

Blackpool Local Plan

Part 1: Core Strategy - Proposed Submission

June 2014

Blackpool Council



Blackpool Core Strategy

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Chapter 1

Introduction

World Fireworks Championships, 2007
(Photo - www.visitblackpool.com)



Contents:

- What is the Core Strategy?
- Preparing the Core Strategy
- Consultation on the Proposed Submission
- Supporting Documents
- Blackpool's Planning Policy Framework
- Wider Policy and Strategy Context

1. Introduction

What is the Core Strategy?

1.1 The Core Strategy is a key planning document for Blackpool. It sets out where new development such as housing, employment, retail and leisure should be located to meet Blackpool's future needs to 2027. The Strategy also identifies which areas within Blackpool will be regenerated, protected or enhanced; and sets out key development principles, for example design and affordable housing.

1.2 The Core Strategy will be used to determine planning applications and priorities for the Borough over the 15 year plan period (2012-2027). However, it is likely to be reviewed before the end of this plan period, in whole or in part, to ensure that there are sufficient developable sites available for future needs. It may also need to be updated to respond to unforeseen changes.

1.3 In summary, the Core Strategy sets out:

Where we are now: A spatial portrait of Blackpool, summarising the town's main social, physical and economic characteristics and key issues;

Where we would like to be: Vision and objectives identifying how we want Blackpool to have changed and developed by 2027; and

How we get there: Spatial strategy, policies and a monitoring and implementation plan¹ to ensure the right type of development will occur in the right location to meet Blackpool's needs.

Preparing the Core Strategy

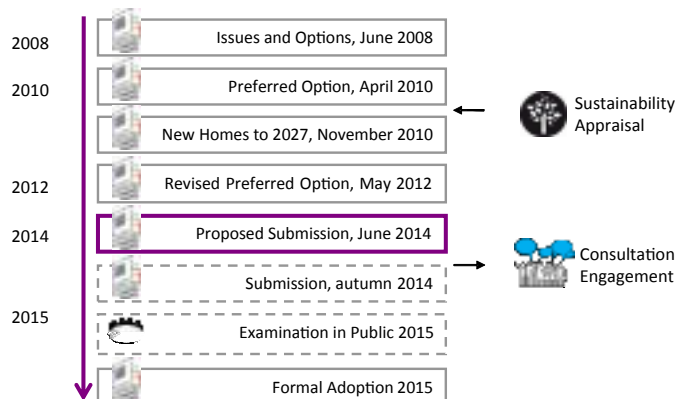
1.4 There are a number of stages we must follow during the preparation of the Core Strategy (figure 1). Each stage presents an opportunity for the community and other stakeholders to be involved in choosing the right planning policies for Blackpool.

1.5 To date we have produced an *Issues and Options Paper* in June 2008; a *Preferred Option* in April 2010; a *New Homes to 2027 report* in November 2010; and a *Revised Preferred Option* in May 2012. Each document was subject to public consultation and all comments received can be viewed in a Statement of Consultation report at www.blackpool.gov.uk/corestrategy

1.6 **This document is the *Proposed Submission*, which has been informed by up-to-date evidence and policy guidance as well as earlier consultation. It is the version of the Core Strategy that the Council will seek to adopt, and therefore policies will be given some weight in decision-taking in accordance with Paragraph 216 of the National Planning Policy Framework (NPPF). It represents the final consultation stage in the document's preparation.**

1.7 After considering the comments received to this consultation, we will then submit the Core Strategy and supporting documents to the Secretary of State for the Examination in Public (subject to any major issues), which will be chaired by an independently appointed Inspector. The Inspector's report will inform the final Core Strategy, which we expect to adopt in 2015.

Figure 1: Blackpool Core Strategy Preparation Stages and Milestones



¹ A Monitoring and Implementation Plan is provided in Appendix C

1. Introduction

Consultation on the Proposed Submission

1.8 Comments at the Proposed Submission stage should only be made in relation to the issues outlined below, which will be considered by the appointed Inspector, whose role is to assess whether the Local Plan has been prepared in accordance with the Duty to Co-operate, meets the legal and procedural requirements, and is a sound planning document.

1.9 **Duty to Co-operate** - the Council has a Duty to Co-operate on strategic planning issues that cross into neighbouring areas. This includes working collaboratively with neighbouring councils and other public bodies, including Local Enterprise Partnerships, to ensure that strategic priorities across local boundaries are properly co-ordinated and clearly reflected through the Core Strategy.

1.10 **Legal and procedural compliance** - the Core Strategy will be checked to ensure it is legally compliant and has:

- been prepared in accordance with the Council's Local Development Scheme and in general compliance with the Statement of Community Involvement;
- been subject to a Sustainability Appraisal;
- had regard to national policy

1.11 **Soundness** - to be found sound the Core Strategy must be:

- **Positively prepared** - the Core Strategy should be prepared to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;
- **Justified** - the Core Strategy should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;

- **Effective** – the Core Strategy should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and
- **Consistent with national policy** – the Core Strategy should enable the delivery of sustainable development in accordance with the policies in the National Planning Policy Framework (2012).

1.12 Comments relating to the way the Council has prepared the Core Strategy are likely to be a matter of legal and procedural compliance. Comments relating to the actual content of the Local Plan are likely to be concerned with the soundness of the Plan.

Supporting Documents

1.13 A number of supporting documents have informed the preparation of the Core Strategy, including:

- **Sustainability Appraisal (SA)** which evaluates the likely social, economic and environmental effects of the spatial vision, objectives and policies, including the cumulative effects. The latest SA Report (May 2014) has been produced for the Proposed Submission and is accompanied by a Non-Technical Summary. The Council has responded to the SA recommendations in a separate paper, including changes made to the policies where appropriate. **The latest SA produced for the Proposed Submission is subject to the same 8 week consultation;**
- **Habitat Regulations Assessment (HRA)** screening which is required by law to protect European Sites of Biological Importance in the region. The latest HRA Report (May 2014) has been produced for the Proposed Submission and required no further modifications to the Core Strategy;
- **Infrastructure Delivery Plan (IDP)** which identifies the infrastructure required to support the delivery of the Core Strategy;

1. Introduction

- **Background evidence documents** which develop a detailed understanding of key issues and characteristics of Blackpool and the Fylde Coast, and have helped to inform and justify the preferred strategy and policies².

1.14 All supporting documents can be viewed on the Council’s website: www.blackpool.gov.uk/evidencebase

Blackpool’s Planning Policy Framework

1.15 The new Blackpool Local Plan for 2012 – 2027 will comprise two parts: Part 1 is the Core Strategy, which is the key document in the Local Plan, while Part 2 is the Site Allocations and Development Management policies document. Part 2 will be produced following adoption of the Core Strategy. It will allocate sites for development, safeguarding or protection, and include development management policies to guide appropriate development. In addition, Supplementary Planning Documents (SPDs) will be produced where necessary to support, or provide more detailed guidance on, policies in the Core Strategy or Site Allocations and Development Management document. Some SPDs have already been adopted; these are detailed on the Council’s website.

1.16 Both the Core Strategy and Site Allocations and Development Management policies will eventually replace the current Blackpool Local Plan (2006). Until these are adopted, a number of development management policies set out in the current Blackpool Local Plan will continue to be “saved” and considered alongside Core Strategy policies when determining planning applications. Appendix B to this document details Local Plan policies which will continue to be “saved” for the time being, and policies which will be cancelled when the Core Strategy is adopted.

1.17 Alongside the Blackpool Local Plan, Lancashire County Council and the two Unitary Authorities of Blackpool and Blackburn with Darwen have prepared a Joint Lancashire Minerals and Waste Local Plan, which consists of a number of minerals and waste documents. This can be viewed at:

www.blackpool.gov.uk/mineralsandwaste

1.18 Whilst the Blackpool Local Transport Plan does not form part of Blackpool’s planning policy framework, it has informed preparation of the Core Strategy.

Figure 2: Blackpool’s Planning Policy Framework



Wider Policy and Strategy Context

1.19 Blackpool lies within the Fylde Coast sub-region, along with Fylde and Wyre (two-tier area covered by Lancashire County Council and the Borough Councils of Fylde and Wyre). The sub-region demonstrates a high level of self containment in terms of housing markets, travel to work patterns and economic functionality; and the Fylde Coast authorities have been working together on strategic planning issues for many years³. It is important to continue to address cross-boundary issues in a collaborative way, by ensuring Blackpool’s Core Strategy aligns with the policy framework of neighbouring authorities, and co-operating with them on strategic planning issues.

² A list of evidence base documents is provided in Appendix A.

³ For example establishment of the Multi Area Agreement in 2009, the Blackpool, Fylde & Wyre Economic Development Company in 2010 and the drafting of Fylde Coast housing, economy and cultural strategies.

1. Introduction

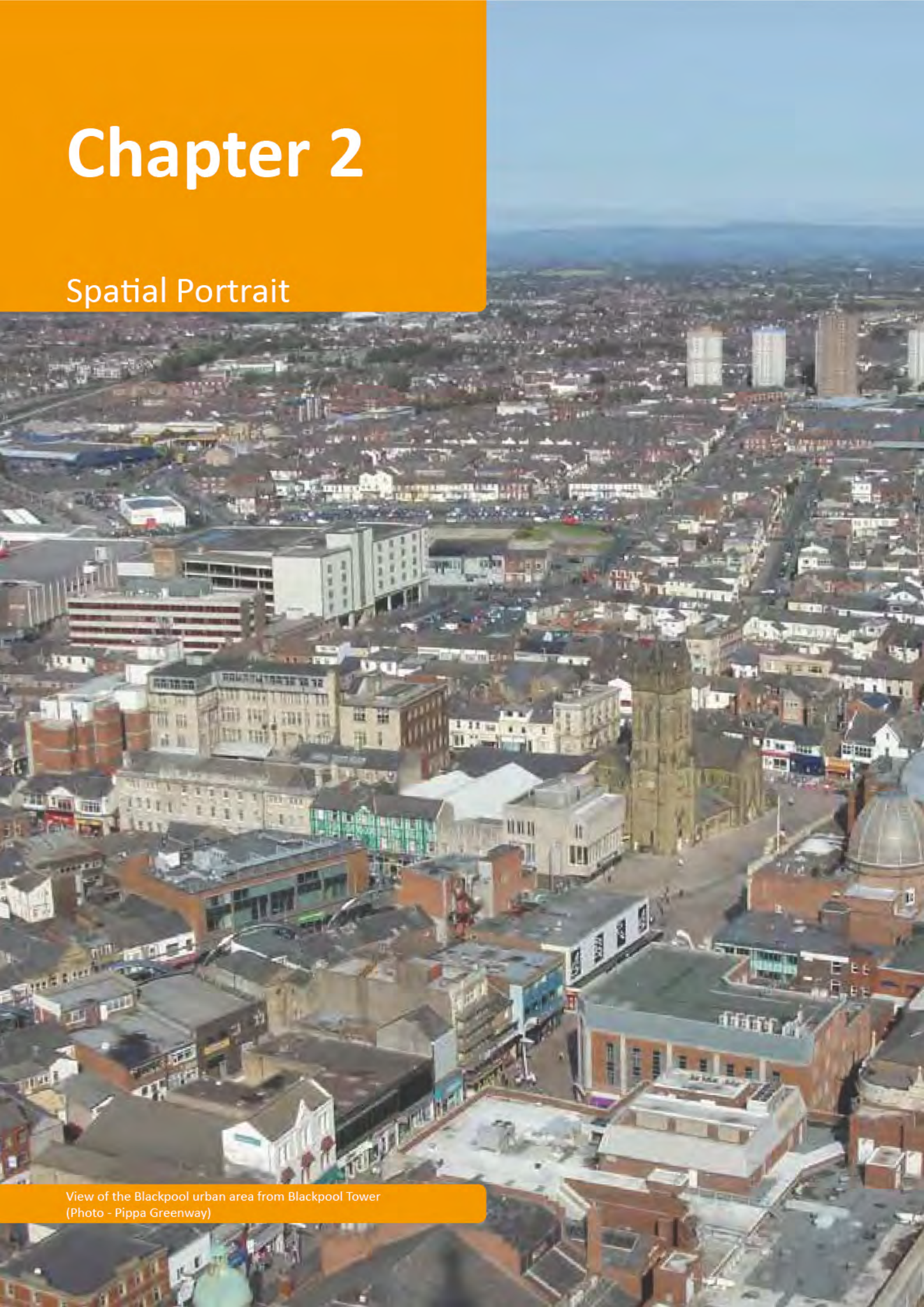
1.20 As part of the Duty to Co-operate (introduced by Government along with the revocation of regional plans) a Memorandum of Understanding (MOU) has been prepared by Blackpool, Fylde and Wyre Councils and Lancashire County Council (LCC). The MOU identifies the strategic planning issues which require cross boundary co-operation and collaboration in order to ensure the development plans of each authority are sustainable, deliverable and found 'sound' at examination. It also guides the approach that the three authorities take with respect to responding to strategic planning applications and nationally significant infrastructure projects.

1.21 A Draft Statement of Compliance with the Duty to Co-operate accompanies the Core Strategy and sets out how the Council has co-operated with neighbouring authorities and prescribed bodies set out in the Local Planning Regulations (2012). This is available to view at:
www.blackpool.gov.uk/evidencebase

1.22 Beyond the sub-region, Blackpool and the Fylde Coast area is part of the Lancashire Enterprise Partnership (LEP). The LEP was established in April 2011, to provide strategic leadership for directing economic growth and priorities across the county. Blackpool Council works with the LEP as part of the Duty to Co-operate. This has included the preparation of the Lancashire Growth Plan and the Lancashire Strategic Economic Plan (SEP), which sets out the growth ambitions for Lancashire as a whole for the next 10 years. The three Fylde Coast authorities, along with the Blackpool, Fylde and Wyre Economic Development Company (BFWEDC), are also developing a complementary Local Growth Accelerator Strategy focused on delivering economic change in the Fylde Coast area.

Chapter 2

Spatial Portrait



View of the Blackpool urban area from Blackpool Tower
(Photo - Pippa Greenway)



Contents:

- Overview
- Blackpool's People
- Blackpool's Economy
- Blackpool's Housing and Neighbourhoods
- Blackpool's Environment
- Blackpool's Transport
- Summary of Overarching Issues

2. A Spatial Portrait of Blackpool

Overview

2.1 Blackpool is England's largest and most popular seaside resort attracting more than 10 million visitors a year. It is also the main retail, public administration, cultural and service centre for the Fylde Coast, supporting an estimated population of 326,000 and a workforce⁴ of around 152,000.

2.2 Located in the North West of England and on the Fylde Coast Peninsula, Blackpool covers an area of around 35km², with 11.2km (7 miles) of seafront. Intensely urban and compact in form, it is characterised at its heart by the Resort Core, an area of some 5km², and the adjoining Town Centre. Elsewhere, Blackpool is predominantly residential in character, largely built up to its boundaries, with the few remaining areas of open land located in the south and east of the town. The predominantly rural areas of Wyre and Fylde are located on the northern/eastern edge and eastern/southern edge of the Borough boundary respectively.

2.3 For a coastal town, Blackpool has good strategic transport links. This includes good connections to the national road and rail networks, as well as Blackpool International Airport which is located on Blackpool's southern boundary in Fylde.

2.4 The town is built on tourism, where British holiday makers from all classes of society flocked to the resort for pleasure, fun and entertainment. It grew rapidly at the turn of the 20th century after the arrival of the railway line with a period of phenomenal development leaving a legacy of high quality late Victorian architecture, including the iconic Blackpool Tower, piers and promenade. Successive decades saw the introduction of the Winter Gardens, Pleasure Beach and Golden Mile, along with dense holiday guest houses and small hotels in a grid-iron pattern of terraced streets behind the seafront. In its heyday Blackpool attracted around 17 million visitors each

year, supported more than 100,000 holiday bed spaces and was the largest holiday destination in the UK.

2.5 Whilst Blackpool remains at the heart of the UK tourism and visitor economy, it has experienced a significant decline in visitor numbers from the 1980s onwards; a consequence of growing affluence, enhanced consumer choice and the perceived obsolescence of the town's visitor offer. Three decades of resort decline has led to an underperforming economy and high levels of deprivation.

⁴ Working or available to work i.e. all people economically active

2. A Spatial Portrait of Blackpool

Figure 3: North West Region

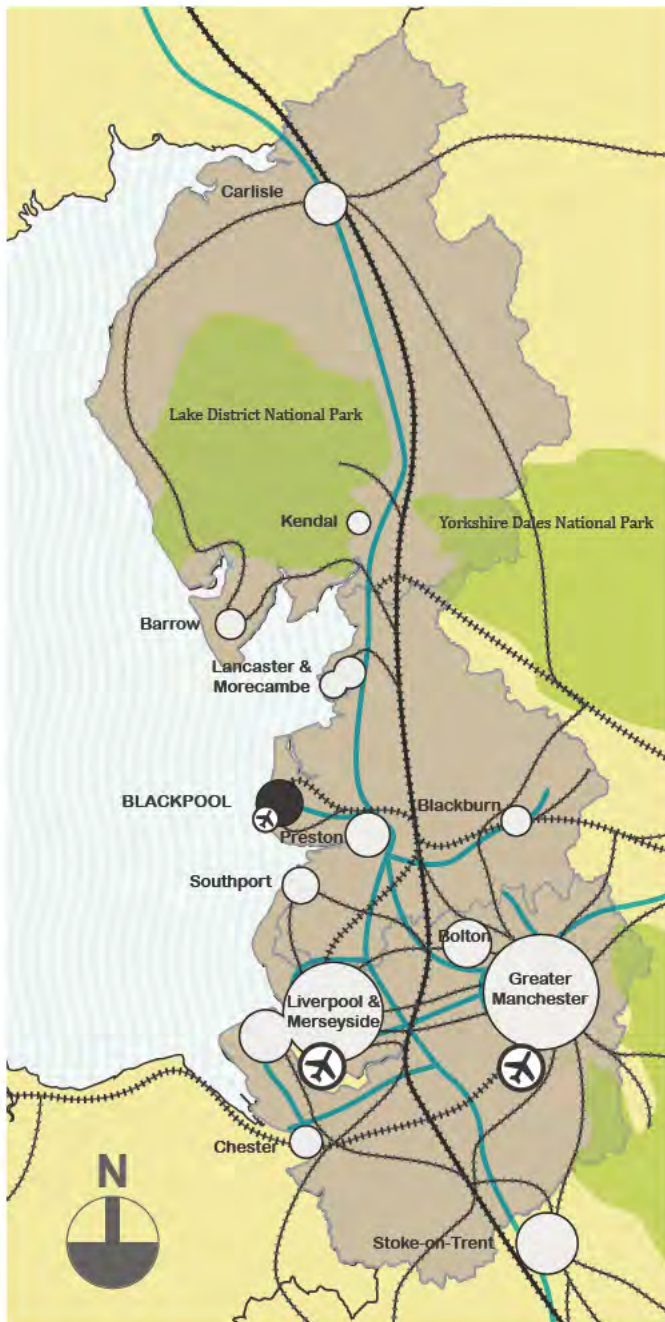


Figure 4: Fylde Coast Sub-Region

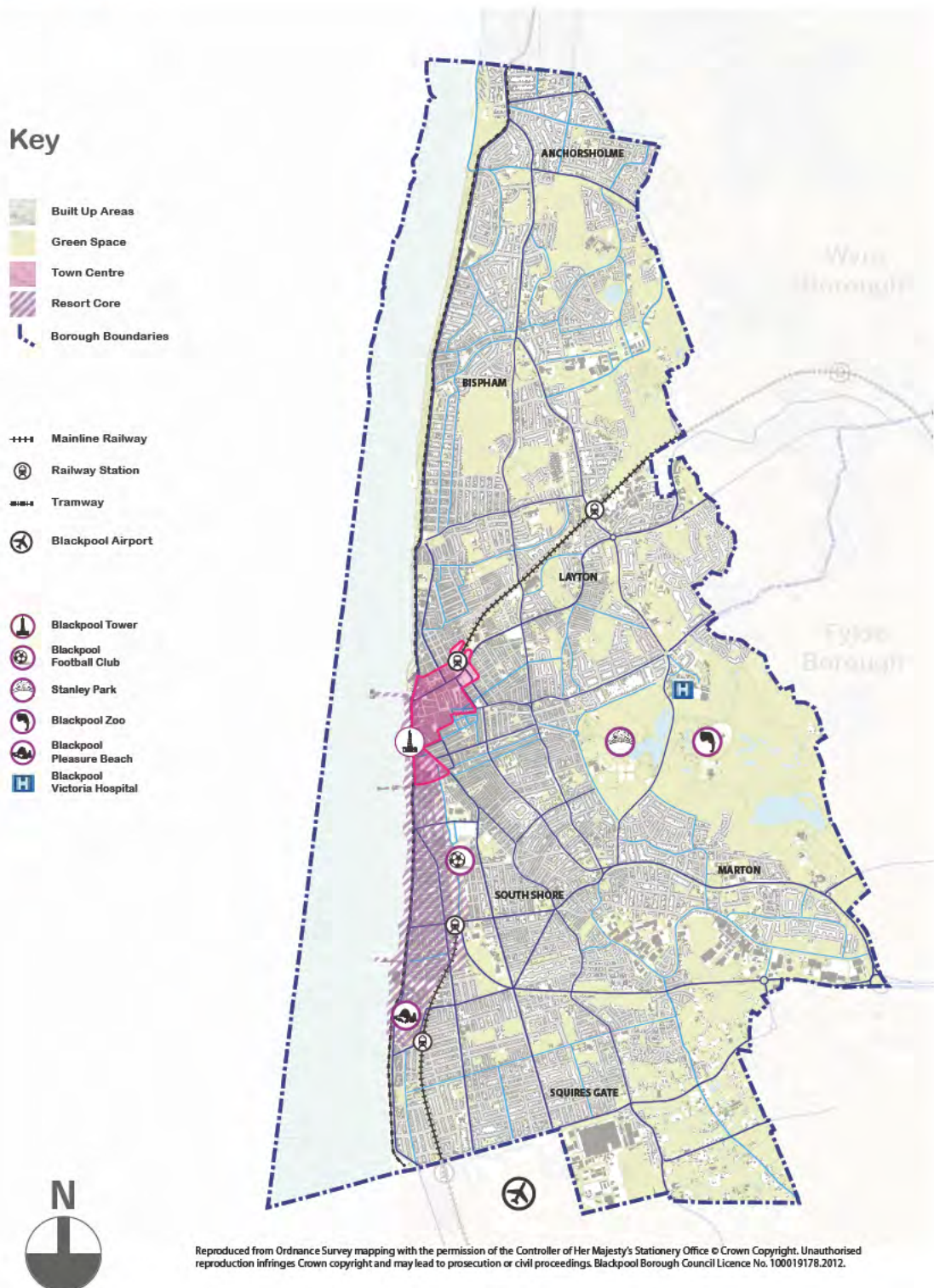


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2. A Spatial Portrait of Blackpool

Figure 5: Blackpool Borough



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2. A Spatial Portrait of Blackpool

Blackpool's People

2.6 Blackpool has a population of around 142,000 people. It is by far the most densely populated Borough in Lancashire and the seventh most densely populated Borough in England and Wales outside Greater London⁵. The population is heavily concentrated in Blackpool's inner area, which is intensely compact.

2.7 Between 2001 – 2011 Blackpool's population fell by 0.2%, caused by a decline in net-immigration which has historically driven population growth. By 2027, the population is projected to have grown by 7,600 (5%) and the number of households by 4,100 (6%)⁶. This growth is largely as a result of migration as well as general trends towards smaller household sizes.

2.8 Blackpool suffers from severe levels of highly concentrated deprivation, which has worsened over the last ten years. In 2011, 30% of all children (9,000+) were living in child poverty. The 2010 Indices of Deprivation ranked Blackpool as the 6th most deprived local authority in the country and almost one third of small areas within the town are amongst the 10% most deprived areas nationally. Figure 6 illustrates that the highest concentration of deprivation occurs within Blackpool's inner areas.

2.9 Blackpool has low educational attainment and skill levels. In 2012, less than 50% of pupils achieved 5+ GCSEs with grades A*-C (including English and Maths) and 14.5% of working age residents had no qualifications. This poor attainment is linked to high levels of teenage pregnancy in Blackpool in part. Whilst this is of concern, teenage pregnancy rates have fallen since 2003 and skills levels are improving.

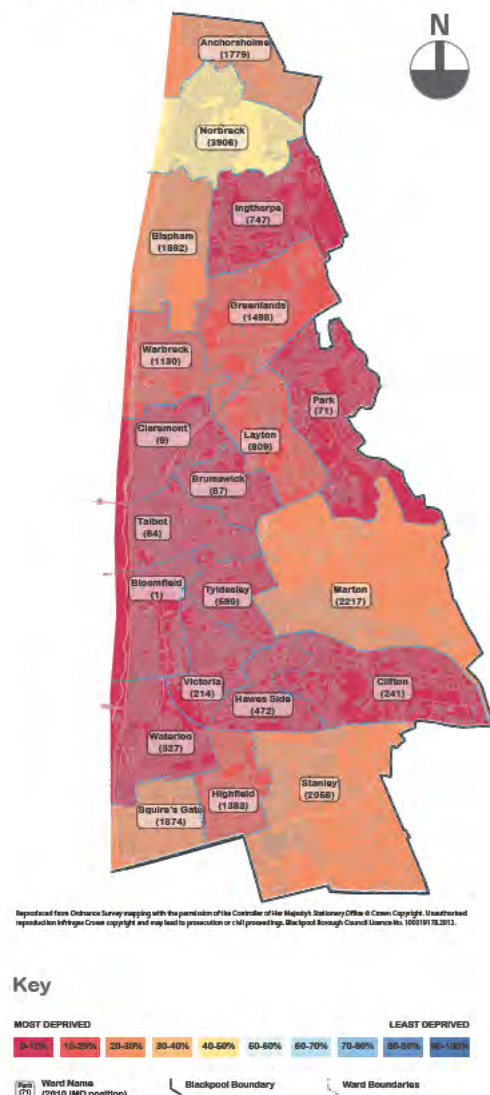
2.10 The health of people in Blackpool is generally worse than the national average. The town records one of the lowest life expectancy rates nationally and there are inequalities by deprivation and gender.

⁵ Source: ONS population survey mid year estimates (2012 data)

⁶ Based on the Jobs-Led Oxford Economics Forecast modelled in the 2013 Fylde Coast Strategic Housing Market Assessment (SHMA)

For example, men in the least deprived areas of the town can expect to live nearly 10 years longer than men in the most deprived areas. For women, this difference is 8.5 years. Health priorities in Blackpool include alcohol and drug misuse, mental health, smoking and obesity⁷. A high percentage of working age residents claim Incapacity Benefit (over 12%), which is almost double the national average.

Figure 6: Deprivation Levels in Blackpool



⁷ Source: Department of Health © Crown Copyright 2011

2. A Spatial Portrait of Blackpool

Blackpool's Economy

2.11 Blackpool has a workforce of around 62,500 people with an economy that is underpinned by tourism and the service sector. Jobs are generally low skill and low wage and small businesses predominate. Blackpool also benefits from a high proportion of public sector employment. Whilst there is no tradition of heavy industry, the town's small manufacturing sector includes local specialism in food and drink, and plastics.

2.12 As Blackpool experienced three decades of decline in the visitor economy, private investment stalled, jobs were lost and residents faced limited employment prospects. The population declined as people looked elsewhere for work and social problems became deeply entrenched in parts of the town. Subsequently, between 1995 and 2008 Blackpool's economy grew at under half the rate of England, with Gross Value Added (GVA) per head 33% below the national average⁸. Blackpool's unemployment rate is around 9%, which is higher than the regional and national figure. A reliance on the tourism industry means there is high seasonal unemployment⁹.

2.13 Blackpool's economy is therefore under-performing relative to the national level. That said, Blackpool is not an economy in isolation and the wider Fylde Coast sub-region provides an important resource for Blackpool, especially for higher value economic activity with major employers in aerospace, chemical, nuclear processing and port industries.

2.14 In recent years there have been positive signs that Blackpool is beginning to revitalise the visitor economy and attract a new generation of families and visitors. Significant new public sector investment has improved the quality of the resort offer and the urban environment; and has stabilised the overall level of visitor numbers at around 10 million, of which

4 million were estimated to be staying visitors in 2013¹⁰. However, Blackpool still has some way to go in providing a high quality resort offer which appeals to a 21st century tourist market and supports a sustainable visitor economy.

2.15 Blackpool Town Centre is the main retail and cultural centre for the Fylde Coast. It employs over 6,000 people and generates a retail turnover of around £300 million per annum. However, the town centre is under performing as a sub-regional retail centre. To prevent further decline it must claw back current leakage from its Fylde Coast catchment.

2.16 Office development is heavily out-of-centre based, although recent investment in Blackpool's Central Business District will help to improve the quantity and quality of town centre office accommodation to help address this imbalance. Most employment estates have developed towards the edge of the Borough, including the newest business parks in the north and south. A number of other key services are also located towards the edge of the Borough, including Blackpool Victoria Hospital and Blackpool & the Fylde College.

⁸ Economic growth is measured by the gross value – of goods and services – added (GVA) to the economy

⁹ Source: ONS population survey mid year estimates 2010

¹⁰ Source: TNS Omnibus Surveys 2013, commissioned by Blackpool Council

2. A Spatial Portrait of Blackpool

Blackpool's Housing and Neighbourhoods

2.17 Blackpool has a unique and extreme set of housing challenges rooted in the town's changing fortunes as the UK's largest seaside holiday resort. The decline in overnight visitors to the resort has resulted in a significant number of guest houses seeking alternative income through converting and sub-dividing their properties to permanent residential use.

2.18 Whilst new dwellings resulting from conversion and subdivision are an important source of additional housing, in the inner areas of Blackpool the result of this is an extremely dysfunctional and unbalanced housing supply. There is a significant oversupply of small, poor quality bedsits and flats or Houses in Multiple Occupation (HMO) and the building stock is poor quality and in need of investment and renewal. Half of the housing stock in the inner areas is in the private rented sector, housing a high percentage of people on housing benefit¹¹. The accommodation is unsuitable for families and undesirable to anyone who can afford to choose better.

2.19 The attractiveness of Blackpool as a destination for low income and vulnerable households creates a steady demand for this type of accommodation, and the high number of properties involved and their concentration within certain areas has a negative effect on forming stable and cohesive communities. The high levels of crime, anti-social behaviour, worklessness and low educational attainment coupled with significant transience means the inner areas of Blackpool present one of the most testing social and economic challenges in the country.

2.20 In contrast, outside of the inner areas the housing stock is generally of good standard, comprising predominantly semi-detached and terraced housing, providing choice for higher income households although limited options for people on lower incomes. Over the last decade median house prices have risen to between four and five times median household income, meaning affordability is a serious issue for many households who aspire to a better standard of living.

2.21 Outside of the inner areas there are four main council housing areas in Blackpool at Grange Park and Queens Park, Kinncraig and Mereside (Figure 15). Social housing provision in Blackpool is lower than national levels due to the high proportion of private rented stock. Social housing is also predominantly one-bedroom flats (which accounts for over half of social rented households) and there is a need to improve the mix and introduce more family housing.

2.22 The result is Blackpool has an oversupply of smaller properties, limited choice of larger properties suitable for family occupation and a significant demand for good quality affordable housing across the Borough.

¹¹ The proportion of unemployed and long-term sick tenants in private rented accommodation is estimated at 27% across Blackpool, which compares with 10% nationally.

2. A Spatial Portrait of Blackpool

Blackpool's Environment

2.23 Blackpool remains synonymous with seaside fun and entertainment, with a rich social and built heritage which continues to maintain a national profile, including the iconic Blackpool Tower, Winter Gardens, Pleasure Beach and the piers. Despite the strong collection of entertainment buildings, the number of statutorily listed buildings in Blackpool (38) is below average when compared to similar sized towns nationally, and the number of conservation areas (2) is the lowest overall in the North West, underlying the perception that Blackpool has a poor quality urban environment.

2.24 Approximately 80% of Blackpool's urban area is developed. With the exception of the promenade and beach, there is limited open space particularly in the intensively built up inner area, where some wards have the lowest level of provision in the UK. The promenade is a key tourism asset and provides an important recreation space. In 2012, a multi-million pound programme of investment was completed to reconstruct damaged sea defences, improve the public realm, create new event space and improve pedestrian access to the beach. The beach is also a key visitor asset, although in the past, sections of Blackpool's coastline have failed to meet the minimum mandatory standards for bathing waters. Ongoing improvements to the treatment of waste water are essential to improve the quality of Blackpool's bathing water and maintain the standards required.

2.25 Beyond the built-up area, undeveloped open land in the east of the town is made up of protected public open space, sites of nature conservation value, Green Belt and Countryside Areas. Blackpool's intensely built-up urban area means much of this open land has important landscape, nature conservation and environmental value.

2.26 A quarter of the town's open space is provided in and around Stanley Park, which is one of the largest parks of its kind in the country and has Grade II status (as a historically important garden) on the National

Register of Historic Parks and Gardens. It provides a range of recreational facilities within an extensive area of green space east of the town centre. Blackpool has eight other principal parks, numerous playing fields and other small recreation grounds distributed across the Borough, providing important recreational, sports and visual amenity benefits for local communities.

2.27 Marton Mere is located on the eastern edge of the town and is one of the few remaining natural freshwater sites in Lancashire covering an area of 39 hectares. The water area of the Mere itself covers 18 hectares. The reserve is of importance to the North West and Fylde Coast wildlife, and as such it is a statutorily designated Site of Special Scientific Interest (SSSI). It is also designated as a Local Nature Reserve.

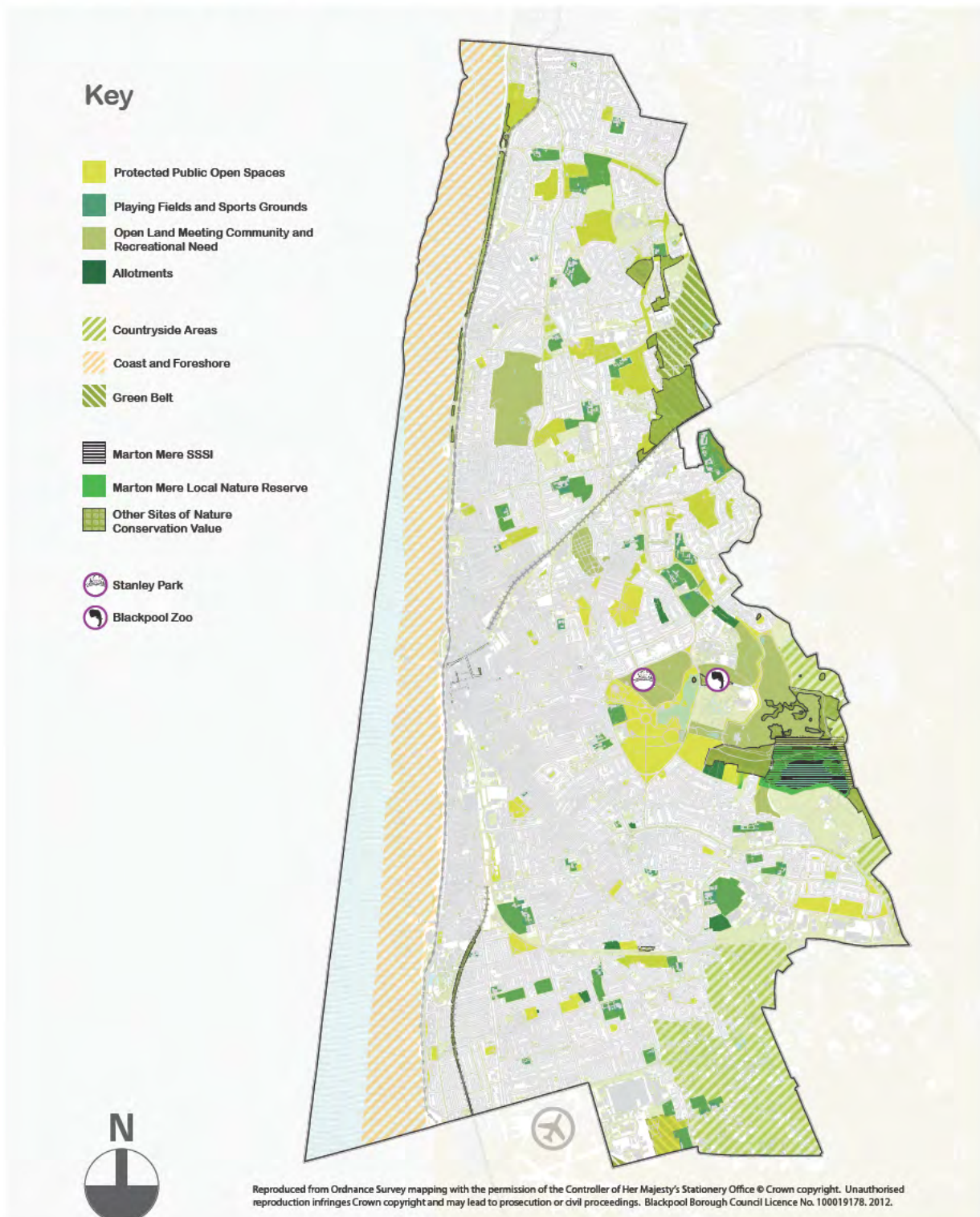
2.28 Blackpool has a number of Biological Heritage Sites derived from a County-wide project undertaken by officers of Natural England, the Lancashire Wildlife Trust and Lancashire County Council, which identified a network of key wildlife sites across Lancashire. Within Blackpool nearly all of these sites are within lands allocated to remain open; with many being ponds located on the town's eastern boundary.

2.29 The Borough has two areas of Green Belt comprising lands between Blackpool and Carleton on the north-east edge of the town, and lands between Blackpool and St Annes on the southern edge of the town. Blackpool also has two designated Countryside Areas comprising lands at Marton Moss and lands between Newton Hall and Preston New Road.

2.30 The designation of Countryside Areas in conjunction with the Green Belt defines the limit of urban development and provides much needed amenity and open space. These lands within Blackpool form part of a larger area of adjoining Green Belt and open countryside within neighbouring Fylde and Wyre, to provide an important physical gap between the three authorities' settlements.

2. A Spatial Portrait of Blackpool

Figure 7: Blackpool's Existing Green Infrastructure



2. A Spatial Portrait of Blackpool

Blackpool's Transport

2.31 The M55 motorway provides Blackpool with a strategic link to the wider national motorway network leading directly onto Yeadon Way/Seasiders Way, which is a key visitor route providing direct access to the town centre and resort. Other key routes into Blackpool include the Promenade (A584), Talbot Road (A586), Preston New Road (A583) and Progress Way/Squires Gate Lane (A5230).

2.32 Blackpool has two terminus railway stations; Blackpool North in the town centre and Blackpool South at the southern end of the resort core. There are smaller stations at Layton (Blackpool north line) and the Pleasure Beach (south line). Both lines connect Blackpool with the national rail network via Preston.

2.33 The Blackpool to Fleetwood tramway is a key public transport asset to the Fylde Coast and forms a key tourist attraction. The line runs for 11 miles along the Coast from Starr Gate in the south to Fleetwood in the north and carries millions of passengers every year. In 2012, investment in excess of £100 million saw the introduction of new trams with new supporting infrastructure. This upgrade provides faster journey times and a high quality transport facility fit for the 21st century. The town is also well-served by a high frequency bus network.

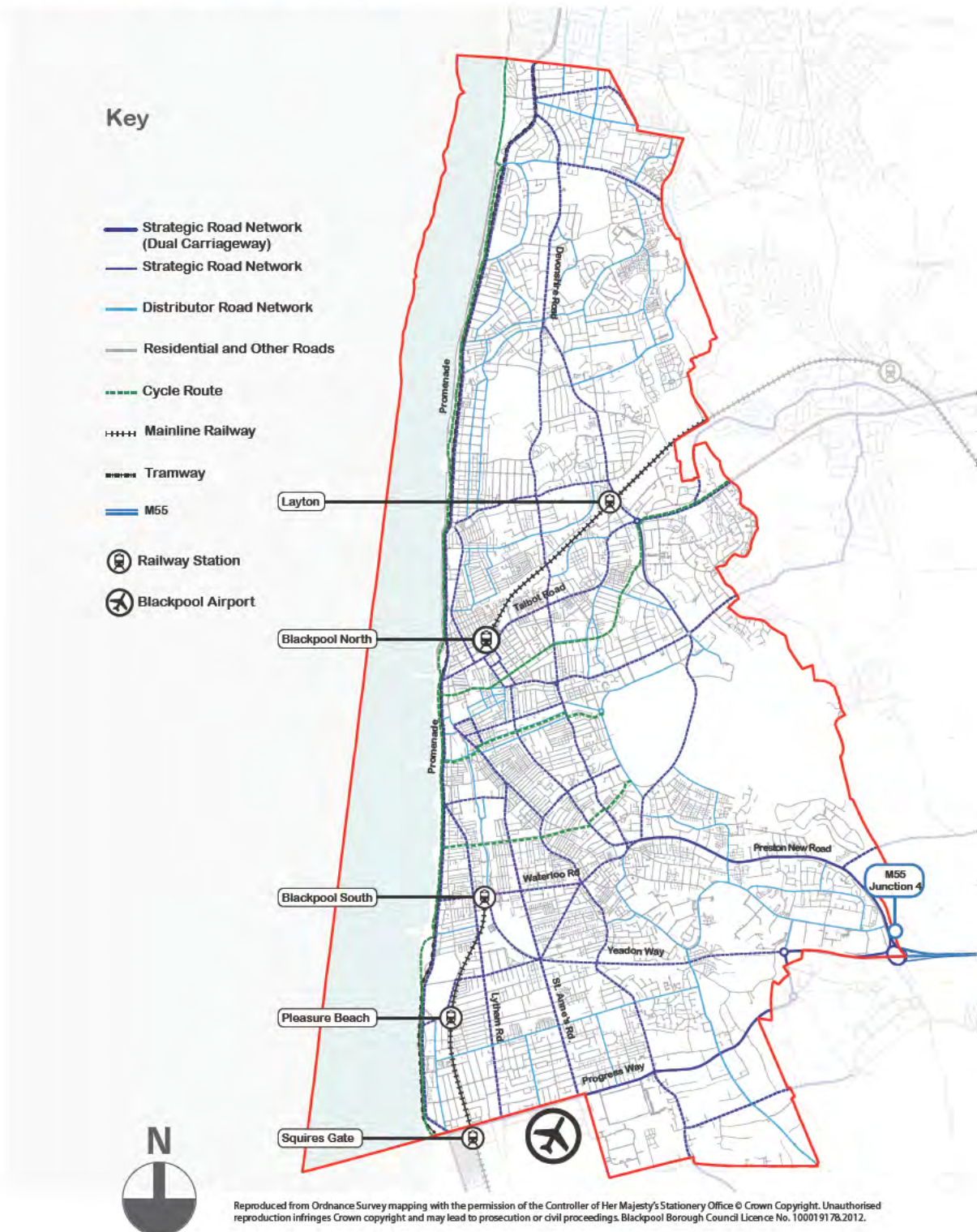
2.34 Blackpool was awarded 'Cycling Town' status in 2008. It has implemented a programme of new cycling routes, facilities and events for both residents and visitors. Two 'Explorer Routes' are designed to help cyclists travel through Blackpool between the promenade and undeveloped open land in the east of the town.

2.35 Good public transport and cycle links are important for Blackpool residents as almost 40% of people have no access to a car. Whilst there are good transport connections within Blackpool and connecting Blackpool to the Fylde Coast, Lancashire and beyond, there is a need for these networks to be more integrated to provide easy access to jobs, local services and community facilities.

2.36 Blackpool International Airport is located on the edge of Blackpool's southern boundary in Fylde. It operates regular scheduled and charter flights throughout the UK and to a number of European destinations. It provides economic opportunities for attracting new investment into the area and enabling indigenous business to create trade links on a national and international basis.

2. A Spatial Portrait of Blackpool

Figure 8: Blackpool's Transport Infrastructure



2. A Spatial Portrait of Blackpool

Summary of Overarching Issues

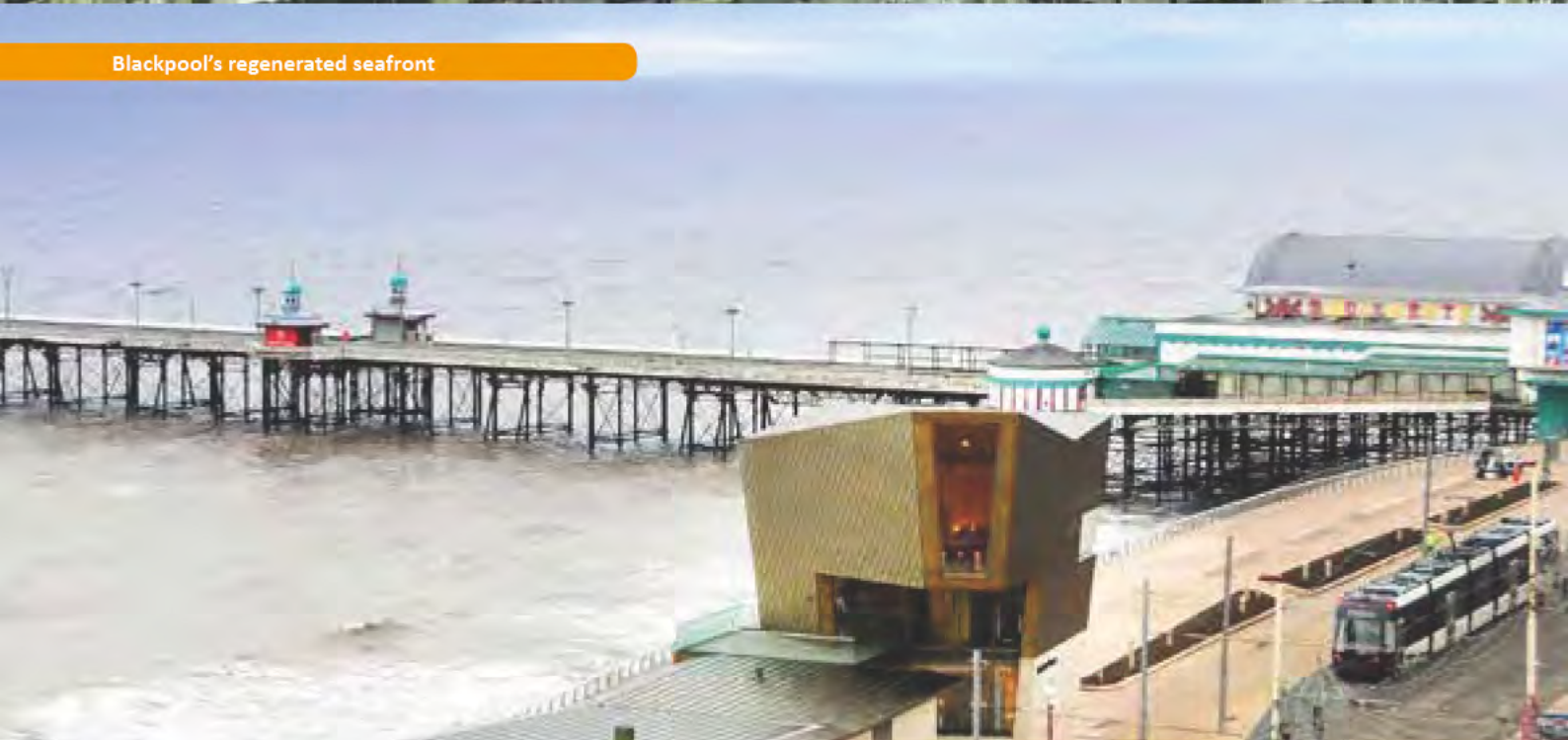
2.37 From this spatial portrait, it is clear that there are a number of priority issues for Blackpool which need to be addressed by the Core Strategy. These can be summarised as follows:

- Blackpool Borough is intensely urban and compact, largely built up to its boundaries. Blackpool's inner areas are densely populated and experience a high concentration of acute deprivation levels, leading to extreme health, social and economic inequalities between the richest members of society and the poorest.
- The local economy is underpinned by the tourism and service sector, with jobs being generally low skill and low wage leading to lower productivity and a seasonal based economy. The proportion of Blackpool's population of working age is low, and unemployment levels are high. Low levels of educational attainment and skills have led to exclusion from the job market and businesses less likely to invest, although recent studies show skill levels are improving.
- Despite significant resort investment and an upturn in visitor numbers in recent years, Blackpool still has some way to go in overturning three decades of decline in the tourism industry and providing a high quality resort offer which appeals to a 21st century tourist market and supports a sustainable visitor economy.
- Blackpool Town Centre is the main retail and service centre on the Fylde Coast; however it is underperforming as a sub-regional centre and failing to attract Fylde Coast residents who are drawn to competing centres and out-of-centre retail parks.
- Blackpool has an unbalanced housing market, characterised by an oversupply of poor quality one-person accommodation, limited choice of family housing particularly in the inner area, and a shortage of good quality affordable housing across the Borough. The concentration of small, poor quality housing in the inner areas attracts low income and vulnerable households, leading to high levels of crime, anti-social behaviour and unstable, fragmented communities with high levels of transience.
- Blackpool has key iconic resort buildings and structures culturally rich in heritage and high quality public realm in key areas of the town centre and resort core, although these are contrasted with a generally poor quality built environment in the inner areas and across other parts of the town.
- Blackpool's intensely built-up urban area provides limited open space, in particular within the inner areas. This means much of the open land in the east of the town has important landscape, nature conservation and amenity value. Designated Green Belt and Countryside Areas on the edge of Blackpool define the limit of urban development to retain separation between Blackpool, Fylde and Wyre. Any change in these areas will need to be managed in a positive way to balance the need for new development with environmental and climate change issues.
- Despite Blackpool's coastal location, it has good strategic transport links connecting Blackpool to the Fylde Coast, North West and beyond. It also provides good public transport facilities and cycle links, though there is a need for these networks to be more integrated to provide easy access to jobs, local services and community facilities.

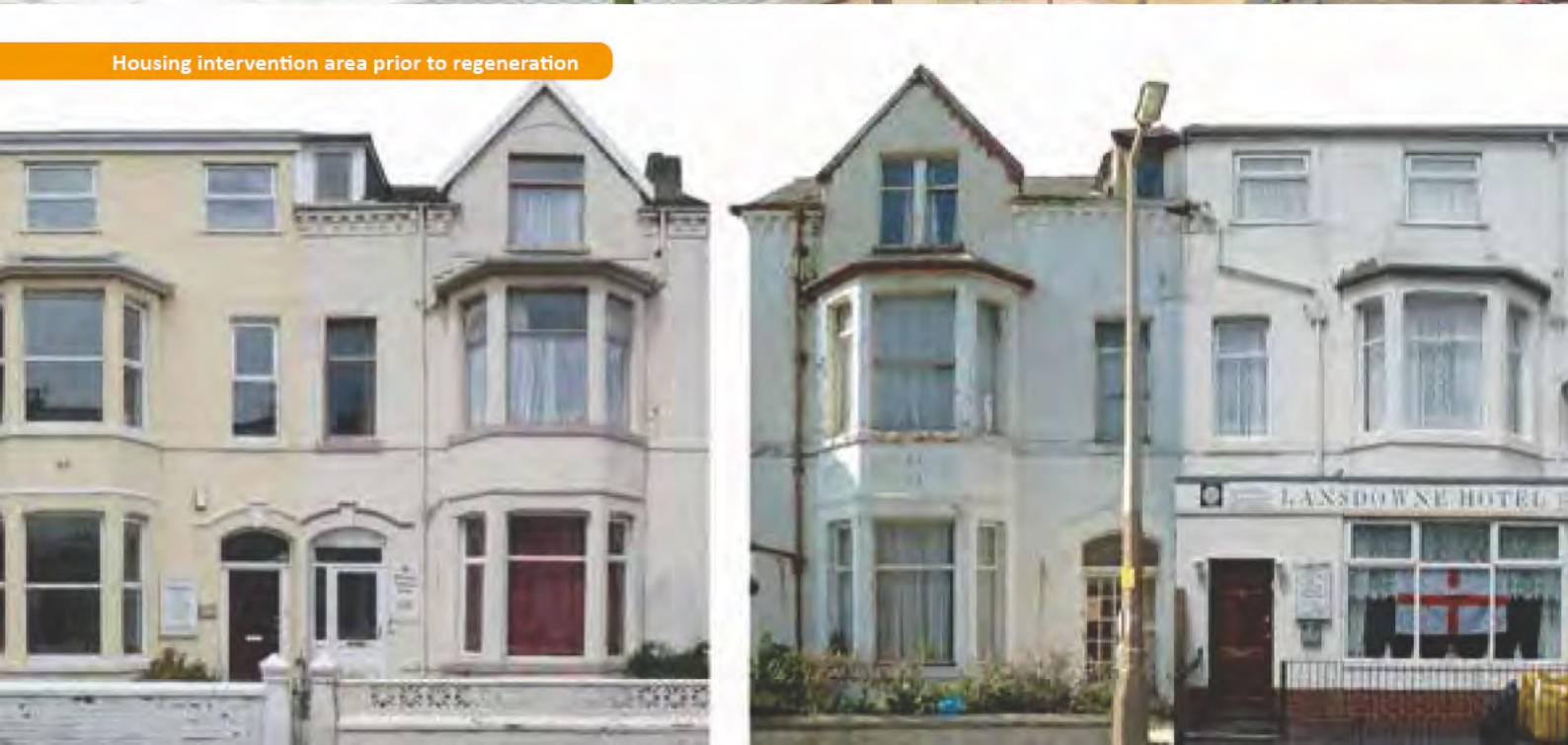
Blackpool's intensely built up urban area



Blackpool's regenerated seafront



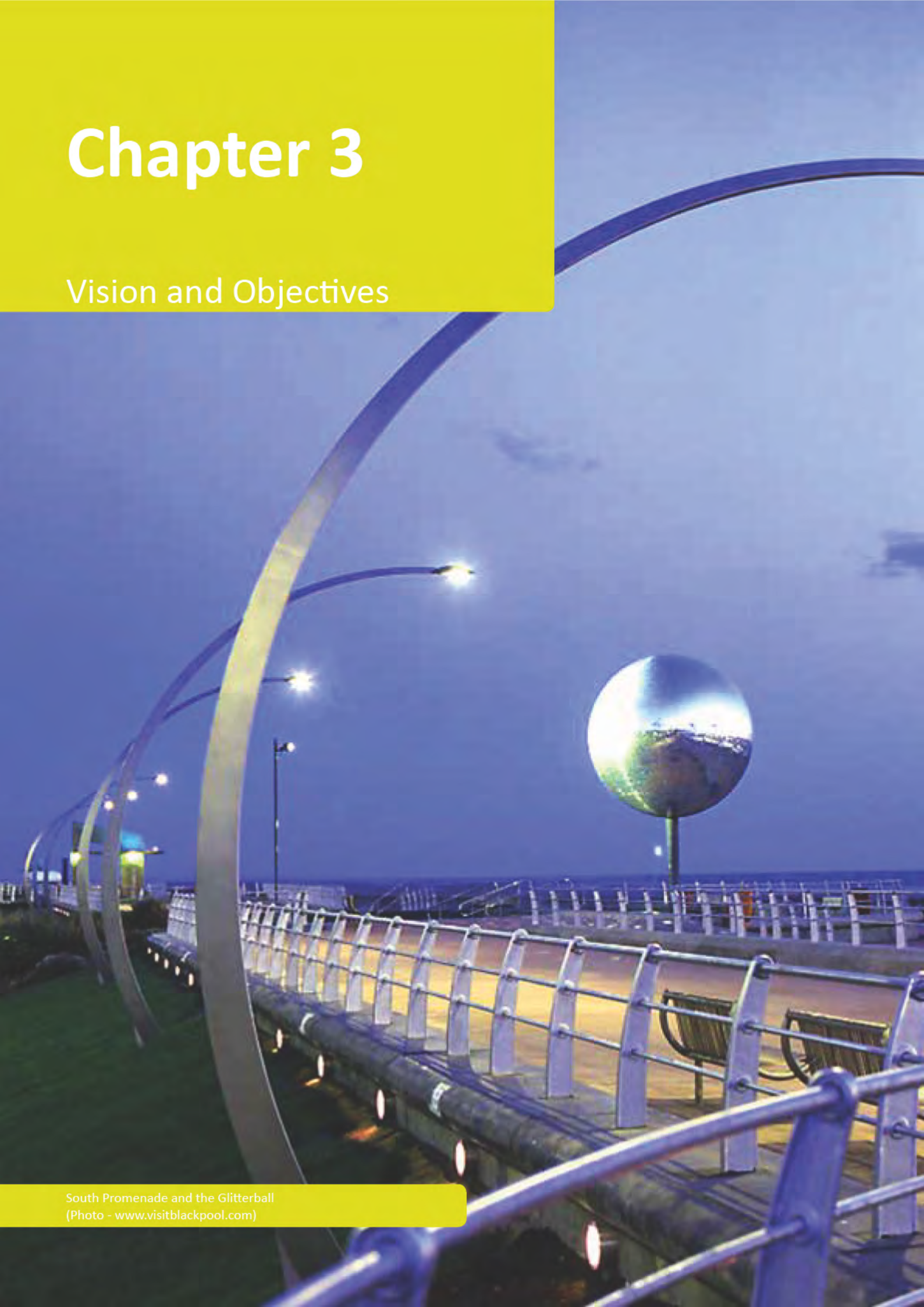
Housing intervention area prior to regeneration



Chapter 3

Vision and Objectives

South Promenade and the Glitterball
(Photo - www.visitblackpool.com)





Contents:

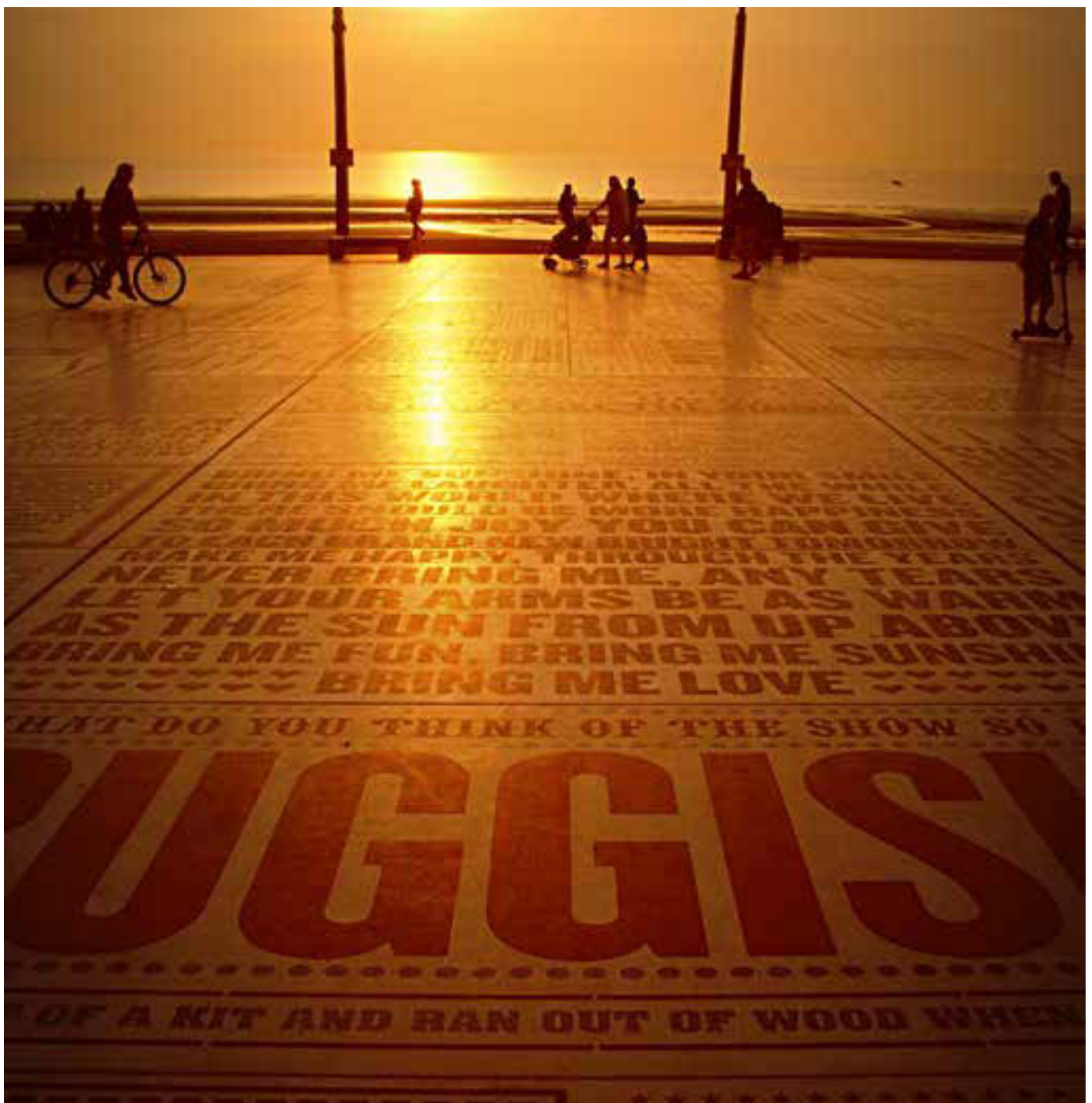
- Vision
- Objectives
- Policy NPPF1: Presumption in Favour of Sustainable Development

3. Spatial Vision and Objectives

Spatial Vision

3.1 A Spatial Vision for where Blackpool aspires to be by 2027 is set out opposite. This vision responds to key issues and characteristics summarised in Chapter 2.

Image: TonyWorrell



3. Spatial Vision and Objectives

A Vision for Blackpool

In 2027 Blackpool has built upon its status as Britain's favourite seaside resort to become renowned for the quality and innovation of its culture, entertainment and business tourism offer. Blackpool is the principal centre for business, culture and education on the Fylde Coast with the town centre firmly established as the sub-regional centre for retail.

The resort offers a high quality visitor experience attracting new audiences and creating new reasons to visit Blackpool year-round. The Promenade is revitalised, with quality development providing excellent attractions and accommodation, and public realm enhancements supporting an exciting cultural programme of events and festivals. Blackpool Town Centre is thriving at the heart of the resort core and provides an important sub-regional retail, cultural and business centre for Fylde Coast residents. The town centre offers a high quality shopping, leisure and entertainment experience throughout the day and into the evening centred on key assets including the Tower and Winter Gardens. Attractive streets and spaces host events and activities and provide strong links to the beach.

As the main economic centre of the Fylde Coast, Blackpool has a diverse and prosperous economy with a thriving culture of enterprise and entrepreneurship. It retains a strong educational offer supporting a skilled and educated workforce encouraging aspiration and ambition. A sustainable integrated transport system supports a competitive Fylde Coast economy with safe and convenient access to jobs and services, and provides visitors with a positive resort experience.

Blackpool has created a more equal society with sustainable communities having fair access to quality jobs, housing, shopping, health, education, open space, sport and recreation. The housing stock has significantly improved with a range of new, high quality homes in attractive neighbourhoods attracting new residents who aspire to live by the sea. South Blackpool makes an important contribution to rebalancing the housing market and growing the Fylde Coast economy by providing improved choice in quality homes and jobs in sustainable locations to meet community needs and support regeneration.

To complement the quality of the urban environment, Blackpool's natural environment consists of an accessible network of quality green open spaces, coast and countryside, which have been protected and enhanced for people to enjoy and to sustain a rich biodiversity. Promoting sustainable development has been integral to transforming Blackpool and addressing climate change issues. A strong sense of civic pride pervades the town.

3. Spatial Vision and Objectives

Objectives

3.2 The spatial vision is underpinned by four goals. Each goal is supported by a number of strategic objectives. The aim is to achieve these objectives through the implementation of Core Strategy policies. The cross linkages between the objectives and policies are illustrated in Appendix C of this document.

GOAL 1: Sustainable regeneration, diversification and growth

Our key objectives are to:

1. Ensure a balanced approach to regeneration and growth with sustainable development which meets the needs of Blackpool's people now and into the future
2. Support new housing provision to deliver a choice of quality homes across the Borough for new and existing residents
3. Strengthen the local economy through sustainable investment in new enterprise, entrepreneurship and business start-ups, creating better paid jobs and a wider choice of employment
4. Enable easier and sustainable journeys within Blackpool and the Fylde Coast by integrating transport systems and promoting sustainable modes of travel
5. Create well-designed places for people to enjoy with high quality buildings, streets and spaces, whilst conserving and enhancing Blackpool's rich heritage and natural environment
6. Address climate change issues by managing flood risk, protecting water quality, reducing energy use and encouraging renewable energy sources
7. Ensure there is sufficient and appropriate infrastructure to meet future needs

GOAL 2: Strengthen community wellbeing to create sustainable communities and reduce inequalities in Blackpool's most deprived areas

Our key objectives are to:

8. Develop sustainable and safer neighbourhoods that are socially cohesive and well connected to jobs, shops, local community services including health and education, culture and leisure facilities
9. Achieve housing densities that respect the local surroundings whilst making efficient use of land, ensure new homes are of a high quality design, and require a mix of house types, sizes and tenures suitable to the location to re-balance the housing market
10. Meet residents' needs for affordable housing to provide people with a choice of homes they can afford in places they want to live
11. Improve the health and wellbeing of Blackpool's residents and reduce health inequalities by maintaining good access to health care and encouraging healthy active lifestyles, including access to open spaces, the coast, countryside, sport and recreation facilities
12. Increase access to quality education facilities to improve educational achievement, skills and aspirations
13. Guide the provision of traveller sites in appropriate locations where there is an identified need

3. Spatial Vision and Objectives

GOAL 3: Regeneration of the town centre, resort core and inner areas to address economic, social and physical decline

Our key objectives are to:

14. Sustain a high quality, year-round visitor offer by growing and promoting our tourism, arts, heritage and cultural offer including new high quality attractions, accommodation and conferencing facilities and an exciting programme of national events and festivals
15. Secure investment in retail, leisure and other town centre uses in Blackpool Town Centre to strengthen the offer with high quality shopping, restaurants, leisure, entertainment and offices, making the town centre the first choice shopping destination for Fylde Coast residents and an attractive place to visit and do business
16. Establish balanced and stable communities in the inner areas with sustainable housing regeneration and new landmark residential development which improves housing quality and choice

GOAL 4: Supporting growth and enhancement in South Blackpool to meet future housing and employment needs for Blackpool and the Fylde Coast

Our key objectives are to:

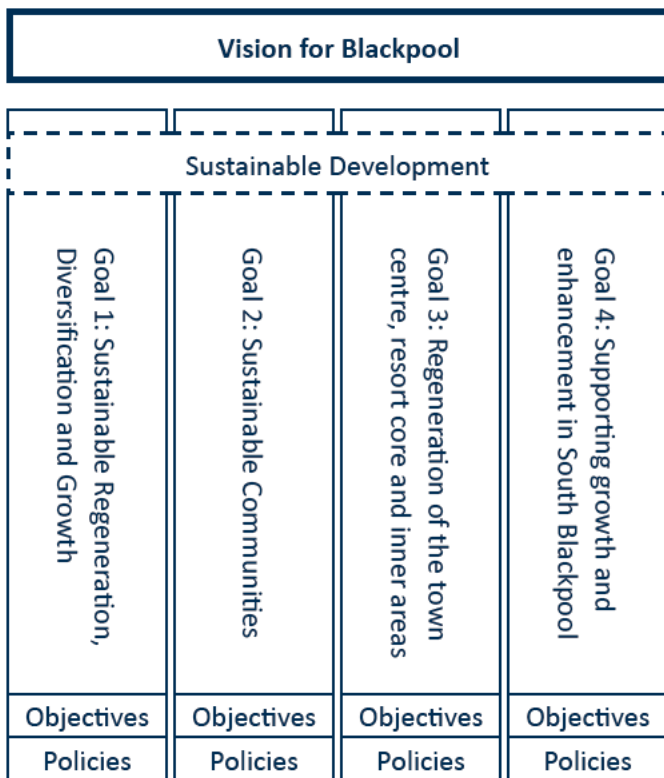
17. Support economic growth along the Blackpool Airport Corridor and on lands close to Junction 4 of the M55
18. Link the delivery of new housing development in South Blackpool with resort regeneration, for example through New Homes Bonus and commuted sum payments, to create more sustainable housing markets
19. Provide a complementary housing offer between new homes in South Blackpool and those delivered through regeneration in the inner areas to avoid competition within Blackpool's housing market
20. Balance the requirement for new development in South Blackpool whilst recognising the distinctive character of remaining lands on Marton Moss
21. Secure the necessary infrastructure to enable new sustainable development which integrates with its surroundings, providing choice and convenient access to employment, services and community facilities

3. Spatial Vision and Objectives

Sustainable Development

3.3 The principle of sustainable development cross-cuts each of the four goals and objectives and is integral to transforming Blackpool (figure 9). It is the core principle underpinning planning across the UK.

Figure 9: Sustainable Development is crosscutting each of the four goals which underpin the Core Strategy Vision



3.4 At the heart of sustainable development is the idea of ensuring a better quality of life for everyone, now and for future generations. There are three dimensions to sustainable development: - economic, social and environmental, which are interlinked, mutually dependent and of equal importance. Therefore, to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously.

3.5 Sustainable development in Blackpool means pursuing solutions which effectively balance economic, social and environmental gain and consider short, medium and long-term effects. This will improve the quality of the built, natural and historic environment and people’s quality of life. This balanced approach is especially relevant for Blackpool, which is highly urbanised with limited green infrastructure, is geographically constrained, has an under-performing economy and was ranked the sixth most deprived local authority in England in 2010, with a significant number of vulnerable people.

3.6 Where appropriate, Sustainability Assessments will be required to support development to demonstrate that full consideration has been given towards the environmental, social and economic impacts and benefits of any scheme. Applications should demonstrate the provision of short, medium and long-term benefits to all members of the community and the surrounding area.

3.7 Blackpool has the opportunity to successfully deliver sustainable development and create sustainable communities through the ambition for regeneration, diversification and growth within the Borough. Every objective and policy within the Core Strategy has been developed to ensure that each contributes to achieving this, ensuring the right type of development in the most sustainable locations, and promoting urban development patterns that enable sustainable living. To ensure the Core Strategy meets the demands for sustainable development and communities, the document has been critically evaluated by a sustainable appraisal process.

3. Spatial Vision and Objectives

Presumption In Favour of Sustainable Development

3.8 The Core Strategy conforms to the National Planning Policy Framework (NPPF)¹². Paragraph 15 of the NPPF requires Local Plans to be *'based upon and reflect the presumption in favour of sustainable development with clear policies that will guide how this will be applied locally'*. Local Authorities are required to include a suitable policy that highlights the presumption in favour of sustainable development. This is set out in Policy NPPF1 opposite, which is in accordance with the model policy provided by the Planning Inspectorate.

Policy NPPF1: Presumption In Favour Of Sustainable Development

1. When considering development proposals, the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work pro-actively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.
2. Planning applications that accord with the policies in this Local Plan (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.
3. Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise - taking into account whether:
 - a. Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or
 - b. Specific policies in that Framework indicate that development should be restricted.

¹² <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

Chapter 4

Spatial Strategy



Blackpool Tower from the Promenade
(Photo - Blackpool Council)



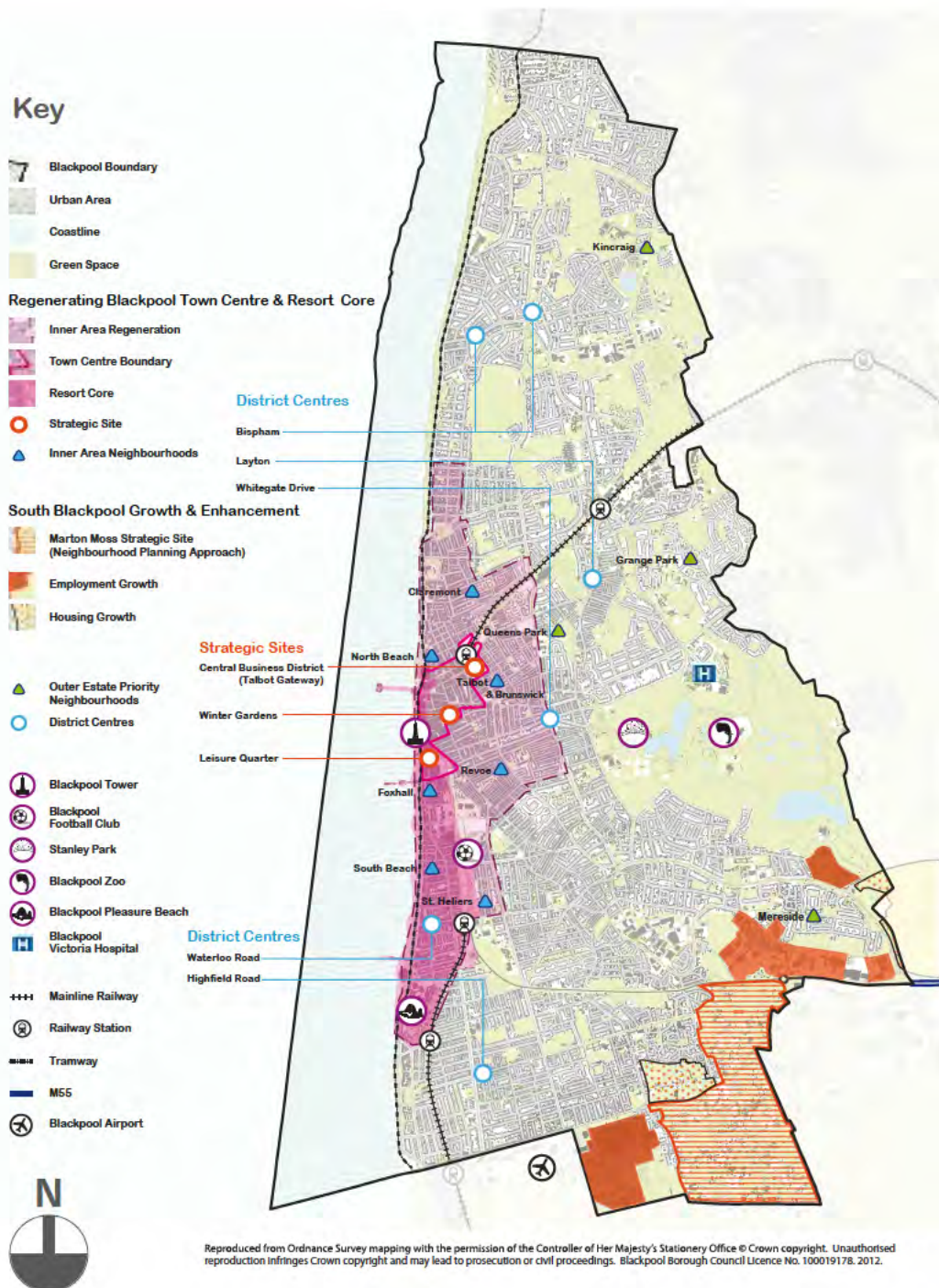
Contents:

- Key Diagram
- Policy CS1: Strategic Location of Development

4. Spatial Strategy

4.1 The Key Diagram illustrates the broad locations that will be the main strategic focus for development, investment and growth in Blackpool over the 15 year plan period.

Figure 10: Key Diagram



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4. Spatial Strategy

Strategic Location of Development

4.2 The Core Strategy Spatial Vision and the four overarching goals which underpin this vision support a dual strategy focus on Regeneration and Supporting Growth to deliver the change required and to meet the needs of Blackpool's people now and in the future. This is illustrated in Figure 10: Key Diagram and defined in Policy CS1. Chapters 7 and 8 of the Core Strategy provide further detail of this dual strategy focus.

Policy CS1: Strategic Location of Development

1. To deliver the Core Strategy vision the overarching spatial focus for Blackpool is regeneration and supporting growth.
2. Blackpool's future growth, development and investment will be focused on inner area regeneration, comprising:
 - a. **Blackpool Town Centre**, including the three strategic sites of Central Business District, Winter Gardens and Leisure Quarter
 - b. **The Resort Core**, containing the promenade and the majority of resort attractions and facilities, holiday accommodation and major points of arrival
 - c. **Neighbourhoods within the inner areas**, including mixed holiday and residential neighbourhoods adjacent to the seafront, and predominately residential neighbourhoods on the edge of the inner areas.
3. Supporting growth in South Blackpool will be promoted to help meet wider housing and employment needs, whilst recognising the important character of remaining lands at Marton Moss, identified as a strategic site.

4.3 Regeneration within Blackpool Town Centre, the Resort Core and neighbourhoods within the inner areas is crucial to strengthening the economy, balancing the housing market and targeting investment to address decline and deprivation. A regeneration focus marries opportunity with need, so that those areas most in need of regeneration can benefit from the new investment that accompanies development and growth. It also looks to ensure that growth takes place in the most sustainable locations.

4.4 Due to Blackpool's urban area being intensely developed, sustainable locations in South Blackpool also have an important role to play in helping to meet Blackpool's housing and economic growth requirements. This development must be achieved in the most sustainable way so as to protect and where appropriate, enhance the important character of the remaining open lands at Marton Moss.

4.5 The level of regeneration and growth that will occur within these locations by 2027 is set out in subsequent Core Strategy policies. These policies balance the need to plan for growth in line with the Government's growth agenda against Blackpool's geographical constraints in terms of the tightly drawn authority boundary and limited available land supply.

Inner Area Regeneration

4.6 **Blackpool Town Centre** has a pivotal role to play in driving the local economy and providing over 300,000 Fylde Coast residents with a thriving sub-regional centre which meets their needs in terms of retail, services, business, cultural and leisure activities. It is a key part of the resort, containing the iconic landmarks of Blackpool Tower and Winter Gardens and a host of shops, cafes, restaurants and bars catering for residents and visitors. However, the town centre's influence and status, like the wider resort, has declined and there is wide recognition that it is under-performing as a sub-regional centre.

4. Spatial Strategy

The town centre must be a focus for future economic growth, development and investment in order to successfully position it as the first choice shopping destination for Fylde Coast residents and an attractive place to visit and do business. Three strategic sites are identified within Blackpool Town Centre: - the Central Business District, Winter Gardens and Leisure Quarter. Development of each of these sites will help to transform the role and status of the town centre and the adjoining Resort Core, and help ensure that the overall Strategy and Vision are achieved.

4.7 The **Resort Core** extends 5km along the seafront (from the Pleasure Beach to North Pier) and less than 1km inland, connecting to the town centre. It contains the famous Golden Mile, promenade, three piers and the majority of resort attractions and facilities, holiday accommodation and major points of arrival. Three decades of decline in visitor numbers and insufficient investment means large parts of the Resort Core have become associated with a poor quality low-value offer which does not appeal to a 21st century tourist market. Despite a contraction of holiday accommodation there remain substantially more bed spaces than is required to sustain the level of visitors. Whilst there has been significant public sector resort investment in recent years and recent figures show an upturn in visitor numbers, the Resort Core must be a focus for future tourism and leisure development and investment. This will support a sustainable visitor economy and enable Blackpool to become renowned for the quality and innovation of its culture, entertainment and tourism offer.

4.8 Many **neighbourhoods within Blackpool's inner areas** are amongst the 10% most deprived areas in England. Despite these areas benefiting from good transport links and a seaside location, visitor economy decline and the attractiveness of Blackpool as a destination for low income and vulnerable households has resulted in severe problems caused by a significant concentration of small, poor quality, privately rented bedsits or HMOs. This has created an unbalanced

and dysfunctional housing market, with unstable residential communities experiencing extreme health, social and economic challenges. It is essential for these neighbourhoods to be a focus for housing and community growth, development and investment to prevent the transition of more failing guest houses to poor quality residential uses and to rebalance the housing market and make them attractive places to live. This focus will help to attract new residents and create new sustainable communities, complementing efforts to regenerate Blackpool Town Centre and Resort Core. Policy CS12 defines these neighbourhoods which are a focus for regeneration, as well as other priority neighbourhoods beyond the inner areas across the Borough.

Supporting South Blackpool Growth

4.9 The area defined as South Blackpool is illustrated in Figure 10: Key Diagram. It comprises developed and undeveloped land on the edge of the urban area close to the Blackpool/Fylde boundary. This land is within close proximity to strategic transport connections, including Blackpool Airport and Junction 4 of the M55 motorway. A number of sites (shown on the Key Diagram) provide opportunities for sustainable development, with quality new jobs and homes closely integrated with the surrounding area. This will help to strengthen the local economy and rebalance the local housing market, complementing inner area regeneration.

4.10 This area of South Blackpool includes Marton Moss, the only major area in the Borough which remains largely undeveloped. A range of options have been considered for the future of the Moss, and there is recognition by residents in the area of some need for change but that this change should reflect and embrace as far as possible the open and semi rural distinctive character and appearance of the Moss. The focus for this area is to adopt a positive approach which recognises the character of the Moss as being integral to the nature of the Borough, whilst embracing the localism agenda and providing the opportunity for

4. Spatial Strategy

appropriate enhancement to come forward through a neighbourhood planning approach.

4.11 Supporting growth in South Blackpool is linked to the development of wider lands in this area. Through the Duty to Co-operate, the three Fylde Coast Authorities and Lancashire County Council are working together with respect to the strategic priorities for land

around Junction 4 of the M55 on the Fylde/ Blackpool boundary and to promote the sustainable development of Blackpool Airport Corridor. This will establish a more balanced housing offer to improve choice in the sub-regional housing market area and attract major new economic development to help strengthen the Fylde Coast economy.



Chapter 5

Core Policies



Astling Green built to Code 5 Code for Sustainable Homes by Great Places RSL
(Photo - Great Places)



Contents:

- CS2: Housing Provision
- CS3: Economic Development and Employment
- CS4: Retail and Other Town Centre Uses
- CS5: Connectivity
- CS6: Green Infrastructure
- CS7: Quality of Design
- CS8: Heritage
- CS9: Water Management
- CS10: Sustainable Design and Low Carbon and Renewable Energy
- CS11: Planning Obligations

5. Core Policies

Housing Provision

5.1 Blackpool's housing target for 2012 – 2027 reflects the assessed needs of the future population, the level of housing considered realistic to deliver in the Borough (taking account of market signals, development viability and the availability of land) and the alignment of housing growth to economic prosperity. An integrated housing and economic strategy is particularly important for Blackpool to address a number of distinct challenges regarding its current housing market and the dynamics of its local economy, rooted in the town's changing fortunes as a major UK seaside holiday resort.

5.2 Blackpool's challenging housing market is evidenced in the Fylde Coast Strategic Housing Market Assessment (SHMA). In particular, there are a significant number of poor quality flats and Houses in Multiple Occupation (HMOs) which are unsuitable for families and undesirable for anyone who can afford to choose better. Their location within the inner areas has resulted in an unsustainable concentration of vulnerable households reliant on housing benefit. Whilst there is a better mix of housing elsewhere in the Borough, these are difficult to access for many households due to low average incomes relative to house prices for sale and to rent.

5.3 The Core Strategy housing policies aim to deliver an appropriate scale, type and tenure mix of good quality homes across the Borough, in areas where people want to live. This will improve choice and affordability issues to meet the future needs of the population, whilst creating more sustainable communities. Inherent to achieving this will be intervention measures to rebalance the existing stock, along with new development focused in the existing urban area and in South Blackpool, in line with the overarching strategy for regeneration and supporting growth. Policy CS2: Housing Provision deals with the scale of new housing required and the sources of supply, while the other aspects are dealt with in

policies in Chapter 6 on strengthening community wellbeing.

5.4 The Housing Requirement Technical Paper (June 2014) provides detailed justification on Blackpool's assessed housing need as well as information on delivery, including an indicative housing trajectory.

Policy CS2: Housing Provision

Provision will be made for the delivery of around 4,200 new homes in Blackpool between 2012 and 2027. These new homes will be located on:

- Identified sites within the existing urban area, including major regeneration sites;
- Identified sites within the South Blackpool Growth area; and
- Windfall sites

The scale of new housing required

5.5 The scale and mix of housing and range of tenures that the population is likely to need over the plan period is evidenced in the Fylde Coast SHMA. In terms of scale, this recommends that the objectively assessed needs for the Borough lie between 250 – 400 homes per annum between 2011 and 2030 (the upper end of assessed need is reduced to 380 new homes per annum over the plan period).

5.6 Reflecting the requirement for Local Plans to demonstrate a transparent and joined-up strategy between future housing growth and economic prosperity, further analysis of economic and housing forecasts and labour market assumptions support a housing requirement of 280 new homes on average per annum. This is based on the most realistic and appropriate employment-led forecast. It equates to 4,200 new dwellings over the plan period.

5. Core Policies

5.7 Whilst this forecast assumes an overall reduction in the number of jobs over the plan period, there will be economic growth in certain sustainable employment sectors, providing new jobs to help replace the significant number of public sector jobs expected to be lost as well as part-time, low-wage seasonal jobs. This aligns with strategies to support a stronger, more resilient and diversified economy as opposed to high levels of job growth, which is not considered sustainable or achievable. Aligning Blackpool's housing requirement to this forecast reduces the level of in-migration needed to support the new jobs created¹³ compared to long-term trends. This complements wider strategies which are ongoing to encourage existing residents to engage in the labour market and access the new jobs created, to improve economic activity levels. Also, the assumption that in-migrants will move to Blackpool to take up jobs contrasts with historic trends, with evidence suggesting that up to 90% of all migrants are housing benefit claimants. Providing more houses than could be supported by the level of jobs expected to be available would undermine ongoing efforts to address the socio-economic issues as a result of these past trends.

5.8 An average of 280 homes per annum is considered realistic to deliver having regard to longer term development trends, which have averaged 250 – 270 homes per annum as evidenced in the annual housing monitoring work; Blackpool's challenging viability issues as evidenced in the Viability Study Report (2014); as well as the Borough's physical constraints in terms of a tightly drawn boundary and limited available development land.

Sources of supply

5.9 Blackpool's housing supply will be delivered from three different sources, comprising identified

sites from within the existing urban area including major regeneration sites; identified sites within South Blackpool; and windfall sites. Collectively, these sources of supply will meet Blackpool's full, assessed housing needs, and on this basis there is no unmet need to address.

5.10 Focusing housing supply in the existing urban area supports Blackpool's strategy to maximise regeneration opportunities, ensures development takes place in the most sustainable locations and reflects the physical characteristics of the Borough. However, given that the urban area is intensely developed and is more challenging in terms of viability, opportunities for new housing are also identified in South Blackpool to provide a complementary housing offer. These different sources are discussed in turn below.

5.11 **Identified sites within the existing urban area, including major regeneration sites**, are expected to provide around 1,950 new homes in total (net). These are identified in the Strategic Housing Land Availability Assessment (SHLAA) and comprise sites committed for development; vacant, underused or derelict land considered suitable for housing; and major regeneration sites within the inner areas, priority neighbourhoods and resort core, including the seafront.

5.12 The major regeneration sites include two large housing developments being brought forward by the Council and its partners at Rigby Road and Queens Park, to provide a choice of quality new homes that will appeal to different households and encourage sustainable communities to form. The scale of intervention will encourage investment into the wider area to make these neighbourhoods more attractive places to live; and they illustrate the Council's commitment to facilitating development in more challenging areas.

¹³ In-migration accounts for 3% of future population growth, while natural change accounts for 2%.

5. Core Policies

5.13 In recognition of Blackpool's difficult housing market and the risks in delivering more challenging sites, the SHLAA will identify a reasonable buffer of sites (around 30% although this will be kept under review) beyond what is required over the plan period, to provide flexibility should some sites not come forward as anticipated, despite using the best information available.

5.14 **Identified sites within the South Blackpool growth area** are expected to provide around 750 new homes on the edge of the urban area close to the Blackpool-Fylde boundary. This will comprise around 600 homes on land committed for development at Moss House Road; and around 150 homes at Whyndyke Farm in relation to land within the Blackpool boundary (the majority of this site lies within Fylde). These two large developments present a real opportunity to improve the quality and choice of housing on the edge of Blackpool, linked to the development of wider lands in this area for major housing and employment growth.

5.15 To complement this housing growth, a neighbourhood planning approach for remaining land at Marton Moss will ensure the retention and enhancement of the distinctive character of this area. Further detail on South Blackpool Growth and Enhancement is provided in Chapter 8.

5.16 **Windfall sites** are sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously developed sites that have unexpectedly become available. A windfall allowance of around 1,500 homes will be the final component of Blackpool's housing supply; with the majority expected to come forward from conversions and bringing back long term empty properties into use¹⁴.

¹⁴ Conversions committed for development are excluded from the supply of identified sites in the existing urban area, to avoid double counting.

5.17 Historically, conversions have delivered a significant level of housing, averaging 87 new homes per annum over the past ten years. This reflects the decline in demand for holiday accommodation, which is realistic to expect to continue over the plan period. In addition to the policy approach to managing the current oversupply of holiday bed spaces by allowing more properties to change to residential use, the Council is helping to facilitate this with funding initiatives. This includes the Empty Homes grant funding secured in 2014, which will deliver a number of new homes in the early stage of the plan period by bringing long term empty properties back into use. Where planning permission is required, Policy CS13 will ensure they deliver quality homes and make a positive contribution to Blackpool's future housing supply.

5.18 Linked to managing a reduction in holiday bed spaces and providing more flexibility for change of use on the seafront in order to promote a new high quality residential offer (set out in Policy CS23), some sites on the promenade that are not identified in the SHLAA will also be expected to come forward for high quality housing or mixed-use development.

Phasing

5.19 In aligning Blackpool's housing and economic strategy, it is also important to consider variations within the plan period so that the pace at which housing development comes forward does not undermine efforts to engage residents into the labour market and address wider socio-economic issues. Blackpool's circumstances are such that a phased approach to housing delivery is appropriate, which will provide flexibility to respond to the challenging housing market and local economy.

5.20 Linked to particularly low economic growth forecasts in the first five years of the plan, Blackpool's difficult housing market and challenging viability issues evidenced in the short term, as well as the uncertainty over economic recovery, Blackpool's housing target

5. Core Policies

between 2012 - 2017 will be 250 new homes per annum. This is still within the identified range of the objectively assessed need recommended in the SHMA, but is considered more realistic to deliver. This target will increase to 280 new homes per annum between 2017 - 2022 and 310 new homes per annum between 2022 - 2027, following a period of more optimistic job growth forecasts and also capitalising on wider resort regeneration, improvements to infrastructure and successful housing, health and skills intervention programmes which will have improved the town's image and prosperity and made Blackpool a more attractive place to live and invest.

Council can demonstrate delivery against the housing requirement set out in this Policy.

5.21 The expected rate of delivery over the plan period is illustrated in a housing trajectory set out in the Housing Requirement Technical Paper, with each delivery phase reflecting the Council's focus on regeneration and supporting growth. This trajectory will be monitored and reviewed on an annual basis through the housing monitoring work and also through future SHLAA updates. The Technical Paper also identifies examples of Council-led initiatives to facilitate delivery in Blackpool's challenging housing market. A Site Allocations DPD will identify sufficient sites to accommodate the housing requirement in the medium to longer term of the plan period where necessary.

Maintaining a Five Year Housing Land Supply

5.22 Local Planning Authorities are required to identify a five year housing supply against the Plan requirements, in line with the National Planning Policy Framework, with a 20% buffer where there has been a persistent under delivery of housing. Reflecting Blackpool's persistent under delivery against previous plan requirements¹⁵, the housing trajectory in the supporting Technical Paper therefore shows the five year supply position and a 20% buffer; and it will continue to do so in annual reviews of supply until the

¹⁵ The North West Regional Spatial Strategy (now revoked) previously identified a target for Blackpool of 444 dwellings per annum.

5. Core Policies

Economic Development and Employment

5.23 Whilst the visitor economy will continue to underpin Blackpool's economy and remains an important growth sector (Chapter 7), to strengthen economic prosperity there is a recognised need to support new business growth and secure sustainable investment that will provide jobs in other employment sectors. In particular, by growing those sectors that already have a strong foothold in the Fylde Coast and by encouraging other emerging key growth sectors.

5.24 To ensure employment opportunities benefit Blackpool residents it is important that the local people have the skills necessary to access future jobs. Equally, an improving skills profile will help to encourage new and expanding businesses to invest in the area.

Policy CS3: Economic Development and Employment

1. Sustainable economic development will be promoted to strengthen the local economy and meet the employment needs of Blackpool and the Fylde Coast Sub-Region to 2027, with the focus on:
 - a. Safeguarding around 180 hectares of existing industrial/business land for employment use; and enhancing these sites with new employment development on remaining available land and through opportunities for redevelopment
 - b. Promoting office development, enterprise and business start-ups in Blackpool Town Centre including the Central Business District
 - c. Promoting land in South Blackpool as a strategic priority, to help strengthen the Fylde Coast economy and make an important contribution towards meeting the future employment needs of Blackpool residents
2. To improve employment opportunities for Blackpool residents the focus will be to:
 - a. Develop and deliver an effective skills agenda to ensure local people have the necessary skills; improve aspirations and opportunities for people to move into work; and retain skilled people in Blackpool
 - b. Secure inward investment into Blackpool including Public Sector and Government Department relocation opportunities
 - c. Nurture and support responsible entrepreneurship by facilitating a culture of enterprise and promoting Blackpool as a great place for start-up businesses

5. Core Policies

Future Requirements for Employment Land

Fylde Coast Sub-Region

5.25 The economic functionality of the Fylde Coast is apparent in terms of travel to work patterns and employment, with a shared tourism and cultural offer; regionally and nationally significant advanced manufacturing; the Department for Work and Pensions; and a shared infrastructure including Blackpool International Airport, coastal tramway and strategic highway and rail networks. These strong links between the Fylde Coast authorities warrant the joint consideration of future employment development for the sub-region through the Duty to Co-operate, building on past co-operation.

5.26 The peripheral location of the Fylde Coast within the North West makes it critical to provide a portfolio of sustainable employment opportunities to improve economic performance. The Fylde Coast authorities recognise the need to capitalise on the particular assets, strengths and opportunities of the sub-region as a whole to attract new investment in order to compete with, and support, the wider regional economy. Crucial to this is the need to work together with respect to the strategic priorities for land on the Fylde/Blackpool boundary, promote the sustainable development of key strategic sites and deliver the objectives of the Enterprise Zone at BAE Systems, Warton.

5.27 A Local Growth Accelerator Strategy for the Fylde Coast is being developed by Blackpool, Fylde and Wyre Economic Development Company (BFWEDC) to support the co-ordinated development of future employment across the sub-region.

Blackpool

5.28 The 2013 Blackpool Employment Land Study (published in June 2014) provides an overview of the local economy/property market; analyses existing

employment land and available land supply; assesses how much employment land is needed to 2027; and identifies how this need will be met.

5.29 To determine future land requirements, the preferred approach in the Employment Land Study is based on applying long-term historical trends in land take-up within the Borough. Projecting forward an average annual take-up rate of 1.75ha and including a 20% flexibility allowance (to provide a margin of choice), the study recommends that 31.5ha of employment land is needed to 2027¹⁶.

5.30 At July 2012 the baseline supply of available employment land in the Borough was 21.6ha. However, when considering the likelihood of development coming forward, the realistic supply is reduced to 17.8ha (11ha of which is considered to have 'very good' or 'good' market attractiveness). This suggests a shortfall in supply of 13.7ha.

5.31 Blackpool is intensely developed and has a tightly constrained boundary, which means there is a demonstrable lack of future development land¹⁷. Opportunities for further employment expansion within the Borough are therefore extremely limited. In particular, the remaining shortfall cannot be accommodated on lands within the Blackpool boundary. The outcome of co-operation between Blackpool and Fylde Councils on this issue means that Fylde will provide for this shortfall, which will be added to Fylde's requirement over their Local Plan period to 2030. Meeting Blackpool's longer term needs is therefore integrally linked with how it functions within the Fylde Coast and the joint consideration of future employment development for the sub-region, which would complement and support a strengthened Blackpool economy.

¹⁶ 1.75ha x 15yrs + 20% = 31.5ha

¹⁷This is discussed in the Employment Technical Paper

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Providing Quality Employment Land

5.32 The lack of future development land within Blackpool makes it essential to provide better quality employment sites with new sustainable employment development and to capitalise more on other existing assets within the Borough.

Existing Industrial/Business Land

5.33 There are 13 main industrial/business areas within Blackpool (illustrated in Figure 12 and defined on the Proposals Map) which amount to 182.1ha of employment land in total. These areas provide a range of employment related uses that make an important contribution to Blackpool's employment offer and the local economy; and will be retained as safeguarded employment land.

5.34 Some of the main employment areas present redevelopment opportunities for new employment development. This will strengthen Blackpool's employment offer by helping to retain existing occupiers and attract new businesses. This redevelopment will be a particularly important element of supply going forward by helping to retain and improve existing employment land. It will also make available land within those areas more attractive to develop. Specific opportunities for redevelopment are identified in the Employment Land Study; this includes a number of estates within South Blackpool currently underoccupied and in need of comprehensive improvement.

5.35 In order to facilitate regeneration, redevelopment opportunities which introduce a suitable mixed-use development, including housing, will be considered in exceptional circumstances on a small minority of sites where this would secure the future business/industrial use of the site. Any enabling development would need to be robustly justified and not conflict with wider plan objectives.

Blackpool Town Centre

5.36 Whilst a strengthened visitor and retail economy will be a key focus for town centre investment and job growth (Chapter 7), developing the commercial and business sector will also be important to strengthen the town centre economy. Blackpool Town Centre currently has low levels of office activity and quality space available, with much of this dispersed across the Borough. There is therefore a need to provide a functional central business district for the town centre.

5.37 Work is ongoing to progress development opportunities and secure investment within the town centre, building on strengths in infrastructure, accessibility and land availability. The Central Business District (Talbot Gateway) site forms a critical component of this, with the opportunity to deliver a high quality mixed use scheme, including new, modern office space, in the centre of Blackpool within walking distance of Blackpool North railway station. This scheme will help to support sustainable job growth and encourage further investment to help revitalise the town centre. Electrification of the Preston-Blackpool North line will improve connections with the strategic rail network and will be a crucial economic driver to employment opportunities within the Central Business District and wider town centre.

South Blackpool

5.38 Complementing opportunities from existing industrial/business land and the town centre, lands on the Blackpool/Fylde boundary around Junction 4 of the M55 and along Blackpool Airport corridor are identified as strategic locations for sustainable employment development to help strengthen the Fylde Coast economy whilst also helping Blackpool to meet its longer term employment needs.

5.39 Blackpool International Airport is a considerable sub-regional asset and there is a need to ensure that its economic potential is realised. Developing lands along

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the airport corridor, including the adjoining Blackpool Business Park and older existing employment estates nearby, to deliver sustainable development will be critical in capitalising on this major economic asset.

5.40 Lands around Junction 4 of the M55 on the Blackpool/Fylde boundary enjoy good strategic road access and are of a sufficient scale to attract major new economic development. This is an important future growth hub to help strengthen the Fylde Coast economy.

5.41 Future development opportunities in South Blackpool are also detailed in Chapter 8.

Employment Opportunities

Securing inward investment

5.42 Blackpool relies on a high proportion of public sector employment (including local authority, NHS and civil service) although if recent trends in public sector decline continue, Blackpool must encourage sustainable investment and business growth in other sectors in order to strengthen the local economy. Notwithstanding this, Blackpool is well placed to attract certain types of Government Department relocations and new Government Agencies, subject to the availability of suitable premises and sites. BFWEDC is working with both the public and private sector to identify and facilitate development and investment opportunities, including business relocations. The Council is also working with neighbouring authorities, Lancashire County Council, the Lancashire Enterprise Partnership and key employers, including British Aerospace, to ensure that investment secured for the region benefits Blackpool.

Developing an effective skills agenda

5.43 The Core Strategy sets the framework for sustainable economic development to support a strengthened local economy. To improve employment prospects for Blackpool residents, it is important that

local people have the necessary skills and aspirations to access future jobs. Evidence shows there is an improving skills profile within the Blackpool resident base, which will need to continue in the future. Blackpool Council is working to develop strong links with schools, colleges, employment support services and key employers to support skills attainment and progression. Blackpool has a significant Further Education presence and a small, but growing, Higher Education presence. These education providers will have a key role to play in ensuring that local people are well equipped to meet the skills requirements of future job opportunities if Blackpool is to successfully improve unemployment and economic activity rates.

5.44 Equally, Blackpool needs to make effective use of the existing skills base on the Fylde Coast, to prevent it from being a net exporter of skills. Retaining these skills will help to attract new and more diverse businesses to the area and encourage existing businesses to grow.

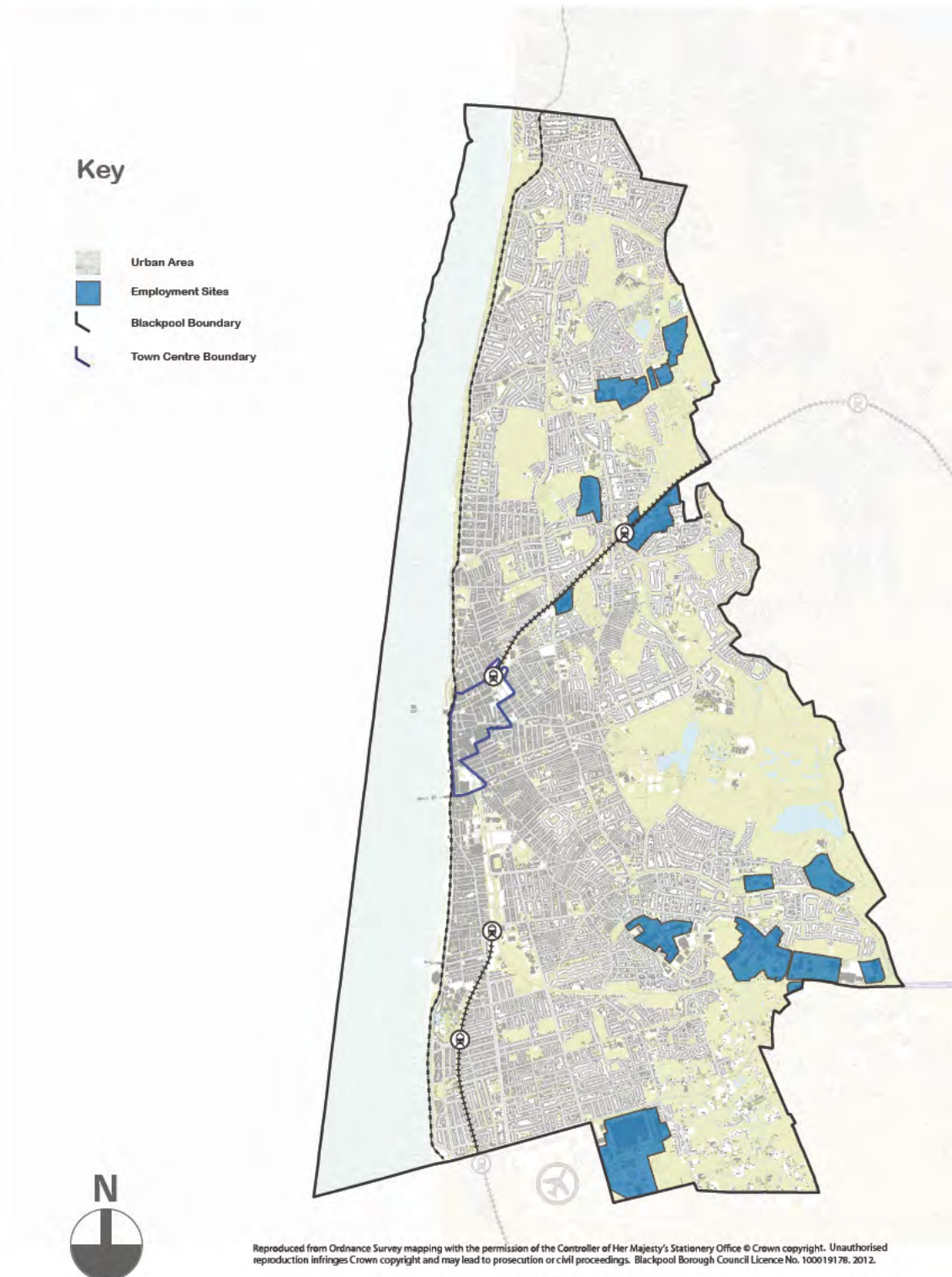
Promoting Entrepreneurship

5.45 Historically, Blackpool was renowned for innovative enterprise activity. To regain this past strength, the Council is working to nurture and support responsible entrepreneurship at all levels by facilitating a culture of enterprise and providing an environment which supports start-up businesses.

5.46 To support this policy approach, a Blackpool Local Economy Action Plan has been developed which identifies priorities and activities to grow the local economy and opportunities to improve employment prospects for Blackpool's people. The Council is also delivering a number of employment and skills programmes to help engage residents in the labour market, in partnership with key bodies including education providers.

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Figure 12: Main Employment Sites



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Retail and Other Town Centre Uses

5.47 Blackpool Town Centre is the sub-regional centre for the Fylde Coast and plays a pivotal role in driving the local economy and providing Fylde Coast residents and visitors with shopping facilities to meet a wide range of needs.

5.48 To protect the vitality and viability of the town centre and to successfully position it as the first choice shopping destination for Fylde Coast residents and an attractive place to visit to do business, Policy CS4 identifies Blackpool Town Centre as the focus for major new retail development and other town centre uses, whilst also recognising the supporting role that District and Local Centres have in meeting the needs of local communities. Further measures to achieve a thriving town centre are dealt with in Policy CS17: Blackpool Town Centre.

Policy CS4: Retail and Other Town Centre Uses

1. In order to strengthen Blackpool Town Centre's role as the sub-regional centre for retail on the Fylde Coast, its vitality and viability will be safeguarded and improved by:
 - a. Focussing new major retail development in the town centre to strengthen the offer and improve the quality of the shopping experience
 - b. The preparation and implementation of a Town Centre Strategy and Action Plan, working with stakeholders to arrest decline and restore confidence in the town centre
2. For Town, District and Local Centres within the Borough, retail and other town centre uses will be supported where they are appropriate to the scale, role and function of the centre.

3. In edge of centre and out of centre locations, proposals for new retail development and other town centre uses will only be permitted where it can be demonstrated that:
 - a. There are no more centrally located/ sequentially preferable, appropriate sites available for the development
 - b. The proposal would not cause significant adverse impact on existing centres
 - c. The proposal would not undermine the Council's strategies and proposals for regenerating its centres
 - d. The proposal will be readily accessible by public transport and other sustainable transport modes
4. The Council, through the Site Allocations and Development Management DPD, will identify a range of sites for new retail development in Blackpool Town Centre to allow for new comparison goods floorspace over the plan period.

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5.49 The principal retail core of Blackpool Town Centre contains the main shopping streets and the majority of the large multiple retailers, focused on the main pedestrianised core of Church Street, Victoria Street, Bank Hey Street and the Houndshell Shopping Centre. Redevelopment of the Houndshell in 2008 has strengthened the retail core, attracted new national retailers to the town and provided an improvement in the quality of the shopping experience. However, the 2011 Fylde Coast Retail Study identifies that the town centre is still underperforming.

5.50 It is widely acknowledged that Blackpool Town Centre's retail offer does not provide the quality or range that is necessary to reflect its sub-regional role. It experiences notably low levels of expenditure on clothing and shoes, which is considered to be the most important comparison goods sub-category and one which should be properly catered for in the town centre. The lack of a strong fashion offer has resulted in unsustainable levels of expenditure flowing out to out-of-centre retail parks and competing shopping destinations outside the Fylde Coast. A strong 'fashion' offer is important to attracting the expenditure of the catchment area residents and is the main component of a strong town centre comparison offer.



5.51 There is a real need therefore to restore the town centre's position as a strong sub-regional retail centre. Future investment is vital to retain and enhance the critical mass of retail and supporting town centre uses, reduce vacancy levels and attract higher-end retailers to improve the quality and range of offer.

5.52 Major new retail development will be focused in Blackpool Town Centre. The 2011 Fylde Coast Retail Study identifies capacity for additional retail growth of 16,390 square metres of comparison goods floorspace to 2021¹⁸. Beyond this, the Houndshell Phase II extension, the retail component of the Leisure Quarter and the Winter Gardens redevelopment provide the best opportunities for the enhancement of the comparison goods offer in Blackpool Town Centre, which will complement the improvement in quality to the existing retail stock. The Site Allocations and Development Management DPD will identify the proposed sites for new retail development.

5.53 For convenience retail goods, the Fylde Coast Retail Study highlights that after taking into account the new Sainsbury's supermarket at the Central Business District, there is no overall need for further convenience goods floorspace in Blackpool in quantitative or qualitative terms up to 2021 and very limited capacity to 2026.



¹⁸ This Retail Study also identifies a requirement for 17,410 sqm of new comparison goods floorspace for the period 2021-2026. This is an indicative figure due to uncertainties with future retail growth in the longer term. This evidence base will be updated periodically and the recommendations reviewed as appropriate.

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5.54 The Council has prepared a Town Centre Strategy and Action Plan which identifies priorities for improvement and management of the town centre. The Council will work with various stakeholders including landlords and retailers with the aim to arrest decline and restore confidence in the town centre, encouraging quality investments from both the public and private sector.

5.55 The Core Strategy evidence recognises the town centre’s vulnerability to competing out-of-centre provision. The Retail Study highlights the priority to protect the vitality and viability of Blackpool Town Centre, and to protect the recent and proposed investment by focusing new major retail development in the town centre.

5.56 At the local level, the Borough is supported by various District and Local Centres (figure 13) which play a vital role in providing the quality and range of shops and other services for the day to day needs of the local communities they serve.

5.57 In determining development proposals, the Council’s objectives are to sustain and enhance the vitality and viability of Blackpool Town Centre and the supporting District and Local Centres. The majority of the town’s shopping floorspace is located in these centres and they are readily accessible by residents and visitors by various methods of transport.

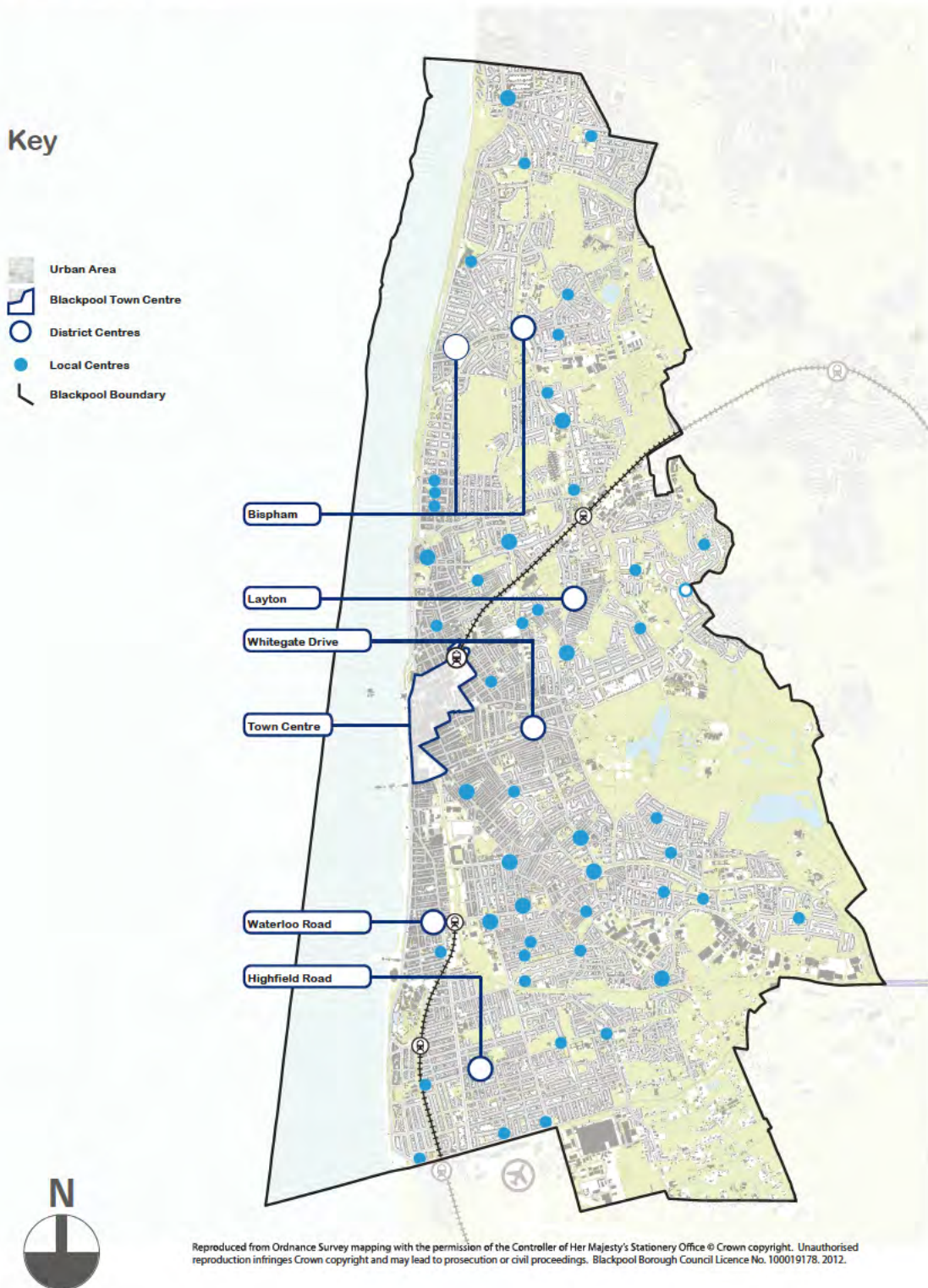
5.58 Figure 14 shows the location of Blackpool’s retail centres across the Borough. The Local and District Centres’ boundaries are to be reviewed in the Site Allocations and Development Management DPD.

Figure 13: Retail Hierarchy

Blackpool’s Retail Hierarchy	
Town Centre	Blackpool
District Centre	South Shore Bispham Highfield Road Layton Whitegate Drive
Local Centre	A number of local centres of various sizes located across the Borough.

5. Core Policies

Figure 14: Blackpool's Retail Centres



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5. Core Policies

Connectivity

5.59 A sustainable and efficient transport network is vital for Blackpool’s economic prosperity and social and environmental well-being. Transport infrastructure needs to support economic priorities and effectively integrate with future development to reduce the need to travel, making it convenient, affordable and safe for residents to access jobs and services.

5.60 Fast, convenient access to the resort and high quality infrastructure and an efficient network within the town is also essential to support a sustainable economy, by encouraging visitors to access and enjoy the tourism and cultural offer as well as businesses to invest. The quality of arrival, clarity of signage, ease and legibility of movement through the town is important in providing a positive experience for visitors, particularly in the town centre and resort core, whilst encouraging more sustainable travel.

5.61 Blackpool Council works jointly with Fylde and Wyre Borough Councils and Lancashire County Council to address strategic challenges to improve the economic competitiveness of the sub-region. The Local Transport Plan will play an important part in addressing these strategic challenges and delivering improvements to the strategic transport network.

Policy CS5: Connectivity

A sustainable, high quality transport network for Blackpool and a quality arrival experience will be achieved by the following measures:

1. The provision of a modern, frequent, convenient and well-integrated **public transport** network by:
 - a. Working with Network Rail and operators to:
 - i. facilitate increased rail capacity and frequency on the Blackpool – Preston – Manchester line and new services including direct services to major destinations;

- ii. upgrade the South Fylde line, increasing capacity and frequency of services; and
 - iii. provide major enhancement of all rail arrival points, particularly Blackpool North Station.
 - b. Providing a new tram link from the Promenade to Blackpool North Station and maintain options to link the tram network to the South Fylde Line.
 - c. Working with bus operators and developers to provide enhanced bus services with efficient, comprehensive routing served by high quality infrastructure, providing bus priority measures where appropriate to enable services to operate efficiently.
 - d. Working with coach operators and developers to provide sufficient, high quality, conveniently located coach passenger facilities and coach parking.

2. Encouraging integration of **Blackpool International Airport** with public transport modes, enabling efficient passenger connections and onward journeys to and from the town and wider airport catchment; and supporting improvements to airport parking and the expansion of routes.
3. Improving **interchange** between transport modes by providing improved high quality infrastructure including buildings, facilities and public realm, making transport interchange easy and convenient for all users.
4. Reducing **road** congestion by eliminating identified ‘pinch-points’; providing long-term solutions to structural issues where these arise at bridges and other infrastructure assets; and providing advanced directional signage on all main routes.

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5. Addressing town centre **parking** capacity issues by providing sufficient, high quality and conveniently located car parks, to support the town centre and resort economy and address wider issues of parking provision across the Borough.
6. Developing a safe, enhanced and extended network of **pedestrian and cycle** routes to increase the proportion of journeys made on foot or bike by:
 - a. Connecting neighbourhoods with the town centre, district and local centres, employment sites and community facilities, green spaces and adjoining countryside;
 - b. Providing the town centre and resort core with new and improved convenient pedestrian and cycle links between main car parks, transport hubs, major attractions and development sites; and
 - c. Providing suitable levels of secure cycle parking at new developments and public transport hubs as well as links to existing networks, where feasible.
7. Providing improved, clear and co-ordinated **signage** for all transport modes and visitor information, particularly within the town centre and resort core, to ease movement and provide a clear sense of orientation and direction.
8. **Changing travel behaviour** by pro-actively working with developers and other organisations to increase the proportion of journeys that use sustainable transport, while working with residents and businesses to reduce the need for work related journeys where alternative means or technologies make this possible.

5.62 The overarching strategy focus on regeneration of the town centre and resort core will ensure future development comes forward in locations that improve opportunities for sustainable travel between homes and jobs and reduce regular car journeys, to help manage congestion and minimise future greenhouse gas emissions. It will also provide opportunities to improve the quality of arrival and reduce cross town vehicle movements.

5.63 New development should prioritise ease of access to sustainable transport modes, including walking and cycling. Opportunities to improve connectivity in South Blackpool, with supporting growth which promotes sustainable development and travel, are addressed in Policy CS27: South Blackpool Transport and Connectivity.

5.64 With Blackpool's compact urban form, this will enable closer integration of high quality air, bus, rail and tram services/infrastructure which, along with an enhanced pedestrian environment, will make travel by public transport, cycling and walking safer and more attractive to residents and visitors. A sustainable transport system will integrate available modes of transport and make passenger transfer between them as simple and convenient as possible.

5.65 Public transport should be frequent, good quality and convenient to be a realistic and preferred option over the car for both residents and visitors. Achieving this will also require improvements to key transport interchanges including Blackpool North and South railway stations, the bus infrastructure, and Lonsdale Road Coach Station (or any replacement).

5.66 With the low rate of car ownership in Blackpool a significant proportion of residents are dependent on public transport and there is a need to maintain and strengthen this service within the Borough. Neighbourhoods should also be connected by attractive and safe pedestrian and cycle routes to encourage walking and cycling.

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Rail

5.67 Blackpool benefits from two rail connections, one to Blackpool North station and the other to Blackpool South from the main line at Preston.

5.68 Network Rail has committed to electrify the line between Blackpool North and Preston by 2016 as part of the Northern Rail Hub project. This enables direct electrified services to Manchester, Liverpool and other major towns and cities including London and Birmingham. This will help capitalise on the new high speed West Coast train service to support economic regeneration as well as planned links to HS2 phase 2. Electrification and related infrastructure improvements will reduce journey times and increase line capacity.

5.69 The South Fylde line connects South Blackpool to Preston via Lytham St Annes. Being single track the line has limited services and the capacity of the rail infrastructure needs to be increased to allow more frequent services and greater efficiency. The Council and rail providers are actively exploring options to achieve this including tram/train technology and providing double-track or passing loops. The Council will continue to support a Community Rail Partnership that promotes this line and includes the Council, Network Rail and Train Operating Companies.

Tram

5.70 A comprehensive renewal and upgrade of the Blackpool - Fleetwood Tramway was completed in 2012 giving Blackpool a modern, fully accessible transport system, providing good connectivity from Starr Gate in south Blackpool to Fleetwood in the north. The system helps Blackpool manage its congestion and improves transport for visitors. The new system provides a viable alternative to car use for north-south journeys, however better integration with other transport modes is required for wider onward journeys. Within the town centre better integration with the bus network will be developed using Better Bus Area Funding. Joint-ticketing with the bus and rail networks has the potential to increase usage.

5.71 Further extensions to the tram network, including a link to Blackpool North rail station and to the South Fylde line, would develop the tramway's strategic potential and connect settlements on the Fylde Coast within a sub-regional integrated transport network. A number of extensions have been appraised and recommendations which support future growth in the region will be actively pursued. The Council will work with neighbouring authorities to ensure development does not compromise the delivery of a connected service.

Photo: R~P~M on Flickr



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Bus and Coach

5.72 Bus travel is a key element of Blackpool's transport network and a high quality bus network is particularly important for the town. There is a need to enhance travel by making services faster and more reliable, easing congestion and improving comfort. This will be achieved using bus priority measures to be piloted in the town centre; improving infrastructure including stop and shelter upgrades; providing clear information that includes onward interchange to other public transport modes; and encouraging operators to provide a more modern bus fleet and to introduce easy-to-use ticketing systems.

5.73 New development in South Blackpool presents opportunities to extend bus routes and improve efficiency and connections between the urban area and the wider Fylde Coast. There is a particular need to address provision in South Blackpool to support housing and employment growth (see Chapter 8).

5.74 Coach travel is an important means of travel to the resort, making a major contribution to the resort economy as well as having a low-carbon footprint. To capitalise on this mode of transport, there is a need for convenient and attractive passenger pick-up/drop-off points and waiting facilities, as well as sufficient and accessible coach layover parking, which will be important to the future development of the resort.

Air

5.75 Blackpool International Airport is important to the future economic growth of the sub-region and provides enhanced travel opportunities for residents, visitors and businesses alike. The Council and neighbouring authorities will work with the owners of the airport to develop a Master Plan and Surface Access Strategy. This will include opportunities to improve parking and public transport access by bus and coach, with linkages to Blackpool North and nearby Squires Gate railway station.

Road

5.76 Whilst Blackpool benefits from good connections to the national motorway network via the M55, road access from the M55 to Fleetwood and Lytham St Annes is currently poor. With increasing congestion on strategic routes through the town (including the Promenade) and beyond, there is a need to improve north - south links to the wider Fylde Coast highway network from the M55. Improvements to the A585 (T) as promoted in Wyre Council's Local Plan (Fleetwood-Thornton Area Action Plan) will be supported as this would ease congestion and improve accessibility to the wider Fylde Coast, improving the economic competitiveness of the area.

Parking

5.77 Parking provision and management has a key part to play in ensuring Blackpool remains a tourist destination of choice and is also instrumental in determining where Fylde Coast residents choose to shop. Good quality, well-planned and accessible car parking is therefore required to support the vitality and viability of Blackpool Town Centre, as well as the resort economy. Whilst the town has significant parking provision overall, particularly along Central Corridor, some of these are in more peripheral locations meaning they can be underused at times. With parking pressure in the town centre and limited opportunities to increase provision in more central areas, the Council will support measures that will help make this more peripheral parking more accessible to the town centre and resort whilst also seeking to ensure better provision overall.

5.78 Blackpool's inner area neighbourhoods suffer severe seasonal shortages of car parking for both residents and visitors. Whilst streets are able to cope with residential parking, the additional demand from visitor parking means that solutions are needed with respect to new parking provision and through improved access to under-used provision nearby.

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5.79 By locating car parks at main arrival points into the resort and the town centre, the Council aims to minimise cross town movements. Further guidance, including a Car Parking Strategy, will be developed to ensure sufficient car and coach parking is provided in suitable locations which takes into account changes resulting from regeneration and new development to ensure that future demand is accommodated.

5.80 The Council will seek to ensure better management of parking to enable the correct mix of shopper and visitor parking, together with good coach facilities; that vehicles are accommodated within reasonably priced, good quality and convenient car parks in the town centre and resort; and that visitors are clearly directed to the most appropriate coach and car parks on arrival (see details on signage overleaf).

Photo: John Kelly



Walking and Cycling

5.81 Walking and cycling are important for their effectiveness in reducing road traffic as well as improving health outcomes, which is an important consideration given the poor health statistics in Blackpool. The Council will promote physical activity in line with the recommendations of NICE Public Health Guidance¹⁹. Promotion of physical activity through urban and transport planning has been shown to be an effective way of improving health outcomes in urban areas.

5.82 The compact urban form of the resort, topography and promenade provide considerable opportunity to encourage walking and cycling. The Council will look at opportunities for further public realm enhancement and will promote cycle movement throughout the town, including the provision of a quality and safe network of pedestrian and cycle routes for visitors and residents alike. The Town Centre Strategy identifies opportunities for improving access and movement that builds on the improvements completed under the 2011 Promenade Movement Strategy.

5.83 Promoting cycling, through marketing and improved cycling infrastructure, will contribute to increasing local accessibility within Blackpool and on the Fylde Coast. Cycling Towns status, awarded in 2008, allowed large areas of the town to be made more accessible by bike. The 'explorer' and promenade routes will be integrated into the Strategic Cycling Network. The Hire-a-Bike cycle rental scheme also improves access to resort attractions, supporting the visitor economy and improving the local environment.

5.84 As part of public realm improvements, there will be opportunities to improve the pedestrian network, upgrade pedestrian crossings delivered through PFI

¹⁹ NICE Public Health Guidance 8 Physical activity and the environment. NICE 2008

Nice Public Health Guidance 41 Walking and cycling: local measures to promote walking and cycling as forms of travel or recreation. NICE 2012

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funding and provide more seating in the town centre and promenade. Opportunities to improve public rights of way networks will also be considered to provide effective off-road links for pedestrians and cyclists.

Signage

5.85 Providing a co-ordinated network of signage and visitor information is a priority for the Council to support a quality arrival experience and enable ease and legibility of movement. Effective traffic management, parking and way finding for motor vehicles, cycling and walking are recognised as particularly important to the tourism economy, especially within the town centre and resort core where pedestrian links between car parks and attractions and other destinations need clear and attractive sign-posting.

5.86 Informed by the Blackpool Way Finding Strategy, the Council is implementing a comprehensive signage strategy to ensure way-finding and visitor information is made clearer. This includes de-cluttering and the provision of new pedestrian signage throughout the resort core and town centre.

Changing travel behaviour

5.87 Implementing 'Smarter Choices' initiatives will help reduce emissions. Innovative marketing and promotion will encourage people to change their travel behaviour. Where sites are not located on existing sustainable transport routes developers should consider installing broadband infrastructure to enable more effective teleworking.

5.88 Blackpool has an effective Travel Plan Partnership and will work with developers and other partners to set up and monitor workplace, school and personal travel plans that aim to increase sustainable transport patterns and reduce car dependency and transport related emissions.



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Green Infrastructure

5.89 Green infrastructure is *‘the network of natural environmental components and green and blue spaces that lies within and between cities, towns and villages which provides multiple social, economic and environmental benefits’*²⁰. The physical components of green infrastructure can range from large-scale areas of public open space such as coastal habitats and countryside areas to smaller scale provision in the form of street trees, allotments and Sustainable Drainage Systems (SuDS). Green infrastructure can also include hard-landscaped areas, such as Blackpool’s promenade, which forms an integral part of the town’s green infrastructure network.

5.90 Green infrastructure supports regeneration, adds to the attractiveness of the town as a place to invest, and makes a vital contribution to the health and wellbeing of residents and visitors. Networks of green infrastructure can safeguard valued landscapes, link habitat and biodiversity networks, protect and improve water quality (including bathing waters), and mitigate the impacts of climate change by reducing the urban heat island effect and attenuating flood risk. The following policy therefore aims to protect, enhance, expand and connect green infrastructure and ecological networks in Blackpool.

Policy CS6: Green Infrastructure

1. High-quality and well connected networks of green infrastructure in Blackpool will be achieved by:
 - a. **Protecting** existing green infrastructure networks and existing areas of Green Belt. The loss of green infrastructure will only be acceptable in exceptional circumstances where it is allowed for as part of an adopted

Development Plan Document; or where provision is made for appropriate compensatory measures, mitigation or replacement; or in line with national planning policy.

In terms of existing open space, sports and recreational buildings and land, including playing fields, these will be protected unless the requirements of paragraph 74 of the NPPF are met.

In terms of Green Belt areas, the Council will apply national policy to protect their openness and character, and retain the local distinctiveness. There is no planned strategic review of the existing Green Belt boundary during the plan period.

- b. **Enhancing** the quality, accessibility and functionality of green infrastructure and where possible providing net gains in biodiversity.
 - c. **Creating** new accessible green infrastructure as part of new development and supporting urban greening measures within the built environment.
 - d. **Connecting** green infrastructure with the built environment and with other open space including the creation, extension or enhancement of greenways, green corridors and public rights of way.
2. All development should incorporate new or enhance existing green infrastructure of an appropriate size, type and standard. Where on-site provision is not possible, financial contributions will be sought to make appropriate provision for open space and green infrastructure.

²⁰ Taken from North West Green Infrastructure Guide (2008)

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3. International, national and local sites of biological and geological conservation importance will be protected having regard to the hierarchy of designated sites and the potential for appropriate mitigation. Measures that seek to preserve, restore and enhance local ecological networks and priority habitats/species will be required where necessary.

Protecting Green Infrastructure

5.91 The intensely urban nature of Blackpool and limited areas of open countryside increase the importance of balancing the requirement for new development with the need to protect valued landscapes, biodiversity and green infrastructure networks (as set out in Figure 7: Blackpool's Existing Green Infrastructure). This also means opportunities to create new public open space in Blackpool are constrained. Therefore the focus of the policy is to protect, improve and enhance existing provision and where possible, support the creation of new green infrastructure, as well as the innovative use of space including the transformation of underused or derelict space.

5.92 Due to the urban and compact form of the Borough, a number of important designations exist beyond the built-up area. This includes Green Belt land, which has an important role in safeguarding the countryside from encroachment, preventing Blackpool merging with neighbouring settlements and assisting in urban regeneration. The current Green Belt land in Blackpool will therefore continue to be protected by restricting the type of development here to retain its open and locally distinctive character, in line with the National Planning Policy Framework (NPPF). There is no planned strategic review of the Green Belt boundary over the plan period.

5.93 In terms of other Green Infrastructure assets, the starting point for future development plan documents will be to avoid the loss of these where possible. However, this will need to be in the context of addressing the

competing demands on Blackpool's limited remaining developable land. A careful balance has to be struck which enables the provision of high quality networks of green infrastructure alongside the delivery of development to meet Blackpool's wider housing, employment and infrastructure requirements. In some circumstances, this may require the development of greenfield sites. During the process of allocating land as part of the Site Allocations document, the Council will have regard to the requirement of the NPPF to 'allocate land with the least environmental or amenity value' (paragraph 110).

5.94 The integration and protection of green infrastructure is particularly important in parts of the Borough where access to open space is more limited, this will help to address identified deficiencies and bring about environmental, social and economic improvements. Green infrastructure has an important role in 'climate proofing' urban areas by enabling communities to adapt to climate change by providing shade and cooling in the summer, insulation in the winter and by mitigating risks posed by flooding and air pollution. There are also clear links between green infrastructure and the health and well-being of communities.

5.95 Easy access to good quality green space and infrastructure can provide benefits such as increased life expectancy and reduced health inequalities, improvements in levels of physical activity and health, and the promotion of psychological health and mental wellbeing²¹. Furthermore, evidence suggests that investment in green infrastructure can also have a positive impact on economic regeneration, particularly in relation to inward investment, new business start-ups and job creation. The benefits of green infrastructure need to be harnessed across the Borough, but particularly in the most deprived neighbourhoods of Blackpool where there is a need to address the current concentrated levels of deprivation and health inequalities experienced in these areas.

²¹ Report by Forest Research as part of the Urban Regeneration and Greenspace Partnership (2010), 'Benefits of green infrastructure'

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Enhancing Green Infrastructure

5.96 The Borough contains a number of high quality open spaces such as Stanley Park which has Grade II status as a historically important garden, and the promenade which has been remodelled to create a unique and high quality public realm setting with new event space provided across five headlands. Whilst the standard of existing green infrastructure in Blackpool is generally good, it is important that this is maintained, enhanced and added to where possible.

5.97 In addition to the promenade, Blackpool's coastline and foreshore are an integral asset to Blackpool's green infrastructure network and are well used by local residents and intensively used for tourism and recreation. The Council wishes to protect and enhance the environment of the coast, with the resort's large expanse of sandy beach and bathing water quality an essential part of the seaside holiday environment. This is further supported by the North West England and North Wales Shoreline Management Plan (SMP2), which seeks to sustain the existing Blackpool coastline and beaches for coastal defence, recreation amenity and environmental conservation.

5.98 The Blackpool Infrastructure and Delivery Plan identifies the need to reduce the risk of surface water flooding and improve the quality of bathing water in Blackpool. This in part can be addressed through green infrastructure and more directly through SuDS, which reduce surface water run-off and facilitate the retention of rainfall to delay surface water from entering the combined sewer system which can limit overflows resulting from high rainfall events. The integration and potential retrofitting of Sustainable Drainage Systems (SuDS) will contribute to improving water quality, reducing surface water and climate change issues and can additionally provide attractive and valuable green infrastructure assets such as ponds, swales and wetlands.

5.99 An intensive programme of wider improvement to open space has and continues to take place in Blackpool which is improving the quality, accessibility and quantity of green infrastructure. Recent initiatives have focused on improving children's play space, upgrading sports pitch provision, expanding indoor and outdoor sports and recreation opportunities, achieving Green Flag Status, and improving provision of natural landscaping. Future enhancement of existing green infrastructure could include the improvement and appropriate remodelling of existing open spaces to maintain or enhance local distinctiveness and character, increased natural landscaping, enabling greenspaces to be multi-functional and enabling community use of outdoor school sports and recreation facilities.

Creating New Green Infrastructure

5.100 As noted above, opportunities to create new green spaces in Blackpool are limited by the dense urban nature of the area, therefore the focus for creating new green infrastructure is the integration of open spaces within new development and where possible encouraging the incorporation of green infrastructure within the existing built environment.

5.101 Whilst the quality, variety and accessibility of existing provision is generally of a good standard, there are identified deficiencies in particular types of green infrastructure across Blackpool. Where opportunities arise, new provision should seek to address identified deficiencies, such as the limited access to green public spaces within parts of Blackpool's inner area, the relative lack of larger parks to the south of the town, and the limited access to allotments and community gardens in the north of the Borough.

5.102 More generally across Blackpool there is limited access to areas of natural landscape for informal and recreational use, therefore the creation of informal natural spaces or 'wild space' will be an important element of future provision. Natural landscaping can also

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be incorporated into existing green space and the built environment through simple measures such as leaving grassed areas uncut for longer periods to encourage the growth of natural vegetation, and reintroducing native species and habitats within green spaces.

5.103 Improving access to areas of natural or wild space will contribute towards achieving Natural England's Accessible Natural Greenspace Standards²². These standards seek to improve the naturalness, connectivity, and access to natural sites and areas and recommends that everyone, wherever they live, should have access to natural greenspace.

5.104 Opportunities for urban greening, which is particularly important within Blackpool's inner areas, should be explored and incorporated where possible. This could include the provision of green roofs, terraces and walls and private gardens as part of new developments or the introduction of green alleyways, street trees and planters, allotments, and community gardens as part of wider improvement initiatives. Greening measures could also extend to the integration and potential retrofitting of Sustainable Drainage Systems (SuDS) as previously acknowledged.

Connecting Green Infrastructure

5.105 Opportunities should also be explored to extend public rights of way and to enhance or create new greenways and green corridors to connect green infrastructure with the built environment and with other areas of open space. Greenways are routes connecting people on foot or bike to facilities and open spaces in and around towns and the countryside, which can encourage people to travel sustainably. Green corridors provide vital links between open space sites for use by wildlife and can help to build resilience in ecological networks, support species diversity and prevent habitat fragmentation. Road and rail corridors, cycle routes and pedestrian paths can

all provide important wildlife corridors connecting and contributing to local ecological and green infrastructure networks.

Green Infrastructure and New Developments

5.106 Green infrastructure should form an integral part of any new development to maximise the benefits this can offer neighbourhoods. Green and public spaces can help to create stronger, inclusive and more sustainable neighbourhoods and communities by bringing people together and encouraging social inclusion by providing space for different social groups to engage with each other and creating opportunities for recreation in areas where new development comes forward.

5.107 New open space and green infrastructure, including areas of public realm, and more formal sports and play provision will need to be fully provided for in all new residential development in accordance with the Council's approved standards (new guidance will be prepared to review requirements currently set out in SPG11: Open Space for New Residential Development). Non-residential development is also required to incorporate new or enhance existing green infrastructure where appropriate in order to maximise the related social, economic and environmental benefits. To provide a high-quality and well connected green infrastructure network it is vital to improve the overall quality, quantity and accessibility of open space, sport and recreational opportunities across Blackpool, which will be supported by funding from new development where appropriate.

Local Ecological Networks

5.108 The Council is also committed to maintaining the biodiversity and natural distinctiveness of sites of nature conservation interest, which specifically include the statutorily protected Marton Mere Site of Special Scientific Interest (SSSI) (much of which is also designated as a Local Nature Reserve) and safeguarded Blackpool Biological Heritage Sites (BHSs).

²² Natural England (2010) Nature Nearby – Accessible Natural Greenspace Guidance.

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5.109 With respect to Natura 2000 sites, development within Blackpool would not directly impact upon the Morecambe Bay SPA/Ramsar or the Ribble and Alt Estuary SPA/Ramsar. However, the qualifying bird species of these sites (including whooper swan) are dependent upon the large areas of agricultural land on the edge of Blackpool which extend into Fylde and Wyre districts. Therefore, future development will need to ensure that there are no significant negative impacts upon the integrity of Natura 2000 sites (SPA/Ramsar sites).

5.110 The nationally protected 39 hectare Marton Mere SSSI is one of the few remaining freshwater lakes in Lancashire, located on the eastern edge of the Blackpool urban area. Marton Mere provides a tranquil refuge, important for nature conservation, environmental education and prized as an area for quiet recreation. The importance of such tranquil areas is recognised in the NPPF. CPRE's work on 'England's Fragmented Countryside' identifies that 100% of the Borough is disturbed by some level of noise and visual intrusion, despite this there are areas, such as Marton Mere, that provide important refuges from the urban area and are valued for their relative tranquillity. In addition to the SSSI, there are currently 13 BHSs within Blackpool identified to have local nature conservation value. Nearly all of these sites are within public open space or other areas of land allocated to remain open, many being ponds located on the periphery of the Borough along the town's eastern boundary (identified in Figure 7).

Managing and Monitoring Green Infrastructure

5.111 The management of green infrastructure will be achieved through the protection, enhancement, connection and creation of new green infrastructure and open space and through financial contributions sought, where required, as part of new development. Financial contributions will be sought (in circumstances where onsite open space is not provided as part of new development or as part of a Community Infrastructure

Levy) to support the enhancement and management of green infrastructure and open space.

5.112 A Green Infrastructure Strategy for Blackpool will be prepared to map green infrastructure, biodiversity and local ecological networks, and to co-ordinate improvements, maintenance and investment in these networks. In addition to local strategies, it is important to consider green infrastructure holistically and at the landscape, local and individual sites scale. To achieve this Blackpool Council is working with neighbouring authorities to ensure that green infrastructure and biodiversity is planned for at a landscape-scale across shared boundaries as part of the Lancashire Ecological Framework (currently being prepared).



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Quality of Design

5.113 High quality design is central to the creation of attractive, successful and sustainable places, which in turn has a positive effect on the health and wellbeing of the communities who live there. The Council expects high quality, well designed developments that contribute positively to the character and appearance of the local, natural and built environment.

Policy CS7: Quality of Design

1. New development in Blackpool is required to be well designed, and enhance the character and appearance of the local area and should:
 - a. Be appropriate in terms of scale, mass, height, layout, density, appearance, materials and relationship to adjoining buildings
 - b. Ensure that amenities of nearby residents and potential occupiers are not adversely affected
 - c. Provide public and private spaces that are well-designed, safe, attractive, and complement the built form
 - d. Be accessible to special groups in the community such as those with disabilities and the elderly
 - e. Maximise natural surveillance and active frontages, minimising opportunities for anti-social and criminal behaviour
 - f. Incorporate well integrated car parking, pedestrian routes and cycle routes and facilities
 - g. Provide appropriate green infrastructure including green spaces, landscaping and quality public realm as an integral part of the development

h. Be flexible to respond to future social, technological and economic needs.

2. Development will not be permitted that causes unacceptable effects by reason of visual intrusion, overlooking, shading, noise and light pollution or any other adverse local impact on local character or amenity.
3. Contemporary and innovative expressions of design will be supported, where appropriate.

5.114 High quality design is integral to the success of Blackpool as a place to live, work, visit and invest. There is a clear need to promote high standards of design across the town. Blackpool's buildings, streets, and spaces must be attractive, safe and enjoyable.

5.115 Successful places have a well connected, visually interesting and varied network of buildings, streets and spaces. These are vital in promoting community cohesion and civic pride. It is important that all new development takes account of layout, density, appearance, materials and landscaping in order to be sympathetic to their location.

5.116 The need to drive up standards in Blackpool is paramount. New high quality landmark schemes provide positive reference points and promote further enhancement. A number of recent developments have put design excellence first including the new Promenade, Festival House and St. Johns Primary School. These have set a benchmark for high quality design. The Council promotes the use of Design Review Panels to improve the design quality of major projects.

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5.117 The need for high quality design applies to all new buildings including small developments, which cumulatively can either uplift or undermine the image of a place or neighbourhood dramatically. New developments will need to set out how they will positively contribute to uplifting the quality and layout of the surrounding area in the accompanying design and access statements, where appropriate. The poor quality of past development should not be regarded as a precedent for similar proposals.

5.118 It is important that new development is well designed in order to prevent crime and antisocial behaviour. The Council will therefore promote 'Secured by Design' principles in new developments in order to create safer and secure environments.

5.119 New development must provide appropriate green infrastructure in conjunction with Policy CS6: Green Infrastructure and also promote the effective management of natural resources and address wider sustainable development and climate change issues through Policy CS10: Sustainable Design and Renewable and Low Carbon Energy.

5.120 Design guidance to support this policy, including new build residential development and commercial street frontages, will be prepared by the Council as required.



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Heritage

Policy CS8: Heritage

1. Development proposals will be supported which respect and draw inspiration from Blackpool's built, social and cultural heritage, complementing its rich history with new development to widen its appeal to residents and visitors.
2. Proposals will be supported that:
 - a. Appraise and improve the condition and safeguard the heritage of key buildings, attractions and infrastructure
 - b. Retain, reuse or convert key heritage buildings
 - c. Enhance the setting and views of heritage buildings through appropriate layout of new development and design of public realm
 - d. Strengthen the existing character created by historic buildings
3. Developers must demonstrate how the development will complement and enhance existing features of heritage significance including their wider setting, particularly for those developments affecting conservation areas, listed buildings and other identified heritage assets.
4. The Council will seek to safeguard heritage assets from inappropriate development.
5. The Council has identified and adopted a local list of heritage assets.

5.121 Blackpool, as the world's first seaside resort for the masses, has a rich and well recognised social and built heritage with the town's past success founded on iconic and innovative Victorian landmarks. Blackpool's heritage assets include the Tower, Winter Gardens, Piers, Grand Theatre, Illuminations and Tramway. At present, there are 38 listed buildings, two conservation areas, a grade 2* listed Historic Park (Stanley Park) and numerous locally listed buildings.

5.122 The Illuminations are unique and differentiate Blackpool from other UK seaside resorts. New innovative projects are being implemented to strengthen, update and capitalise on this offer, bringing contemporary and traditional light shows synonymous with Blackpool into the town centre and on the new promenade headlands.

5.123 The upgrade of the Victorian Tramway provides a fast and modern commuter route to better serve the residents as well as visitors. Alongside provision of modern new vehicles and supporting infrastructure, the historic appeal of vintage trams has been consolidated and enhanced as part of the visitor experience.

5.124 The Council will support appropriate remodelling of existing heritage assets to secure their long term future and provide new reasons to visit. In 2010, Blackpool Council purchased the Tower and Winter Gardens to facilitate their improvement and help secure their long term future. Heritage led improvement schemes have been implemented for both of these attractions. The Winter Gardens has been sensitively restored and has the potential to widen its range of uses in the future (see also policy CS18: Winter Gardens). Blackpool Tower has been significantly improved and working in partnership with Merlin Entertainments is now home to the Blackpool Dungeon, Blackpool Tower Eye and Circus.

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5.125 Any new development will be required to protect and enhance the character, quality and setting of conservation areas and notable buildings of heritage value. It is vital that these heritage assets are protected and enhanced to complement and strengthen the existing character created by historic buildings.

5.126 Features of buildings that make a contribution to historic character but are not specifically identified also have value and should be respected in new development.

5.127 The importance of Blackpool's heritage is little understood outside key structures like the Tower, Winter Gardens and Grand Theatre. There is a need to critically appraise the current condition of key buildings, and safeguard and reinforce their heritage value.

Image Lorna_Wilson



5.128 Detailed information has been gained from characterisation studies recently undertaken for various parts of the town. These studies will inform future decisions to safeguard and protect local buildings of historic significance, with the Council having prepared a Local List of heritage assets.

5.129 It is vital that Blackpool provides the quality desired by the modern visitor whilst cherishing and promoting the heritage assets, which have helped bring about the resort's past success and provide a strong base for the town to reinvent itself to attract a new generation of families and visitors.



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Water Management

5.130 Blackpool is an area of relatively flat, low lying land that is protected from coastal erosion and tidal inundation by modern sea defences and a number of smaller inland defences. In general, risk of flooding from rivers (fluvial) and coastal waters (tidal) across the Borough is relatively low; however, there are known issues in relation to surface water flooding, the capacity of the combined sewer network and bathing water quality.

5.131 The risk of flooding is influenced by physical factors such as the relief of the land, but also factors such as climate change and human activities. Rising sea levels and more frequent and intense storm events are increasing the risk of flooding, particularly in a coastal location such as Blackpool. It is important that any new development is appropriately flood resilient and resistant, provides necessary protection for existing and future users, and will not increase the overall risk of flooding.

Policy CS9: Water Management

1. To reduce flood risk, manage the impacts of flooding and mitigate the effects of climate change, all new development must:
 - a. Be directed away from areas at risk of flooding, through the application of the Sequential Test and where necessary the Exception Test, taking account of all sources of flooding;
 - b. Incorporate appropriate mitigation and resilience measures to minimise the risk and impact of flooding from all sources;
 - c. Incorporate appropriate Sustainable Drainage Systems (SuDS) where surface water run-off will be generated;
 - d. Ensure that there is no increase in the rate of surface water run-off from the site as a result of development;

- e. Reduce the volume of surface water run-off discharging from the existing site in to the combined sewer system by as much as is reasonably practicable;
 - f. Make efficient use of water resources; and
 - g. Not cause a deterioration of water quality.
2. Where appropriate, the retro-fitting of SuDS will be supported in locations that generate surface water run-off.

5.132 The National Planning Policy Framework and Planning Practice Guidance states new development should be directed away from areas at risk of flooding from all sources, including tidal, fluvial, surface water, sewer, groundwater flooding and reservoir failure.

5.133 The main risks of flooding in Blackpool are from surface water and capacity constraints in the sewer network. The combined sewer system handles both rainwater and sewage and can be overloaded during periods of prolonged heavy rain causing the system to discharge excess rainwater and sewage into the sea. Maintaining bathing water quality, while keeping the town safe from flooding, is a key priority for the Council, who are working with other public and private sector organisations to ensure that this is the case.

5.134 The European Union's revised Bathing Water Directive (2006/7/EC) came into force in March 2006 and has the overall objective to protect public health and the environment by improving the quality of bathing waters. The revised directive has more stringent water quality standards, a stronger beach management focus and new requirements for the provision of public information. It is therefore important that any new development does not cause deterioration in water quality which could impact on the Fylde Coast bathing waters. There are eight designated bathing waters along the Fylde Coast, with half of these located off the coast of Blackpool.

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5.135 The Fylde Peninsula Water Management Group, established in 2011 and chaired by Blackpool Council, has developed a 10-point action plan that sets out the work that is needed to deliver long term improvements to bathing water quality across the Fylde Peninsula. This group is a partnership comprising the Environment Agency, United Utilities, Blackpool Council, Wyre and Fylde Borough Councils, Lancashire County Council and Keep Britain Tidy. The partnership aims to improve coastal protection, improve the quality of the Fylde Coast's bathing waters and beaches, and reduce the risk of surface water flooding.

5.136 Further information on the Fylde Peninsula Water Management Group, bathing water quality, water supply, and surface and wastewater is provided in the Blackpool Infrastructure and Delivery Plan.

5.137 Some areas of Blackpool suffer from flash flooding when heavy storms generate high volumes of surface water that can rapidly increase the flow in a combined sewer until the volume becomes too much for the local drainage network. Combined sewer overflows act like safety valves, preventing flooding by releasing excess flows into streams, rivers or seas. These spills occur under wet conditions and can reduce the quality of bathing water. Such spills are one of a number of sources of pollution that have in the past contributed to the failure of bathing water quality standards along the Fylde Coast Peninsula.

5.138 The number of spills can in part be mitigated by reducing hard landscaping to enable rainwater to drain naturally into the ground through the use of appropriate Sustainable Drainage Systems (SuDS) and by incorporating water efficiency measures in developments to reduce the amount of run-off and wastewater that enters the public sewerage system. SuDS are one of the most effective ways of preventing local sewers from becoming overloaded. SuDS reduce the volume and peak flow of surface water in the sewer

network by allowing rain water to drain into the ground (infiltration SuDS) and delaying the flow of water using ponds, swales, green roofs and vegetation (attenuation SuDS). Design measures may also help to reduce the risk of flooding, such as the layout and form of development and the inclusion of green infrastructure which can slow the rate at which water reaches the ground through infiltration and interception.

5.139 It is envisaged that the use of SuDS on new development will become mandatory within the plan period following the commencement of Schedule 3 of the Flood & Water Management Act 2010. Blackpool Council, as Lead Local Flood Authority, will become the SuDS Approval Body and will ultimately have a responsibility for approving and adopting the surface water drainage systems on new developments.

5.140 Some areas of Blackpool also have problems with high groundwater and so it is important that new development does not increase the water table in adjacent areas by preventing drainage or by incorporating inappropriate infiltration SuDS.

5.141 To reduce the risk of flooding it is important that new development does not add more surface water to the sewer network. Where possible, developers are also encouraged to go further by taking opportunities to reduce surface water run-off rates from previously developed sites by as much as is reasonably practicable. On greenfield sites, applicants will be expected to demonstrate that the current natural discharge solution from the site is at least replicated. On previously developed sites, applicants should target a reduction of at least 30% in surface water discharge, rising to a target of 50% in critical drainage areas.

5.142 Landowners and developers should investigate every option before discharging surface water into the sewerage network, however where necessary surface water should discharge in the following order of

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priority:

- A soakaway or some form of infiltration system (using sustainable urban drainage principles); or
- An attenuated discharge to the watercourse (a discharge to groundwater or watercourse may require consent of the Environment Agency); or
- As a last resort, an attenuated discharge to the combined sewer system.

5.143 Landowners and developers are encouraged to undertake early engagement with United Utilities and the Environment Agency to limit the impact of surface water on existing infrastructure and to most appropriately manage the impact of growth. To support applications landowners/developers should produce drainage strategies for each phase of the proposed development in agreement with the Local Planning Authority, Environment Agency and United Utilities, to ensure drainage infrastructure is delivered in a holistic and co-ordinated manner.

5.144 In addition to limiting discharges from new developments, there is also a need to reduce surface water run-off flows from existing development. Retrofitting SuDS is a priority of the Fylde Peninsula Water Management Group Action Plan, therefore measures to retrofit SuDS where appropriate will be supported by the Council.

5.145 The Council and its partners are preparing a number of strategies and plans to provide guidance on managing flood risk and the use of sustainable drainage systems, rain and grey-water storage and green infrastructure in conjunction with conventional drainage systems, to mitigate surface water run-off. This includes the Blackpool Surface Water Management Plan, Lancashire and Blackpool Flood Risk Management Strategy, and a Fylde and Blackpool Drainage Strategy.

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Sustainable Design and Renewable and Low Carbon Energy

5.146 The Climate Change Act (2008) introduced legally binding targets to reduce UK carbon emissions by at least 80% by 2050 compared to 1990 levels. In order to help meet this target local authorities are required to reduce carbon emissions. These reductions are ambitious and building the infrastructure to deliver them will require taking an early lead to achieve the target in a cost effective way. Sustainable design and construction and the use of renewable and low carbon energy are key to achieving a reduction in carbon emissions.

5.147 To mitigate the impacts of climate change, renewable and low carbon energy will play an increasingly important role in the supply of energy. Furthermore, the generation of renewable and low carbon energy will reduce the effects of rising energy prices and reliance on imported and finite (non-renewable) fossil fuels, improve community health and well-being, create more desirable homes and places to live, and stimulate investment in new jobs and businesses.

CS10: Sustainable Design and Renewable and Low Carbon Energy

1. To mitigate the impacts of climate change, minimise carbon emissions and ensure buildings are energy efficient, developments must follow the principle of the energy hierarchy, which is to:
 - a. Reduce the need for energy by taking all reasonable steps to locate and orientate buildings to incorporate passive environmental design for heating, cooling, ventilation, and natural day-lighting. Buildings should be flexible enough to adapt to the effects of climate change over their lifetime;

- b. Minimise energy use by ensuring appropriate energy efficient measures are integral to development proposals; and
 - c. Meet residual energy requirements, where feasible and viable, through the use of renewable and low carbon energy generating technologies. In doing so, development should:
 - i. Include renewable and low carbon energy provision, appropriate to the development and its surroundings
 - ii. Investigate opportunities to incorporate or connect to decentralised renewable and low carbon energy networks.
 2. An Energy Strategy, including details on the phasing and location of energy centres and networks, will be required for all Strategic Sites.
 3. The development of renewable, low carbon, or decentralised energy schemes, particularly community-led schemes, will be supported where proposals:
 - a. Are located appropriately and do not cause an unacceptable impact on surrounding uses or the local environment, landscape character or visual appearance of the area, taking into account the cumulative impact of other energy generation schemes; and
 - b. Mitigate any potential noise, odour, traffic or other impacts of the development so as not to cause an unacceptable impact on the environment or local amenity.
 4. All new non-residential development over 1,000m² will be required to achieve BREEAM 'very good' (or any future national equivalent).

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5.148 The sustainable design and construction of buildings is fundamental to achieving a reduction in carbon emissions, improving the environmental performance of buildings and increasing the resilience of communities by ensuring new developments are capable of adapting to the effects of climate change over their lifetime. To achieve this, Policy CS10 requires all developments to follow the principle of the energy hierarchy. That is, to improve the efficiency of a building and reduce the need for energy through design, prior to meeting residual energy requirements through the installation of renewable and low carbon energy generation technology.

5.149 Reducing the energy requirements of new development can be achieved through all stages of design, from the site layout and the orientation of buildings to the efficient design of the buildings themselves. Careful design of a building and the design and specification of built elements can balance heat loss and overheating in new buildings. Mitigation measures such as building orientation, external shutters, the correct shading of windows on south and west elevations, using passive stack or cross ventilation, green-roofs for thermal mass and the choice of materials and design of outer walls can all assist in reducing the need and use of energy.

5.150 In addition to new development, opportunities to reduce energy use and carbon emissions in existing buildings and measures to improve the energy efficiency of such properties will be supported.

5.151 The Borough's location and dense urban form provides three main opportunities to contribute to the national reduction in carbon emission and increased supply of renewable and low carbon energy, which are:

- Improving the performance of existing buildings, through energy efficiency measures and inclusion of on-site low carbon and renewable energy technologies;
- Delivering energy efficient buildings as part of new

development along with on-site low carbon and renewable energy technologies; and

- Wider community intervention for the development of renewable and low carbon energy systems on a strategic scale, such as the setting up of community-led district energy systems.

5.152 A Supplementary Planning Document on energy efficiency will be prepared by the Council providing more guidance on the measures that should be considered and, where appropriate, provided to reduce energy use.

5.153 The UK's energy supply currently relies heavily on fossil fuels such as coal, oil and gas which are finite resources and have a detrimental impact on the climate by releasing greenhouse gases. Renewable energy technology is powered by naturally occurring and naturally replenished energy and does not produce greenhouse gas emissions. Examples include the movement of wind and water (wind turbines and hydropower), energy from sunlight (solar power), and fuel from organic material such as plants and waste (biomass). Low carbon technologies generate electricity but emit significantly less carbon dioxide than traditional fossil-fuelled power generation. Examples include heat pumps, district heating and combined heat and power (CHP) systems.

5.154 Reducing reliance on fossil fuels and increasing the supply of renewable and low carbon energy will ensure the UK has a secure and sustainable energy supply and will reduce greenhouse gas emissions to slow down climate change.

5.155 The generation of renewable and low carbon energy combined with the incorporation of energy efficient measures as part of new developments is particularly important in Blackpool, which has the highest proportion of households in fuel poverty out of the 326 authorities across England (2013)²³. It is therefore crucial that all developments incorporate

²³ DECC (2013) Fuel Poverty Report

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measures that will address the significant levels of fuel poverty experienced in Blackpool to improve the health and wellbeing of communities and to meet the national requirements to reduce carbon emissions and increase the supply of renewable energy.

5.156 Opportunities for renewable and low carbon energy generation and carbon reductions in the town are identified in the Blackpool Climate Change and Renewable Energy Study (2010) and as part of a Lancashire wide study (Renewable Energy Target Setting and Policy Development). These studies identify strategies and currently available technologies that would enable Blackpool to fulfil its potential for renewable and low-carbon energy generation, with the town being able to provide around 29MW energy by 2030.

5.157 The Energy Opportunities Map set out in the Blackpool Climate Change and Renewable Energy Study identifies significant potential to implement district heating across large areas of Blackpool due to the dense urban form of the Borough. At present district heating systems can be made viable on a range of scales with most in the UK (85%) being classed as small scale, averaging 35 dwellings per network²⁴. Therefore, where viable and feasible, developers should explore how district heating systems can be made to work on their site, considering community funding or the use of a local Energy Service Company to overcome the initial capital cost and realise longer term profits and other benefits.

5.158 Mixed-use developments often present the best opportunities for district heating and CHP as they can provide a more balanced heat and energy use profile enabling significant reductions in carbon emissions. Beyond reducing emissions, community energy systems also generate income from Feed-in-Tariffs, Renewable Heat Incentives as well as the sale of heat and/or power to households to generate an income. Many renewable energy and low-carbon energy schemes are difficult to deliver on a conventional basis as the

returns, though considerable, are generated over a long period. For investors with a long-term interest (which may include community groups or local authorities) this can be very attractive and the Council will support such measures.

5.159 Blackpool's dense urban form and high proportion of older buildings which are not energy efficient presents an opportunity for the retro-fit of district heating networks, forming an extension to a newly installed district heating system. These can provide large areas of the town with highly efficient heating and hot water. Whilst they involve significant infrastructure investment, high up-front costs can be turned into profits over the long-term and savings to those who are connected. The Council will support retro-fitting measures where appropriate, as funding and opportunities arise. On a smaller scale, the installation of solar panels and heat-pumps on buildings will also be supported where appropriate.

5.160 Due to their scale, strategic development sites provide good opportunities to install energy efficient power sources such as district heating and CHP systems. An energy strategy showing where energy centres and networks will be located and how they will be phased will enable the developer to demonstrate that every effort has been made to consider energy efficiency and renewable and low carbon energy measures made viable by the scale of development. This energy strategy will guide the development of low carbon infrastructure in a co-ordinated way and ensure that individual developments on the site can be taken forward in a carbon and cost-efficient manner. As these sites are likely to be developed in phases, it is important that early phases do not prejudice the potential to install energy efficiency measures in those that follow.

²⁴ DECC (2013) Summary Evidence on District Heating Networks in the UK

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Planning Obligations

Policy CS11: Planning Obligations

1. Development will only be permitted where existing infrastructure, services and amenities are already sufficient, or where the developer enters into a legal undertaking or agreement to meet the additional needs arising from the development.
2. Where appropriate, planning contributions will be sought in connection with a development to ensure that:
 - a. The particular facilities required for the proposed development, including the provision of necessary infrastructure, services and community facilities are met
 - b. Any damaging impact on the environment or local amenity arising from the proposed development can be overcome.

5.161 The Council works with other infrastructure providers, including the Highways Agency, United Utilities and the Environment Agency, to develop an understanding of existing infrastructure provision and future requirements as well as funding sources and responsibility for delivery. The most up-to-date position is reflected in the Infrastructure and Delivery Plan which accompanies the Core Strategy. In addition, the Council works with neighbouring authorities to take account of the need for/support the delivery of sub-regional infrastructure, particularly in relation to developments close to the Blackpool boundary.

5.162 The Council will ensure that new developments provide the necessary physical, social and green infrastructure to meet local needs and achieve sustainable development, and do not result in infrastructure deficiencies or exacerbate other problems. The impact of all development proposals will need to be fully assessed and where developments have potentially significant implications on infrastructure, applicants will be required to submit assessments in support of their development proposal.

5.163 Where development proposals give rise to additional social, environmental and infrastructure costs, they will be subject to conditions attached to planning permissions and/or planning obligations as appropriate, to mitigate the impacts of the development and make it acceptable in planning terms.

5.164 Examples of measures the Council may seek are set out in a number of policies throughout this document and are summarised below, although this is by no means an exhaustive list as the implications of individual planning applications can differ greatly:

- Affordable housing
- Physical infrastructure - flood defences, highway works, pedestrian access, public transport facilities/infrastructure, district heating schemes, sustainable drainage systems (SuDS)
- Social infrastructure - health and educational facilities, sports facilities, leisure and arts, recycling and other community facilities
- Green infrastructure - ecology and nature conservation, environmental improvements, landscaping, play areas, parks and spaces, street furniture

5. Core Policies

5.165 The introduction of the Government's Community Infrastructure Levy (CIL) Regulations supports local authorities in developing a CIL charging schedule, which identifies the level of contribution required from different types of development towards meeting future community infrastructure needs. In some instances this would override the need for conditions or planning obligations. However, until the Council takes a decision on whether to introduce a CIL charging schedule, which will need to balance a number of considerations including development viability, it will continue to utilise planning obligations and/or conditions as appropriate. Depending on the decision taken, these may continue to be used either in their entirety or alongside CIL (for example where contributions are needed to ensure any site specific mitigation requirements or other non-infrastructure needs are met).

5.166 A Supplementary Planning Document will be prepared by the Council to provide further guidance on contributions required from developments, which will also reflect a CIL charging schedule should this be introduced.

Chapter 6

Strengthening Community Well-being





Contents:

- CS12: Sustainable Neighbourhoods
- CS13: Housing Mix, Standards and Density
- CS14: Affordable Housing
- CS15: Health and Education
- CS16: Traveller Sites

6. Strengthening Community Wellbeing

Sustainable Neighbourhoods

6.1 Sustainable communities contribute to a better balanced and quality of life for existing and future residents through the promotion of social cohesion and inclusion, the strengthening of economic prosperity and enhancement of the natural and built environment. Sustainable communities should comprise a mix of age groups, incomes and lifestyles within a safe, healthy and clean environment, with access to a full range of services and community facilities.

6.2 The focus of Policy CS12: Sustainable Neighbourhoods is to ensure that future development and investment contributes to delivering sustainable communities, whilst focusing regeneration and improvement in a number of identified priority neighbourhoods. The improvement of these neighbourhoods is fundamental to creating more sustainable communities.

Policy CS12: Sustainable Neighbourhoods

1. To secure a better quality of life for residents and to deliver sustainable neighbourhoods, the Council will support development and investment which:
 - a. Provides high quality housing with an appropriate mix of types and tenures to meet the needs and aspirations of existing and future residents and assists with rebalancing the housing market
 - b. Provides high quality community facilities accessible to all members of the community
 - c. Contributes to an efficient, multi-modal transport network to enable easy access to a range of jobs and services

- d. Creates a healthy, safe, secure and attractive environment and public realm, which promotes local pride and a sense of place
 - e. Reflects the built heritage of the neighbourhoods and enhances the appearance of important existing buildings and their settings
 - f. Addresses the need for a balanced provision of resident and visitor parking alongside streetscape enhancement.
2. Neighbourhood regeneration and improvement will focus on:
 - a. **Neighbourhoods within the inner area**, including the mixed holiday and residential neighbourhoods of North Beach, Foxhall and South Beach, and the predominantly residential neighbourhoods of Claremont, Talbot and Brunswick, Revoe and St Heliers
 - b. The **outer estate priority neighbourhoods** of Queens Park, Grange Park, Mereside, and Kinraig.
 3. To support development and investment in these neighbourhoods the Council will address the problems and challenges associated with poor quality housing and unauthorised residential use through wider housing, planning and enforcement initiatives, including:
 - a. Opportunities for selective intervention to improve the quality and mix of existing housing stock
 - b. Providing assistance with site assembly where required to facilitate major redevelopment schemes, including the selective or comprehensive redevelopment of key sites.

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6.3 Much of Blackpool is residential in character, comprising a mix of mainly older terraced and semi-detached housing as the town expanded during the 20th century, with the development of newer estates on the periphery of the town. Blackpool has a wide range of local shops, schools and supporting community facilities, as well as some large and high quality areas of parkland and open space. However, Blackpool's neighbourhoods have a range of different communities living in widely contrasting local conditions and circumstances, with some neighbourhoods falling short of the ideal of a balanced, healthy and sustainable community and experiencing social, economic and environmental decline.

6.4 To address these issues, neighbourhood regeneration will be focused on a number of identified priority neighbourhoods where development and investment is most urgently needed, with plans agreed with the community to redefine, reinvest and improve their neighbourhoods to create places where people want to live. Neighbourhood plans will form a key component in securing their comprehensive improvement, which will encompass a wide range of initiatives across a number of public agencies and services to reflect the specific needs of each area and the local community.

6.5 Whilst the approach to achieving sustainable communities will be applied to neighbourhoods across the Borough, the scale of intervention required makes it necessary to focus development and investment on a number of priority neighbourhoods. Inner area neighbourhoods will continue to benefit from the Council's wider management, enforcement and improvement programme to tackle housing problems and uplift the quality of the built environment to create sustainable communities.

Neighbourhoods within the Inner Area

North Beach, Foxhall and South Beach

6.6 The neighbourhoods of North Beach, Foxhall and South Beach were developed at the turn of the 20th century to accommodate large numbers of holiday makers and to support a residential population within compact streets in close proximity to the seafront. Today, they are characterised by problems caused by the decline in overnight visitors, which has resulted in a significant number of guest houses being converted and sub-divided into poor quality, privately-rented residential accommodation. This has led to an unbalanced housing supply in these areas, with choice limited to predominantly small, poor quality bedsits and flats or Houses in Multiple Occupation (HMOs), which are unsuitable for families and undesirable for anyone who can afford to choose better. The high concentration of these properties, which are occupied by a high proportion of housing benefit claimants, undermines the quality of the environment and the social and economic sustainability of communities.

6.7 North Beach, Foxhall and South Beach will continue to support the tourism market, however current visitor numbers cannot sustain the number of guest houses within these neighbourhoods. The Council is therefore seeking to redefine their role to give them a viable future, with a high quality holiday accommodation offer whilst also becoming vibrant and exciting places to live. High quality holiday accommodation will continue to be encouraged within the defined holiday accommodation areas in these neighbourhoods (Policy CS23: Managing Holiday Bed Spaces), supported by new investment in resort infrastructure, but outside these defined areas there will be flexibility for property owners wanting to introduce high quality residential uses.

6.8 Within these neighbourhoods, proposals for comprehensive improvement or redevelopment will be

6. Strengthening Community Wellbeing

pursued to support a more balanced inner area housing offer. These will be set out in neighbourhood plans where appropriate. Key sites within and adjacent to these neighbourhoods, including the Rigby Road development sites, present opportunities for comprehensive redevelopment to introduce a wider housing offer close to the seafront. This opportunity will support neighbourhood regeneration by embracing the principles of sustainable development and high quality design and will improve the arrival experience into the town along Seaside Way.

6.9 To contribute towards providing a balanced and high quality housing offer, the Council is pursuing a range of measures to address the large numbers of poor quality and badly managed private rented sector housing in these neighbourhoods. This type of housing is affecting the social cohesion of communities, driving down the quality of the built environment and having an impact on the health, safety and wellbeing of residents and the wider community. In response, the Council is pursuing a selective licensing scheme to reduce anti-social behaviour and improve the management of private rented accommodation.

6.10 The first phase of this selective licensing scheme covers an extensive area between the town centre (Chapel Street) and Blackpool Pleasure Beach (Balmoral Road) and inland from the Promenade to Seaside Way. The scheme requires every privately rented flat, house or room to have a licence to operate in the area, which includes a series of conditions relating to the management of the property, fire safety and anti-social behaviour. The Council plans to roll out further phases in the inner area neighbourhoods.

6.11 The Council is also preparing to introduce an Article 4(1) Direction with respect to houses in the defined inner areas, which will prevent them from changing use to a HMO without the need to apply for planning permission. Whilst not all HMOs are problematic, issues can arise in terms of the quality and type of accommodation provided, the transient nature of occupants and their impact on the character

and appearance of an area. Any further addition to the stock of HMO accommodation may encourage further in-migration of single person households, which would further distort the housing market in Blackpool and continue to contribute to unbalanced communities.

Other Inner Area Neighbourhoods

6.12 Whilst there is a distinct variation in character between the mixed holiday and residential neighbourhoods of North Beach, Foxhall and South Beach and the predominantly residential neighbourhoods further from the seafront (Figure 15), they share common problems in terms of unbalanced and unstable communities, a limited housing offer and the need for enhancement. The quality of the built environment within these neighbourhoods is poor and green infrastructure (including public open space, street landscaping and private gardens) is extremely limited. To address these issues, investment and development will be encouraged which introduces high quality family housing, alongside public realm improvements and new green infrastructure, to create more balanced and sustainable communities.

6.13 In addition to an unbalanced housing offer, these neighbourhoods similarly have limited areas of public open space, high levels of transience, low educational attainment, economic and social issues and vulnerable households, which have undermined their attractiveness as a place to live. It is vital that new development contributes to achieving more sustainable communities across Blackpool but particularly that development and investment takes place to improve the quality of the built and natural environment and to address the economic and social issues evident in these areas.

6.14 For all neighbourhoods within the inner area, the combination of various intervention measures, including selective licensing, the introduction of an Article 4 Direction and other regeneration initiatives, will contribute to achieving sustainable neighbourhoods to provide a better quality of life for residents within an enhanced built and natural environment.

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Outer Estate Priority Neighbourhoods

6.15 The outer estate priority neighbourhoods differ in character to the inner area neighbourhoods, however they share similar issues relating to the limited housing offer as well as the social and economic challenges. These neighbourhoods are located within some of the most deprived areas in England ²⁵ and require a co-ordinated approach to neighbourhood regeneration which combines environmental improvement alongside targeted intervention with communities in relation to social, economic, education and health issues.

6.16 Comprehensive redevelopment of the Queens Park estate illustrates the Council's commitment to intervention in order to improve the quality and choice of the housing offer in these neighbourhoods. This will also provide a safe and attractive neighbourhood to encourage balanced and sustainable communities to form. In consultation with the community, redevelopment will involve the demolition of five tower blocks and a number of lower rise blocks of predominantly one-bedroom flats, to be replaced with homes more suited to family occupation, as well as enhanced public and private spaces and community facilities.

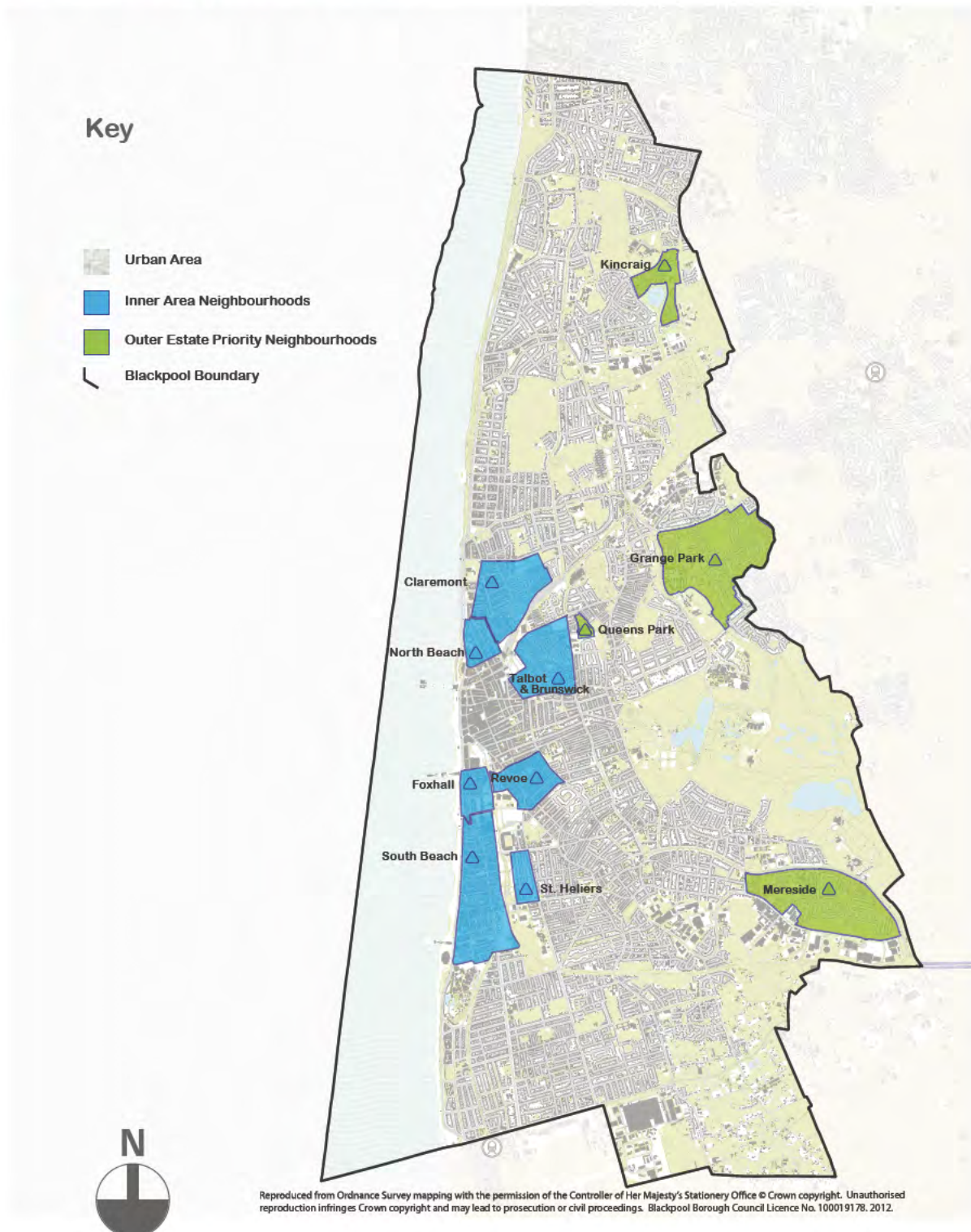
6.17 Other initiatives are also planned that will improve the environment and community facilities on other Council housing estates. These include plans to improve the shops and community facilities on the Grange Park estate as well as environmental improvements at Mereside, with full consultation to take place between residents and the Council to make sure that the outcomes benefit the whole community.



²⁵ Source: Indices of Multiple Deprivation, 2010

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Figure 15: Location of Blackpool's Neighbourhoods



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Housing Mix, Density and Standards

6.18 It is essential for new housing developments to make a positive contribution towards Blackpool's overall housing stock, by providing a sustainable mix of quality homes where people want to live. This will help to meet the future needs of residents by offering a wider choice of quality accommodation, rebalance Blackpool's housing stock with more family homes, and create mixed and balanced communities across the Borough. It is also important for new housing to achieve a density appropriate to the characteristics of that particular area of the Borough.

6.19 Policy CS13 sets out the house types and sizes, design standards and density required from new developments, while Policy CS14: Affordable Housing addresses tenure mix.

Policy CS13: Housing Mix, Density and Standards

New residential development will be required to provide an appropriate mix of quality homes which help to rebalance Blackpool's housing supply and support sustainable communities, by:

1. Including a mix of house types and sizes, having regard to the specific character and location of the site. The general requirement is as follows:
 - a. On sites greater than 1 hectare, a maximum of 10% of all homes should be one bedroom, at least 20% of all homes should be two bedrooms; and at least 20% of homes should be three bedrooms or larger, in order to achieve a balanced mix of dwelling sizes within the development;
 - b. On sites between 0.2 and 1 hectare, a mix of dwelling sizes is required within the site, or the proposal should contribute towards a balanced mix of provision in the surrounding area;

c. On all sites, new flat developments will not be permitted which would further intensify existing over-concentrations of such accommodation and conflict with wider efforts for the comprehensive improvement of the neighbourhood. Developments including more than 10 flats are unlikely to be acceptable on sites in the inner area away from the seafront and town centre. Where flat developments are permitted, at least 70% of flat accommodation should be 2 bedrooms or more.

2. Providing quality living accommodation, which meets the standards in place for conversions or new build development.
3. Making efficient use of land, with an optimum density appropriate to the characteristics of the site and its surrounding area. Higher densities will be supported in main centres and on public transport corridors.

Housing Mix

6.20 The housing mix requirements are informed by the sizes and types of housing that the population is likely to need over the plan period, as evidenced in the Fylde Coast Strategic Housing Market Assessment (SHMA), as well as the plan objective to provide a wider choice of quality homes in Blackpool and rebalance the housing stock.

6.21 Blackpool's existing housing stock comprises a high proportion of smaller, terraced properties and flats, particularly in the inner areas where flats account for half of the total housing stock. Since 2001, around 1,500 additional flats have been delivered in Blackpool, representing three quarters of the total net growth in stock. There is a smaller proportion of larger properties and detached housing across the Borough compared to elsewhere in the Fylde Coast.

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6.22 In projecting forward current trends, the SHMA suggests the greatest need for smaller properties, as well as a requirement for medium and larger properties to meet the needs of families and other households aspiring to occupy such stock. However, due to the limited choice provided by the existing housing stock, in particular the lack of larger, family-sized homes, developments are required to provide an appropriate mix of house types and sizes which will make a positive contribution to the overall housing offer in that area of the Borough. Larger schemes on sites greater than 1ha will be required to achieve a balanced housing mix within the development and a limit on the level of one bedroom properties will apply. This will help to encourage sustainable communities to form and retain economically active households who may otherwise choose to live elsewhere in the Fylde Coast.

6.23 Blackpool's inner areas have a particularly high concentration of smaller flatted properties and bedsits occupied by single person and lone-parent households, as a result of the conversion and sub-division of a significant number of former holiday accommodation premises. This housing stock has contributed to the socio-economic problems associated with the inner areas of Blackpool, which the Council and its partners are actively trying to address. This includes housing intervention programmes to rebalance the stock and provide a wider choice of homes that will appeal to different households and support balanced and stable communities. Therefore, new flatted developments (new build or conversions) that would intensify existing over-concentrations and conflict with efforts to deliver wider neighbourhood improvement, will be resisted. This includes larger developments in the inner areas, with the exception of sites on the promenade and in the town centre, where high quality flat developments have the opportunity to complement the existing built form and deliver regenerative benefits. Where flat developments are permitted, the policy requires a minimum of 70% of the flat accommodation to be two bedrooms or more.

Housing Standards

6.24 In order to provide a choice of quality homes across the Borough and complement wider housing intervention programmes to improve the quality of Blackpool's existing housing stock, it is essential that all new housing being delivered will provide quality accommodation where people would choose to live. To ensure a consistent approach in achieving quality, new housing will be required to meet the local standards produced for conversions and new build developments. These will be based on relevant national standards and guidance where appropriate, including the Code for Sustainable Homes, Building for Life and Lifetime Homes standards; with the latter being particularly important to provide accessible homes to meet the future needs of Blackpool's older person households as evidenced in the SHMA.

6.25 Current guidance on the conversion or sub-division of properties for residential use is contained within the 'New Homes from Old Places Residential Conversion and Sub-Division SPD'. Costs associated with achieving these standards have been incorporated into relevant viability testing appraisals. The intention is to produce a sustainable design SPD for new build developments, with the scope of this needing to reflect the outcome of the Government's latest consultation on local housing standards.

Housing Density

6.26 To promote efficient use of land, proposals will be expected to optimise density, whilst reflecting the characteristics of the site and surrounding area. Building at an optimum density is essential in Blackpool with its limited land resource and will help to sustain local facilities and services. Higher densities are sought in more accessible locations, where the site is within walking distance of town, district or local centres or well-served by public transport. Location, design and site configuration issues will need to be balanced with density considerations, particularly on small sites, in order to achieve the best possible development.

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Affordable Housing

6.27 Despite relatively low house prices and rents, affordability is a serious issue across the Borough because of the prevalence of households with very low incomes. Blackpool's inner areas are characterised by an over-supply of small flats and Houses in Multiple Occupation (HMOs) for rent, which despite being easily accessible to people on low incomes through benefits payments, are often poor quality, undesirable, and unsuitable for many households. As a result, there is significant need and demand for a choice of quality affordable housing across the Borough.

6.28 It is a priority for the Council, through its planning policies and wider housing strategy, to ensure there is an adequate supply of good quality affordable homes across the Borough, providing a choice of size, type and tenure that is suitable for family occupation in particular, and to help create mixed, balanced and stable communities.

6.29 Policy CS14: Affordable Housing sets out the requirements for affordable housing from new residential developments, informed by up-to-date evidence on local market conditions, levels of need and viability testing. Further detailed guidance will be provided in the Affordable Housing Supplementary Planning Document (SPD), being prepared alongside the Core Strategy²⁶.

Policy CS14: Affordable Housing

1. All market and specialist housing developments, including conversions, creating a net increase of three dwellings or more will be required to provide affordable housing (either on-site or off-site) or make a financial contribution towards affordable housing provision. Developments within the defined inner area are exempt from this requirement.

2. Affordable housing should normally be provided as follows:
 - a. Where developments would comprise 15 dwellings or more, or on sites of 0.5 hectares or more, the minimum requirement is 30% of the total number of dwellings created. On-site provision will be sought where possible. Off-site provision, or a financial contribution of broadly equivalent value, will be considered instead of on-site provision where the site is unsuitable for affordable housing, or where this would be more effective in delivering affordable housing to support Blackpool's regeneration objectives;
 - b. Where developments are on sites less than 0.5 hectares and would comprise 3-14 dwellings, then a financial contribution towards off-site provision will be sought. This contribution level will be set out in the Affordable Housing Supplementary Planning Document (SPD), in accordance with the most recent viability assessment and the latest government guidance;
 - c. Where the above requirements cannot be met in full as they would render a development unviable, and this has been robustly justified with the submission of a viability appraisal, then an alternative level of provision may be negotiated.
3. Where affordable housing units are being provided for in a development, they will be expected to deliver a mix of homes that meet current housing needs, of similar size and

²⁶ A Draft SPD was consulted on in June 2012; the intention is to prepare and consult on a revised draft in autumn 2014.

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quality to equivalent market housing. The tenure mix will depend on the location of the site, although the general requirement will be for a mix of social rented and intermediate housing for sale or for rent. Further guidance on dwelling size, type, design and tenure mix will be provided in the Affordable Housing SPD.

4. The Affordable Housing SPD will also provide guidance on the approach to:
 - a. Phasing
 - b. Ensuring Affordability
 - c. Calculating financial contributions

6.30 Affordable housing need²⁷ for Blackpool and its housing market area is evidenced in the Fylde Coast Strategic Housing Market Assessment (SHMA). The most recent SHMA was published in March 2014 and contains housing need analysis from 2013. This calculates that the likely level of affordable housing required over the next 5 years is 264 new homes per year in Blackpool, within the inner areas and elsewhere, based on the number of current and newly forming households in need (and subtracting the available/committed supply)²⁸.

6.31 Meeting this need in full would require overall levels of housing delivery far in excess of what has been achieved over the last ten years and so it cannot be reasonably expected to be realised. However, in acknowledging this, the SHMA supports the need for planning policies to enable sufficient affordable housing delivery to avoid exacerbating affordability issues. This includes the need for new residential developments to make an appropriate contribution towards affordable housing provision, where this would not otherwise render them unviable. It is also important to note that

²⁷ This refers to households who lack their own housing or live in unsuitable housing and who cannot afford to meet their needs in the open market without public subsidy.

²⁸ This figure compares to 140 new affordable homes per year calculated in the previous Fylde Coast SHMA (DTZ, 2008)

the private rented sector²⁹ subsidised through housing benefit, as well as alternative means of delivery outside the planning system (such as grant funded schemes to improve social housing), will continue to play an important role in meeting Blackpool's affordable housing need.

6.32 Residential developments required to make an affordable housing contribution include all new build and conversion schemes for market and specialist housing creating a net increase of three dwellings or more outside the defined inner area. The requirements are informed by the Blackpool Local Plan and Community Infrastructure Levy (CIL) Viability Study Report (URS, 2014).

6.33 The policy requires affordable housing provision equivalent to a minimum of 30% of the total number of dwellings for developments comprising 15 dwellings or more, or on sites of 0.5 hectares or more, including conversion schemes. Where possible the Council will work with developers to provide this on-site, although there are some instances when off-site provision would be preferable. For example, where sites are unsuitable to deliver the type of affordable housing needed in that area due to their size or configuration; or where off-site provision would be a more effective way to support regeneration and to help rebalance the housing stock.

6.34 In Blackpool, a large proportion of new housing is expected to come forward from developments below the 15 dwellings threshold. These schemes are able to make an important contribution towards affordable housing provision and supporting evidence shows the requirements would not render them unviable. Specifically, developments comprising 3-14 (net) dwellings, including conversions, will be required to make a financial contribution towards off-site affordable housing provision. The contribution required will be informed by, and be compatible with,

²⁹ In calculating net need, the SHMA does not recognise the private rented stock in absorbing affordable need.

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the most recent viability assessment³⁰ undertaken by the Council and the latest government guidance. The specific contribution level will be set out in the Affordable Housing SPD, in order to provide sufficient flexibility to take account of Blackpool's challenging market conditions and viability issues, the need to reflect a decision on whether or not to introduce CIL, and the possibility of emerging government guidance introducing minimum thresholds for affordable housing contributions.

6.35 Developments creating less than 3 net units are exempt from making an affordable housing contribution, as are sites within the defined inner area, including sites along the promenade which fall within the inner areas. Ensuring these schemes are viable will encourage conversions from modest guest houses into high quality homes to come forward, as well as regeneration schemes within the inner areas and along the seafront, which are an important element of future supply. This supports the Council's housing strategy and is also informed by the recent Viability Study (URS, 2014).

6.36 Evidence from the viability testing shows that the policy requirements do not render development outside the inner areas unviable. Developers will therefore be expected to take these requirements into account in determining land values. Where issues with overall viability, site characteristics or abnormal costs beyond those assumed in the Viability Study are demonstrated, and these cannot be offset by depreciated land value or recouped in sale price, then a revised affordable housing contribution may be appropriate on specific sites. In each case, this would need to be justified with a robust viability appraisal prepared in accordance with an agreed methodology, which the Council will use as the basis to negotiate alternative contribution levels.

6.37 In addition to the scale of affordable need, the SHMA also analyses the dwelling size and tenure mix required. This indicates greatest need for small properties of one bedroom only, as well as demand for larger properties to meet the needs of family households. However, given the high concentrations of one bedroom properties in Blackpool, the policy requires a mix of affordable homes to be provided, with this mix reflecting the importance of family-sized affordable homes to help rebalance the housing stock. In terms of tenure, the SHMA considers that a large proportion of Blackpool's affordable need can only be addressed through social housing for rent, although intermediate housing³¹ may also play a limited role. The policy recognises that different approaches are required across the Borough to support an appropriate tenure mix in order to create balanced and stable communities.

6.38 The appropriate size, tenure and type of affordable housing required on individual sites will depend on the regeneration priorities, housing needs and market conditions of that particular area, and will also be informed by the wider housing strategy (including the need to rebalance the housing stock and delivery of housing development programmes) as well as viability considerations for individual sites.

6.39 Further guidance on the affordable housing requirements will be provided in the Affordable Housing SPD. This will be informed by up-to-date evidence on housing need, viability and strategy aims.

³⁰ This is currently the Blackpool Local Plan and CIL Viability Study Report (URS, 2014)

³¹ This is defined as homes for sale and rent provided at a cost above social rent, but below market levels. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.

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Health and Education

6.40 Improving the health and education of Blackpool's population is a major challenge, with the gap in health and education inequalities between Blackpool and the rest of the UK continuing to widen. Access to quality health and education facilities is integral to raising educational achievement and improving the health and wellbeing of communities. Achieving wider social, health and lifestyle goals is also closely linked to delivering major physical change and the regeneration of the built environment.

6.41 People's health and education is influenced by the settings of their everyday lives – where they live, learn, play and work. There is a strong relationship between social and economic factors such as low income and poor quality housing, with the state of health and levels of educational attainment in local communities. Improved provision and access to quality public services, which Policy CS15 aims to address, has a direct positive effect on the health and wellbeing of residents.

Policy CS15: Health and Education

1. Development will be supported that encourages healthy and active lifestyles and addresses the Council's health priorities. This includes co-located, more integrated health and education facilities, increasing community access and participation, and reducing the need to travel.
2. In order to provide accessible healthcare to Blackpool's communities, proposals will be supported that complement existing health care facilities currently concentrated at Blackpool Victoria Hospital, the three supporting primary care centres in south, central and north Blackpool and smaller local delivery primary care units.

3. Contributions will be sought from developers towards the provision of health facilities where their development would impact on the capacity of existing healthcare provision.
4. Development will be supported that enables the provision of high quality new and improved education facilities. This will include:
 - a. The expansion, modernisation and enhancement of Blackpool's higher and further education facilities, working closely with the relevant establishments;
 - b. The remodelling, extension or rebuilding of schools in Blackpool.
5. Contributions will be sought from developers towards the provision of school places where their development would impact on the capacity of existing schools.

6.42 Major health and education facilities including Blackpool and the Fylde College, Blackpool Sixth Form College and Blackpool Victoria Hospital serve the Fylde Coast sub-region and are located across the Borough. More local health and education facilities are located in close proximity to the residential communities they serve. To ensure future provision is located in the most sustainable and accessible locations, facilities should be appropriately located in accordance with their scale and catchment. This could include opportunities for co-location with existing facilities or on sites within existing centres where appropriate, as defined on the Proposals Map.

Health

6.43 Improvement of Blackpool's health facilities will be focused on the continuing replacement of outdated facilities and the provision of new services within the existing main Blackpool Victoria Hospital site, with an ongoing long term programme for the phased

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redevelopment of the site. In addition, a purpose built high quality mental health facility is being developed on the edge of the Blackpool urban area at Whyndyke Farm which replaces existing outdated facilities at the Hospital. It will provide treatment and care for people with a variety of mental health problems. Provision of health and supporting care facilities at a more local level is led by the provision of three multi-use Primary Care Centres; Moor Park Health and Leisure Centre, Whitegate Health Centre and South Shore Primary Care Centre.

6.44 These facilities bring together and enhance access to a much wider range and higher standard of health care and supporting community facilities which can support lifestyle changes under one roof. Moor Park Health and Leisure Centre provides an example of where health facilities are located alongside expanded sports facilities, the existing swimming pool and a relocated Bispham library to provide a new major concentration of facilities serving north Blackpool. The Council continues to work in partnership with health providers to encourage healthy and active lifestyles and explore opportunities for the further integration of sports and health facilities.

6.45 New housing development may create a need for new or expanded healthcare facilities. Blackpool Council will seek the advice of healthcare providers in establishing whether additional facilities are required to serve the development, and seek developer contributions where appropriate and viable.

Education

6.46 Education is vital to the regeneration of Blackpool, to equip children, young people and adults with the necessary qualifications and skills to compete in the developing labour market. An uplift in Blackpool's level of educational attainment and skills at all levels is seen as essential to enhance the opportunities for the town's children and young people, and to support inward investment and Blackpool's longer term prosperity.

6.47 The town's primary schools and high schools are well located across Blackpool's residential neighbourhoods to meet existing community needs. Blackpool Gateway Academy has recently opened, close to the Central Corridor to address an identified need in inner Blackpool for an additional primary school. Inner area regeneration will deliver further housing and this primary school is expected to cater for any additional need that arises from the development.

6.48 As part of the Duty to Co-operate, Blackpool Council is working with Lancashire County Council and Fylde Council to determine a site for a new primary school which will serve the needs arising from housing growth in South Blackpool which spans both Blackpool and Fylde Borough boundaries.

6.49 The key to improving attendance and attainment is to provide a high quality learning environment which engages children and young people and drives up aspiration. A programme is being progressed to rebuild Mereside Primary School, Unity College, St Mary's Catholic College, Highfield Humanities College and the Mountford Centre; a facility for pupils with emotional, behavioural and social problems. This provides modern learning resources with interactive ICT, new classrooms, libraries and sporting provision.

6.50 The Council will support new and improved educational facilities that build upon the existing improvements made and seek to open up and develop school facilities for wider community use. This can increase accessibility, makes more efficient use of resources and strengthens community participation and local involvement.

6.51 New housing development may create a need for new or expanded education facilities. Blackpool Council will seek the advice of education providers in establishing whether additional facilities are required to serve the development, and seek developer contributions where appropriate and viable.

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Traveller Sites

6.52 Local planning authorities are required to make adequate provision for traveller³² sites by working collaboratively with neighbouring authorities to develop fair and effective strategies to provide traveller sites to meet objectively assessed needs. To ensure that traveller sites are economically, socially and environmentally sustainable, the policy below sets out criteria to assess additional traveller sites, which may come forward as part of a Site Allocations document where there is an identified need or through individual planning applications.

Policy CS16: Traveller Sites

1. The target for new permanent and transit pitches and plots will be set out in the Blackpool Local Plan Part 2: Site Allocations and Development Management document, according to the most recent Gypsy and Traveller and Travelling Showpeople Accommodation Needs Assessment agreed by the Council.
2. The following criteria will be used to guide land supply allocations and to provide the basis for determining planning applications that may come forward. Proposed sites should meet all the following criteria. A traveller site must:
 - a. Be suitable in that it provides a good living environment for residents, including access to essential infrastructure and services and does not cause an unacceptable environmental impact;
 - b. Be appropriately located taking into account surrounding uses, with preference given to sites being located on brownfield land;
 - c. Not cause demonstrable harm to the quality, character and appearance of the landscape

taking account of the cumulative impact of other authorised sites in the vicinity;

- d. Be of a size and scale appropriate to the size and density of the local settled community;
 - e. Have good access to transport links, public transport and be close to shops, schools, jobs, health and local services and other community facilities;
 - f. Have safe and convenient vehicular and pedestrian access from the highway and provide adequate space for the provision of parking, turning, servicing, storage and land for associated livestock where appropriate;
 - g. Be well designed and landscaped to give privacy between pitches/plots, and between sites and neighbouring properties and to avoid harmful impacts by noise, light, vehicular movements and other activities; and
 - h. Provide soft landscaping and where appropriate communal recreational areas for children.
3. The detailed design of the traveller site should take account of current best practice guidance.

³² “Traveller” means “gypsies and travellers” and “travelling showpeople” as defined in Annex 1 of the ‘Planning policy for traveller sites’ (CLG, 2012)

6. Strengthening Community Wellbeing

6.53 The national *'Planning policy for traveller sites'* (2012) document seeks to ensure fair and equal treatment for Travellers, in a way that facilitates their traditional and nomadic way of life while respecting the interests of the settled community.

6.54 In Blackpool permanent accommodation for Gypsies and Travellers comprise the local authority site at Chapel Road and a number of privately owned sites. Together these sites provide a total of 44 pitches. In addition 3 transit pitches are also provided at the Chapel Road site. All the sites are concentrated in one broad location in south east Blackpool, either surrounding or located within the Marton Moss Countryside Area.

6.55 The town's high level of existing provision, heavily built-up area and general shortage of developable land are reflected in past regional assessments which did not identify any further requirement for pitch provision within the Borough; the regional assessments aiming to ensure a better distribution of future requirements across each sub-region. This approach was informed by the *Lancashire Sub-Regional Gypsy and Traveller Accommodation and Related Services Assessment* (GTAA 2007); and the *North West's Travelling Showpeople's Current Base Location, Preferred Base Locations and Operating Patterns* (2007).

6.56 As the current Lancashire GTAA dates back to 2007, Blackpool Council is currently working with Fylde and Wyre Borough Councils (as part of the Duty to Co-operate) to update the accommodation needs assessment to determine the likely permanent and transit needs of Gypsies, Traveller and Travelling Showpeople within the sub-region over each authority's plan period.

6.57 Working collaboratively will enable the three authorities to provide for Gypsies, Travellers and Travelling Showpeople across the Fylde Coast, helping to ensure a fair and effective strategy is in place to provide access to accommodation, services and facilities. This updated assessment is expected to be completed by late summer 2014.

6.58 Any further potential for future growth and provision of all types of traveller sites in Blackpool will be reviewed in line with national policy; the findings of the updated accommodation needs assessment; the very specific circumstances and realities of Blackpool's existing intensively built up urban area and other future development needs.

6.59 To accommodate current and future need, the Council will identify suitable sites for pitches/plots as part of the future Site Allocations and Development Management Policies document, with potential additional provision within Blackpool taking into account best practice guidance and the inclusion of smaller family sites.

Chapter 7

Regenerating Blackpool Town Centre and Resort Core



Showzam outside the Winter Gardens
(Photo - www.visitblackpool.com)

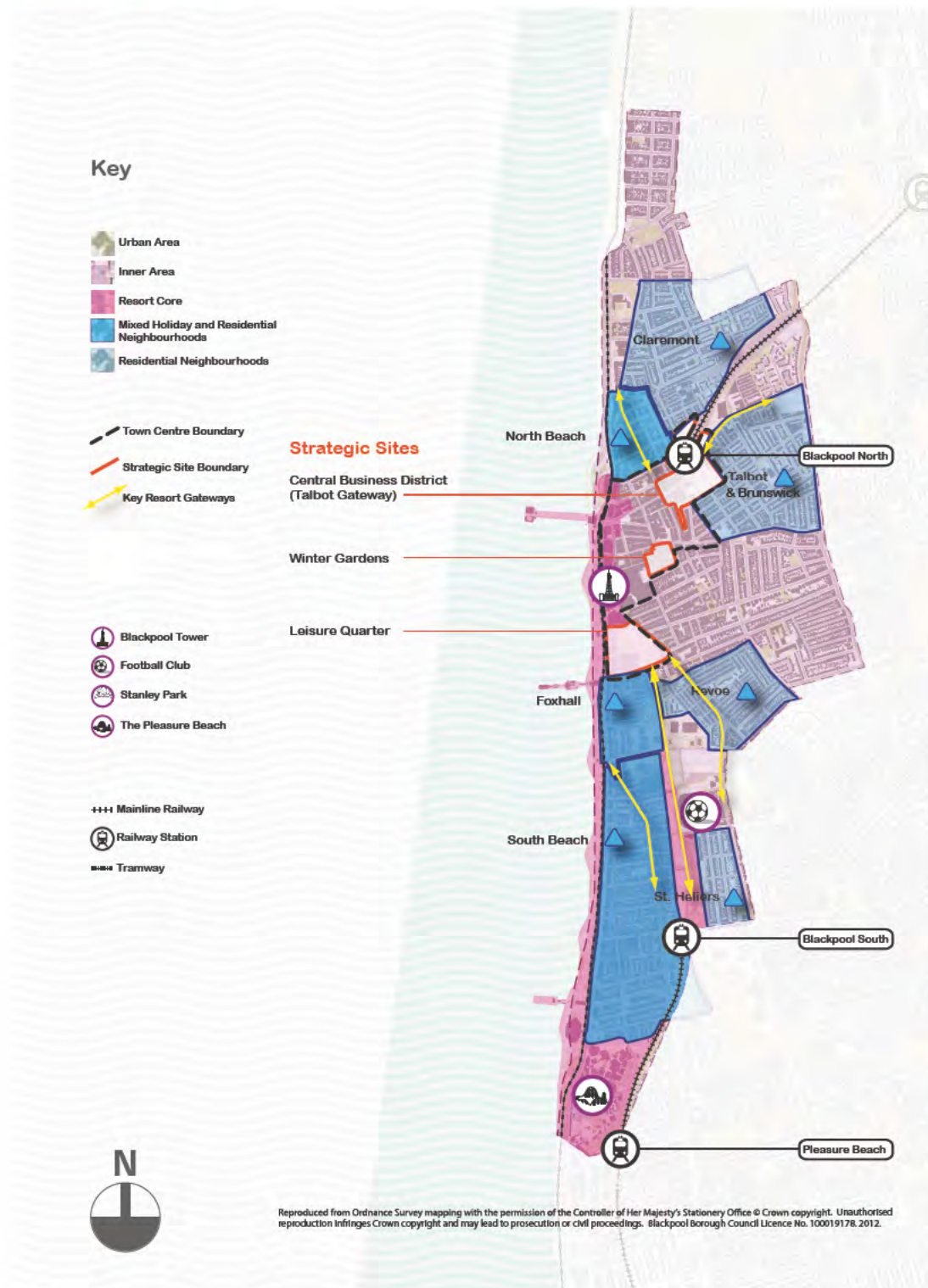


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- Policy CS20: Leisure Quarter (Former Central Station Site)
- Policy CS21: Leisure and Business Tourism
- Policy CS22: Key Resort Gateways
- Policy CS23: Managing Holiday Bed Spaces

7. Regenerating Blackpool Town Centre and Resort Core

Figure 16: Inner Area Regeneration



7. Regenerating Blackpool Town Centre and Resort Core

7.1 Blackpool’s future growth, development and investment will be focused on inner area regeneration, comprising Blackpool Town Centre, the Resort Core and neighbourhoods within the inner area (Figure 16). A regeneration focus is crucial to strengthening the economy, rebalancing the housing market and targeting investment to address decline and deprivation whilst ensuring that new development takes place in the most sustainable locations.

7.2 The focus of this Chapter is on regenerating Blackpool Town Centre and Resort Core, which contains the majority of resort accommodation, attractions and facilities and major points of arrival. However, in recognition that some holiday accommodation and attractions lie outside these areas, some policies in this Chapter (i.e. Policy CS21: Leisure and Business Tourism and CS23: Managing Holiday Bed Spaces) have a wider spatial focus.

Blackpool Town Centre

7.3 Blackpool Town Centre is the main retail and service centre in the Fylde Coast sub-region and is identified in the overarching spatial strategy as a key focus for economic growth, development and investment. Three town centre strategic sites are proposed: the Central Business District, Winter Gardens and Leisure Quarter (Core Strategy policies CS18, CS19 and CS20). It is proposed to amend the town centre boundary so that all three strategic sites are included within the town centre. This proposed amendment is shown in Figure 17. Including these sites will help drive economic growth in the town centre, strengthen its vitality and viability, and enable the sites to integrate more closely with the town centre.

Policy CS17: Blackpool Town Centre

1. To re-establish the town centre as the first choice shopping destination for Fylde Coast residents and to strengthen it as a cultural, leisure and business destination for residents and visitors, new development, investment and enhancement will be supported which helps to re-brand the town centre by:
 - a. Strengthening the retail offer with new retail development, with the principal retail core being the main focus for major retail development
 - b. Introducing quality cafes and restaurants to develop a café culture
 - c. Exploiting key heritage and entertainment assets within the town centre and complementing these with new innovative development
 - d. Growing an office sector to create an attractive centre to do business
 - e. Enhancing the quality of buildings, streets and spaces and connecting the different areas of the town centre, including the seafront, to improve pedestrian movement and improve connections with adjoining resort and residential areas
 - f. Improving access to the town centre with vibrant and welcoming multi-modal transport gateways
 - g. Introducing a high quality residential offer in the longer term
2. Assistance will be provided to assemble sites and properties where required to facilitate major redevelopment.

7. Regenerating Blackpool Town Centre and Resort Core

7.4 To successfully position Blackpool Town Centre as the first choice shopping destination for Fylde Coast residents and an attractive place to visit and do business, the town centre needs to carve out a high quality retail offer and combine this with a wider positive leisure, cultural and social experience during the day and into the evening. Exploiting key assets within the town centre - heritage, coastal frontage and popular tourist attractions - and aligning these with new innovative developments will help define a distinguishing offer to achieve an attractive, thriving centre.

7.5 Blackpool Town Centre will be the focus for new major retail development in the Borough (Policy CS4: Retail and Other Town Centre Uses). Within the town centre, the principal retail core will be the main focus for this development. The principal retail core is defined in Figure 17. It contains the main shopping streets and the majority of the large multiple retailers, focused on the main pedestrianised core of Church Street, Victoria Street, Bank Hey Street and the Houndshell Shopping Centre. Whilst recent redevelopment of the Houndshell Shopping Centre has helped to strengthen the retail core, future investment is vital to improve the quality and range of offer. This includes the introduction of higher-end retailers and quality eating establishments. Opportunities for future development of the principal retail core include further phased development of the Houndshell Shopping Centre and the introduction of a specialist retail offer within the Winter Gardens. The Winter Gardens is adjacent to the principal retail core and would complement the retail offer and form part of the retail circuit.

7.6 Improved connectivity is central to the success of the town centre, including a more cohesive pedestrian layout and an obvious retail circuit which is easier to navigate. Measures are needed to enhance movement between the principal retail core, seafront and three strategic sites. This will be achieved by integrating the retail core and Winter Gardens with

surrounding streets and spaces, with opportunities for improved signage/information boards and public realm improvements. St. John's Square, Cedar Square and Abingdon Street are centrally located to connect these areas. Recent environmental enhancement and remodelling of St. John's Square has created an attractive space for hosting events and festivals and for growing a café culture. The vibrancy created in this central area will also benefit more peripheral streets to the east by helping to increase footfall.



7. Regenerating Blackpool Town Centre and Resort Core

7.7 The contribution made by tourists to the vitality and viability of Blackpool Town Centre is vital and the provision for tourists within its core is part of what makes the town centre unique. Leisure uses are largely accommodated along the promenade frontage between Springfield Road and New Bonny Street. This will continue to be promoted as the main town centre location for visitor attractions, leisure retail and drinking establishments. This frontage includes Blackpool Tower at the heart of Blackpool's Golden Mile and is key gateway to the town centre from the seafront. Despite significant recent investment in buildings, spaces and public realm along this stretch, there are still poor quality buildings and uses, including low-end seasonal and transient uses. These create a negative image of the town centre and discourage visitors entering the town centre. To address this, the Council will support comprehensive enhancement and appropriate redevelopment which introduces quality buildings and higher-end leisure uses, which would also complement wider regeneration efforts along the promenade.

7.8 The Winter Gardens and Blackpool Tower are iconic heritage and entertainment assets in the Council's ownership. These have either recently undergone, or are currently undergoing, major programmes of refurbishment to introduce quality leisure, entertainment and business tourism uses into the heart of the town centre. There is the opportunity to exploit these unique assets to facilitate quality new investment on key development sites within the town centre, including development of the Central Business District and Leisure Quarter site. Delivering these strategic sites will help to create attractive arrival points into the town centre from the north and south, and create significant new job opportunities, as well as acting as a catalyst to further regeneration within the town centre and resort.

7.9 In the longer term, once the town centre has begun to re-establish itself as a thriving sub-regional centre for Fylde Coast residents and a renowned cultural, leisure and business destination for residents and visitors, this will help to create a demand for high quality residential uses within the town centre.

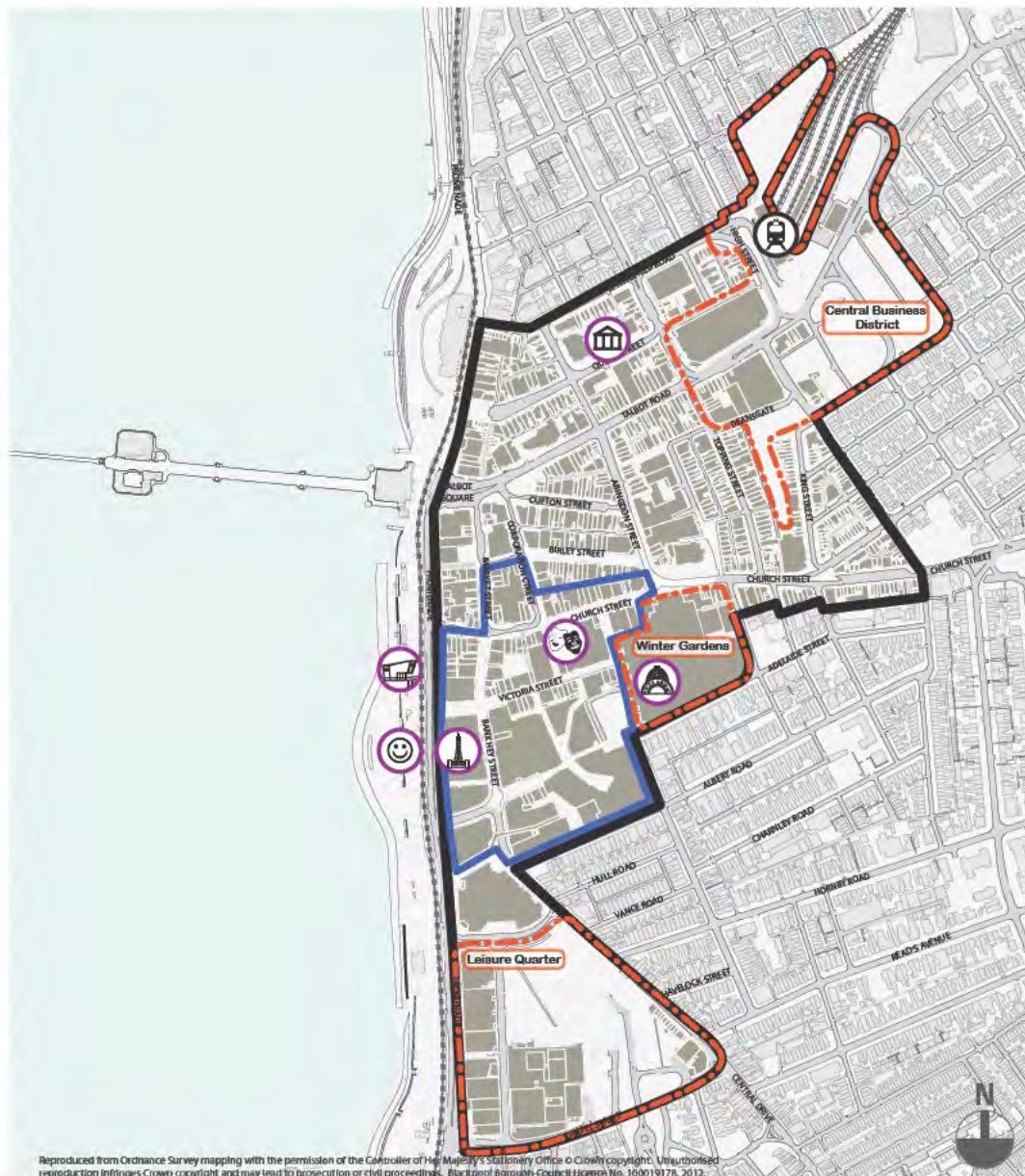
7.10 A Town Centre Strategy was published in March 2013. This provides a detailed supporting framework to this policy by identifying priorities for improvement and management of the town centre and developing a five-year action plan, with delivery mechanisms to be monitored on a regular basis.

7.11 A Wayfinding Strategy and a Parking Strategy are also being developed, which will help to deliver the objectives of this policy. They will ensure co-ordinated improvements to traffic and pedestrian signing leading into, and within, the town centre; and maximise the effectiveness and efficiency of Blackpool's existing parking resources.



7. Regenerating Blackpool Town Centre and Resort Core

Figure 17: Blackpool Town Centre



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Key

- - - Town Centre Strategic Sites
- Main Retail Core
- Town Centre Boundary
- ++++** Mainline Railway
- +—+—** Tramway
- Railway Station (Blackpool North)
- Blackpool Tower
- Grundy Art Gallery
- The Grand Theatre
- Festival House
- Comedy Carpet
- The Winter Gardens

7. Regenerating Blackpool Town Centre and Resort Core

Winter Gardens

7.12 The Winter Gardens is the world's most complete Victorian all weather complex of theatres and conference facilities. However, the complex has suffered from a lack of investment, has significant levels of under-used floorspace and is struggling to compete with larger, more modern conference venues across the UK. A clear strategy and business plan is needed to re-model and enhance its future contribution to the town centre and resort.

Policy CS18: Winter Gardens

1. Major refurbishment will be promoted and encouraged to enhance the appeal and status of the Winter Gardens as a year round entertainment, leisure and conference venue.
2. Proposals must be presented in the context of a comprehensive approach, respect the character and heritage of the Grade 2* Listed Building and conform to the Winter Gardens Conservation Statement.
3. The following uses will be supported:
 - a. Improved conference and exhibition facilities
 - b. Leisure and entertainment uses which could include cinema, casino, museum, restaurants and cafes
 - c. Retail uses which functionally integrate with the adjacent town centre retail core
 - d. Hotel/Serviced Apartments
 - e. Improved car and cycle parking

7.13 In recognition of the strategic importance of the Winter Gardens to the town centre and resort, in particular its potential to grow the business tourism market, the Council purchased the complex in March 2010. The Council is actively looking to secure medium-long term investment to facilitate major refurbishment and re-establish the Winter Gardens as a mid-size, multi-purpose conferencing venue with a national profile, as well as being the main entertainment heart of the town for residents and visitors. The future role of the Winter Gardens will capitalise on its historic legacy but make a positive contribution to a new 21st century Blackpool.

7.14 The Winter Gardens has great potential to strengthen and widen its range of uses through sensitive remodelling and enhancement. It offers exceptional opportunities to locate year round leisure uses in the heart of Blackpool Town Centre and to physically and functionally integrate Blackpool's principal retail core with Abingdon Street and the north of the town centre.



7. Regenerating Blackpool Town Centre and Resort Core

Central Business District

7.15 The Central Business District (CBD) is an important strategic development site for a new gateway development at the north-east part of the town centre, providing a catalyst for town centre regeneration and supporting economic growth.

Policy CS19: Central Business District (Talbot Gateway)

1. Comprehensive redevelopment of the Central Business District will be promoted and encouraged for mixed-use development which will become an important anchor for the north of the town centre; providing a welcoming arrival experience, connecting with the wider town centre and complementing its retail offer.
2. The following uses will be supported:
 - a. A public transport interchange around a re-modelled railway station and enhanced pedestrian environment
 - b. Major foodstore and other supporting retail development including cafes and restaurants
 - c. Offices
 - d. Police Headquarters
 - e. Law Courts
 - f. Improved public car park provision for the wider town centre
 - g. Hotels
 - h. Residential
3. In addition to new development, proposals to improve the appearance of existing buildings will be supported.

7.16 This site is a key arrival point for residents and visitors entering the town centre, accommodating Blackpool North Railway Station, a large portion of the town centre's car parking and the former bus station on Talbot Road. However, the arrival experience was poor, the area was fragmented, under-utilised and disparate, and the existing transport infrastructure was outdated and poorly integrated.

7.17 Redevelopment and enhancement of the area is central to Blackpool's ambition of creating an attractive Central Business District which promotes office development within the town centre and improves the arrival experience from the railway station and Talbot Road. The development is anchored by new Blackpool Council offices and a major new foodstore (completed summer 2014) along with Blackpool North railway station. Other complementary uses will be supported. Any new retail development must complement and not compete with the retail offer within the principal retail core. There will be an overall improvement of the built environment, with new and improved high quality buildings, attractive spaces and good pedestrian connectivity within the site and beyond linking to the wider town centre. The area will be a greatly improved transport gateway, with integrated transport modes and the potential for a future tram interchange.

7.18 Proposals must be presented in the context of a comprehensive approach, although the development is likely to come forward in phases. As a major landowner, the Council will assist with bringing subsequent phases of development forward and use its compulsory purchase powers, where necessary, to enable land assembly. Delivery of the Police Headquarters and Law Courts will be dependent on successful relocation of existing services currently located on the Leisure Quarter site.

7.19 The adopted Planning Brief Supplementary Planning Document for the site will continue to be instrumental in guiding future development proposals.

7. Regenerating Blackpool Town Centre and Resort Core

Leisure Quarter

7.20 The Leisure Quarter is one of Blackpool's most strategically important development sites to maximise regeneration and provide supporting economic growth. The site has the potential to deliver something as iconic as Blackpool Tower and the Winter Gardens.

7.21 Redevelopment of the site is central to Blackpool's ambition of developing a new, exciting and unique tourist destination and is an important catalyst for wider resort and town centre regeneration. With the lack of readily available deliverable sites in the resort core, it is crucial that the potential of this site to broaden the resort appeal and revitalise the visitor economy is exploited.

Policy CS20: Leisure Quarter

1. Comprehensive redevelopment of the entire site will be promoted and encouraged for major leisure development of national significance; where the cumulative impact of a single or group of leisure uses will provide a compelling new reason to visit Blackpool.
2. The development must:
 - a. Demonstrate the highest design quality, through creative architecture, urban design and public realm that creates a landmark attraction which responds to Blackpool's historic townscape and character
 - b. Integrate with and support existing resort core uses and attractions
 - c. Provide ease of access, good vehicular and public transport connections, quality arrival points and adequate parking facilities (to serve the development and town centre)

- d. Improve pedestrian permeability by creating strong active connections through the site, and between the site and the town centre, seafront, central corridor and surrounding resort neighbourhoods
 - e. Promote sustainable development through design, access, energy conservation and operational management.
3. Complementary leisure uses, hotel development, ancillary retail, parking and servicing that would add value and support the major leisure development will be permitted.
4. Development proposals may be phased but must not be piecemeal in approach. If all reasonable measures have been taken to redevelop the entire site, and this is not possible, the retention and improvement of existing buildings will be allowed provided the scheme meets the development objectives set out in the supporting Development Brief.

7. Regenerating Blackpool Town Centre and Resort Core

7.22 The Leisure Quarter site incorporates the former Central Station site and adjoining promenade frontage. It occupies a prime seafront location on Blackpool's Golden Mile, lies on the southern edge of the town centre, and is the main arrival point for the town centre and resort, enjoying direct connection with the M55 motorway via Central Corridor.

7.23 The site has long been at the heart of ambitious plans for a new leisure development, most recently for a new national conference/exhibition centre alongside a regional casino. Intense competition from modern purpose-built conference centres and the desire for large city venues means that without the financial support of the casino, this is no longer a realistic option for the site. A distinctive conference and events offer at key sites elsewhere within the town centre, including the Winter Gardens, would be more suited to the national conference market.

7.24 The site is largely under-utilised and the central portion is dominated by surface car parks. Its promenade frontage comprises large amusement arcades and well-known Blackpool attractions, including the Sealife Centre and Madame Tussauds, as well as some incidental retail provision. There is an outside market and coach drop-off/pick-up point at the northern end of Bonny Street; and law courts, police headquarters and multi-storey car park to the south.

7.25 Blackpool Council, as a major landowner on the site, will seek to establish a development agreement with other landowners, public sector partners and selected developer(s), to assist with bringing the site forward for development; and will use its compulsory purchase powers to assist with land assembly where required.

7.26 An adopted Development Brief Supplementary Planning Document supports this policy and will be instrumental in ensuring proposals for the site deliver a landmark attraction of the highest quality, which transforms the visitor economy and resort appeal and supports the long term future of Blackpool.



7. Regenerating Blackpool Town Centre and Resort Core

Leisure and Business Tourism

7.27 If Blackpool is to build on its status as Britain's favourite seaside resort it needs to provide new high quality attractions and accommodation, which will help to broaden the resort's appeal alongside investment in key existing leisure and entertainment landmarks. These together will create more repeat visits and encourage new visitors to the resort year round, revitalising the visitor economy and positioning Blackpool at the forefront of the tourism market.

Policy CS21: Leisure and Business Tourism

1. In order to physically and economically regenerate Blackpool's resort core and town centre, the focus will be on strengthening the resort's appeal to attract new audiences year round. This will be achieved by supporting:
 - a. Proposals for new high quality tourism attractions focused on the town centre and resort core, including major development opportunities which have the potential to become wider catalysts for regeneration to improve the visitor experience
 - b. Proposals for new visitor accommodation focused on the town centre, resort core and defined holiday accommodation areas, unless exceptional circumstances justify a peripheral location outside these areas
 - c. The improvement and enhancement of important existing tourist attractions
 - d. The improvement of existing holiday accommodation and giving marginal, lower quality guesthouses the opportunity to convert to high quality residential accommodation outside the defined holiday accommodation areas

- e. New development along the promenade's built frontage which complements the high quality public realm investment along the promenade to enhance the appearance of Blackpool's seafront
- f. The enhancement of existing and promotion of new venues and events spaces which can accommodate a year round programme of events, festivals and conferences.

2. Elsewhere, outside the resort core and town centre, the Council will support new tourism investment that is predominantly focused on existing outdoor leisure and recreation facilities which strengthens the wider resort offer and does not undermine resort regeneration.

7.28 There is an overriding need to raise quality in all aspects of the visitor experience in Blackpool, focusing investment and development within the established resort core and town centre, where regeneration and positive change is most needed.

7.29 Opportunities for major new high quality leisure development drawing large numbers of visitors and making a strong contribution to resort regeneration are key to developing an exciting and unique year round resort destination and supporting a sustainable economy.

7.30 This policy seeks to target leisure tourism investment and development in the resort core and town centre. Proposals for resort attractions elsewhere will generally not be permitted. In terms of new hotel accommodation, development of peripherally located hotels have prospered in many areas in recent years but in Blackpool, unless there is a specific identified need for ancillary accommodation to other facilities, there is no basis to justify further accommodation outside the defined holiday accommodation areas, resort core and town centre.

7. Regenerating Blackpool Town Centre and Resort Core

7.31 Blackpool has a number of well known visitor attractions which make an important contribution to the overall resort offer. Proposals for high quality tourism related development will be supported which complements and reinforces the role of these existing important attractions, securing their long term future.

7.32 Another dimension of tourism is the holiday accommodation offer. There is an identified need to reduce the amount of poor quality holiday accommodation whilst continuing to support high quality holiday accommodation to meet the needs of the 21st century visitor. The Resort Core remains the general focus for holiday accommodation, although more detailed areas concentrated around existing strong holiday area clusters are defined in Policy CS23 and the accompanying Holiday Accommodation SPD. Elsewhere, the Council will support conversion of holiday accommodation to residential use to create more balanced neighbourhoods (Policy CS12: Sustainable Neighbourhoods).

7.33 The promenade is one of Blackpool's key visitor assets and is considered to be the 'shop window' of the resort. Recent multi-million pound investment has transformed the promenade seafront, including a new seawall, new headlands, enhanced public realm, improved access onto the beach and a new tramway. It now provides many outdoor leisure and recreation opportunities including walking and cycling. To complement this recent investment, the Council will support new high quality development that builds upon the success of the seafront.

7.34 Conferences, events and festivals are vital to Blackpool's visitor economy and year round appeal. Recent improvements to the promenade, including the new Tower Festival Headland, provide a new opportunity to host outdoor events and festivals. The Winter Gardens will play an important role in hosting conferences, events and festivals (Policy CS18) and

larger hotels in the resort will continue to provide supporting conference and exhibition facilities. The Core Strategy supports continued investment in these facilities with proposals being supported that re-establish Blackpool's role as a nationally recognised conference venue.

7.35 Away from the Resort Core, leisure development opportunities should focus on the enhancement of existing facilities which largely meet outdoor leisure and recreation need, including Blackpool Zoo, Stanley Park and Marton Mere Holiday Village. These provide important leisure facilities for quieter enjoyment which are different to the Resort Core, but complementary to Blackpool's leisure and tourism offer as a whole.

7. Regenerating Blackpool Town Centre and Resort Core

Key Resort Gateways

7.36 Blackpool has a number of key resort gateways leading into the town centre and resort core, presenting many visitors with their first impression of the resort. Improvement and enhancement of these key visitor routes will help to create a positive resort arrival experience, complement regeneration efforts elsewhere within the resort and stimulate further investment in the adjoining holiday and residential areas. Creating a positive arrival experience is also dealt with in Policy CS5: Connectivity.

Policy CS22: Key Resort Gateways

1. Proposals will be promoted and pursued for further improvement, remodelling and environmental enhancement of Central Corridor as a key strategic gateway to Blackpool and attractive point of arrival, including:
 - a. Redevelopment of land within and adjoining the Corridor which creates attractive development frontages viewed from the Corridor;
 - b. Improved vehicular, pedestrian and cycling linkages through the Corridor and extending the network of green infrastructure;
 - c. Improved parking and reception facilities;
 - d. Enhanced landscaping, signage, lighting and security.
2. Proposals for improvement and development will be supported to regenerate Central Drive, Lytham Road, Dickson Road and Talbot Road as prominent and attractive gateways to the resort and town centre, including:
 - a. Replacing existing poor quality, seasonal and transient uses with more viable uses, including quality residential uses on those frontages outside a defined retail centre;

- b. Improvements to buildings and shop frontages;
 - c. High quality public realm, landscaping, signage, lighting and security;
 - d. Traffic calming and improved public transport, pedestrian and cycling provision.
3. To facilitate major redevelopment schemes assistance will be provided to assemble sites and properties where appropriate.

7.37 Central Corridor (including Seaside Way and Yeadon Way) is the key strategic gateway to the resort for car and coach-borne visitors, providing direct access from the M55 motorway. It is flanked by the main visitor car and coach parks, Blackpool South Railway Station, Blackpool Football Club and the Festival Leisure Park (accessed from Rigby Road). Major projects between Blackpool Football Club and Waterloo Road bridge (completed in phases between 2006 and 2009) have introduced new network remodelling, public realm improvements, public open space and new car parks, which have greatly improved the arrival experience. However, the remaining sections of the Corridor provide a visually poor and bland environment and similar treatment is required north of Sands Way roundabout and South of Waterloo Road bridge to create the quality of 'arrival experience' needed and improve connections through the Corridor and beyond.

7.38 Central Drive, Lytham Road, Dickson Road and Talbot Road are key gateways to the town centre or promenade, which have suffered as a consequence of falling visitor numbers and a declining town centre. The overprovision of commercial uses has resulted in vacant premises, seasonal and transient uses occupying buildings in need of maintenance and investment. A rationalisation of poor quality commercial uses, alongside significant new investment and development to improve the built environment, is needed if these

7. Regenerating Blackpool Town Centre and Resort Core

key routes are to become attractive visitor gateways, and assist in resort and community regeneration. There are opportunities for high quality residential development on gateway frontages outside of the defined town centre, district or local centres.

7.39 A number of key development sites are located within or adjacent to resort gateways. These include the Central Business District (Talbot Road gateway) and the Leisure Quarter and Rigby Road sites (Central Corridor and Central Drive gateways). Major redevelopment of these sites will provide a catalyst for further intervention and investment along the respective resort gateways. The sites contain a significant portion of resort/town centre car park provision. Any change in parking provision as a result of major redevelopment must not undermine the resort's ability to accommodate visitor trips. To facilitate major redevelopment the Council will provide assistance to assemble sites and properties where appropriate



7. Regenerating Blackpool Town Centre and Resort Core

Managing Holiday Bed Spaces

7.40 Holiday accommodation continues to be an integral part of Blackpool's tourism offer and is vital to the resort's visitor economy. However, over the years tourism has changed. Whilst there has been an upturn in resort visitor numbers in recent years, this is not reflected in the number of staying visitors, which has declined significantly. These changes have left Blackpool with too many holiday bed spaces

7.41 The Fylde Coast Visitor Accommodation Study (2009) assesses the supply of bed spaces in serviced hotel and self-catering accommodation in relation to demand from staying visitors. In 2008, there were around 57,000 serviced accommodation bed spaces in Blackpool, while staying visitors accounted for almost a quarter of visits to the resort. Even with a small increase in staying visitors as a result of resort regeneration, the study indicates an over-supply of around 14,000 bed spaces when compared against average British occupancy rates. Furthermore, it indicates that Blackpool's holiday accommodation stock is generally of a poor quality, below the level expected by the modern day visitor.

7.42 To reduce the number of bed spaces, Policy CS23: Managing Holiday Bed Spaces allows more hotels and guest houses to change to residential use than before, encouraging a better balance of quality homes and guest houses. In order to successfully manage this reduction, and retain a suitable level of holiday accommodation in sustainable locations with easy access to the resort facilities and key transport routes, restrictions on change of use will continue to apply to properties located within the main holiday accommodation areas. These areas are defined in the Holiday Accommodation SPD, which also provides further detail of the Council's approach to managing holiday accommodation.

Policy CS23: Managing Holiday Bed Spaces

To achieve an economically viable level of quality holiday accommodation, the following approach will be adopted to manage a reduction in the oversupply of poor quality holiday bed-spaces:

- 1. Within the main holiday accommodation areas** defined in the SPD:
 - a. Existing holiday accommodation use will be safeguarded and new or refurbished holiday accommodation will be supported
 - b. Change of use from holiday accommodation, or the loss of sites used, or last used, as holiday accommodation, will be resisted unless:
 - i. Exceptional circumstances are demonstrated in accordance with the SPD, or
 - ii. In relation to a promenade frontage, the proposal would provide high quality holiday accommodation alongside a supporting new residential offer. Such proposals would need to comply with the requirements of the SPD.
- 2. Outside the main holiday accommodation areas:**
 - a. Where existing holiday accommodation is viable its retention will be supported, including measures to improve the quality of accommodation
 - b. Change of use from holiday accommodation to permanent residential use will be permitted where proposals provide high quality homes which comply with the Council's standards for conversions or new build, and relate well in use, scale and appearance to neighbouring properties.
- 3. Within the key promenade hotel frontages** defined in the SPD, holiday accommodation use will be safeguarded and appropriate measures to enhance the character and appearance of existing hotel buildings and frontages will be supported, to help sustain the long term future of the resort.

7. Regenerating Blackpool Town Centre and Resort Core

7.43 In managing the supply of holiday bed spaces, the policy recognises the importance of good quality holiday accommodation focused in areas which are generally well-related to resort facilities and key transport routes; meeting the needs of modern visitors looking for quality accommodation with easy access to the facilities of a major tourist resort and complementing the wider tourism offer. It also responds to the need to manage a reduction in the amount of bed spaces to achieve an economically viable level of quality holiday accommodation which can be realistically supported by staying visitors to the resort now and in the future, by providing more flexibility for change of use.

7.44 To ensure suitable levels of quality holiday accommodation are provided in the most sustainable locations, the policy approach is to identify main holiday accommodation areas where existing hotels and guest houses cannot normally change to alternative uses including residential. These areas will generally be focused within the defined Resort Core, as shown on the Key Diagram, although may include some areas beyond this boundary as appropriate.

7.45 Within these areas, the focus is to safeguard existing holiday accommodation use and support new or refurbished holiday accommodation, to improve the overall quality of supply and enhance the holiday character and appeal of these areas to support their long-term future. Change of use of holiday accommodation to alternative uses, including residential, or the redevelopment of sites in use, or last used, as holiday accommodation for alternative uses, will generally be resisted unless very exceptional circumstances around character and economic viability are demonstrated. Details of the defined holiday accommodation areas (including precise boundaries) and demonstrating exceptional circumstances are set out in the Holiday Accommodation SPD.

7.46 Sections of the promenade are included within the main holiday accommodation area in recognition of its important contribution to Blackpool's holiday accommodation offer. It is the resort's shop window and many of Blackpool's largest hotels are located here. Despite past decline in visitor numbers and some underinvestment in businesses and properties, the promenade remains the prime location for holiday accommodation. It also presents an opportunity for high quality residential accommodation on the seafront, which will help to support/complement investment in quality holiday accommodation, enhance the appearance of the promenade and improve Blackpool's housing offer. Therefore, within the main holiday accommodation areas on the promenade, whilst the focus is to support new or refurbished holiday accommodation, the policy also allows appropriate mixed-use developments providing high quality holiday accommodation/residential uses. Such developments would need to meet high standards of design and deliver clear regeneration benefits (full details of these requirements are set out in the Holiday Accommodation SPD).



7. Regenerating Blackpool Town Centre and Resort Core

7.47 The approach to having areas where holiday accommodation cannot change to alternative uses is consistent with past policy approaches in Blackpool. However, with too many holiday bed spaces, the previously defined areas were drawn too wide and retained too many guest houses that are no longer fit for purpose. To allow the reduction of holiday bed spaces, the main holiday accommodation areas as defined in the Holiday Accommodation SPD have been made smaller to include the strongest clusters of holiday accommodation when assessed against a number of criteria based on land use, location and quality characteristics (further details of the criteria used are set out in the Holiday Accommodation SPD)

7.48 Having smaller areas means that a greater number of hotels and guest houses are now located outside the main holiday accommodation areas. This holiday accommodation remains part of the resort offer and the retention of viable businesses will be supported, including measures to enhance the quality of existing accommodation. However, the policy gives property owners the option to change to residential use should they no longer want to remain as a hotel or guest house. Enabling more hotels and guest houses to change to residential use will encourage a better balance of quality homes and guest houses, providing that future change of use proposals are properly managed and create good quality housing for Blackpool residents. Therefore, all new residential uses must meet the quality standards set out in design guidance for residential conversions and sub-divisions (the 'New Homes from Old Places SPD'). This will help to improve Blackpool's housing offer and transform these neighbourhoods into successful communities.

7.49 The policy approach also identifies key promenade hotel frontages (defined in the Holiday Accommodation SPD), which include a number of the resort's larger and best known hotels where existing holiday accommodation use will be safeguarded. Many of these hotels are listed buildings. In recognition of their architectural character and the important

contribution which they make to the vitality of the promenade and the resort's heritage, the policy also seeks to ensure that future development within these frontages is sensitively undertaken; in order to enhance the character and appearance of these key hotel buildings, whilst supporting their continuing use as holiday accommodation.

7.50 In developing this policy, alternative options were considered, including having no policy restriction on change of use of existing holiday accommodation (removing the defined holiday accommodation areas and having a market driven approach to sort out the oversupply of holiday bed spaces), as well as a criteria-based policy focusing on safeguarding the strongest clusters of holiday accommodation. However, retaining smaller holiday accommodation areas allows the Council to successfully manage the reduction of supply with the resources available, compared to the option of allowing all guest houses to change to residential use. Being able to successfully manage the number of new properties that come forward for change of use through robust monitoring and enforcement is vital to achieve quality neighbourhoods. Identifying areas also provides more certainty compared to a criteria-based policy which was considered to be difficult to implement.

7.51 The areas defined in the Holiday Accommodation SPD can be revised through a formal review of the SPD. This provides flexibility in order to respond to changes in the leisure sector market in Blackpool. When the Council comes to review the SPD, if the evidence shows some areas are not working, there is an opportunity to change or even remove the boundaries of an area. An SPD review would involve appropriate consultation with those properties affected.

Chapter 8

Enabling South Blackpool Growth and Enhancement



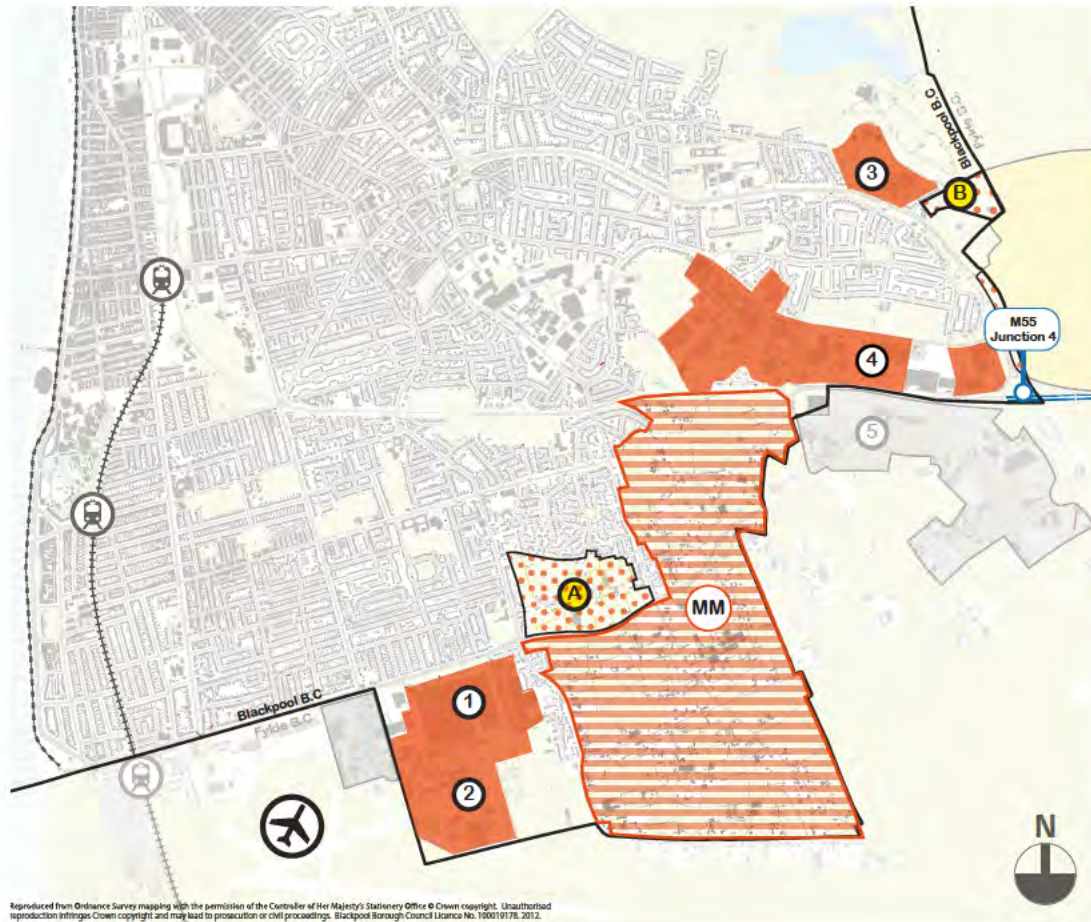


Contents:

- CS24 : South Blackpool
Employment Growth
- CS25: South Blackpool Housing Growth
- CS26: Marton Moss
- CS27: South Blackpool Transport
and Connectivity

8. Enabling South Blackpool Growth and Enhancement

Figure 18: South Blackpool Growth and Enhancement



Key

Housing Growth

- Moss House Road
- Whyndyke Farm
- Marton Moss (Neighbourhood Planning Approach)

Employment Growth

- Blackpool Airport Corridor**
- Squires Gate Industrial Estates
- Blackpool Business Park
- Land at M55 Junction 4**
- Preston New Road
- Clifton Road Sites
- Whitehills (Fylde)

- Road
- M55
- Mainline Railway
- Railway Station
- Tramway
- Blackpool Airport

8. Enabling South Blackpool Growth and Enhancement

8.1 In delivering the Core Strategy Vision, South Blackpool has an important role to play in strengthening the local economy and contributing to rebalancing the housing offer.

8.2 In economic terms, the employment sites in South Blackpool (Figure 18) present opportunities for quality employment development to help meet Blackpool's future employment needs and support sub-regional growth. In housing terms, Moss House Road and lands at Whyndyke Farm south of Mythop Road will provide around 750 additional dwellings towards meeting Blackpool's future housing needs and improving the choice of quality homes across the Borough.

8.3 In wider strategic terms, Blackpool Council and neighbouring authorities are co-operating over the future development of lands on the Blackpool/ Fylde boundary around junction 4 of the M55, as well as key sites along Blackpool Airport corridor and at Whyndyke Farm³³. This is to ensure that development in this area will support the strategic objectives set out in each authority's Local Plan and provide the necessary supporting infrastructure, in order to deliver a strong and distinctive sustainable urban extension to Blackpool which is closely integrated with the surrounding area.

8.4 It has been highlighted through ongoing consultation with the Environment Agency and United Utilities that there are issues in this area with surface water management and the capacity of the existing sewage network, with a resulting impact on bathing water quality. Any future housing in this area will therefore need to be informed by a comprehensive drainage plan. Further guidance on surface water management is provided in Policy CS9: Water Management. The Council is also working with neighbouring authorities on surface water and waste water management through the Duty to Co-operate.

8.5 This area of South Blackpool includes Marton Moss, the only major area in the Borough which remains largely undeveloped (Figure 18). Located on the southern edge of Blackpool, the Moss has a semi-rural character with a mix of horticultural, equestrian, residential and other uses, as well as a network of lanes, hedgerows, ditches and verges all of which contribute to its distinctive character.

8.6 There has been a longstanding range of diverse views on the future of the Moss. Previous Core Strategy consultations have highlighted the recognition by residents in the area of some need for change but that this change should reflect and embrace as far as possible the open and semi rural distinctive character and appearance of the Moss. Responding to this, a neighbourhood planning approach is being promoted in this area to enable the local community to develop a shared vision and to shape and direct development which recognises and appropriately responds to this distinctive character.

³³ Duty to Co-operate Memorandum of Understanding between the Fylde Coast authorities and Lancashire County Council (2013)

8. Enabling South Blackpool Growth and Enhancement

South Blackpool Employment Growth

8.7 The Core Strategy evidence base identifies lands at South Blackpool on the Blackpool/Fylde boundary as the most appropriate location to attract major new economic development, providing sustainable jobs for Fylde Coast residents and supporting sub-regional employment growth. This includes redevelopment opportunities on existing employment sites within Blackpool as well as new development on wider land in neighbouring Fylde.

8.8 Due to Blackpool's limited land availability, the overarching policy for economic development (Policy CS3) also identifies lands at South Blackpool as being important to meet the future employment needs of Blackpool residents to help strengthen and grow the local economy, complementing employment development within Blackpool Town Centre and existing employment sites elsewhere in the Borough. Lands at South Blackpool will be essential in attracting significant inward investment providing the opportunity for larger, more attractive development for businesses which cannot be readily accommodated elsewhere.

8.9 Therefore, Blackpool Council will work jointly with neighbouring authorities to promote sustainable locations within South Blackpool to support business and industrial growth for Blackpool and the Fylde Coast sub-region. The following policy provides detail on which locations are considered most sustainable for new employment development and which are in line with the strategic priorities being pursued through the Duty to Co-operate.

Policy CS24: South Blackpool Employment Growth

The Council will support:

1. Redevelopment of existing employment sites within South Blackpool to provide high quality modern business/industrial facilities (Class B uses).
2. Proposals for major new business/industrial development (Class B uses) in principle at sustainable locations within wider lands at South Blackpool to support sub-regional economic growth, including:
 - a. Blackpool Airport Corridor
 - b. Lands close to Junction 4 of the M55

8. Enabling South Blackpool Growth and Enhancement

Blackpool Airport Corridor

8.10 Blackpool Airport Corridor forms an important southern gateway to Blackpool, and includes Blackpool Business Park, Squires Gate Industrial Estate and Sycamore Trading Estate within the Blackpool boundary. Parts of Blackpool Business Park are within neighbouring Fylde, along with Blackpool International Airport which also forms part of the Airport Corridor. With direct links to the M55 via Progress Way, the sites have been a prime location for much of Blackpool's recent industrial and business development.

8.11 Blackpool Business Park is a 40 hectare employment site with 6.9 hectares of land remaining available for development (as at July 2012). There has been a range of new development providing modern business space which meets the needs of local businesses wanting to relocate or expand as well as attracting new inward business development.

8.12 Alongside opportunities to develop remaining land at the Business Park, there is potential for major redevelopment and enhancement of the older, longstanding Squires Gate and Sycamore Trading estates. This would also present opportunities to improve the Squires Gate Lane frontage, site access and traffic circulation/connectivity to the adjoining employment areas. In order to facilitate regeneration, redevelopment opportunities which introduce a suitable mixed use development will be considered where this would secure the future business/industrial use of the site. Any enabling development would need to be robustly justified and not conflict with wider plan objectives.

8.13 Beyond the Blackpool boundary, Blackpool International Airport is an important sub-regional asset and will be a key driver in supporting economic growth across the Fylde Coast. It is important that its position is maintained as a regional airport with the potential to provide strong business connections, supporting both tourism and business aspects of

the economy. Lands around the airport will be critical in capitalising on this asset. Blackpool and Fylde Councils are working with the airport owners and other stakeholders to identify opportunities for appropriate future growth and development, the integration of the airport with adjacent developments and supporting infrastructure requirements. Ancillary business/ industrial development of lands at the airport will therefore be supported which reinforces its role and function.

Lands close to Junction 4 of the M55

8.14 Lands close to Junction 4 of the M55 have excellent access to the strategic transport network and are a desirable location for employment development. There are a range of attractive sites capable of meeting the development and expansion needs of the Blackpool and Fylde Coast business economy.

8.15 Existing employment sites within Blackpool present opportunities to support employment growth. In particular, redevelopment of lands within the Clifton Road Estate and the Preston New Road site will provide further scope for new employment development to support a modern business/ industrial offer in the future. In order to facilitate regeneration of these sites, some enabling development will be considered where this would secure the future business/industrial use of the site, be robustly justified and would not conflict with wider plan objectives.

8.16 Beyond the Blackpool boundary, the Council will continue to support the allocation of sufficient land close to Junction 4 of the M55 in neighbouring Fylde for employment growth of sub-regional importance, with a continued focus for new investment at Whitehills Business Park and Whyndyke Farm. The Fylde Local Plan identifies around 14ha of additional employment land close to Junction 4 of the M55 to accommodate Blackpool's employment land shortfall (in addition to Fylde's own employment land requirement).

8. Enabling South Blackpool Growth and Enhancement

South Blackpool Housing Growth

Policy CS25: South Blackpool Housing Growth

1. Land is identified at Whyndyke (Mythop Road) and Moss House Road to provide around 750 new dwellings. Development will be required to provide quality housing of a type and mix that complements rather than competes with the form of housing being delivered in the inner areas.
2. The Council will work with Fylde Borough Council, the Environment Agency and utility providers to ensure that any housing development on adjoining lands around Junction 4 of the M55 will not impact on the existing surface water and waste water network within Blackpool.

8.17 Planning permission for residential development comprising around 600 dwellings on land at Moss House Road (between Bennetts Lane and Progress Way) will provide a substantial level of new housing towards Blackpool's future requirement. An application has also been submitted to Fylde Borough Council with respect to developing lands at Whyndyke Farm adjacent to/north of Junction 4 of the M55. The site, which is mainly on lands in Fylde, is likely to accommodate up to 1,500 new homes although it includes around 150 dwellings south of Mythop Road on land within the Blackpool boundary. Whilst a small area of the overall site lies within Flood Zone 2, the scale of development proposed can be accommodated without impinging on the flood zone.

8.18 It is essential that the pace and form of housing development in South Blackpool complements and supports progress on housing delivery within Blackpool's inner areas in order to achieve the overarching strategy focus for regeneration and to rebalance the housing market with a better choice of quality homes across the Borough. This also includes

the development of adjoining lands in Fylde, which are identified as being important to establish a more balanced and wider housing choice in the Fylde Coast Housing Market Area.

8.19 With respect to lands on the Blackpool/Fylde boundary in neighbouring Fylde, Blackpool Council supports in principle a mixed residential/employment development at Whyndyke Farm, provided that the wider development will deliver a range of new quality homes and employment sites that support the objectives of the Blackpool Core Strategy and will contribute towards addressing the imbalance in the sub-regional housing and employment markets.

8.20 The release of further lands for housing at Whyndyke Farm will need to be fully informed as part of a wider comprehensive assessment of needs to determine the optimal approach to accommodate planned growth. The Fylde Local Plan will further inform the way forward.

8.21 Infrastructure limitations in South Blackpool with respect to surface water and waste water management have been highlighted by the Environment Agency and United Utilities. Public sewers within South Blackpool which provide combined foul and surface water drainage have inadequate capacity to cater for substantial new development. The provision of sustainable drainage systems (SuDS) to ensure surface water is managed and released naturally back into the water system is an essential part of the future development and future drainage is one of the key capacity issues which must be addressed in a supporting detailed plan. The policy requirements for surface water management are set out in Policy CS9.

8. Enabling South Blackpool Growth and Enhancement

Marton Moss

Policy CS26: Marton Moss

1. The character of the remaining lands at Marton Moss is integral to the local distinctiveness of Blackpool and as such is valued by the local community. A neighbourhood planning approach will be promoted for this area to develop neighbourhood policy which supports the retention and enhancement of the distinctive character, whilst identifying in what circumstances development including residential may be acceptable.
2. Prior to developing a local policy framework through the neighbourhood planning process development on the remaining lands of the Moss will be limited to:
 - a. Conversion or change of use of existing buildings for agricultural or horticultural purposes
 - b. Outdoor recreational uses appropriate to a rural area
 - c. New dwellings essential in relation to the agricultural or horticultural use of the land
3. Extensions or replacements dwellings in keeping with the scale and character of the area and not exceeding 35% of the original ground floor footprint of the existing dwelling.

8.22 The distinctive character of the Moss reflects its historic past and its importance in more recent times as a market gardening area. Alongside remaining glasshouses, the lands are now used for a mix of horse grazing, other animal welfare, garden centres and dwellings set in large gardens, with other land in need of enhancement. The Moss lands are criss-crossed by lanes and tracks with scattered dwellings and small businesses. While more development exists along

the main highway frontages, the lands behind these frontages retain an essentially rural character, although very different from typical more open countryside.

8.23 Whilst there is support to safeguard the essentially green open nature of the Moss, at the same time there is the view that the Countryside Policy in the current Blackpool Local Plan (2006) is overly restrictive. Proposing a neighbourhood planning approach therefore provides the community with the opportunity to directly determine the future for their area improving the interest and value of the Moss lands. Policy CS26 does not propose any housing development on the remaining lands on the Moss unless this emerges through the neighbourhood planning process from the community, in which case it will be set out in a Neighbourhood Plan or a Site Allocations Development Plan Document.

8.24 In advance of the neighbourhood planning process, no development will be permitted in the area unless it accords with the criteria set out in part 2 of the policy. The provisions of part 2 essentially restrict development to agricultural or horticultural purposes or outdoor recreational uses appropriate to a rural area; and extension and replacement proposals to no greater than 35% of the original ground floor footprint of the existing dwelling. This restriction is proposed so as not to undermine the outcome of the neighbourhood planning process for the enhancement of the Moss.

8.25 A comprehensive characterisation study and a Phase 1 Habitats Survey have been undertaken to inform the future approach on Marton Moss and the built and natural environment characteristics and features of the area that need to be considered in planning its future.

8. Enabling South Blackpool Growth and Enhancement

8.26 The survey highlights that while much of the area is a mix of residential/smallholdings use, particular areas of interest identified include marshy grassland and the dyke system, as well as the network of gardens, hedgerows, verges and associated habitats. There are some original buildings typical of the historic origins of the Moss, with a wide variety of building types and ages. Although there is no defining architectural style, it is this variety together with the hedgerows, trees and lanes which defines much of the Moss land character. Allotments and community gardens provide continuing opportunities to grow fruit and vegetables locally, as well as having clear benefits in terms of community cohesion, health, heritage and the environment.

8.27 The neighbourhood planning process will need to conserve and enhance the existing natural features and habitats. In particular, any future development must not have a significant impact upon the foraging/roosting habitat of any of the “Annex 1” listed bird species that visit ‘Natura 2000’ sites (Morecambe Bay and Ribble and Alt estuaries). A biodiversity strategy for Marton Moss will be required to ensure that consideration is given to biodiversity throughout the development process, including appropriate ecological surveys and mitigation measures. In addition, any proposals may require licensed mitigation in accordance with existing best practice and legislative requirements to protect wildlife.

8.28 Access to existing leisure facilities, such as the South Shore Lawn Tennis Club, Squires Gate and Blackpool Wren Rovers Football Clubs and the range of equestrian uses, remain important to the area. The enhancement of the Moss could provide improved local leisure and recreational opportunities whilst retaining the rural character in parts of the area. Beyond the existing lanes and tracks, public access into the open lands is currently limited and some development may also enhance recreational access and potentially improve the ecological value of the Moss.



8. Enabling South Blackpool Growth and Enhancement

South Blackpool Transport and Connectivity

8.29 To ensure new residential and employment development within South Blackpool is sustainable, it will require integration with the wider area through the provision of a network of pedestrian, cycle and public transport routes. This provision will enable effective connections and encourage sustainable travel for local journeys to schools, shops, jobs and community facilities located within these areas.

Policy CS27: South Blackpool Transport and Connectivity

1. Development proposals in South Blackpool will be required to prioritise sustainable modes of transport between homes, jobs and supporting community facilities.
2. Convenient access to public transport and improved pedestrian and cycle infrastructure are required to support major housing and employment growth in this area. This includes:
 - a. linking to and extending the existing network of routes within and to/from the area;
 - b. creating direct rapid transport connections with the town centre and employment areas;
 - c. preparing, implementing and monitoring Travel Plans;
 - d. improved access and parking for Blackpool Airport and improved links between the airport and sustainable modes of transport.

8.30 The South Blackpool employment and housing growth areas (Figure 18) have convenient access to the M55 and Blackpool Airport. However, access to and from the wider Blackpool area can be poor and lacks sustainable travel connections. There is potential for significant improvements to promote sustainable travel movements and enable sustainable growth in South Blackpool.

8.31 The strategy focus on supporting growth in South Blackpool provides opportunities for improved connectivity. Development on lands close to Junction 4 of the M55 and along the Airport Corridor would improve the viability of sustainable transport links and drive investment, reducing congestion in the area and reliance on car use.

8.32 A network of cycle/pedestrian routes is needed to integrate new developments to adjoining areas of Blackpool and surrounding districts. Several bus routes already serve the area, but services are poor to and from the main employment areas on the Blackpool/Fylde boundary and within Marton Moss. More frequent, reliable and extended services are needed to maximise bus patronage to and from these areas. There is the potential to promote sustainable travel patterns for residents with high speed public transport links to Blackpool Town Centre and Lytham St Annes. There are also opportunities to upgrade the South Fylde rail line and integrate this with the tram network, creating a direct, convenient and efficient transport link between South Blackpool and the Fylde Coast area.

8.33 Any development that will generate significant amounts of transport movement will require a Travel Plan, setting out a continuing process for promoting and increasing use of sustainable transport modes.

8.34 Lands in South Blackpool present opportunities to improve access, parking and public transport links to Blackpool Airport to encourage its integration with the wider area. The Council will also work with the airport owners to support the expansion of routes (Policy CS5).

8.35 Blackpool Council continues to work with neighbouring authorities on strategic transport issues through the Duty to Co-operate. The Fylde Coast Transport Masterplan is being prepared by Lancashire County Council in association with Blackpool, Fylde and Wyre Councils and sets out the sub-regional transport priorities over the plan period.

Appendices



The Italian Garden - Stanley Park
(Photo - www.visitblackpool.com)



Contents:

- **Appendix A:** Evidence Base documents
- **Appendix B:** Schedule of “Saved”
Blackpool Local Plan Policies
- **Appendix C:** Monitoring and
Implementation Plan

Appendices

Appendix A: Evidence Base Documents*

Date	Evidence Base Documents
2014	Blackpool Core Strategy Proposed Submission Sustainability Appraisal
2014	Blackpool Council Response to the Sustainability Appraisal
2014	Blackpool Core Strategy Proposed Submission Habitat Regulations Assessment
2013	Annual Monitoring Report
2013	Duty to Co-operate Fylde Coast Authorities' Memorandum of Understanding
2014	Duty to Co-operate Statement of Compliance (currently in draft form)
2014	Blackpool Local Plan and Community Infrastructure Levy Viability Study
Sustainable Development	
2012	Blackpool Climate Change and Renewable Energy Study
2009	Blackpool Strategic Flood Risk Assessment
Housing	
2014	Housing Requirement Technical Paper
2013	Housing Monitoring Report
2008	Strategic Housing Land Availability Assessment (SHLAA) (with 2009, 2010, 2011, 2013 SHLAA updates)
2013	Fylde Coast Strategic Housing Market Assessment (SHMA) (Published February 2014)
2014	Fylde Coast Gypsy and Traveller and Travelling Showpeople Accommodation Assessment (ongoing)
2014	Analysis of Economic and Housing Forecasts
Retail	
2011	Fylde Coast Retail Study
Employment and Economic Development	
2014	Employment Land Technical Paper
2013	Blackpool Employment Land Study (Published June 2014)
Holiday Accommodation	
2011	Holiday Accommodation Supplementary Planning Document
2009	Fylde Coast Visitor Accommodation Study
Transport	
2011	Local Transport Plan Strategy 2011-2016
South Blackpool	
2011	Marton Moss/M55 Hub Transport Impact Assessment
2009	Marton Moss Characterisation Study
2009	Marton Moss Background Paper
2009	M55 Hub Habitat Survey (Extended Phase 1 Report)
Environment	
2008	Blackpool Nature Conservation Statement (Updated 2012)
2011	Central Lancashire & Blackpool Outline Water Cycle Study
2009	Blackpool Open Space, Sport & Recreation Audit and Position Statement
Infrastructure	
2014	Infrastructure and Delivery Plan

* This list includes documents which will be need to be updated accordingly as new information emerges.

Appendices

Appendix B: Schedule of “Saved” Blackpool Local Plan Policies

Local Plan Policy		To be superseded by adopted Core Strategy Policy	To continue to be a Saved Local Plan Policy
Reshaping the Resort			
RR1	Visitor Attractions		Saved
RR2	Visitor Accommodation	CS21, CS23	
RR4	Amusement Arcades and Funfairs		Saved
RR7	Promenade Frontages within the Resort Core	CS17, CS21, CS23	
RR8	Resort Neighbourhoods	CS12, CS22, CS23	
RR9	Resort Neighbourhoods - Development Proposals Involving the Loss of Holiday Accommodation	CS12, CS22, CS23	
RR10	Resort Neighbourhoods - Change of Use to Holiday Accommodation	CS12, CS23	
RR11	Central Promenade and Seafront		Saved
RR12	Other Promenade Areas		Saved
RR13	Central Corridor	CS5, CS22	
RR14	Lytham Road/Bloomfield Road, Chapel Street, Central Drive and Dickson Road	CS5, CS22	
RR15	Blackpool Zoo		Saved
RR16	Norbreck Castle	CS23	
Establishing a Thriving Sub-Regional Centre			
SR1	Hounds Hill		Saved
SR2	Winter Gardens	CS18	
SR3	Blackpool North Transport Development Area	CS19	
SR3A	New Car Park	Deleted	
SR4	Cookson Street/King Street	Deleted	
SR5	Principal Retail Core		Saved
SR6	Retail / Cafe Zone		Saved
SR7	Mixed Use Zone		Saved
SR8	Leisure Zone		Saved
SR9	Use of Upper Floors		Saved
SR10	Town Centre Traffic Distribution and Access to Car Parking	CS5	
SR11	Pedestrian, Cyclist and Public Transport Priority	CS5	
Lifting Quality in the Built Environment			
LQ1	Lifting the Quality of Design		Saved
LQ2	Site Context		Saved
LQ3	Layout of Streets and Spaces		Saved
LQ4	Building Design		Saved
LQ5	Public Realm Design		Saved
LQ6	Landscape Design and Biodiversity		Saved

Appendices

Local Plan Policy		To be superseded by adopted Core Strategy Policy	To continue to be a Saved Local Plan Policy
LQ7	Strategic Views		Saved
LQ8	Energy and Resource Conservation	CS10	
LQ9	Listed Buildings		Saved
LQ10	Conservation Areas		Saved
LQ11	Shopfronts		Saved
LQ12	Security Shutters		Saved
LQ13	Advertisements and Signs		Saved
LQ14	Extensions and Alterations		Saved
LQ15	Telecommunications Development		Saved
Homes for Every Need			
HN2	New Housing Allocations	CS2, CS25	
HN3	Phasing	CS2	
HN4	Windfall Sites		Saved
HN5	Conversions and Sub-divisions		Saved
HN6	Housing Mix	CS13	
HN7	Density	CS13	
HN8	Affordable and Specialist Needs Housing	CS14	
HN9	Gypsies and Travelling Showmen	CS16	
Balanced and Healthy Communities			
BH1	Neighbourhoods	CS12	
BH2	Talbot and Brunswick Priority Neighbourhood		Saved
BH3	Residential and Visitor Amenity		Saved
BH4	Public Health and Safety		Saved
BH5	Protection of Public Open Space		Saved
BH6	New Open Space Provision		Saved
BH7	Playing Fields and Sports Grounds		Saved
BH8	Open Land Meeting Community and Recreational Needs		Saved
BH9	Allotments		Saved
BH10	Open Space in New Housing Developments		Saved
BH11	Shopping and Supporting Uses - Overall Approach	CS4	
BH12	Retail Development and Supporting Town Centre Uses	CS4	
BH13	District Centres		Saved
BH14	Local Centres		Saved
BH15	Change of Use of Premise Outside the Defined Centres		Saved
BH16	Shopping Development Outside Existing Frontages		Saved
BH17	Restaurants, Cafes, Public Houses, Hot Food Saved Take-Aways		Saved
BH18	Amusement Centres		Saved
BH19	Neighbourhood Community Facilities		Saved

Appendices

Local Plan Policy		To be superseded by adopted Core Strategy Policy	To continue to be a Saved Local Plan Policy
BH20	Provision of New Community Facilities	CS11, CS12, CS15	
BH21	Protection of Community Facilities		Saved
BH22	Victoria Hospital		Saved
BH23	Blackpool and Fylde College		Saved
BH24	Residential Institutions and Community Care Residential Use		Saved
Diversifying the Local Economy			
DE1	Industrial and Business Land Provision		Saved
DE2	Industrial Improvement Zones		Saved
DE3	Mixed Use Industrial Zones		Saved
DE4	Outside the Defined Industrial/Business Estates		Saved
Conserving the Natural Environment			
NE1	Development within Green Belt		Saved
NE2	Countryside Areas		Saved
NE3	Replacement Dwellings and Extensions in the Countryside		Saved
NE4	SSSIs		Saved
NE5	Other Sites of Nature Conservation Value		Saved
NE6	Protected Species		Saved
NE7	Sites and Features of Landscape, Nature Conservation and Environmental Value		Saved
NE8	Urban Greenspace		Saved
NE9	The Coast and Foreshore		Saved
NE10	Flood Risk		Saved
Accessibility and Safe Journeys for All			
AS1	General Development Requirements		Saved
AS2	New Development with Significant Transport Implications		Saved
AS3	Provision for Walking and Cycling		Saved
AS4	Provision for Public Transport	CS5	
AS5	Traffic Management		Saved
AS6	Road Schemes	Deleted	
AS7	Aerodrome Safeguarding		Saved
Planning Obligations			
PO1	Planning Obligations	CS11	

Appendices

Appendix C: Monitoring and Implementation Plan

1. The purpose of the Monitoring and Implementation Plan is to determine whether the Blackpool Local Plan Part 1: Core Strategy is effective in meeting its spatial vision, goals and objectives and that it can deliver its intended outcomes. It sets out key indicators, targets or intended policy outcomes, potential risks to delivery, contingencies to address changes or shortfalls, and also identifies the implementation and delivery mechanisms and partners that will help to achieve the Core Strategy Spatial Vision to 2027.

Monitoring

2. It is important that the effectiveness of the Core Strategy can be monitored to establish if the policies contained within it are achieving the intended spatial vision, goals and objectives. The performance and effects of the Local Plan policies will be monitored and reported on annually as part of an Authority Monitoring Report.

3. Blackpool Council and its partners are committed to creating a new Blackpool that truly lives up to its claim to be a great place to live. Blackpool's transformation will not be delivered unless appropriate objectives and targets are defined and the right planning policies are drawn up, effectively implemented and regularly reviewed. In this context effective monitoring is vital.

4. The Core Strategy identifies 4 goals and 21 objectives. The following table (Table 1) identifies the Core Strategy policies that will contribute to delivering each of the goals and objectives. To monitor the effectiveness of policies, a number of indicators have been identified to measure the impact of the Core Strategy and demonstrate how things are changing. The Monitoring and Implementation Plan sets out appropriate targets and policy outcomes to establish if the policies are achieving their intended effect.

5. For each policy a number of potential risks and contingencies have also been identified to demonstrate how the Core Strategy can deal robustly with changing circumstances. Where necessary the Authority Monitoring Report may identify any actions or contingencies that need to be taken to address issues identified as part of the monitoring process in order to improve the implementation and delivery of the Core Strategy. It may be the case that the process of monitoring may highlight the need for a timely partial or full review of the Core Strategy.

6. A review of the indicators monitored for the Blackpool Local Plan adopted in 2006 has been undertaken to inform which indicators should be included in the Monitoring and Implementation Plan. The indicators have been selected based on their appropriateness and the availability of data. Throughout the plan period, the indicators and targets will be reviewed to assess if they remain appropriate. It is recognised that in relation to some indicators the impact of the Core Strategy and its individual policies can only be determined after a number of years, therefore these will only be reported on at appropriate timescales.

7. At some point during the plan period, the Core Strategy will need to be reviewed, either to roll it forward beyond its current end-date, to deal with any serious shortfalls or unintended consequences identified through monitoring, or if it becomes inconsistent with national policy. It is expected that a roll-forward of the Plan will be commenced roughly mid-way through the Plan period, unless triggered earlier by monitoring or other substantial external changes. Smaller-scale allocations and adjustments to policy can be made through the production of the Blackpool Local Plan Part 2: Site Allocations and Development Management document or a Neighbourhood Plan.

Appendices

Implementation

8. The Core Strategy must be capable of being implemented, to do so it is important that a clear and concise framework is established to provide a steer on the mechanisms for delivery and who is responsible. This will give greater confidence that the Core Strategy can be achieved.

9. A separate document, the Infrastructure and Delivery Plan (IDP), seeks to establish what additional infrastructure and service needs are required to support the projected increases in new homes and jobs in the Borough during the plan period. The IDP will help ensure that the required infrastructure and services are identified and delivered in a timely, co-ordinated and sustainable way. The intention of the IDP is to provide more detail on the delivery of the spatial strategy and policies contained in the Core Strategy. It identifies those particular issues, in relation to infrastructure requirements, which need to be addressed within the Borough to ensure the Core Strategy can deliver sustainable communities and economic growth in Blackpool.

10. The IDP is also a key piece of evidence that will provide a robust basis on which the Council will seek to influence public, private and agency funding and priorities. The document establishes a framework to demonstrate the deliverability of policies set out in the Core Strategy, identifying the key programmes and projects that will support the delivery of the spatial objectives and priorities of the Core Strategy. The delivery of new infrastructure and improvements to infrastructure is necessary to ensure that development does not place an unacceptable strain upon existing infrastructure and communities.

11. The IDP is a 'live' document reflecting the current information available on infrastructure requirements and will be reviewed and updated on an ongoing basis. The IDP will be monitored and subject to timely reviews to ensure there is a flexible and effective approach to delivering the priorities of the Core Strategy.

12. The Council has worked with key delivery partners to develop the Core Strategy and IDP and to identify what infrastructure will be required, when it should be delivered, and the funding necessary to deliver the policies and proposals. Where possible the costs and funding for the delivery of infrastructure has been identified along with the lead and partner delivery authorities. Whilst some of the cost of such infrastructure will be borne by the public and third sectors, equally some of it must be delivered by the developer. Not all infrastructure identified as necessary, will have allocated funding and it will be necessary for development to contribute to the delivery of this infrastructure and assist in plugging the funding gap.

13. All development, regardless of size and scale, places additional demands on services and facilities, impacting on their ability to meet the needs of the community. The Community Infrastructure Levy (CIL) provides a system which passes the cost of infrastructure improvements onto new developments above the 100sqm threshold and of a type that has been found to be viable to which to charge CIL. The Council is currently investigating the potential to introduce a CIL Charging Schedule in Blackpool and have undertaken a viability assessment to inform this process. At the time of writing this document, no formal decision has been taken by the Council as to whether a CIL will be introduced in Blackpool. This position will be updated in due course.

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

Table 1: Delivering the Core Strategy spatial vision, goals and objectives

Goal	Objective	Key Delivery Policies																											
		CS1	CS2	CS3	CS4	CS5	CS6	CS7	CS8	CS9	CS10	CS11	CS12	CS13	CS14	CS15	CS16	CS17	CS18	CS19	CS20	CS21	CS22	CS23	CS24	CS25	CS26	CS27	
GOAL 1: Sustainable regeneration, diversification and growth	1	■	■	■	■																								
	2		■			■						■											■						
	3			■	■														■						■				
	4					■															■							■	
	5					■	■							■														■	
	6					■				■																			
	7											■																	
GOAL 2: Strengthen community wellbeing to create sustainable communities and reduce inequalities in Blackpool's most deprived areas	8				■							■													■				
	9									■			■																
	10												■																
	11				■																								
	12																												
	13																												
	14																												
GOAL 3: Regeneration of the town centre, resort core and inner areas to address economic, social and physical decline	15				■																								
	16																												
	17																												
	18		■																										
GOAL 4: Supporting growth and enhancement in South Blackpool to meet future housing and employment needs for Blackpool and the Fylde Coast	19		■																										
	20																												
	21																												

Table 2: Monitoring and Implementation of Chapter 5 - Core Policies

Policy	Monitoring				Contingency	Implementation	
	Objective	Indicator	Target / Policy Outcome	Potential Risk		Implementation / Delivery Mechanism	Key Delivery Partners
CS2: Housing Provision	1, 2, 18, 19	Number of net completions per annum against the phased housing requirement Amount of housing provided in the existing urban area	1,250 net completions in 1-5yrs; 1,400 in 6-10yrs; 1,550 in 11-15yrs 1950 net completions over the plan period	Shortfall in number of completions against annual requirement Continued slow recovery of the housing market Developments not implemented or built-out as planned due to issues relating to viability, access to finance or unidentified site constraints etc	<ul style="list-style-type: none"> Review reasons for shortfall including planning permissions, lapsed / implemented permissions Engage with applicants/developers to find out why sites are not being implemented Work with key delivery partners / stakeholders to manage the delivery of development; and help to overcome any barriers and constraints Review S106 agreements / contributions and re-negotiate with developers as appropriate Regular SHLAA updates and consider a 'call for sites' exercise to identify additional land Development of Council initiatives / funding mechanisms to help bring forward additional housing supply and encourage investment Consider a timely policy review and whether it is appropriate to change the phasing supply 	<ul style="list-style-type: none"> Site Allocations and Development Management document Individual planning applications and development management process Selective housing intervention and asset management programmes Fylde Coast Housing Strategy Strategic Housing Land Availability Assessment (SHLAA) Holiday Accommodation SPD and New Homes from Old Places SPD (both adopted 2011) Sustainable Homes SPD (new build) Developer Contributions Housing Implementation Strategy NHB / Growing Places Fund / Lip 	<ul style="list-style-type: none"> Blackpool Council Blackpool, Fylde + Wyre Economic Development Company (BFWEDC) Housing Developers Landowners Blackpool Coastal Housing/Registered Providers Homes and Communities Agency (HCA) Lancashire Enterprise Partnership (LEP)
		Amount of housing provided in South Blackpool Number of net completions on windfall sites over the plan period	750 net completions over the plan period (including Moss House Road, Whyndyke & Runnell Farm sites) 1500 net completions on windfall sites over the plan period	Continue to prioritise the reuse of previously developed land Identify and update annually a supply of deliverable sites to provide 5years worth of housing (and a 5%/ 20% buffer in line with the requirements of NPPF)			
CS3: Economic Development and Employment	1, 3, 17	Amount of existing industrial/ business land within the defined main employment areas redeveloped (or permitted for redevelopment) for new B1, B2, B8 employment and non-employment uses Take-up of undeveloped, allocated industrial /business land for B1, B2, B8 employment and non-employment uses; and total amount of available land (supply) remaining Number of vacant units and non-employment uses on allocated employment sites	Safeguard around 180 ha of existing industrial / business land in the 13 main employment areas for employment use Secure qualitative improvements and improve occupancy levels of underused sites - in particular in South Blackpool to help strengthen the Fylde Coast economy Around 17.8ha of land developed for new employment uses; with the remaining baseline supply expected to deliver enabling development Improve occupancy levels and safeguard employment uses within the defined main employment areas	<ul style="list-style-type: none"> Loss of B1, B2, B8 land / premises in the main employment areas to non-employment uses and increase in vacancy rates Take-up of land supply for non-employment uses Slow economic recovery making new investment more difficult to secure Businesses wanting to locate / relocate outside Blackpool Pressure for employment development on other sites in Blackpool Loss of B1 use business space as a result of new regulations allowing more flexible permitted development (PD) rights No change in labour market participation and employment levels Mismatch in skills supply and demand profiles so local residents not in a position to compete for new jobs created 	<ul style="list-style-type: none"> Site Allocations and Development Management document Individual planning applications and development management process Blackpool Local Economy Action Plan (2011) Blackpool Town Centre Strategy (2013) Lancashire Growth Plan 2013/14 Coast Local Growth Accelerator Strategy (to be developed) Lancashire Strategic Economic Plan (2014) and Local Growth Deal (to be developed) Fylde Coast Transport Masterplan (to be developed) Skills Programmes Enterprise pathways to support start-up businesses e.g. Get Started Fylde Coast Investment Plan Developer Contributions 	<ul style="list-style-type: none"> Blackpool Council BFWEDC LEP Fylde Borough Council Wyre Borough Council Commercial Developers Landowners Key Employers Education providers e.g. Blackpool and the Fylde College Marketing Blackpool Town Centre BID 	
		Amount (sqm) and percentage of completed office development in Blackpool Town Centre Amount (sqm) of employment floorspace lost to non-employment uses on non-allocated employment sites Economic activity / Employment rates of Blackpool residents Skills, qualifications and GCSE performance of Blackpool residents Levels of young people not in employment, education or training (NEET) Number of new business starts and associated survival rates	Promote offices, enterprise and business start-ups in Blackpool Town Centre Non-employment uses to come forward in accordance with Saved Policy DE4 and to meet wider strategic objectives Increase in the number of residents in employment or actively looking for work Improve local skill base, higher level qualifications and GCSE attainment Reduce NEET levels Increase the number of and survival rate of start up businesses in Blackpool	<ul style="list-style-type: none"> Identify key growth sectors to target and engage with potential investors / new businesses accordingly Engage with the LEP/Fylde Coast authorities to monitor the sub-regional economy and develop measures to encourage sub-regional growth and inward investment Monitor the local skill base and the gap between demand and supply profiles; and work with key delivery partners to address this by targeted programmes to equip local people with the skills necessary to access future jobs 			

		Monitoring				Implementation	
Policy	Objective	Indicator	Target / Policy Outcome	Potential Risk	Contingency	Implementation / Delivery Mechanism	Key Delivery Partners
CS4: Retail and Other Town Centre Uses	3, 8, 15	Amount (sqm) of completed retail development (A1 use class) and percentages completed in the defined Town Centre, District Centres, and Local Centres	Focus new major retail development in Blackpool Town Centre. Support retail/ other town centre uses (as appropriate) in the Town, District and Local Centres	<ul style="list-style-type: none"> Further downturn in the economy may make new investment difficult to secure Limited availability of suitable sites or units to accommodate future requirements Pressure for out-of-centre development Expenditure captured by competing destinations (including out-of-centre) and online shopping Loss of retail space due to new regulations allowing more flexible PD rights 	<ul style="list-style-type: none"> Work closer with key partners Analyse cause of vacancies and identify measures to reduce the proportion of vacancies In consultation with agents review the supply and demand for retail space and other uses in the Town Centre, District and Local Centres Consider a review of the Blackpool Town Centre Strategy Consider a review of policy 	<ul style="list-style-type: none"> Site Allocations and Development Management document Blackpool Town Centre Strategy (2013) Individual planning applications and development management process Developer Contributions 	<ul style="list-style-type: none"> Blackpool Council Town Team Blackpool Town Centre Business Improvement District (BID) Town Centre Steering Group BWEDC Commercial Developers/ Agents Property Landlords Retailers and occupiers of units
		Amount (sqm) of completed other town centre uses ³⁴ (by use class) and percentages completed in the defined Town Centre, District Centres, and Local Centres	Support other town centre uses (where appropriate to the scale, role and function of the centre) in Town, District and Local Centres				
		Amount (sqm) of retail and other town centre use development completed in out-of-centre ³⁵ locations	Focus new major retail development in Blackpool Town Centre				
CS5: Connectivity	1, 4, 8, 11, 21	Proportion of major developments receiving planning permission with an agreed travel plan	Reducing car use, changing travel behaviour	<ul style="list-style-type: none"> Reduction in developer contributions Reduction in public transport usage Reduction in rail infrastructure spending Reduction in Local Authority funding 	<ul style="list-style-type: none"> Review at next revision of the Blackpool Local Transport Plan and if necessary review policy Identify additional potential sources of funding Review the implementation and effectiveness of travel plans submitted with major applications Consider a review of policy 	<ul style="list-style-type: none"> Blackpool Local Transport Plan 2011-2016 (2011) and Implementation Plan Site Allocations and Development Management document Individual planning applications and development management process Developer Contributions Blackpool Town Centre Strategy (2013) Parking Strategy Promenade Movement Strategy Blackpool Wayfinding Strategy Emerging Fyde Coast Transport Masterplan 	<ul style="list-style-type: none"> Blackpool Council Lancashire County Council Public Transport Operators Network Rail Developers Highways Agency
		Effectiveness of travel plans submitted with major applications post completion	Reducing car use, changing travel behaviour				
		Percentage of new residential development within 30 minutes public transport time of a GP, primary school, secondary school, major health centre and employment area/site	New developments should be in locations that are easily accessible by sustainable transport modes.				
CS6: Green Infrastructure	5, 8, 11, 20	Number of green spaces managed to 'Green Flag Award' standard	Provide good quality and well-managed green spaces	<ul style="list-style-type: none"> Significant unmitigated loss of public open space to other uses. Reduction in Local Authority and other public agency funding Reduction in developer contributions for off-site provision of open space for new development 	<ul style="list-style-type: none"> Review reason(s) for any loss of open space and where appropriate understand why exceptions have been made Investigate potential additional funding streams to provide new or to maintain /enhance existing open space Review supply and demand of open space Review policy requirements for new development and effectiveness of securing financial contributions towards off-site provision of open space Review policy and if necessary amend to 	<ul style="list-style-type: none"> Site Allocations and Development Management document Individual planning applications and development management process Developer Contributions Standards for open space provision for new residential development Green Infrastructure Framework (to be developed) The North West England and North Wales Shoreline Management Plan (SMP2) (2010) 	<ul style="list-style-type: none"> Blackpool Council Developers Neighbouring authorities
		Amount (sqm) of public open space and playing fields lost to other uses	Protect existing green infrastructure (including open space and playing fields)				
		Amount (£) invested in existing green infrastructure and where Committed sum payments received and spent	Secure qualitative improvements to existing green infrastructure provision				
	Percentage of new development providing open space (or developer contributions for off-site provision) in accordance with the Council's approved standards	Secure qualitative improvements to existing green infrastructure provision	All development to incorporate new or enhance existing green infrastructure of an appropriate size, type and standard				

³⁴ As stated in the NPPF, main town centre uses refer to "retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities)" (page 53).

³⁵ As stated in the NPPF, "unless they are identified as centres in Local Plans, existing out-of-centre developments, comprising or including main town centre uses, do not constitute town centres" (page 57).

		Monitoring				Implementation	
Policy	Objective	Indicator	Target / Policy Outcome	Potential Risk	Contingency	Implementation / Delivery Mechanism	Key Delivery Partners
CS7: Quality of Design	5, 9	Area (ha) designated as Green Belt	Protect the current Green Belt boundaries in Blackpool	<ul style="list-style-type: none"> Significant number of planning applications fail to meet the required standards and/or are refused on poor design grounds 	<ul style="list-style-type: none"> Work closer with applicants to improve the quality of schemes Identify reasons and if necessary review implementation of policies Consider preparing development briefs incorporating design guidance for key sites Consider a review of policy 	<ul style="list-style-type: none"> Site Allocations and Development Management document Individual planning applications and development management process Sustainable Homes SPD Commercial Street Frontages SPD New Homes from Old Places SPD (2011) Development Briefs (e.g. Talbot Gateway and Leisure Quarter) Developer Contributions 	<ul style="list-style-type: none"> Blackpool Council Developers
		Number of developments approved in the Green Belt	Protect the openness and character of the Green Belt, local distinctiveness and the physical separation of settlements				
CS8: Heritage	5, 14	Change in areas and populations of biodiversity importance including:	Protect international, national and local sites of biological and geological conservation importance and enhance local ecological networks and priority habitats/species.	<ul style="list-style-type: none"> An increase in the number of listed buildings on the Heritage at Risk Register due to issues of viability/lack of funding Reduction in Local Authority funding Proposals for inappropriate development that would affect a listed or locally listed building 	<ul style="list-style-type: none"> Review reasons and possible interventions Prioritise conservation advice and provide assistance where appropriate Investigate potential additional funding streams (e.g. English Heritage, Heritage Lottery Funding, CL) Consider mitigation measures and if necessary review policy and strengthen protection Consider a review of policy 	<ul style="list-style-type: none"> Blackpool Conservation Areas Blackpool Local List of Buildings of Architectural and/or Historic Interest Site Allocations and Development Management document Individual planning applications and development management process 	<ul style="list-style-type: none"> Blackpool Council English Heritage Blackpool Civic Trust Developers
		i. Change in the priority habitats and species by type and;	Maintain the '100% favourable' condition of the Marton Mere SSSI				
		ii. Changes in areas designated for their intrinsic environmental value including sites of international, national, regional or sub-regional significance	High quality, well designed developments that contribute positively to the character and appearance of the local, natural and built environment				
		Condition of Sites of Special Scientific Interest	Provide public (and private) spaces that are well-designed, safe, attractive, and complement the built form				
		Number of planning permissions refused on poor design grounds	Safeguard heritage assets from inappropriate development				
		Amount of public realm improved (ha)	Conserve buildings of architectural and/or historic interest and identify and adopt a local list of heritage assets				
		Number and size (ha) of Conservation Areas	No increase				
		Number of:	Safeguard heritage assets from inappropriate development				
		i. Listed buildings					
		ii. Locally listed buildings of architectural and/or historic interest					
		Number of listed buildings on the Heritage at Risk Register					
		Number of applications for Listed Building Consent per annum					

		Monitoring				Implementation					
Policy	Objective	Indicator	Target / Policy Outcome	Potential Risk	Contingency	Implementation / Delivery Mechanism	Key Delivery Partners				
CS9: Water Management	6	Number of planning permissions granted which incorporate Sustainable Drainage Systems (SuDS)	Minimise surface water flood risk	<ul style="list-style-type: none"> Physical constraints (e.g. ground conditions) may make certain sites inappropriate for SuDS Significant number of planning applications failing to minimise surface water run-off or address flood risk issues 	<ul style="list-style-type: none"> Identify reasons, and if necessary review guidance available to applicants Work closer with applicants and key delivery partners to improve the quality of development schemes and where possible provide further guidance on incorporating or retrofitting SuDS Consider a review of policy 	<ul style="list-style-type: none"> Sites Allocations and Development Management document Individual planning applications and development management process The North West England and North Wales Shoreline Management Plan (SMP2) (2010) Lancashire & Blackpool Flood Risk Management Strategy Surface Water Management Plan SPD for Sustainable Drainage 	<ul style="list-style-type: none"> Blackpool Council (SuDS Approval Body) Fylde Peninsula Water Management Group Environment Agency United Utilities Developers 				
		Number and type of sustainable drainage systems (SuDS) approved by the SuDS Approval Body (including retro-fitted SuDS)	Minimise surface water flood risk					<ul style="list-style-type: none"> Lack of viability in development schemes may make the policy difficult to implement Spatial characteristics of the Borough may limit the scope for some types of energy generation schemes (e.g. wind turbines and biomass) 	<ul style="list-style-type: none"> Projected changes in national regulations is delayed or does not come forward Investigate potential additional funding streams to support schemes such as community based energy generation. Work with key delivery partners and applicants to identify barriers to delivery and understand what further guidance or assistance could be provided by the authority to assist delivery Review reasons and assess the impact of requirements on the viability of development schemes and if necessary review policy 	<ul style="list-style-type: none"> Sites Allocations and Development Management document Individual planning applications and development management process Sustainable Homes SPD Building Regulations BREEAM Standards 	<ul style="list-style-type: none"> Blackpool Council Developers Renewable and low carbon energy providers
		Number of planning permissions granted contrary to the advice of the Environment Agency either on flood defence grounds or water quality.	None granted in order to minimise surface water flood risk and improve the quality of Blackpool's bathing water								
Compliance with the mandatory standards of the EU Bathing Water Directive	Achieve compliance with the EU Bathing Water Directive's Guideline Standards at all monitoring points - maintain annually										
CS10: Sustainable Design and	6	Number of new non-residential development over 1,000m ² completed to BREEAM 'very good' standard or above.	All new non-residential development over 1,000m ² should achieve the BREEAM 'very good' standard.	<ul style="list-style-type: none"> Reduction in S106 (and CIL if applicable) infrastructure funding S106 agreements (and CIL if applicable) may make some developments unviable but overall should not threaten delivery of the Plan A additional infrastructure requirements arising 	<ul style="list-style-type: none"> Identify the reasons for a decrease in s106/CIL (if applicable) monies Work closer with key partners, developers and landowners to better manage the delivery of development Review viability and implementation of policy and CIL (if applicable) Consider a review of the CIL Charging Schedule (if applicable) Consider introducing a Development Management policy to prioritise delivery Consider a review of policy 	<ul style="list-style-type: none"> Sites Allocations and Development Management document Individual planning applications and development management process Sustainable Homes SPD Building Regulations BREEAM Standards 	<ul style="list-style-type: none"> Blackpool Council Developers Renewable and low carbon energy providers 				
		Number of planning permissions granted for developments incorporating renewable and low-carbon energy into their design	Minimise carbon dioxide emissions from new developments and support the generation of energy from renewable and low carbon energy sources					<ul style="list-style-type: none"> Identify the reasons for a decrease in s106/CIL (if applicable) monies Work closer with key partners, developers and landowners to better manage the delivery of development Review viability and implementation of policy and CIL (if applicable) Consider a review of the CIL Charging Schedule (if applicable) Consider introducing a Development Management policy to prioritise delivery Consider a review of policy 	<ul style="list-style-type: none"> Developer Contributions Individual planning applications and development management process Site Allocations and Development Management document 	<ul style="list-style-type: none"> Blackpool Council Developers Service and infrastructure providers 	
		Number of renewable and low carbon energy generation schemes installed and operational	Minimise carbon dioxide emissions from new developments and support the generation of energy from renewable and low carbon energy sources								
CS11: Planning Obligations	7, 18, 21	Planning appeals dismissed for development not demonstrating adequate infrastructure capacity to serve the development	100% of appeals dismissed	<ul style="list-style-type: none"> Reduction in S106 (and CIL if applicable) infrastructure funding S106 agreements (and CIL if applicable) may make some developments unviable but overall should not threaten delivery of the Plan A additional infrastructure requirements arising 	<ul style="list-style-type: none"> Identify the reasons for a decrease in s106/CIL (if applicable) monies Work closer with key partners, developers and landowners to better manage the delivery of development Review viability and implementation of policy and CIL (if applicable) Consider a review of the CIL Charging Schedule (if applicable) Consider introducing a Development Management policy to prioritise delivery Consider a review of policy 	<ul style="list-style-type: none"> Sites Allocations and Development Management document Individual planning applications and development management process Sustainable Homes SPD Building Regulations BREEAM Standards 	<ul style="list-style-type: none"> Blackpool Council Developers Renewable and low carbon energy providers 				
		List of infrastructure projects identified in the Infrastructure Delivery Plan (IDP) that have been committed, commenced or completed annually	To achieve delivery of infrastructure in line with the Blackpool IDP					<ul style="list-style-type: none"> Identify the reasons for a decrease in s106/CIL (if applicable) monies Work closer with key partners, developers and landowners to better manage the delivery of development Review viability and implementation of policy and CIL (if applicable) Consider a review of the CIL Charging Schedule (if applicable) Consider introducing a Development Management policy to prioritise delivery Consider a review of policy 	<ul style="list-style-type: none"> Developer Contributions Individual planning applications and development management process Site Allocations and Development Management document 	<ul style="list-style-type: none"> Blackpool Council Developers Service and infrastructure providers 	
		Value of developer contributions collected from new development (and spent on infrastructure priorities)	Regular monitoring of Section 106 (S106) agreements (and monies from CIL if applicable)								

Table 3: Monitoring and Implementation of Chapter 6: Strengthening Community Wellbeing

		Monitoring				Implementation		
Policy	Objective	Indicator	Target / Policy Outcome	Potential Risk	Contingency	Implementation / Delivery Mechanism	Key Delivery Partners	
CS12: Sustainable Neighbourhoods	2, 8, 16, 19	Amount (sqm) of new local services and community facilities ³⁶ provided in each neighbourhood	Provide high quality local services and community facilities accessible to all members of the community	<ul style="list-style-type: none"> Availability of finance/funding to deliver housing investment in existing stock Limited use, lack of viability or review of asset management properties/sites may result in the loss of community facilities and local services Later phases of major housing development schemes do not come forward as planned Introduction of HMOs through relaxed Government regulations on PD rights Availability of enforcement resources 	<ul style="list-style-type: none"> Review viability and implementation of policies Consider introducing development management policies to prioritise retention of community facilities (in the case of viability) or improve policy implementation Review supply and demand of facilities Continue to work with developers, residents and other stakeholders to manage the delivery of redevelopment schemes; and help to overcome any barriers and constraints Review the use of Article 4 Directions as appropriate Continue to monitor enforcement activity and resources Consider a review of policy 	<ul style="list-style-type: none"> Site Allocations and Development Management document Individual planning applications and development management process Selective housing intervention and asset management programmes Selective licensing scheme Major housing developments (e.g. Rigby Road and Queens Park) Article 4 Direction controlling the change of use from a house to a HMO Developer Contributions Fyde Coast Housing Strategy Fyde Coast Local Investment Plan Housing Implementation Strategy Growing Places Fund New Homes Bonus Lancashire Strategic Economic Plan 	<ul style="list-style-type: none"> Blackpool Council Housing developers and sub-contractors providers HCA BCH LEP 	
		Number of dwellings completed from major housing developments, including Rigby Road and Queens Park	Around 410 new dwellings at Rigby Road and 198 (gross) new dwellings at Queens Park, providing high quality housing with an appropriate mix of types and tenures to meet the needs and aspirations of existing and future residents	<ul style="list-style-type: none"> Slow recovery of the housing market may delay achieving a more balanced housing stock Planning applications not meeting the required housing mix or adopted minimum standards e.g. citing viability reasons Larger flattened developments proposed across the inner area Having no specific density targets may result in inefficient use of land 	<ul style="list-style-type: none"> Analyse why target mix or minimum standards have not been proposed; negotiate with developers as appropriate; and in the event of exceptions being made to permit such developments analyse why this was the case Work with key stakeholders to identify development constraints Review evidence base on viability, housing market conditions and future population need to ensure it remains appropriate and update if necessary Consider a review of policy including the supporting SPDs on minimum standards Review densities achieved and introduce appropriate targets in the Site Allocations/Development Management DPD if necessary 	<ul style="list-style-type: none"> Site Allocations and Development Management document Individual planning applications and development management process New Homes from Old Places Residential Conversion and Sub-division SPD (2011) Sustainable Homes SPD (new build) 	<ul style="list-style-type: none"> Blackpool Council Housing developers Private sector providers BCH 	
		Number of de-conversions, empty homes brought back into use and Council homes improved by other housing investment	Rebalance the existing housing stock by creating more high quality family homes. Reduce the number of vacant properties and single bed flats. To bring all Council homes up to meet the Decent Homes Standard	<ul style="list-style-type: none"> Make efficient use of land, seeking to achieve an optimum density appropriate to the character of the locality New developments (conversions and new build) should meet the adopted minimum standards to provide quality homes New developments to include a mix of house types/sizes to rebalance the stock and provide more family homes. On sites > 1ha there should be a maximum of 10% 1 bed units and at least 20% 2 bed/20% 3+ bed units. On smaller sites a mix of sizes is required or it should contribute towards a balanced mix in the wider area. Developments of > 10 flats in the inner area should be directed to the town centre or seafrost; and at least 70% of the flats should be 2bed units or more. 	<ul style="list-style-type: none"> Slow recovery of the housing market may delay achieving a more balanced housing stock Planning applications not meeting the required housing mix or adopted minimum standards e.g. citing viability reasons Larger flattened developments proposed across the inner area Having no specific density targets may result in inefficient use of land 	<ul style="list-style-type: none"> Analyse why target mix or minimum standards have not been proposed; negotiate with developers as appropriate; and in the event of exceptions being made to permit such developments analyse why this was the case Work with key stakeholders to identify development constraints Review evidence base on viability, housing market conditions and future population need to ensure it remains appropriate and update if necessary Consider a review of policy including the supporting SPDs on minimum standards Review densities achieved and introduce appropriate targets in the Site Allocations/Development Management DPD if necessary 	<ul style="list-style-type: none"> Site Allocations and Development Management document Individual planning applications and development management process New Homes from Old Places Residential Conversion and Sub-division SPD (2011) Sustainable Homes SPD (new build) 	<ul style="list-style-type: none"> Blackpool Council Housing developers Private sector providers BCH
		Number of Houses in Multiple Occupation (HMOs) in the inner areas removed from the housing stock	Reduce the number of HMOs in order to address the problems and challenges associated with their occupation	<ul style="list-style-type: none"> Continue to investigate unauthorised uses and take appropriate action 	<ul style="list-style-type: none"> Slow recovery of the housing market may delay achieving a more balanced housing stock Planning applications not meeting the required housing mix or adopted minimum standards e.g. citing viability reasons Larger flattened developments proposed across the inner area Having no specific density targets may result in inefficient use of land 	<ul style="list-style-type: none"> Analyse why target mix or minimum standards have not been proposed; negotiate with developers as appropriate; and in the event of exceptions being made to permit such developments analyse why this was the case Work with key stakeholders to identify development constraints Review evidence base on viability, housing market conditions and future population need to ensure it remains appropriate and update if necessary Consider a review of policy including the supporting SPDs on minimum standards Review densities achieved and introduce appropriate targets in the Site Allocations/Development Management DPD if necessary 	<ul style="list-style-type: none"> Site Allocations and Development Management document Individual planning applications and development management process New Homes from Old Places Residential Conversion and Sub-division SPD (2011) Sustainable Homes SPD (new build) 	<ul style="list-style-type: none"> Blackpool Council Housing developers Private sector providers BCH
		Number of unlawful residential uses subject to successful enforcement action	Continue to investigate unauthorised uses and take appropriate action	<ul style="list-style-type: none"> Make efficient use of land, seeking to achieve an optimum density appropriate to the character of the locality New developments (conversions and new build) should meet the adopted minimum standards to provide quality homes New developments to include a mix of house types/sizes to rebalance the stock and provide more family homes. On sites > 1ha there should be a maximum of 10% 1 bed units and at least 20% 2 bed/20% 3+ bed units. On smaller sites a mix of sizes is required or it should contribute towards a balanced mix in the wider area. Developments of > 10 flats in the inner area should be directed to the town centre or seafrost; and at least 70% of the flats should be 2bed units or more. 	<ul style="list-style-type: none"> Slow recovery of the housing market may delay achieving a more balanced housing stock Planning applications not meeting the required housing mix or adopted minimum standards e.g. citing viability reasons Larger flattened developments proposed across the inner area Having no specific density targets may result in inefficient use of land 	<ul style="list-style-type: none"> Analyse why target mix or minimum standards have not been proposed; negotiate with developers as appropriate; and in the event of exceptions being made to permit such developments analyse why this was the case Work with key stakeholders to identify development constraints Review evidence base on viability, housing market conditions and future population need to ensure it remains appropriate and update if necessary Consider a review of policy including the supporting SPDs on minimum standards Review densities achieved and introduce appropriate targets in the Site Allocations/Development Management DPD if necessary 	<ul style="list-style-type: none"> Site Allocations and Development Management document Individual planning applications and development management process New Homes from Old Places Residential Conversion and Sub-division SPD (2011) Sustainable Homes SPD (new build) 	<ul style="list-style-type: none"> Blackpool Council Housing developers Private sector providers BCH
CS13: Housing Mix, Standards and Density	2, 5, 9, 16, 19	New build completions by density i.e. less than 30 dwellings per ha (dph); between 30-50 dph; and above 50 dph	<ul style="list-style-type: none"> Make efficient use of land, seeking to achieve an optimum density appropriate to the character of the locality New developments (conversions and new build) should meet the adopted minimum standards to provide quality homes New developments to include a mix of house types/sizes to rebalance the stock and provide more family homes. On sites > 1ha there should be a maximum of 10% 1 bed units and at least 20% 2 bed/20% 3+ bed units. On smaller sites a mix of sizes is required or it should contribute towards a balanced mix in the wider area. Developments of > 10 flats in the inner area should be directed to the town centre or seafrost; and at least 70% of the flats should be 2bed units or more. 	<ul style="list-style-type: none"> Slow recovery of the housing market may delay achieving a more balanced housing stock Planning applications not meeting the required housing mix or adopted minimum standards e.g. citing viability reasons Larger flattened developments proposed across the inner area Having no specific density targets may result in inefficient use of land 	<ul style="list-style-type: none"> Analyse why target mix or minimum standards have not been proposed; negotiate with developers as appropriate; and in the event of exceptions being made to permit such developments analyse why this was the case Work with key stakeholders to identify development constraints Review evidence base on viability, housing market conditions and future population need to ensure it remains appropriate and update if necessary Consider a review of policy including the supporting SPDs on minimum standards Review densities achieved and introduce appropriate targets in the Site Allocations/Development Management DPD if necessary 	<ul style="list-style-type: none"> Site Allocations and Development Management document Individual planning applications and development management process New Homes from Old Places Residential Conversion and Sub-division SPD (2011) Sustainable Homes SPD (new build) 	<ul style="list-style-type: none"> Blackpool Council Housing developers Private sector providers BCH 	
		Number of new homes meeting Blackpool's minimum standards for conversions ³⁷ or new build ³⁸	<ul style="list-style-type: none"> Make efficient use of land, seeking to achieve an optimum density appropriate to the character of the locality New developments (conversions and new build) should meet the adopted minimum standards to provide quality homes New developments to include a mix of house types/sizes to rebalance the stock and provide more family homes. On sites > 1ha there should be a maximum of 10% 1 bed units and at least 20% 2 bed/20% 3+ bed units. On smaller sites a mix of sizes is required or it should contribute towards a balanced mix in the wider area. Developments of > 10 flats in the inner area should be directed to the town centre or seafrost; and at least 70% of the flats should be 2bed units or more. 	<ul style="list-style-type: none"> Slow recovery of the housing market may delay achieving a more balanced housing stock Planning applications not meeting the required housing mix or adopted minimum standards e.g. citing viability reasons Larger flattened developments proposed across the inner area Having no specific density targets may result in inefficient use of land 	<ul style="list-style-type: none"> Analyse why target mix or minimum standards have not been proposed; negotiate with developers as appropriate; and in the event of exceptions being made to permit such developments analyse why this was the case Work with key stakeholders to identify development constraints Review evidence base on viability, housing market conditions and future population need to ensure it remains appropriate and update if necessary Consider a review of policy including the supporting SPDs on minimum standards Review densities achieved and introduce appropriate targets in the Site Allocations/Development Management DPD if necessary 	<ul style="list-style-type: none"> Site Allocations and Development Management document Individual planning applications and development management process New Homes from Old Places Residential Conversion and Sub-division SPD (2011) Sustainable Homes SPD (new build) 	<ul style="list-style-type: none"> Blackpool Council Housing developers Private sector providers BCH 	
		New build completions by dwelling type i.e. detached, semi-detached, terraced and flatted properties	<ul style="list-style-type: none"> Make efficient use of land, seeking to achieve an optimum density appropriate to the character of the locality New developments (conversions and new build) should meet the adopted minimum standards to provide quality homes New developments to include a mix of house types/sizes to rebalance the stock and provide more family homes. On sites > 1ha there should be a maximum of 10% 1 bed units and at least 20% 2 bed/20% 3+ bed units. On smaller sites a mix of sizes is required or it should contribute towards a balanced mix in the wider area. Developments of > 10 flats in the inner area should be directed to the town centre or seafrost; and at least 70% of the flats should be 2bed units or more. 	<ul style="list-style-type: none"> Slow recovery of the housing market may delay achieving a more balanced housing stock Planning applications not meeting the required housing mix or adopted minimum standards e.g. citing viability reasons Larger flattened developments proposed across the inner area Having no specific density targets may result in inefficient use of land 	<ul style="list-style-type: none"> Analyse why target mix or minimum standards have not been proposed; negotiate with developers as appropriate; and in the event of exceptions being made to permit such developments analyse why this was the case Work with key stakeholders to identify development constraints Review evidence base on viability, housing market conditions and future population need to ensure it remains appropriate and update if necessary Consider a review of policy including the supporting SPDs on minimum standards Review densities achieved and introduce appropriate targets in the Site Allocations/Development Management DPD if necessary 	<ul style="list-style-type: none"> Site Allocations and Development Management document Individual planning applications and development management process New Homes from Old Places Residential Conversion and Sub-division SPD (2011) Sustainable Homes SPD (new build) 	<ul style="list-style-type: none"> Blackpool Council Housing developers Private sector providers BCH 	
		New build and conversion completions by dwelling size i.e. 1/2/3/4+ bedrooms	<ul style="list-style-type: none"> Make efficient use of land, seeking to achieve an optimum density appropriate to the character of the locality New developments (conversions and new build) should meet the adopted minimum standards to provide quality homes New developments to include a mix of house types/sizes to rebalance the stock and provide more family homes. On sites > 1ha there should be a maximum of 10% 1 bed units and at least 20% 2 bed/20% 3+ bed units. On smaller sites a mix of sizes is required or it should contribute towards a balanced mix in the wider area. Developments of > 10 flats in the inner area should be directed to the town centre or seafrost; and at least 70% of the flats should be 2bed units or more. 	<ul style="list-style-type: none"> Slow recovery of the housing market may delay achieving a more balanced housing stock Planning applications not meeting the required housing mix or adopted minimum standards e.g. citing viability reasons Larger flattened developments proposed across the inner area Having no specific density targets may result in inefficient use of land 	<ul style="list-style-type: none"> Analyse why target mix or minimum standards have not been proposed; negotiate with developers as appropriate; and in the event of exceptions being made to permit such developments analyse why this was the case Work with key stakeholders to identify development constraints Review evidence base on viability, housing market conditions and future population need to ensure it remains appropriate and update if necessary Consider a review of policy including the supporting SPDs on minimum standards Review densities achieved and introduce appropriate targets in the Site Allocations/Development Management DPD if necessary 	<ul style="list-style-type: none"> Site Allocations and Development Management document Individual planning applications and development management process New Homes from Old Places Residential Conversion and Sub-division SPD (2011) Sustainable Homes SPD (new build) 	<ul style="list-style-type: none"> Blackpool Council Housing developers Private sector providers BCH 	

³⁶The NPPF suggests that community facilities can include local shops, meeting places, sports venues, cultural buildings, public houses and places of worship (paragraph 70)

³⁷ As set out in the 'New Homes from Old Places Residential Conversion and Sub-division' Supplementary Planning Document (SPD)

³⁸ To be set out in a forthcoming Sustainable Homes Supplementary Planning Document (SPD) (relating to new build residential development)

		Monitoring			Implementation									
Policy	Objective	Indicator	Target / Policy Outcome	Potential Risk	Contingency	Implementation / Delivery Mechanism	Key Delivery Partners							
CS14: Affordable Housing	2, 10, 19	Number of affordable housing completions (new build and conversion) in relation to permitted new housing stock Number of additional affordable housing units as a result of change in tenure of existing housing stock (acquisitions) Number of committed affordable units (i.e. with extant planning permission) Affordable housing completions by dwelling size i.e. 1/2/3/4+ bedrooms Affordable housing completions by tenure Developer contributions to affordable housing i.e. financial contributions from planning obligations (s106); or amount of discounted or free land received (ha)	Maximise affordable housing delivery to help address Blackpool's assessed need (264 new affordable units per annum in the next five years)	<ul style="list-style-type: none"> Slow recovery of the housing market may reduce ability to help address short-term affordable housing need Availability of finance to acquire existing stock / create affordable units Reduced viability in development schemes Renegotiation of s106 agreements may reduce developer contributions committed Reliance on private housing rental market to meet affordable need 	<ul style="list-style-type: none"> Review reasons for under delivery against identified need (may involve reviewing targets achieved by individual developments/s106 agreements/developer contributions/viability of sites with planning permission) Work with key stakeholders to secure finance to maximise the delivery of affordable homes from acquisitions; and identify potential additional funding streams e.g. New Homes Bonus and Growing Places Fund Continue to negotiate with developers on s106 agreements and encourage pre-application discussions Work with registered providers to align affordable housing provision with future need Council and its partners to explore improving the stock of affordable homes through other alternative sources Consider a review of policy 	<ul style="list-style-type: none"> Affordable Housing SPD Site Allocations and Development Management document Individual planning applications and development management process Developer Contributions Fylde Coast Local Investment Plan Fylde Coast Housing Strategy Housing Implementation Strategy Growing Places Fund New Homes Bonus Lancashire Strategic Economic Plan 	<ul style="list-style-type: none"> Blackpool Council Housing developers Registered Providers (RSL) BCH HCA Private sector providers 							
			Developments creating 15+ net dwellings required to provide 30% affordable units											
			A mix of affordable homes which reflects the importance of family sized units to help rebalance the stock											
			General requirement is for a mix of social rented and intermediate housing for sale or for rent (dependent on location)											
			Off-site contributions from developments creating 3-14 net dwellings (as a % of the open market value of the dwellings) and from larger developments as appropriate (equivalent to 30% on-site provision)											
			CS15: Health and Education					8, 11, 12	Amount (sqm) of additional health and education facilities completed Male and female life expectancy Number of Lower Super Output Areas in the bottom 10% for health deprivation and disability Percentage of pupils in local authority schools achieving five or more GCSEs at grade A* - C or equivalent Percentage of working age people with no qualifications	Provide new/enhance existing facilities to meet identified health/education needs	<ul style="list-style-type: none"> Reduction in developer contributions may limit the delivery of health and educational facilities No change in skill levels or educational attainment No change or decline in the overall health and well-being of residents 	<ul style="list-style-type: none"> Examine potential additional funding streams Work with education and health providers to establish reasons and address if necessary If necessary, identify sites for additional education/health provision in partnership with providers/developers Consider a review of policy 	<ul style="list-style-type: none"> Site Allocations and Development Management document Individual planning applications and development management process Developer Contributions Blackpool Joint Health and Wellbeing Strategy 	<ul style="list-style-type: none"> Blackpool Council Blackpool and the Fylde College Blackpool Sixth Form College Education and Training providers NHS England Blackpool Clinical Commissioning Group
										Improve the health and wellbeing of Blackpool's residents				
										Reduce number of Lower Super Output Areas in the bottom 10% for health deprivation and disability				
										Improve the overall education of Blackpool's population				
			CS16: Traveller Sites					13	Total number of traveller pitches/plots available (Gypsy and traveller pitches, Travelling Showpeople plots and transit pitches) Net additional traveller pitches/plots completed per annum (Gypsy and Traveller) Number of planning applications for new sites or extensions to existing sites that are refused for not meeting the Policy criteria Number of unauthorised encampments or developments and enforcement actions carried out in relation to traveller sites	Meet locally set pitch and plot targets (according to the most recent Gypsy, Traveller and Travelling Showperson Accommodation Needs Assessment agreed by the Council)	<ul style="list-style-type: none"> Shortfall in provision against identified need Limited availability of suitable and affordable land/sites to meet identified need Unauthorised encampments and developments 	<ul style="list-style-type: none"> Identify reasons for any shortfall in plot/pitch provision against need, including delivery constraints Review effectiveness of policy implementation Consider identifying further sites for accommodating additional pitches/ plots Consider a review of policy and amendment of assessment criteria for traveller sites Work with neighbouring authorities to deliver the identified Fylde Coast need for Gypsy and Travellers and Travelling Showpeople 	<ul style="list-style-type: none"> Site Allocations and Development Management document Individual planning applications and development management process Duty to Co-operate 	<ul style="list-style-type: none"> Blackpool Council Neighbouring Authorities Land Owners Gypsy and Travellers and Travelling Showpeople
Make adequate site provision of traveller sites that are sustainable economically, socially, and environmentally														
Meet identified need and provide adequate traveller sites that are sustainable economically, socially, and environmentally														

Table 4: Monitoring and Implementation of Chapter 7: Regenerating Blackpool Town Centre and the Resort

Monitoring			Implementation					
Policy	Objective	Indicator	Target / Policy Outcome	Potential Risk	Contingency	Implementation/Delivery Mechanism	Key Delivery Partners	
CS17: Blackpool Town Centre	3, 15	Diversity of main town centre uses (by number, type and amount of floorspace) as identified from Town Centre Health Checks/GOAD surveys	Introduce a more diverse town centre offer, including quality cafes/restaurants, leisure, cultural and entertainment activities and offices	<ul style="list-style-type: none"> Further downturn in the economy making new investment difficult to secure/causing increased vacancy levels Configuration of units not attractive to potential town centre investors Loss of town centre uses due to new regulations allowing more flexible PD rights National chain operators scaling-back investment Availability of finance to secure environmental improvements Limited demand for town centre residential uses 	<ul style="list-style-type: none"> Engagement with key stakeholders/businesses including public and private sector bodies Analyse footfall and develop appropriate measures/incentives for improvement Analyse vacancy levels, including any concentrations, and consider appropriate measures e.g. scope for redevelopment Work with commercial agents to review the supply and demand for retail space and other town centre uses Identify potential additional funding streams/developer contributions Consider the need for an Article 4 Direction Town centre marketing/promotional material Consider a review of policy including the Town Centre Strategy 	<ul style="list-style-type: none"> Blackpool Town Centre Strategy (2013) Town Centre Steering Group Site Allocations and Development Management document Individual planning applications and development management process Developer Contributions 	<ul style="list-style-type: none"> Blackpool Council Town Team Blackpool Town Centre BID BFWEDC LEP Marketing Blackpool Commercial developers / agents Landlords Town centre businesses 	
		Proportion of ground floor vacancy rates	Reduce vacancy rates within the town centre and the Principal Retail Core					<ul style="list-style-type: none"> Loss of town centre uses due to new regulations allowing more flexible PD rights National chain operators scaling-back investment Availability of finance to secure environmental improvements Limited demand for town centre residential uses
CS18: Winter Gardens	14, 15	Number of residential completions within Blackpool Town Centre	Introduce a high quality residential offer in the longer term	<ul style="list-style-type: none"> Further downturn in the economy making new investment difficult to secure Further phases difficult to secure 	<ul style="list-style-type: none"> Maximise engagement/buy-in to the business model from primary and secondary stakeholders Identify potential additional funding streams (e.g. CL (if applicable), English Heritage, Heritage Lottery Funding) or develop contingency methods Consider a review of policy/business model 	<ul style="list-style-type: none"> Winter Gardens Strategy and Business Plan Three year repair programme Site Allocations and Development Management document Individual planning applications and development management process 	<ul style="list-style-type: none"> Winter Gardens Project Board Blackpool Council English Heritage Use providers Marketing Blackpool 	
		Town Centre pedestrian flows (footfall)	Increase in footfall					<ul style="list-style-type: none"> Further downturn in the economy making new investment to deliver further phases difficult to secure
		State of the Town Centre environmental quality	Enhance the quality of buildings, streets and spaces					<ul style="list-style-type: none"> Further downturn in the economy making new investment to deliver further phases difficult to secure
CS19: Central Business District (Talbot Gateway)	3, 15	Additional uses brought forward in the Winter Gardens	Re-establish the Winter Gardens as a key leisure, entertainment and conferencing venue for the resort in accordance with an agreed business plan/model	<ul style="list-style-type: none"> Further downturn in the economy making new investment to deliver further phases difficult to secure 	<ul style="list-style-type: none"> Engagement with key delivery partners to re-examine constraints to development and develop contingency methods Identify potential additional funding streams/use of developer contributions Consider a review of policy including the SPD 	<ul style="list-style-type: none"> Talbot Gateway Planning Brief SPD (2006) Site Allocations and Development Management document Individual planning applications and development management process 	<ul style="list-style-type: none"> Project Board Blackpool Council Muse Developments Transport operators Developers/businesses 	
		'At risk' status of the Winter Gardens	Secure the future of the Winter Gardens so that it is no longer identified 'at risk'					<ul style="list-style-type: none"> Work closer with key partners to re-examine constraints to development and develop contingency methods Market the site to an international audience Consider a review of policy including the SPD
CS20: Leisure Quarter (Former Central Station Site)	14, 15	Number of events held per year	Increase use of the Winter Gardens	<ul style="list-style-type: none"> Further downturn in the economy making new investment to deliver further phases difficult to secure 	<ul style="list-style-type: none"> Work closer with key partners to re-examine constraints to development and develop contingency methods Market the site to an international audience Consider a review of policy including the SPD 	<ul style="list-style-type: none"> Leisure Quarter Development Brief SPD (2011) Site Allocations and Development Management document Individual planning applications and development management process 	<ul style="list-style-type: none"> Blackpool Council Developers and key leisure operators/ investors Existing operators on site 	
		Type (Use Class) and amount (sqm) of completed development in the Central Business District	Comprehensive redevelopment of the Central Business District with mixed-use development					<ul style="list-style-type: none"> Further downturn in the economy making new investment to deliver further phases difficult to secure
CS20: Leisure Quarter (Former Central Station Site)	14, 15	Amount (sqm) of leisure development ³⁹ completed on the site	Comprehensive redevelopment of the entire site for major leisure development	<ul style="list-style-type: none"> Further downturn in the economy making new investment to deliver comprehensive redevelopment difficult to secure 	<ul style="list-style-type: none"> Work closer with key partners to re-examine constraints to development and develop contingency methods Market the site to an international audience Consider a review of policy including the SPD 	<ul style="list-style-type: none"> Leisure Quarter Development Brief SPD (2011) Site Allocations and Development Management document Individual planning applications and development management process 	<ul style="list-style-type: none"> Blackpool Council Developers and key leisure operators/ investors Existing operators on site 	
		Type (Use Class) and amount (sqm) of complementary development completed on the site	Complementary uses, including leisure, hotel, ancillary retail and parking, that would add value/support the major leisure development, and deliver comprehensive redevelopment of the entire site					<ul style="list-style-type: none"> Work closer with key partners to re-examine constraints to development and develop contingency methods Market the site to an international audience Consider a review of policy including the SPD

³⁹ Leisure development defined as per use class order D2

Monitoring			Implementation				
Policy	Objective	Indicator	Target / Policy Outcome	Potential Risk	Contingency	Implementation/Delivery Mechanism	Key Delivery Partners
CS21: Leisure and Business Tourism	14	Amount (sqm) of completed leisure development ⁴⁰ over 500m ² by location i.e. % completed in Blackpool Town Centre and the Resort Core	Tourism attractions focused on the town centre and resort core	<ul style="list-style-type: none"> Further downturn in the economy making new investment difficult to secure Pressure for non-leisure uses within the town centre and resort core Pressure for major new leisure development outside the resort core 	<ul style="list-style-type: none"> Engagement with key stakeholders/businesses including public and private sector bodies Review resort marketing/promotion Consider a review of policy 	<ul style="list-style-type: none"> Site Allocations and Development Management document Individual planning applications and development process Leisure Quarter Development Brief SPD (2011) Holiday Accommodation SPD (2011) 	<ul style="list-style-type: none"> Blackpool Council Key resort operators Visitor accommodation providers Marketing Blackpool
		Amount (sqm) of new visitor accommodation by location i.e. % completed in the town centre, resort core and adjacent holiday accommodation areas	Visitor accommodation focused on the town centre, resort core and holiday accommodation areas	<ul style="list-style-type: none"> Pressure for non-leisure uses within the town centre and resort core Pressure for major new leisure development outside the resort core 			
		Number of visitors to the resort per year	Increase in visitor numbers due to a stronger resort appeal				
CS22: Key Resort Gateways	2, 4, 14, 16	Amount (sqm) of completed development on land within and adjoining Central Corridor	Redevelopment of land within and adjoining Central Corridor to support further improvement/enhancement	<ul style="list-style-type: none"> Availability of funding/developer contributions to deliver improvements and enhancements 	<ul style="list-style-type: none"> Review at next revision of the Blackpool Local Transport Plan Identify additional potential sources of funding Consider a review of policy 	<ul style="list-style-type: none"> Blackpool Local Transport Plan 2011-2016 (2011) Site Allocations and Development Management document Individual planning applications and development management process Developer Contributions 	<ul style="list-style-type: none"> Blackpool Council Developers Transport providers
		Amount (sqm) of improved vehicular, pedestrian and cycling linkages through Central Corridor	Improved linkages through the Corridor and extending the network of green ways to support further enhancement				
		Number and type of improvements made to parking and reception facilities	Improved parking and reception facilities				
CS23: Managing Holiday Bed Spaces	2, 8, 14, 16	Number of planning permissions/refusals for change of use from holiday accommodation <i>within</i> the main holiday accommodation areas	Retain existing holiday accommodation unless exceptional circumstances are demonstrated as set out in policy	<ul style="list-style-type: none"> Continued fall in staying visitor numbers Pressure for change of use from holiday accommodation to residential use within the main holiday accommodation areas Planning permission not required for change of use in some instances Change of use proposals not in line with the New Homes from Old Places SPD 	<ul style="list-style-type: none"> Analyse planning permissions to understand reasons behind pressure for change of use including any concentrations Engagement with key stakeholders/businesses including accommodation providers and market agents Review wider resort marketing/promotion Identify additional potential sources of funding e.g. to encourage accreditation or complementary public realm improvements Consider a review of policy including the main holiday accommodation areas defined in the Holiday Accommodation SPD and the minimum standards set out in the New Homes from Old Places SPD 	<ul style="list-style-type: none"> Holiday Accommodation SPD (2011) New Homes from Old Places SPD (2011) Site Allocations and Development Management document Individual planning applications and development management process 	<ul style="list-style-type: none"> Blackpool Council Holiday accommodation providers Stay Blackpool Developers/commercial agents Marketing Blackpool
		Number of planning permissions/refusals for change of use from holiday accommodation <i>outside</i> the main holiday accommodation areas	Encourage change of use from holiday accommodation to high quality homes				
		Number of net new dwellings completed as a result of change of use from holiday accommodation	Increase in staying visitors				

⁴⁰ Leisure development defined as per use class order D2

Table 5: Monitoring and Implementation of Chapter 8: Enabling South Blackpool Growth and Employment

Policy	Objective	Monitoring				Implementation		Key Delivery Partners
		Indicator	Target/Policy Outcome	Potential Risk	Contingency	Implementation/Delivery Mechanism		
CS24: South Blackpool Employment Growth	3, 17	Amount of new employment development (Class B uses) completed in South Blackpool at Blackpool Airport Corridor and lands close to Junction 4 of the M55 (including take-up of available land supply and redevelopment of existing sites)	Support major new business/industrial development at sustainable locations in South Blackpool	<ul style="list-style-type: none"> Further downturn in the economy making new investment difficult to secure Planning permissions not implemented due to issues relating to viability/access to finance Loss of allocated industrial/business land (including undeveloped land) to non-employment uses Employment development attracted elsewhere 	<ul style="list-style-type: none"> Identify reasons for lack of take-up and monitor employment land supply v demand to ensure it meets market requirements Analyse any loss of allocated land for non-employment uses and the impact on employment provision in South Blackpool (including regenerative benefits of enabling development) Engage with landowners/developers on the likely delivery prospects of sites and help to overcome any barriers/constraints to manage the delivery of new development Engage with the LEP/Fylde Coast authorities to develop measures to encourage inward investment in this location to support sub-regional growth Consider a review of policy including the flexibility given to enabling development and the existing employment allocations 	<ul style="list-style-type: none"> Site Allocations and Development Management document Individual planning applications and development management process Fylde Coast Investment Plan Whitehills Development Brief Blackpool International Airport Masterplan (currently being prepared) Duty to Co-operate Local Growth Accelerator Strategy 	<ul style="list-style-type: none"> Blackpool Council BFWEDC Fylde Borough Council Lancashire County Council LEP Blackpool Airport Existing businesses/landowners 	
		Amount of existing employment land redeveloped to provide business/industrial facilities (Class B uses) in South Blackpool	Support the redevelopment of existing employment sites within South Blackpool	<ul style="list-style-type: none"> Shortfall in number of completions Slow recovery of the housing market Planning permissions not implemented or built-out as planned due to issues relating to viability, access to finance or unidentified constraints etc Developments not meeting the required housing mix 	<ul style="list-style-type: none"> Review reason for shortfall including planning permissions, lapsed permissions etc Engage with applicants/developers to find out why sites are not being implemented Work with key delivery partners and other stakeholders to manage the delivery of development and help to overcome any barriers and constraints Review S106 agreements/contributions and re-negotiate with developers as appropriate Review why an appropriate housing mix has not been achieved and understand why exceptions have been made Regular SHLAA updates and consider a 'call for sites' exercise to identify additional land Consider a timely policy review and whether it is appropriate to change the phasing supply 	<ul style="list-style-type: none"> Site Allocations and Development Management document Individual planning applications and development management process Strategic Housing Land Availability Assessment (SHLAA) Sustainable Homes SPD (new build) Developer Contributions Housing Implementation Strategy Duty to Co-operate 	<ul style="list-style-type: none"> Blackpool Council Housing Developers Landowners Fylde Borough Council Lancashire County Council 	
CS25: South Blackpool Housing Growth	2, 18, 19, 20	Net dwellings completed per annum in South Blackpool New build completions by dwelling type in South Blackpool i.e. detached, semi-detached, terraced and flatted properties New build completions by dwelling size in South Blackpool i.e. 1/2/3/4+ bedrooms	750 net completions over the plan period (including Moss House Road, Whyndyke and Runnell Farm sites) Dwelling type mix complements (rather than competes with) new housing being delivered in the inner area Dwelling size mix complements (rather than competes with) new housing being delivered in the inner area	<ul style="list-style-type: none"> Limited support or resources to bring forward a Neighbourhood Plan Pressure for development that is not in accordance with the CS26 criteria 	<ul style="list-style-type: none"> If the Marton Moss community do not wish to prepare a Neighbourhood Plan, the local planning policy for the area will be developed as part of the Site Allocations and Development Management document Identify alternative sources of funding to assist with the neighbourhood planning approach Consider a review of policy 	<ul style="list-style-type: none"> Neighbourhood Plan/Site Allocations and Development Management document 	<ul style="list-style-type: none"> Blackpool Council Housing Developers Landowners Fylde Borough Council Lancashire County Council 	
CS26: Marton Moss	5, 20	Development of neighbourhood policy supporting the retention and enhancement of the distinctive character of Marton Moss Number of applications received and % approved/ refused in line with part 2 of Policy CS26	Pursue a neighbourhood planning approach for Marton Moss to retain and enhance the character of the Moss whilst identifying acceptable development.			<ul style="list-style-type: none"> Neighbourhood Plan/Site Allocations and Development Management document 	<ul style="list-style-type: none"> Blackpool Council Marton Moss community (including residents and businesses) 	

Monitoring		Implementation					
Policy	Objective	Indicator	Target/Policy Outcome	Potential Risk	Contingency	Implementation/Delivery Mechanism	Key Delivery Partners
CS27: South Blackpool Transport and Connectivity	4.21	Projects that have helped to improve connectivity in South Blackpool Developments permitted in South Blackpool with green travel plans	A comprehensive public transport, pedestrian and cycle improvement strategy for South Blackpool Major new housing and employment development to incorporate Green Travel Plans	<ul style="list-style-type: none"> Availability of funding / developer contributions 	<ul style="list-style-type: none"> Review at next revision of the Blackpool Local Transport Plan and if necessary review policy Consider a review of policy 	<ul style="list-style-type: none"> Blackpool Local Transport Plan 2011-2016 (2011) and Implementation Plan Blackpool Airport Masterplan (currently being prepared) Fylde Coast Transport Masterplan Management document Site Allocations and Development Individual planning applications and development management process Developer Contributions Duty to Co-operate 	<ul style="list-style-type: none"> Blackpool Council Public Transport Operators Developers Key businesses in the area including Blackpool Airport Fylde Borough Council Lancashire County Council

Additional monitoring

The Authority Monitoring Report will also monitor additional information which will help to assess the effectiveness of the Core Strategy policies in achieving the vision, goals and objectives track changes, trends and improvements, and assist with future reviews of the Blackpool Local Plan. The information that is monitored may change over time, but could include:

- Permitted development rights and new use classes - Records of applications made to the local planning authority by a developer for determination as to whether prior approval of the authority is required for permitted development rights (as set out in The Town and Country Planning (General Permitted Development)(Amendment)(England) Order 2014), and other additional use classes that may be introduced.
- Duty to Co-operate regulations state that Council's need to report how the Duty to Co-operate is being taken forward on an ongoing basis through the Authority Monitoring Report.

Contact us

Blackpool Council, Built Environment
PO Box 17, Corporation Street,
Blackpool, FY1 1LZ

T: (01253) 477477
E: development.plans@blackpool.gov.uk
W: www.blackpool.gov.uk