



P L A N N I N G D E P A R T M E N T

Strategic Housing Land Availability Assessment

May 2008



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1.0 Introduction

- 1.1 As part of the work to produce the Local Development Framework (LDF) for Blackpool, the Council is required to produce a Strategic Housing Land Availability Assessment (SHLAA). This forms part of the evidence base and background information to inform the Council's 'Core Strategy' and other Development Plan Documents (DPDs).
- 1.2 The SHLAA identifies and records potential housing sites across Blackpool to accommodate growth over the next 15 years. The study provides a mechanism to support the phased delivery of housing sites, supporting the 'plan, monitor and manage' approach towards plan making.
- 1.3 The SHLAA does not allocate sites; neither does it constitute planning policy. It forms an initial assessment of specific sites. It is for the plan making process to determine which sites are appropriate for housing, informed by the guidance from this study.
- 1.4 The fundamental objective of this study is to explore the potential for housing development in Blackpool. Estimations on the quantity of housing that could be delivered on potential sites have been made, and where planning permission exists the number of units approved on the site has been stated. Site boundaries identified through the process are indicative only.
- 1.5 An initial Draft Blackpool SHLAA was placed on public consultation for a four week period commencing on 13th February and finishing on 12th March 2008. The comments and site suggestions received during this consultation have been incorporated, where appropriate, in this final Blackpool SHLAA.
- 1.6 The Blackpool SHLAA represents the housing land situation at 1st April 2008, in terms of both assessed suitability of potential sites and remaining housing capacity on sites under construction with planning permission. The SHLAA will be reviewed annually as part of normal housing land monitoring updates.

2.0 Planning Policy Background

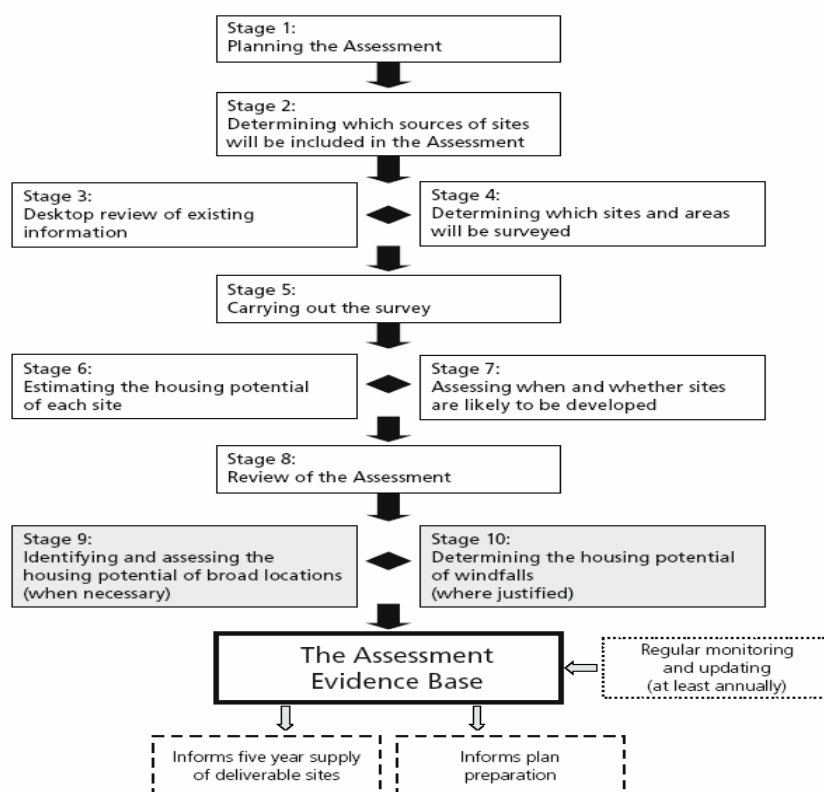
- 2.1 The Government's National **Planning Policy Statement 3: Housing** (PPS3) seeks to ensure that the planning system delivers a flexible and responsive supply of land for housing.
- 2.2 PPS3 requires LPA's to:
 - identify specific deliverable sites in the first five years;
 - identify specific developable sites for years 6-10, and ideally years 11-15, to enable the five year supply to be topped up;

- where it is not possible to identify specific sites for years 11-15, indicate broad locations for growth;
 - not include an allowance for windfalls in the first 10 years of the plan, unless there are justifiable local circumstances.
- 2.3 The regional context for housing delivery is contained within the **Draft North West Regional Spatial Strategy (NWRSS)**. The NWRSS is at an advanced stage in its preparation and became a material consideration in determining planning applications for housing from April 2007.
- 2.4 Policy L4 of the NWRSS sets a housing requirement to be met in Blackpool of 8000 dwellings over the period to 2021 to provide for economic growth and support the regeneration of the town centre and resort. Projecting this forward on a pro-rata basis implies a requirement for 9780 dwellings by 2025, providing for a 15 year supply from adoption of the Core Strategy.
- 2.5 The **Blackpool Local Plan 2001-2016**, adopted in June 2006, identified sufficient housing sites to provide for 3230 new dwellings 2001-2016. Of these allocations only 3 small sites are without planning permission, the rest are either under construction or are completed.
- 2.6 In parallel with the preparation of **Blackpool's Core Strategy** and SHLAA, new **Fylde and Wyre Core Strategies** and SHLAA's are also being produced on a similarly aligned timescale for the neighbouring local authority areas. There are major links and shared interests across the Fylde Sub-Region and cooperation is taking place on a range of evidence based information to support the planning process, of which housing is a key element. Supporting the SHLAA process, a **Joint Fylde Sub-Region Housing Market Assessment** has also been undertaken for the whole area.

3.0 Methodology & Findings

- 3.1 The methodology to identify sites to meet future needs has followed the broad approach to SHLAA's contained within the Government's 'Strategic Housing Land Availability Assessments: Practice Guidance'. The guidance does however give scope for LPA's to undertake differing approaches to meet the requirements.
- 3.2 **Figure 1** identifies the main stages in the preparation of an SHLAA. The diagram shows that whilst the stages should generally be carried out in order, certain stages can be carried out in parallel. The Blackpool SHLAA is complete, and now forms part of the LDF evidence base. This section will briefly describe the methodologies that were undertaken to meet the requirements of each stage of SHLAA preparation.

Figure 1: Stages for the preparation of a SHLAA



Stage 1: Planning the Assessment

3.3 In broad terms a common approach to SHLAA was agreed between the three authorities comprising the Fylde sub-region. Each authority has undertaken a SHLAA for its own administrative area, ensuring accordance with requirements placed through PPS3 and the Government's practice guidance.

3.4 Once each authority in the sub-region has completed the SHLAA process, and the findings have been evaluated and published, a Joint SHLAA Overview Statement will also be produced summarising the key findings for the Fylde Sub-Region as a whole.

Stage 2: Determining which Sources of Sites will be Included in the Assessment

3.5 **Figure 2** (next page) is taken from the Government's practice guidance and covers the types of sites that should be included within an SHLAA.

Figure 2: Sources of sites with potential for housing

Sites in the planning process
<ul style="list-style-type: none"> • land allocated (or with permission) for employment or other land uses which are no longer required for those uses • existing housing allocations and site development briefs • unimplemented/outstanding planning permissions for housing • planning permissions for housing that are under construction
Sites not currently in the planning process
<p>Examples:</p> <ul style="list-style-type: none"> • vacant and derelict land and buildings • surplus public sector land • land in non-residential use which may be suitable for re-development for housing, such as commercial buildings or car parks, including as part of mixed-use development • additional housing opportunities in established residential areas, such as under-used garage blocks • large scale redevelopment and re-design of existing residential areas • sites in rural settlements and rural exception sites¹³ • urban extensions¹⁴ • new free standing settlements¹⁴

3.6 In preparing the Blackpool SHLAA, the Council has considered all the above sources of housing potential sites and more, and has endeavoured not to exclude sites from the process at any stage. **The focus of the study has been to identify potential sites within the existing urban area that do not have a current planning permission.**

3.7 The substantially increased housing development requirement for Blackpool in the NWRSS and the limited remaining lands within Blackpool as a whole, however, has meant that consideration has also been given to identifying potential new development land outside of the existing urban area. **The approach taken in Blackpool is that all areas of land outside the existing urban area have been looked at as part of the SHLAA**, comprising:

- Lands at Marton Moss
- West of Staining & Mythop Road

3.8 These lands have all been looked at in Stage 9 of the process to ensure Blackpool can meet its housing requirement, since it has been crucial to understand the level of potential that can be generated from the existing urban area before any decisions on the extent of development required outside the urban area can be made.

3.9 **Table 1** identifies the types of sites that have been excluded from the assessment. These sites are in general excluded due to overriding policy considerations relating to conservation and environmental protection. Otherwise, and in geographic terms, there are no locations within Blackpool that are not included within the SHLAA, sites are considered across the town.

Table 1: Areas excluded from the SHLAA

Excluded Area	Justification
SSSI's	National Policy advises against development that would have an adverse impact on nationally and internationally important nature conservation sites.
Green Belt	Local policy restricts development within the greenbelt to agriculturally related uses, recreational uses and other uses appropriate to a rural area to safeguard its open character.
Conversions, Flats Above Shops e.t.c.	These sources will be considered as part of a windfall supply in Stage 10 of the study.

Stage 3: Desktop Review of Existing Information

3.10 **Table 2** lists all the sources explored to identify sites with suitable housing potential as at 1st April 2008. The status of the sites (in terms of whether planning permission has been granted or development has started) is therefore accurate to this date.

3.11 In identifying sites, no minimum site size threshold has been imposed. Therefore sites with capacity for only one dwelling, or sites already occupying buildings, are included in the survey.

Table 2: Sources of sites contained within the SHLAA

Sites in the Planning Process	Purpose
Housing allocations not yet subject to planning permission	To identify sites
Planning permissions/sites under construction	To identify sites
Planning application refusals	To identify sites – particularly those applications rejected on the grounds of prematurity
Other Sources of Information to Identify Sites	Purpose
Urban Potential Study 2004	To identify buildings & land & constraints to delivery
Previously allocated opportunity sites	To identify sites
Local Planning Authority Employment Land Review	To identify sites & surplus land
Backland industry sites	To identify underused sites, surplus land and undesirable uses
Sites submitted by consultees via the SHLAA consultation process	To identify sites
Site surveys, ordnance survey maps, aerial photographs	To identify sites

3.12 Sites in the planning process within the SHLAA therefore include:

- Existing housing allocations in the Blackpool Local Plan on which development had not commenced at 1st April 2008.
- Sites currently with planning permission at 1st April 2008.
- During the period October 2004 to April 2007 the Council adopted a restrictive policy controlling the release of land for housing development as Blackpool's levels of completions were at that time exceeding the statutory housing requirement. As a result a number of housing proposals submitted were refused on the ground of 'oversupply' alone. These sites have been included within the SHLAA.

3.13 Sites outside the planning process within the SHLAA include:

- The Urban Potential Study, completed in 2004 to inform the current adopted Local Plan provided an earlier comprehensive assessment of sites within the urban area – a number of which have since been developed or have planning permission for development. All other sites which remain undeveloped are included in the new SHLAA (this includes a number of earlier housing opportunity sites that were provisionally allocated during the early stages of producing the current Local Plan. These sites were subsequently deleted due to the then adequate capacity of housing allocations to deliver requirements).
- The Blackpool Employment Study (2007) has been undertaken and concluded that all the main existing allocated employment estates should generally remain in employment use. In a small minority of locations potential was identified for redevelopment of longstanding vacant sites and these potential housing opportunities have been identified in the SHLAA.
- During 2007, a comprehensive survey of all non-allocated smaller scale business and industrial sites was also undertaken. Where appropriate, although many are currently in use, a number of these sites have been included within the SHLAA where it is considered they could have potential to accommodate housing at some stage over the next 15 years.

Stage 4: Determining Which Sites and Areas will be Surveyed

3.14 During April 2008 all the sites that have been identified in the SHLAA were surveyed. This included all sites with an existing planning permission, previously identified potential sites and any new sites proposed or sites suggested during the SHLAA consultation period in February/March 2008.

Stage 5: Carrying Out the Survey

- 3.15 Basic information, as stated within the Government's practice guidance, was collected for all sites. Aspects such as site size, boundaries, current and surrounding use and character of the surrounding area have been recorded. In many cases, especially for sites already identified, this information was already known, and therefore the emphasis of the survey was to assess any visible physical and environmental constraints to development or policy/ownership restrictions, to inform later stages of the SHLAA and help determine the deliverability and developability of specific sites.

Stage 6: Estimating the Housing Potential of Each Site

- 3.16 The method for calculating potential capacity for each site has taken account of two important aspects of each site – the location and the area of the site. Where there is an outstanding or previous planning application for a specific number of dwellings for an appropriate form of development of a site, then that figure has generally been used to inform the housing capacity of these sites. For all other identified sites, density multipliers have been used to estimate the housing potential of each site.
- 3.17 Whilst it is acknowledged that this method of calculating potential capacity cannot be considered wholly accurate for individual specific sites, it simply ensures that an approximate, realistic and indicative total capacity figure can be attained in the most practical and manageable way. In addition, the application of varied densities and banded gross/net ratios follows better practice and minimises errors in calculations of potential capacities.

Density Multipliers

- 3.18 The density multipliers in **Table 3** have been applied to each site, dependant on their location within Blackpool:

Table 3: Density Multipliers

Location	Density Multiplier (Dwellings per hectare)
Town Centre & Inner Area	100
Elsewhere in the Built Up Area	50

- 3.19 In simple terms, if a site is located within the 'Defined Inner Area' as identified in the Local Plan, the location density for 'Town Centre & Inner Area' will apply. In all other cases the 'Elsewhere in the Built Up Area' density will apply. These densities have been arrived at through detailed analysis of densities achieved on sites completed in these two areas in recent years.

Gross/Net Ratio

3.20 The second part of the calculation of estimated potential takes account of the net developable area of the site. This works on the principle that the smaller the site, the greater the potential for the site to make use of existing roads/facilities, and therefore a greater proportion of the site can be developed for housing. The gross/net ratios adopted in the Blackpool SHLAA are shown in **Table 4**.

Table 4: Gross/Net Ratios

Site Size (ha)	Development Ratio (Net Developable Area)
< 0.4 ha	100%
0.4 – 2 ha	80%
2.1 – 4 ha	70%
> 4 ha	60%

3.21 The calculation of estimated housing potential for a particular site is then calculated using a simple formula:

$$\text{Site Area (ha)} \times \text{Gross/Net Ratio} \times \text{Location Density} \\ = \text{Housing Potential Capacity}$$

Stage 7: Assessing When and Whether Sites are Likely to be Developed

3.22 Assessing the 'Suitability', 'Availability' and 'Achievability' of a site allows conclusions to be drawn as to whether a site is **Deliverable**, **Developable** or **Not Currently Developable**. Information on physical/environmental constraints and policy/ownership restrictions help inform this assessment.

3.23 The Government's practice guidance states that a **Deliverable** site is one which is available now, offers a suitable location and that there is a reasonable prospect that housing will be delivered on the site within five years from adoption of the plan. A **Developable** site offers a suitable location with a reasonable prospect that it will be available and could be developed at a specific point in time. Where it is unknown when a site could be developed it should be regarded as **Not Currently Developable**.

3.24 The overall assessment of a site, as described in paragraph 3.23, is arrived at by utilising constraint information to determine how suitable, available and achievable a site is. A site currently holding planning permission for residential development has been assumed as **Deliverable**.

Stage 7a: Assessing Suitability for Housing

3.25 A site has been considered suitable for housing development if it offers a suitable location taking account of policy restrictions, physical limitations,

environmental conditions and potential impacts of development. Also each identified site has been subject to an assessment of accessibility to basic services – a sustainability checklist.

Stage 7b: Assessing Availability for Housing

- 3.26 A site has been considered available for development when on the best information available there is confidence there are no legal or ownership problems. Survey work undertaken and responses to consultation have provided the knowledge needed to determine the availability of most of the sites identified.

Stage 7c: Assessing Achievability for Housing

- 3.27 A site has been considered achievable for housing where there is simply a prospect of housing development at a particular point in time. Essentially, all sites included in the Blackpool SHLAA are deemed 'achievable'.

Stage 7d: Overcoming Constraints

- 3.28 Very few sites identified in the SHLAA have any known constraints, certainly not those sites assessed as **Deliverable**. A key role of the LDF and planning process is to help overcome the constraints identified on sites that may come forward in the longer term.

4.0 Findings

Stage 8: Review of the Assessment

- 4.1 All considered sites have now been assessed in terms of their deliverability, developability and potential capacity. This means a comprehensive estimate of potential housing delivery, in the existing urban area, between 2008 and 2023 has been achieved.
- 4.2 The extent to which Blackpool's existing urban area can contribute to meeting housing development needs, for both the 15 year (to 2023) and 5 year (to 2013) periods, is therefore much clearer. The SHLAA identifies a potential net capacity of **3364** dwellings within the urban area that could be delivered over a 15 year period commencing April 2008, and a potential net five year supply figure of **1482** dwellings. Details and maps for all sites are included in Appendix A and B.
- 4.3 In accordance with PPS3, the defined five year housing land requirement against the adopted NWRSS and Development Plan requirement of 3230 dwellings 2001-2016 is only for 765 dwellings, and therefore at present Blackpool has well in excess of its statutory five year requirement. The 1482 supply represents 193.7% of the requirement and almost 10 years supply.

However, the main focus in this report, in line with paragraph 53 of PPS3, relates to the emerging much higher requirement in the soon to be adopted, revised NWRSS.

- 4.4 The impact of the introduction of the revised NWRSS requirement, on adoption, will immediately transform Blackpool’s five year supply position from one of substantial oversupply to substantial undersupply. The increased housing requirement was fully supported by Blackpool Council, and work on the Blackpool Core Strategy is progressing to identify additional development sites to meet the requirement. **Tables 5** and **6** summarise the supply assessment against the emerging NWRSS requirement.

Table 5: Net Housing Potential (Blackpool Urban Area) 2008-2025

Source of Supply/Requirement	Net Number of Dwellings
a. Total NWRSS Housing Requirement 2003-2021	8000
b. Total NWRSS Pro-Rata 15 Year (Core Strategy) Requirement 2003-2025	9780
c. Total Net Completions 2003-2008	1455
d. Total Net NWRSS Requirement 2008-2025 (b-c)	8325
e. SHLAA Identified Potential Capacity 2008-2023	3364
Total Net NWRSS Outstanding Dwelling Requirement, 2008-2025, (Still to be Identified) (d-e)	4961

- 4.5 NWRSS places a dwelling requirement on Blackpool of 8000 dwellings 2003-2021, and for 9780 dwellings taken forward to 2025 (in line with the Blackpool Core Strategy Issues & Options document) - equating to approximately 445 dwellings per annum. Net completions 2003 to date of 1455 dwellings represent an undersupply of 770 dwellings when measured against the NWRSS requirement for this period. This undersupply is therefore carried forward to 2025, to give an adjusted net requirement of **8325** dwellings 2008-2025.
- 4.6 Taking account of the **3364** SHLAA potential capacity in the urban area, there is thus a requirement to make provision of further lands and sites to deliver a total of **4961** dwellings between 2008 and 2025. This therefore informs Stage 9 of the SHLAA, and, in addition, this figure does not take account of an additional allowance for windfall potential which will be considered in Stage 10 of the SHLAA.

Five Year Supply

- 4.7 The SHLAA identifies a potential net five year “urban area” supply figure of **1482** dwellings. Taking account of the undersupply in delivery 2003-2008 detailed in paragraph 4.5, the adjusted annual net NWRSS requirement is 490 dwellings. This calculates to a five year requirement of **2450** dwellings against the soon to be adopted NWRSS, and represents a shortfall of **968** net

additional dwellings to contribute to the five year supply of housing delivery in Blackpool.

Table 6: Net Housing Potential (Blackpool Urban Area) 2008-2013

Source of Supply/Requirement	Net Number of Dwellings
a. Total Net NWRSS Requirement 2008-2025	8325
b. Total Net NWRSS Annual Requirement (a÷17)	490
c. Total Net NWRSS Requirement 2008-2013 (bx5)	2450
d. SHLAA Identified Potential Capacity 2008-2013	1482
Total Net NWRSS Undersupply, 2008-2013, Against 5 Year Requirement (c-d)	968

- 4.8 This would equate to a percentage supply of identified **Deliverable** potential housing sites, as required by National Indicator, **NI 159**, of **60.5%**.
- 4.9 Therefore, at present Blackpool does not have a five year supply of identified **Deliverable** sites, within the existing urban area, against the soon to be adopted NWRSS five year requirement. It remains however that Blackpool has substantially in excess of a five year supply against the current lower adopted Local Plan requirement. The 1482 identified five year supply in fact compares with a current requirement of only 765 dwellings, representing 193.7%, rather than 60.5% of the five year requirement.
- 4.10 These figures do not however take account of additional windfall allowances and potential development outside the existing urban area. These aspects are discussed in Stages 9 & 10 of the Blackpool SHLAA.

Stage 9: Identifying and Assessing the Housing Potential of Broad Locations

- 4.11 Broad locations are essentially areas where development is considered feasible, but where no specific sites can yet be identified. The advantage of identifying broad locations is that the community will be clearer about where future development may occur, and developers are clear about where future development will be encouraged.
- 4.12 As previously discussed in paragraphs 4.5 and 4.6 and shown in **Table 5**, within the existing urban area there is an identified capacity of **3364** dwellings over the period 2008 to 2025. Blackpool's net adjusted requirement over this period is **8325**. The shortfall in supply therefore equates to **4961** dwellings. This shortfall means that potential must be sought from sites outside the existing urban area, or, potentially to some extent, from pro-active intervention and redevelopment to provide additional dwellings from within the existing urban area than would otherwise be forthcoming from sites identified through Stages 5-8 of the SHLAA.
- 4.13 The Blackpool Core Strategy Issues & Options document identifies six Spatial Options for the period 2008-2025 to ensure provision of an adequate supply of

land to meet the housing requirement set out in NWRSS. Although specific sites and areas are not specified, broad additional locations for development are discussed, as set out on the indicative maps included in Appendix C.

- 4.14 Two of the Spatial Options (Urban Concentration (1) and Inner Area Regeneration (2)) focus on changed policy and pro-active promotion and intervention to increase levels of development within the existing urban area and do not, as such, identify specific new locations. Such opportunities are not directly considered within the SHLAA (but see Stage 10, windfalls). A further Spatial Option (5) considers the potential for wider development around a potential 'M55 Hub' growth point which extends to include consideration of substantial adjoining lands in neighbouring Fylde Borough. These lands are not considered within the Blackpool SHLAA.
- 4.15 The broad new locations of potential additional housing lands included in the SHLAA comprise those potential new strategic development locations identified within the Core Strategy Issues & Options document within Blackpool, and these lands are discussed in turn below.

Lands at Marton Moss

- 4.16 Each of the six Core Strategy Spatial Options explore potential for residential development at Marton Moss. The potential therefore for some substantial lands at Marton Moss to come forward for development during the period 2008-2025 is seen as high. The Spatial Options discuss a level of provision that could potentially be supplied from Marton Moss ranging from **2500** net new dwellings to **4500** dwellings.
- 4.17 The lack of adequate drainage capacity and the fragmented nature of existing development on Marton Moss, means it has, for a long time been recognised that any further development would only be possible through a comprehensive and coordinated approach. The need for a comprehensive approach to development combined with the full progression of the statutory planning system would prevent the vast majority of land at Marton Moss from contributing to the five year supply; however, should lands on the Moss be identified for development, it is considered that up to **200** dwellings could be delivered by 2013.
- 4.18 A Sustainability Appraisal of the Core Strategy Issues & Options states that development at Marton Moss has sufficient critical mass to create a sustainable community and become self-sufficient, however a strong commitment to sustainability principles would be required for this to be achieved, especially since the prospects for employment development could be limited.

North East Blackpool, West of Staining & Mythop Road

- 4.19 Spatial Option 3 explores the potential for peripheral suburban expansion on remaining lands within Blackpool and outside the existing urban area, in conjunction with development, of a lesser scale, at Marton Moss. Each of the three sites discussed could potentially offer 500 new dwellings, creating a total contribution of **1500** dwellings.
- 4.20 Development of land in North East Blackpool would significantly erode the greenbelt between Blackpool and Carleton, and development of land West of Staining would only be a realistic option if closely integrated with the development of adjoining land in Fylde. The deliverability of new housing in these locations is considered less likely than development at Marton Moss.
- 4.21 Development of land at Mythop Road relates to an area of lands at Whyndyke Farm in Blackpool, which directly adjoins and forms part of a much wider area of lands in Fylde Borough. Whether or not this wider option is pursued, the lands within Blackpool have greater potential to be developed and, by virtue of their location, be readily integrated within the existing urban area, and could potentially also commence by 2013.
- 4.22 The Sustainability Appraisal of the Core Strategy Issues & Options states that whilst development of these lands would benefit from potential sources of employment in eastern Blackpool, development is unlikely to have the critical mass to support the creation of a sustainable community, increasing pressure on existing services.
- 4.23 Overall, the broad locations identified outside the existing urban area could potentially contribute over **6000** new net dwellings against the **4961** shortfall that exists over the period to 2025. However it is envisaged that only around **200** of these could be delivered in the first five years. The suitability, deliverability and sustainability of these locations and the appropriate scale of development that can realistically come forward from these lands is a key matter for consideration through the preparation of the Core Strategy.

Stage 10: Determining the Housing Potential of Windfalls

- 4.24 Residential monitoring of housing supply and the analysis of past completion records in conjunction with tight constraints on the availability of land indicate that for Blackpool the inclusion of a supply of housing from windfall sources is crucial. The tightly constrained boundary, and already intensely built up existing urban area, mean opportunities are very limited compared to most other areas in determining options for future development. Since 2003, 75% of net new housing has been sourced from windfall sites, with a significant proportion (42%) of these windfall completions sourced from the conversion of existing buildings; the annual breakdown is shown in **Table 7**. The heavily developed nature of Blackpool as a settlement means that windfall supply of

housing, through conversion of holiday accommodation in appropriate areas for example, forms a substantial component of new housing development.

Table 7: Annual Net Completions on Windfall Sites 2003-2008

Year	Net New Build Windfall Completions	Net Conversion Windfall Completions	Total Net Completions
2003/4	92	109	221
2004/5	218	30	300
2005/6	147	83	373
2006/7	180	28	287
2007/8	130	75	274
2003/8	767	325	1455

- 4.25 Any development outside the existing urban area needs to complement inner area regeneration, and help address the problems of declining former holiday accommodation properties and the high concentration of multi-flatted private rented properties by helping create a wider mix of housing and more balanced and healthy communities. Given these exceptional circumstances of land constraints, and the high incidence of past and potential future housing coming forward from inner area conversions and regeneration, it is considered imperative that the Blackpool SHLAA includes an allowance for further windfall contributions to housing supply that cannot, at this time, be site specific.
- 4.26 In these terms, it is proposed that a windfall allowance for **750** net dwellings created through the conversion of existing buildings is included in the SHLAA for the period 2008-2025. This figure takes account of recent trends in conversion completions shown in **Table 7**, where it can be seen that conversions have accounted for 22% of all completions in the last five years. Conversions continue to provide an important contribution to housing completions, especially in areas of declining holiday accommodation.
- 4.27 The inclusion of an allowance for new build windfall developments is much more difficult to forecast. There are evolving proposals for pro-active inner area intervention and potential redevelopment and regeneration of declining former holiday accommodation, supported by major public funding, but the scale of this programme and its impact remains to be finalised. All six Spatial Options in the Core Strategy Issues & Options document explore, to varying extents, inner area regeneration; the scale of intervention is dependant on a number of factors.
- 4.28 It is therefore proposed to include a further windfall allowance of **500** net new build dwellings over the period 2008-2025 that will result from, as yet unspecified, inner area intervention. This also makes no allowance, but provides some flexibility, to reflect other potential windfall developments on as yet unidentified sites which might come forward elsewhere in the urban area.

This therefore provides a total additional windfall allowance 2008-2025 of **1,250** net new dwellings.

5.0 Summary

- 5.1 The Blackpool SHLAA 2008 identifies capacity for a potential **3364** net additional dwellings within the existing urban area between 2008 and 2025. This statistically falls short of Blackpool's pro-rata NWRSS requirement for the same period by **4961** net dwellings.
- 5.2 Outside of the existing urban area, the SHLAA and Core Strategy Issues & Options have identified broad locations for development that could potentially contribute over **6000** dwellings. In practice, however, there are issues concerning the sustainability and deliverability of this scale of development within the limited range of locations for potential new housing sites within Blackpool.
- 5.3 However, if around two thirds of these lands come forward, along with a windfall allowance of **1,250** net additional dwellings, justified in Stage 10 of the SHLAA, this will more than ensure that Blackpool can provide sufficient net additional dwellings to meet requirements over the period to 2025. In addition, it remains to be considered to what extent the consideration of the development potential of the wider 'M55 Hub', on lands straddling the Borough boundary between Blackpool and Fylde, would impact on future supply.
- 5.4 Although it has been established that over the period 2008-2025 Blackpool can more than meet its housing requirement, there is not currently, at April 2008, a simple statistical five year supply of **Deliverable** housing sites. The SHLAA has identified a potential capacity for **1482** net additional dwellings, within the existing urban area, that could be delivered by 2013. This potential supply represents **60.5%** of the total requirement over the same period. However, as discussed in Stages 9 & 10 of the SHLAA, there may be potential for contributions from broad locations and unidentified windfall sources before 2013.
- 5.5 Current SHLAA five year figures in this 2008 assessment, however, assume a simple pro-rata annual requirement of 490 dwellings against the outstanding NWRSS requirement. It is important to recognise that the NWRSS is not yet adopted statutory policy, and whilst Blackpool Council fully supports the elevated requirement to 2025, to support the regeneration of the resort, the identification of lands to deliver housing to meet these requirements must be comprehensively taken through the statutory planning system.
- 5.6 In practice, the delivery of substantially increased housing would always be dependent on the identification of further (Stage 9) lands outside of the existing urban area, which will significantly weight future housing delivery towards the latter part of the plan period beyond the initial five year

requirement. The need for the comprehensive and coordinated planning of any major suburban extension to Blackpool, together with land acquisition/site assembly and infrastructure provision issues mean only limited new housing development could come forward from any new strategic development locations before 2013.

- 5.7 The Core Strategy will seek to determine a realistic and phased delivery of new housing development on all sites across Blackpool – the impact of which will be to reduce annual housing requirements in the early part of the plan period to 2013. Rather than the pro-rata requirement of 490 dwellings per annum, a figure of around 300 dwellings per annum, much more in line with the identified capacity and with past completions, is considered realistic and achievable. In these terms, it is concluded that the majority of the outstanding NWRSS requirement will be delivered in the latter stages of the plan period, and whilst a five year supply of lands cannot at this stage be identified, the SHLAA provides evidence that Blackpool can more than meet requirements in the medium to long term.

6.0 What Happens Next?

- 6.1 The SHLAA represents the position at April 2008, for the period to March 2009, in terms of land supply, availability and existing planning permissions.
- 6.2 The SHLAA will be reviewed in the context of the evolving preparation of the Core Strategy, and updated on an annual basis in line with the Council's normal housing monitoring procedures during April and May of each year, and will therefore be published during May/June. The findings of each review will also, as required, be published within the Council's Annual Monitoring Report (AMR) in December of each year.
- 6.3 In addition to the zonal maps of all the SHLAA sites, contained within Appendix B, maps of the individual sites can be viewed more precisely by accessing the Council's electronic mapping system on the Blackpool Council website by following the link below and selecting the 'Strategic Housing Land Availability Assessment' layer from the list of 'Maps Available':

<http://www2.blackpool.gov.uk/eggp/custom/shell/launcher.asp>

- 6.4 Published alongside this SHLAA is a **New Site Identification Form** for suggesting any sites that you may be aware of, within the existing urban area, which could potentially be included in a future review of the SHLAA. Please ensure all the information requested is supplied, and that the site suggestion is **accompanied by a supporting map** clearly identifying the boundary of the site.

6.5 Completed forms can be returned by post, fax or email to:

Development Plans & Projects Division
Planning Department
Blackpool Council
PO Box 17
Corporation Street
Blackpool
FY1 1LZ
Fax: 01253 476201
Email: development.plans@blackpool.gov.uk

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To ensure services provided by Blackpool Council are accessible, information is available upon request in a variety of accessible formats, including large print, Braille, on audio-cassette or computer disc.

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Please ask for details or telephone the Council's Equalities Unit on 01253 477 477