to review all elements of the existing policy but particularly these aspects and whether the text needs further clarification within the policy.

Q45. Do you support retention of the three-tier policies (Green Belt, Areas of Separation, Countryside) for the protection of open land within Fylde?

Q46. Please give any further comments on how the Local Plan policies should operate outside settlement boundaries

7. Policy Issues: Infrastructure

- 7.1 This chapter considers how the infrastructure required by the Borough will be secured to support the development in the Local Plan, and where there are issues of shortfall in existing infrastructure. Infrastructure comprises physical assets providing for a wide range of supporting service provision including, but not restricted to the following:
- Transport: footways, cycleways, highways, airports, railways, tramways, bus stops, bridleways, coach parking and park and ride
 - Energy: gas extraction, supply pipelines, storage and distribution, electricity generation, sub-stations and distribution networks
 - Water supply: storage, treatment and distribution networks
 - Wastewater sewer networks and treatment works;
 - Surface water drainage networks including flood storage measures,
 - Flood defences
 - Coastal defences
 - Information and Communications Technology: high speed fibre broadband, wireless telecommunications masts
 - Education
 - Health centres and hospitals
 - Emergency services
 - Green Infrastructure: open space, parks, children's play areas, sports pitches and courts, country parks, accessible natural green space, allotments and burial facilities
 - Community services: libraries, community centres, youth services, social services, older peoples support, special needs and disability and places of worship
 - Culture and Leisure: museums and galleries, performance venues, sports and fitness centres, swimming pools and stadiums
 - Public realm: town squares, promenades, public building forecourts
- 7.2 The Council will engage directly with utility providers to ascertain likely needs for infrastructure to support the new plan. Projects identified as necessary will be set out in the Infrastructure Delivery Schedule, within the Infrastructure Delivery Plan that the Council will produce in support of the full Local Plan.
- 7.3 Statutory utility providers have duties to provide connections in many instances. However, the Council welcomes comment from statutory providers in relation to specific impacts and issues likely to result from one or other possible development strategy.
- 7.4 The existing Local Plan contains policies to require provision of infrastructure to the site, or where infrastructure will be provided off-site, to require developer contributions to ensure its provision. The Council considers such policies will be needed going forward. Infrastructure or developer contributions can only be required where directly related to the development.
- 7.5 Where development proposals for local infrastructure works that will benefit the Borough are proposed, it is suggested that the new plan provides a generally supportive policy, subject to compliance with the other policies of the plan.

Q47. Do you have any general comments about infrastructure provision?

Q48. Do you support the Council's general approach to the requirement for infrastructure.

Transport

7.6 The new Local Transport Plan is in the early stages of production. Following its completion, it is anticipated that a new transport masterplan will be produced by the local transport authority setting out a programme of strategic transport schemes. The Council will seek to support schemes within the Borough that improve access to and from the Borough to the wider North West region and beyond. Important previously-programmed schemes have been completed, in particular the Heyhouses to M55 Link Road (Lytham St Annes Way) and Preston Western Distributor Road (Edith Rigby Way) which have resulted in significant reduction in journey times in and out of the Borough by road.

7.7 Key schemes that the Council is seeking to be delivered are:

- A key element of the Queensway strategic housing site that is under construction, the T5 Link Road will extend between the traffic island provided on the completed Lytham St Annes Way and Queensway, St Annes. This will provide access to the housing site but also will provide a route from M55 Junction 4 to the Blackpool Airport Enterprise Zone eastern phase which is under construction.
- A key priority to improve access to the Borough from the rest of the country is to increase the frequency of services on the South Fylde rail line. A scheme for the provision of a passing loop to enhance capacity has been developed and a strategic business case was submitted to the government in 2024.
- Provision of parking at Kirkham and Wesham station will encourage park-and-ride and to reduce the impacts of on street parking in Wesham. In particular it will provide mitigation for traffic arising from new developments that would otherwise access the motorway and M55 Junction 3 and make the full journey by road.
- There will be a need to investigate the impacts of new developments planned for up to 2042 on the likely usage of both M55 Junctions 3 and 4. This is expected to identify a programme of measures that will be needed.

Q49. Are there further transport schemes that should be investigated in order to support the Local Plan

7.8 Aside from major schemes, the transport effects of the plan as a whole, and the direct impacts of specific schemes will need to be assessed, including parking, and any mitigation measures needed will have to be identified and set out in new policies for the allocation of sites. Such mitigation could include contributions towards off-site measures for highways, footpaths, cycleways or other transport infrastructure.

Q50. Do you have further comments on the provision of infrastructure and transport?

8. Design and Amenity

- 8.1 The importance of high quality design is integral to the Local Plan and is therefore central to the planning of all development. This is crucial in Fylde, especially in the seaside resorts of Lytham and St Annes, both of which developed in the Victorian and Edwardian era - an era that is now recognised as producing high quality architecture. The high quality of design in the Borough is fundamental in attracting people to live in Fylde, for businesses to invest in the area and it also increases its popularity for tourism.
- 8.2 National policy states that development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes. Conversely, significant weight should be given to: a) development which reflects local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes; and/or b) outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings.
- 8.3 Principles of good design are set out in the National Design Guide under the following 10 characteristics:
- context
 - identity
 - built form
 - movement
 - nature
 - public spaces
 - uses
 - homes and buildings
 - resources
 - Lifespan
- 8.4 When considering the design of development, design is therefore much more than the issue of visual appearance but how design can contribute to the way in which an area functions over the lifetime of the development. Well designed development responds positively to its context and setting, reinforcing local character. Landscaping including trees, open space and pedestrian and cycle routes providing direct linkages with surrounding areas must be considered and integrated into the overall layout from the outset.
- 8.5 Existing Local Plan policy sets out 27 principles that development should follow. It is proposed to review these principles to ensure that these fully reflect the National Design Guide. They will also be reviewed for effectiveness in light of experience in applying the policy.
- 8.6 The existing Local Plan policy is generic and does not identify place-specific issues. National policy states that authorities should prepare design guides or codes to provide a local framework, reflecting local character and design preferences. It is likely to be necessary for the policy in the new plan to provide for this by including reference to local design guides or codes within the policy, which can then be produced and adopted later.

- 8.7 Understanding the context of the area surrounding a development site is a critically important to successful design but is often neglected in development proposals. The existing policy places significant focus on this; however there may be benefit in highlighting some of the most critical issues, such as the presence of heritage assets, strategically important open spaces and natural features such as protected trees, as well as the broad issue of character, to be identified and assessed in the wider surroundings of any site.
- 8.8 In addition to the main design policy, a separate policy sets out requirements that should be met by masterplans for strategic development sites. This sets out 24 criteria for the content of masterplans, many of which cover content also covered in the design policy. In the new plan, there will be a need to defer to the National Design Guide, in determining the content of design guides or codes for sites; however, the existing masterplanning policy extends beyond this in that it specifies certain infrastructure requirements that should be addressed through masterplanning. The Council will review how this policy operates and how the issues should be addressed in the new plan.
- 8.9 The issue of planning for climate change has become much more important in the design of places. The existing policy makes recommendations but does not set out requirements, meaning that the policy has little effect. Particular measures that could be incorporated into designs is the avoidance of urban heat island effects through inclusion of trees, minimising energy consumption through minimising the external surface areas of buildings in a development, and surface water mitigation through requirement to include SuDS. The Council will review how policy can be more effective on these matters.

Q51. Should the new plan have:

- a single policy covering all elements of design?
- separate policies for layout, context, building form, landscaping, movement etc?

Q52. Should the new Local Plan identify any areas where specific design considerations will apply (on a strategic basis)? If so, which areas and what specific considerations should be identified?

Q53. Should the new Local Plan identify areas to be covered by design codes? If so, which areas should these be? Do you have any comments on how the masterplanning of strategic sites should be undertaken, and how requirements for it should be reflected in the new plan?

Q54. What further comments do you have on how the new Local Plan should address the issue of design?

9. Climate Change, Renewable Energy and Flood Risk

- 9.1 New development can be affected by climate change, but offers the opportunity to design-in measures to avoid or mitigate its effects at the outset. Therefore, the Local Plan can be instrumental in ensuring that future development is better equipped to deal with the impacts of climate as it will be in the future.
- 9.2 The low lying and gently undulating topography of Fylde, together with the wet climate of North West England, means that, in Fylde, flood risk is the most commonly felt effect of climate change, and flood events are projected to increase. The sections on flood risk below cover what is therefore the most significant climate change effect for Fylde.
- 9.3 Other measures that can either reduce the impacts of climate change through prevention, or mitigate effects that occur, can be achieved through design policies. These are considered separately in Chapter 8 of this document.
- 9.4 The generation of renewable energy can reduce carbon emissions by providing a substitute source of energy supply to those emitting carbon. The section on renewable energy below addresses the issues for the Local Plan in the development of renewable energy schemes.

Flood Risk

- 9.5 Existing Local Plan policy states that the sequential risk-based approach to the location of development as required by the Framework will be taken, meaning that development will be directed to sites at low risk of flooding. The latest national policy retains a sequential approach to the location of development so this would remain unchanged. The sequential test now requires all sources of flooding to be considered in making the assessment.
- 9.6 All local planning authorities are required to conduct a Level 1 Strategic Flood Risk Assessment (SFRA) which assesses the risk to an area from flooding from all sources, now and in the future, taking account of the impacts of climate change, and how to address flood risk in development. Fylde Council together with the other Fylde Coast authorities Blackpool Council and Wyre Council undertook a Level 1 SFRA¹⁰ in 2024. The SFRA identifies flood risk areas for all types of flooding through a series of maps.
- 9.7 There are small areas of the Borough where individual streams enter the estuary where coastal flooding can potentially occur. This particularly affects some built-up areas within Lytham. Otherwise, the Environment Agency's flood high risk zones affect land surrounding major watercourses, the risk coming from fluvial flooding. The areas falling into the high risk zones are shown on the Environment Agency's Flood Map for Planning.
- 9.8 In addition to the areas affected by coastal and fluvial flooding, surface water flooding can affect many areas. Surface water flooding occurs when intense or prolonged rainfall leads to water collecting on the surface in certain areas. Due to Fylde's low lying gently undulating terrain, areas affected are very widespread, throughout the Borough, and most if not all fields have an area where surface floodwater collects. Although the Council's initial assessment of

¹⁰ <https://new.fylde.gov.uk/resident/planning/planning-policy-local-plan/evidence-documents-2022-present/> , under the tab Climate Change, Renewable Energy and Flood Risk.

potential development sites is not yet complete, it is clear that most if not all sites that will be allocated will be at some risk of surface water flooding. It is therefore possible that the Council will need to conduct a Level 2 Strategic Flood Risk Assessment, to determine which sites would have the lowest risk of flooding.

- 9.9 Where an area of a site is at flood risk, development that is vulnerable to flooding should be directed to the parts of the site that are not affected. This can have the effect of substantially reducing the developable area of a site. Attenuation measures can moderate this, for instance through provision of water storage capacity within ponds; however great care is needed with approaches to development that rely on changes to the site levels, and consultees are likely to require detailed modelling of the impacts on land downstream of the site before concluding that it is acceptable.
- 9.10 As well as the potential for flood risk on site, development sites that are not themselves at risk of flooding can have the effect of contributing to increased flooding elsewhere, through increased runoff from the site. Existing Local Plan policy requires attenuation measures through a sequential approach to minimise impact; however this includes a clause that instead allows for surface water discharge to watercourses or existing surface drains or sewers, where other measures would adversely affect viability or are unfeasible. Given the critical importance to the Borough of avoiding excess discharges to sewers, which then could test the capacity of treatment plants and in turn affect bathing water quality, this element of the policy in particular will be reviewed for effectiveness.

Q55. Would you support an absolute requirement that all development sites result in no greater surface water runoff after development than when they were in their greenfield state?

Q56. Do you support the Council's approach to site selection considering all sources of flood risk? Please add any further comments you have on the impact of flood risk on development sites.

Renewable energy

- 9.11 The current government has prioritised the development of renewable energy projects to contribute to the overall national energy needs. Renewable and low-carbon energy can be generated through a range of methods – particularly relevant to Fylde are:
- Large scale solar
 - Onshore wind
 - Offshore wind
 - Microgeneration
- 9.12 The existing Local Plan policy relates to all types of onshore renewable energy development except large scale onshore wind (for which there were no areas in the Borough where it would have community support, as was previously required). The policy set out a series of criteria which would need to be met for a proposal to be acceptable, including matters relating to aviation and defence navigation systems and communications.
- 9.13 The policy criteria for renewable energy development cross refers to previous national policy protecting the best and most versatile agricultural land. Although national policy has changed, the Council could retain the sequential approach requiring the use of land of lower quality instead, given that the areas of such land that are available are extensive.

Q57. Do you support the retention of the main elements of the existing renewable energy policy that makes clear that approval will only be given where a proposal can demonstrably avoid harmful impacts?

Q58. Are there areas of the Borough where particular types of renewable energy development should not take place due to harmful impacts? Please specify and explain.

Q59. Should the new Local Plan retain the sequential approach to the use of agricultural land for renewable energy projects?

Building efficiency

9.14 The Building Regulations set efficiency standards for completed buildings, in terms of energy use during operation. However, where a building is demolished and replaced by another, any carbon savings during its use by reduced energy consumption (reduction in operational carbon) can be dwarfed by the carbon released through the energy consumed in the demolition of the previous building on the site and the erection of the new building, including the materials used. This element is termed “embedded carbon”.

9.15 Where a development proposal relies on any statement of improved energy efficiency, this should only be accepted and given any weight in planning decisions on the basis of a positive benefit considered over the whole life of the building (whole life carbon). This takes account of both operational carbon and embedded carbon. Such policies have been adopted and are in use elsewhere in the country.

9.16 At present there is no Local Plan policy that takes account of whole life carbon, and building efficiency is mentioned in other policies and taken to mean only its operational efficiency. This can lead to perverse outcomes. A revision to relevant policies to make clear that any carbon/efficiency assessment should be based on whole life carbon could be considered.

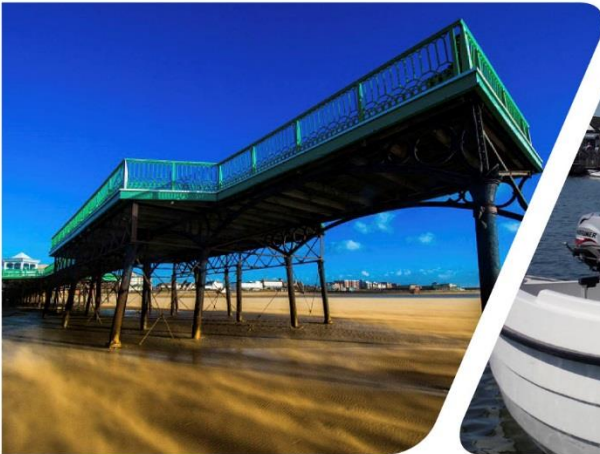
Q60. Do you support a whole-life-carbon approach to the assessment of building efficiency?

10. Other Matters

- 10.1 The Options, Issues, Vision and Scope for the new Fylde Local Plan to 2042 does not attempt to cover every conceivable type of development, planning issue or constraint arising in the planning system in Fylde. The document is restricted to what are considered to be the strategic policy matters that need to be established to produce a Local Plan. However, it is important that you are able to give your views on all aspects of what the new Local Plan should contain.

**Q61. Is there anything else that the new Local Plan should contain that has not been mentioned?
Please explain as fully as possible**

Q62. Do you have any further comments on the Options, Issues, Vision and Scope for the new Fylde Local Plan to 2042?



© Fylde Borough Council copyright 2025

You may re-use this document/publication (not including logos) free of charge in any format or medium. You must re-use it accurately and not in a misleading context. The material must be acknowledged as Fylde Borough Council copyright and you must give the title of the source document/publication.

Where we have identified any third party copyright material you will need to obtain permission from the copyright holders concerned.

This document/publication is also available on our website at www.fylde.gov.uk.

Any enquiries regarding this document/publication should be sent to us at the Town Hall, St Annes Road West, St Annes FY8 1LW, or to listening@fylde.gov.uk.

Date: June 2025
Our Ref: I&O 2025

Review Date: N/A
Authorised by: Paul McKim, Service Director,
Planning and Building Control