

# Blackpool Core Strategy



## Preferred Option Development Plan Document



April 2010

*Building a better community for all*

## **Please Let Us Know Your Views**

It is essential the views of Blackpool's residents, businesses, organisations and all interested parties are made known to help us together to shape Blackpool's future development.

There are 2 main ways in which you can comment on the Council's Core Strategy Preferred Option:

1. Use the Council's on-line consultation portal by visiting the following website:

**<http://consult.blackpool.gov.uk/portal>**

2. You can also send in your views on the "Comments Form" at the back of this document by e mail to:

**[development.plans@blackpool.gov.uk](mailto:development.plans@blackpool.gov.uk)**

or by post to the address below:

**Planning Department, Development Plans, Blackpool Council,  
PO Box 17, Corporation Street, Blackpool, FY1 1LZ.**

Further copies of the Comments Form are available from the Council's main offices or on-line from the Council's website at:

**[www.blackpool.gov.uk/corestrategy2010](http://www.blackpool.gov.uk/corestrategy2010)**

The Policies and Proposals of the Core Strategy will affect everyone that lives, works or visits Blackpool  
- so please get involved and have your say.

The following policy framework does not represent the final version of the Core Strategy but is the main opportunity for public comment.

Please refer to the Key Diagram (p25) which summarises and illustrates Blackpool's Core Strategy proposals to 2026.

# THE BLACKPOOL CORE STRATEGY PREFERRED OPTION



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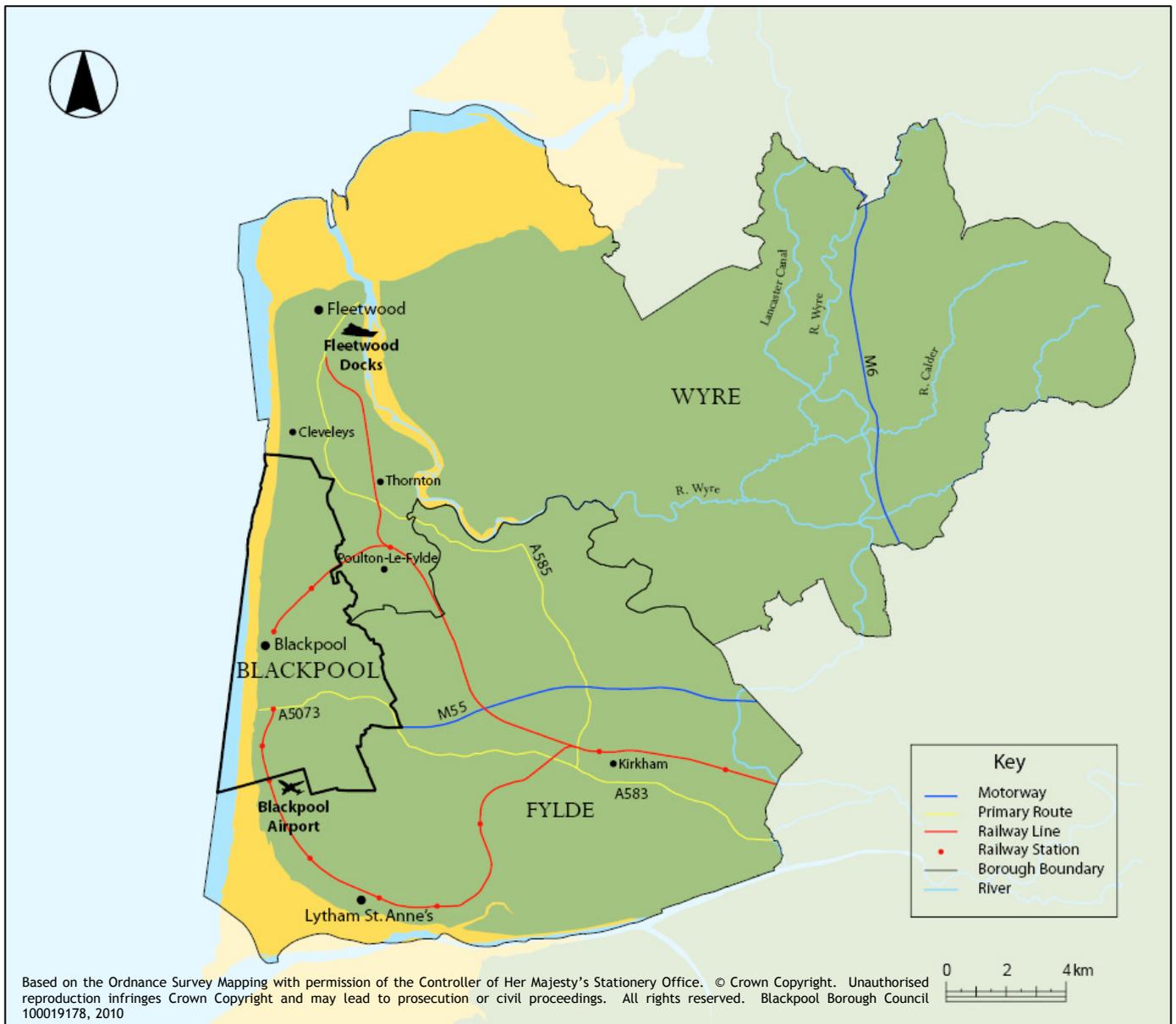
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## Blackpool Core Strategy: Context

The three authorities of Blackpool, Fylde and Wyre have shared economic, development, transport, and wider interests across the Fylde Sub-Region and are seeking to coordinate their respective Core Strategies. Fylde and Wyre Councils' Core Strategy preferred options have yet to be determined, but are being informed by a number of joint assessments of different aspects of the current health and character of the Sub-Region. The three authorities are also cooperating in a shared delivery plan to coordinate objectives across the Sub-Region through the Fylde Coast Multi-Area Agreement.

Figure 1 - Fylde Sub Region



# 1. INTRODUCTION

## Purpose of the Document

The Core Strategy is the spatial expression of the Council's wider *Sustainable Community Strategy* which seeks to create a framework for a more prosperous and healthier Blackpool. The Core Strategy is where the key strategic decisions and difficult choices are made about Blackpool's future development.

Blackpool Council has approved this Core Strategy "Preferred Option" document for further consultation. This 'Introduction' to the Core Strategy provides the background to its preparation and the choice of Preferred Option.

This document's main content then sets out for consultation the Council's draft strategic policies and development proposals to deliver the Council's Vision for Blackpool in 2026.

## How We Reached this Stage

This document follows the earlier Issues and Options consultation undertaken by the Council on the main planning 'issues' facing Blackpool. The Council has considered a number of options for Blackpool's future development to 2026 and is now asking for opinions on its "Preferred Option".

The preferred way forward for Blackpool's broad spatial development and growth was approved by the Council in February 2009, following a report informed by the feedback from the July - September 2008 consultation on the Issues and Options Document. The report summarised the sustainability appraisal, the consultation responses, and the overall viability of each of the options.

The earlier Issues and Options Document, and the subsequent reports to the Council on the Core Strategy in February, March and July 2009 are available on the Council's website as supporting documents as part of public consultation on the Blackpool Core Strategy Preferred Option.

**Fylde Core Strategy:** The alignment of any Core Strategy proposals for development on the edge of Blackpool is also dependent on the decisions of Fylde Council on wider adjoining lands in Fylde. Fylde's Core Strategy Preferred Option has yet to be determined and close alignment through joint working will be important in determining a coordinated development strategy for lands on the Blackpool/ Fylde boundary.

## What Next?

Following consideration of all the comments received on this Preferred Option document, the Council will publish its Core Strategy Document which, after final consultation (on the “soundness” of the document) will be submitted to the Secretary of State later in 2010.

An independently appointed Inspector will examine the Core Strategy, whose recommendations will be binding on the Council and incorporated into the Adopted Blackpool Core Strategy for the future development of Blackpool to 2026.

## Please Note

**Alternative Spatial Options** - The focus throughout this report is on the Council’s “Preferred Option” but, where appropriate, consideration is also given to *‘alternative options’*.

**Supporting Planning Policy Documents** - Certain policies will lay the foundation for more detailed policy development in supporting planning documents. Neighbourhood Plans are currently being progressed in parallel with the Core Strategy for South Beach and Foxhall, and further guidance is being prepared on Holiday Accommodation and Affordable Housing.

**Development Control Policies** - Alongside the Core Strategy there is an array of more detailed development control policies which are considered by the Council in determining planning applications. Many such policies have been “saved” from the Council’s existing Blackpool Local Plan adopted in June 2006 and remain the current basis for determining decisions on planning applications. The existing “saved” Local Plan policies are set out in Appendix C to this document, with an indication underneath each policy whether each policy will either be:

- *cancelled and replaced* by the eventual adopted Core Strategy policy
- continue to be a “saved” planning policy used when considering planning applications for the foreseeable future.

(Saved policies may subsequently be replaced by other Development Plan Documents (DPDs) in future).

## Sustainability Appraisal

Blackpool's Core Strategy Preferred Option document is published alongside a Sustainability Appraisal of the Preferred Option.

Planning legislation requires that a Sustainability Appraisal (SA) is undertaken to consider the likely social, economic and environmental effects of the evolving Core Strategy. Hyder Consulting's Strategic Environmental Assessment and Sustainability Appraisal of the *Preferred Option Core Strategy, Assessment of Strategic Options* was completed in March 2010, is published alongside, and has helped inform the choice of the Preferred Option.

The full assessment is available to view on the Council's website and a summary of the key sustainability strengths and weaknesses is included at the end of each section of the Preferred Option Document.

The published version of the Core Strategy Preferred Option has already incorporated a number of amendments to reflect the findings and specific recommendations of the Sustainability Appraisal

## Habitat Regulations Assessment

A screening opinion for Habitat Regulations Assessment under EU Directive 92/43 undertaken by Bowland Ecology on the conservation of Natural Habitats and of Wild Fauna and Flora, was completed in March 2010, and is similarly available on the Council's website.

Amendments to policies in accordance with the recommendations of the Scoping Report have subsequently already been incorporated in the Preferred Option document.

## Evidence Base

The Blackpool Core Strategy is also informed by a comprehensive "Evidence Base" comprising a number of detailed assessments of housing, employment, environment and other aspects of the current health and character of the Fylde Coast Sub-Region, along with more specific studies focused on Blackpool itself.

Details of the various reports completed to date are available to view on the Council (Local Plans) website.

## 2. BLACKPOOL: ISSUES AND INFLUENCES

### Mini Spatial Profile of Blackpool

Blackpool extends in a narrow urban belt along the seafront and is fully built up to its northern and southern boundaries. The town grew rapidly after the arrival of the railways in the 19th century provided the catalyst for expansion, and much of the array of accommodation, attractions, tramway, promenade and supporting infrastructure that survive today had their origins around the end of the 19<sup>th</sup> century. Since the decline of the railway, the M55 motorway, Yeadon Way and Progress Way provided major road link improvements to the south of the town in the 1970s to 1990s.

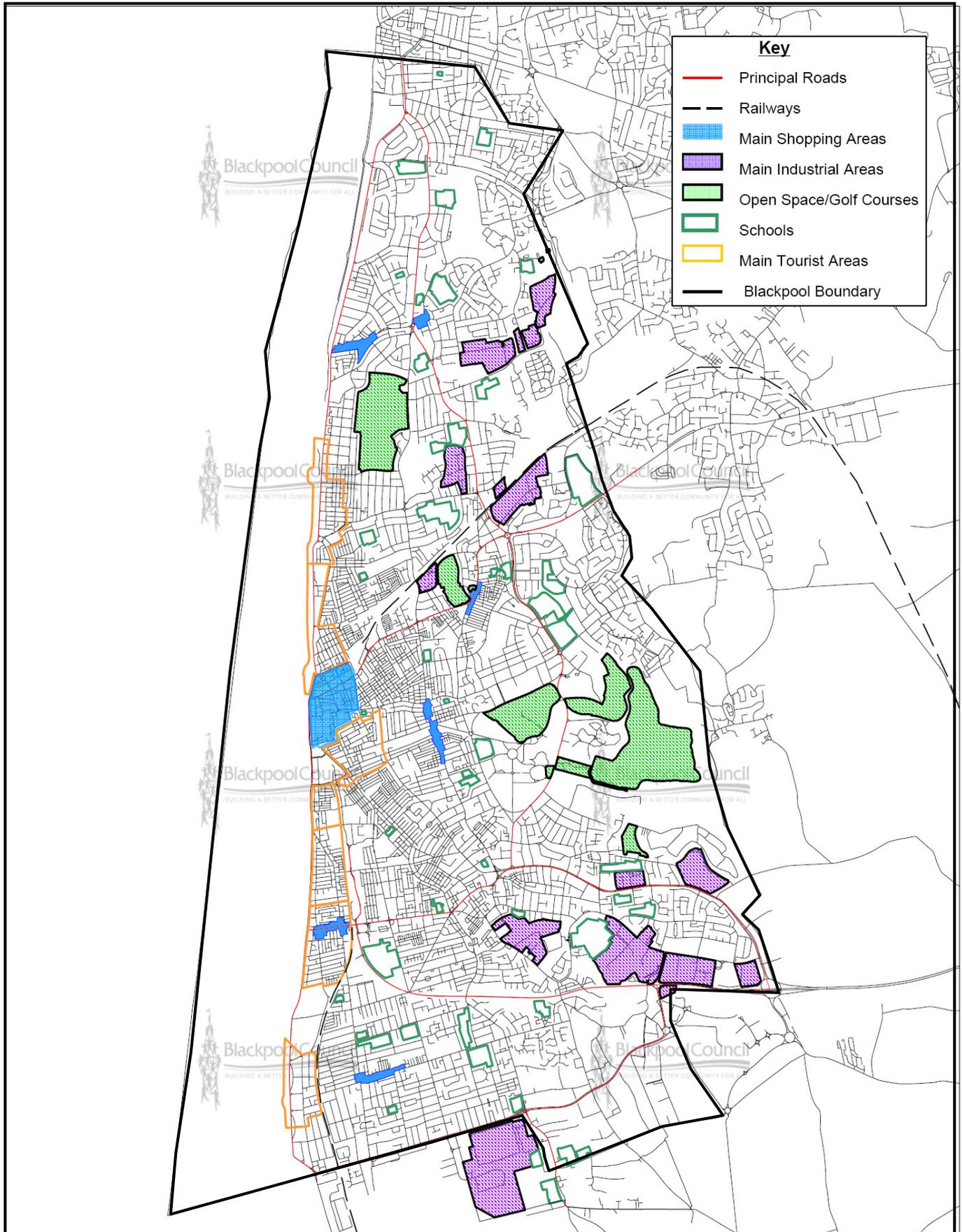
The downturn in seaside tourism has led to significant decline, with the main holiday areas now more closely concentrated towards the seafront and town centre. Blackpool's name today, however, remains synonymous with fun and entertainment, characterised by its resort core and iconic Tower, Piers, Winter Gardens and Pleasure Beach. It is also the main retail, public administration, cultural and service centre for the wider Fylde Coast.

Away from the seafront and town centre Blackpool is predominantly residential in character, with a workforce of around 62,000 and an economy that is underpinned by tourism and the service sector. The town is also an important administrative centre, accommodating a number of large Government offices. Manufacturing and wider employment estates developed are largely located towards the edge of the town, along with the main Victoria Hospital and the Blackpool and Fylde College.

Intensely urban and compact in form, the problems and issues facing the town are largely driven by resort decline, with high levels of deprivation and acute, accelerating housing market imbalance, focused on the declining holiday areas.

With the exception of the Promenade and beach, much of the intensively built up inner area has little or no open space, with remaining more open land along the eastern boundary, adjoining Fylde and Wyre.

Figure 2 - Blackpool Existing Spatial Profile



## Key Issues

The Blackpool Core Strategy is informed by the findings of a number of detailed assessments of different aspects of the current health and character of the Sub-Region, with various reports as part of the evidence base available to view on the Council's website.

These studies identified a number of key issues which need to be addressed by the Core Strategy:

- Addressing housing market imbalances and reviving our inner areas.
- Diversifying the economy by the provision of quality new development and more better paid jobs.
- Sustaining a more all year round offer and providing new high quality attractions and accommodation to revitalise the visitor economy.
- Transforming the town centre environment and offer at the heart of the Fylde Coast urban area.
- Addressing poor quality by making better places and spaces.
- Developing sustainable, safe and healthy neighbourhoods.
- Managing change to balance the requirement for new development with environmental and climate change impacts.
- Making a better connected Blackpool with easy access and an integrated and sustainable pedestrian and transport network.

## Linkages and Planning Policy Context

**Nationally**, Blackpool remains one of the country's major tourism destinations and its regeneration is critical to its improved economic future. A major restructuring of the resort is essential to support its renaissance, with its 12 million annual visits, underlining its continuing significance within the national economy in an increasingly important domestic tourism and leisure market. A wide range of external strategies and documents influence the shape and direction of Blackpool's future development. Key issues and influences are set out below and shown in Figure 4.

### North West Regional Spatial Strategy

A key influence on the planning framework is the **North West Regional Spatial Strategy (NWRSS)** which was adopted in September 2008. It is part of the Statutory Development Plan and provides a framework for development and investment in the Region over the next 20 years.

The Blackpool Core Strategy must be in general conformity with NWRSS, which sets out a clear agenda for regeneration and growth in the Fylde Coast urban area as part of the **Central Lancashire City Region**. The **NWRSS** requires development in the Fylde Sub-Region to primarily be located in the extended coastal urban belt, with emphasis on regeneration, housing growth, housing market renewal, and tourism development to raise the economic profile with:

- A coordinated approach to housing growth and regeneration
- Implementation of resort regeneration proposals to strengthen the economy.
- Provision of regionally significant, high quality locations for new businesses.
- Growth of the advanced manufacturing base and importance as an administrative centre.
- A coordinated marketing and development strategy
- Long term strategic highway and public transport improvements which improve accessibility and support economic growth.

The Core Strategy sets out the main changes which it will seek to deliver to address and respond to these issues and influences. The challenge is to restore Blackpool as the vibrant, prosperous sub-regional centre of the Fylde Coast and develop a unique 21<sup>st</sup> century resort offer and more sustainable and diversified economy for the benefit of all its residents and visitors.

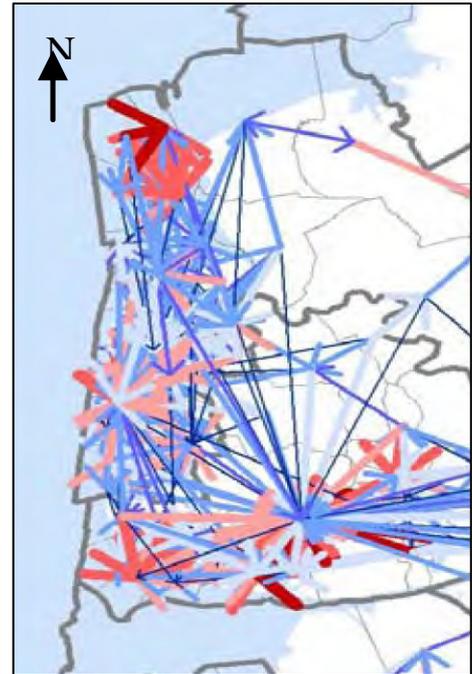
Minerals and waste policy is outside the remit of the Blackpool Core Strategy and is covered by the *Joint Lancashire Minerals and Waste Development Framework Core Strategy*, adopted February 2009.

## Fylde Sub-Region: Connectivity

There are major links and inter-dependencies between the three authorities of Blackpool, Fylde and Wyre, with shared economic, development, transport, and other interests. The total population of the Fylde Sub-Region is 338,000 of which 142,000 is within Blackpool, its largest urban area and main centre.

The character of its coastal resorts and towns contrasts with its large rural hinterland. However, together the area clearly forms one single geographic Sub-Region, with economic functionality and inter-dependencies:

- It is part of a single **housing** market.
- The various town centres, **employment** estates, major employers, hospital and college serve the Sub-Region as a whole, effectively illustrated by the blur of daily commuting flows between Blackpool, Fylde and Wyre shown in Figure 3.
- A range of tramway, rail and road **transport infrastructure** improvements currently being promoted have important implications across the area.
- The **Green Belt** and other open spaces preserve the separate identity of different settlements and provide much needed amenity and open space.



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**Figure 3 - Commuting Patterns**

The vast majority of the Sub-Region's population both live and work in the area. Together the area forms part of a single housing market and one employment market area.

Supporting a sub-regional planning framework, the **Fylde Coast MAA Partnership** has a **Multi Area Agreement** with government that seeks to align key aspects of policy, and harness the Fylde Coast's assets to facilitate delivery of a coordinated programme of capital investment. The MAA means the three local authorities will be able to more effectively work together to tackle social, economic, development and other issues and drive economic regeneration across the Fylde Coast as a whole.

**ReBlackpool**, Blackpool's urban regeneration company, is working with Blackpool Council, Government, regional agencies and with the private sector to harness development and investment opportunities, attract funding and deliver key projects across the resort. From April 2010 its expanded role as the **Fylde Coast Economic Development Company** will extend its role to oversee projects across the Fylde Sub-Region.

Blackpool's Sustainable Community Strategy is produced by the Local Strategic Partnership, which brings together a wide range of organisations from the public, private, voluntary and community sectors, pooling resources and expertise to work together to improve Blackpool. The Core Strategy has been considered and approved by the Blackpool Strategic Partnership, and increasingly close liaison will coordinate the work between the LSP and Planning, taking a corporate approach to planning and partnership working. The Sustainable Community Strategy identifies the key issues and challenges facing Blackpool, and from this sets out four defined goals which help to achieve Blackpool's vision for 2028:

## Blackpool Sustainable Community Strategy Goals



**Goal 1: Improve Blackpool's Economic Prosperity**



**Goal 2: Develop a Safe, Clean and Pleasant Place to Live, Work and Visit**



**Goal 3: Improve Skill Levels and Educational Achievement**

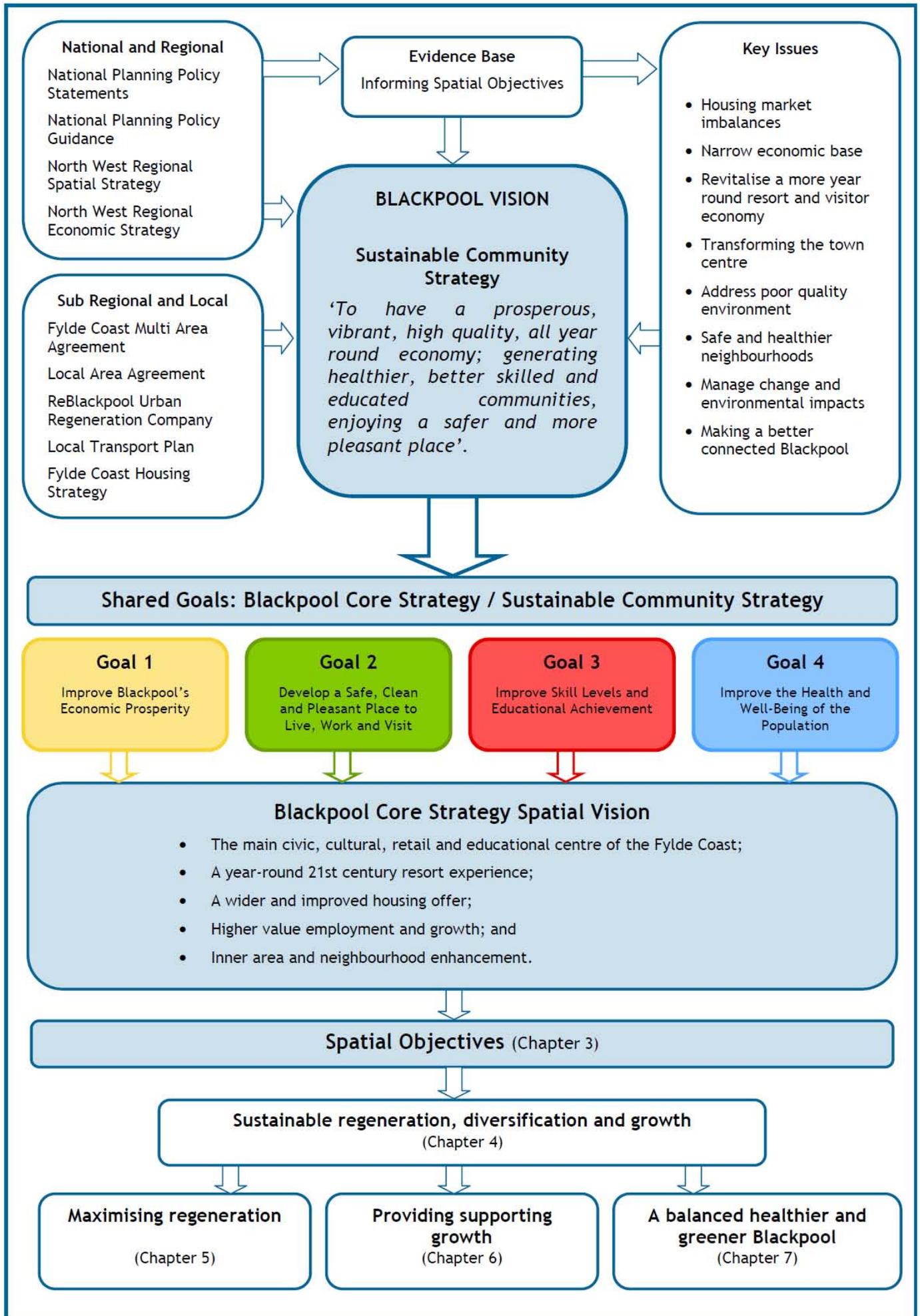


**Goal 4: Improve the Health and Well-Being of the Population**

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The Local Development Framework aligns with the Sustainable Community Strategy and is supportive of its vision and goals. The Core Strategy will primarily and most directly contribute towards delivering Goals 1 and 2, but impacts on all 4 Goals (see Appendix B).

**Figure 4: Linkages and Planning Policy Context**



### 3. THE SPATIAL DEVELOPMENT FRAMEWORK: VISION AND OBJECTIVES



## The Spatial Vision

This part of the Core Strategy explains the Vision and seeks to set out the overall spatial objectives of the Core Strategy by which that Vision will be delivered.

The vision of the Sustainable Community Strategy is for Blackpool *“To have a prosperous, vibrant, high quality, all year round economy; generating healthier, better skilled and educated communities, enjoying a safer and more pleasant place.*

The ‘Spatial Vision’ of a New Blackpool to be delivered by the Core Strategy is:

*“Blackpool will be the main business, cultural, retail and educational centre of the Fylde Coast, serving 350,000 local residents. It will be recognised as a unique, year-round 21st century visitor experience, offering escapism and fun with high quality attractions, and state of the art conferencing facilities, accommodation and hospitality.*

*The New Blackpool will attract new visitors, businesses and residents, creating the market and conditions for a wider and improved housing offer, and for higher value employment and growth. It will have a stable and growing population, offering a full range of educational provision, giving its people the skills and aspirations to succeed.*

*New homes and jobs will be provided in sustainable locations to meet the community’s needs and support regeneration. Neighbourhoods will be enhanced in appearance with good access to shopping, health, recreation, open space and other facilities to meet community needs. Inner Blackpool will be transformed into a place offering a mix of aspirational and affordable housing within mixed, attractive neighbourhoods, with access to quality local services.*

*Higher quality developments will promote pride in the town and provide focus within a visually attractive, safe urban environment. An integrated transport system will provide safe, healthy and easy access across Blackpool and the Fylde Coast. Areas of urban or natural quality throughout the New Blackpool will be conserved and enhanced”.*

## Spatial Objectives

To achieve this spatial vision, there are four spatial objectives which the Council will seek to achieve by 2026. The Core Strategy Preferred Option is for “*Sustainable regeneration, diversification and growth*” which is about “*maximising regeneration*” and “*providing supporting growth*” in a “*balanced, healthier and greener Blackpool*” to deliver future needs.

**Sustainable regeneration, diversification and growth** means:

- An agenda for fundamental physical, economic and social change.
- A balanced approach to Blackpool’s regeneration, growth and development of homes, jobs, supporting facilities and services.
- Well designed places and spaces for people to live, work and enjoy.
- Promoting integrated transport, travel, and communications across Blackpool.

**Maximising regeneration** means addressing the realities of past resort, town centre and physical and social decline by:

- Promoting and encouraging investment into Blackpool.
- Creating a successful and vibrant town centre to make Blackpool the natural first-choice destination of the Fylde Coast Sub-Region.
- Restructuring and re-inventing a 21<sup>st</sup> century resort offer, providing the statutory planning framework for development of new attractions and facilities.
- Remodelling the inner areas to provide new landmark residential development and a new and better inner Blackpool housing offer.

**Providing supporting growth**, means addressing the needs for future housing and employment development to support town centre and resort regeneration by:

- Phasing and linking the delivery of change on the edge of Blackpool with the process of comprehensive regeneration, to create better balanced housing and employment markets.
- Promoting distinctive strong and vibrant new neighbourhood communities that are fully integrated and harmonious with their surroundings, and developed to meet best practice standards.
- Providing the supporting infrastructure investment to give residents sustainable choices to access work, shopping, education, leisure and services.

**A Balanced Healthier and Greener Blackpool**, means ensuring all communities needs are met in a sustainable way which provides a variety of high quality opportunities by:

- Securing a better quality of life.
- Meeting needs and aspirations of residents for new services and facilities
- Providing a choice of quality homes for everyone's needs
- Conserving and enhancing natural and built environmental assets.
- Meeting sports and recreational needs and enhancing the green environment.
- Addressing climate change issues and embracing sustainable energy measures

Reflecting these spatial objectives, the **Key Diagram** and main part of the document which follows comprises the Council's Preferred Option Core Strategy policies and development proposals to 2026 to deliver its vision for Blackpool in 2026 set out under five broad headings:

- ***The Spatial Strategy - "Regeneration, Diversification and Growth"***
- ***Town Centre and Resort Renaissance***
- ***M55 Hub Growth Point***
- ***Balanced Healthy and Greener Blackpool***
- ***Delivering the Vision***

## Sustainability Appraisal

It is a legal requirement that the Core Strategy is subject to SA. Hyder Consulting were commissioned by the Council to undertake a Sustainability Appraisal of the Preferred Option. Their summary of the key strengths and weaknesses of the section of the Spatial Vision and Objectives of the Core Strategy is set out below.

### **The Spatial Vision**

The Spatial Vision offers a view of a 'New Blackpool' that positions the Core Strategy to focus primarily on the economic and neighbourhood regeneration of the town. The importance of the tourist industry is emphasised as being crucial to Blackpool's future prosperity. In addition, a range of topic areas are mentioned in the Vision covering housing, employment, safety, education, access to services and visual appearance.

The Vision performs well against sustainability objectives related to the human environment. However, it could be strengthened by referring explicitly to the need to protect open space and biodiversity features. A reference to the need for Blackpool to limit and adapt to climate change would also improve the sustainability of the Vision, given the long-term challenge this is likely to pose.

### **The Spatial Objectives**

The Core Strategy contains four Spatial Objectives that the Council will seek to achieve by 2026. As with the Spatial Vision, the primary focus is on regeneration and economic growth. The objectives therefore perform well against the social and economic sustainability objectives, particularly those related to urban renaissance, access to services and the productive use of brownfield sites. However, it has been recommended that they also include reference to green infrastructure as well as conventional built infrastructure (roads, buildings etc.) and give a greater priority to protecting and enhancing the natural environment. This is important for its own sake, but making the link with environmental quality would also support the key aim of regeneration promoted by the core strategy.



## 4. THE SPATIAL STRATEGY: REGENERATION, DIVERSIFICATION AND GROWTH



## **Blackpool Core Strategy Key Diagram**

**Policy S1 Strategic Direction and Location of Development**

**Policy S2 City on The Beach**

**Policy S3 Housing Need: Blackpool Strategic Housing Sites 2009-2026**

**Policy S4 Phased and Balanced Blackpool Housing Market**

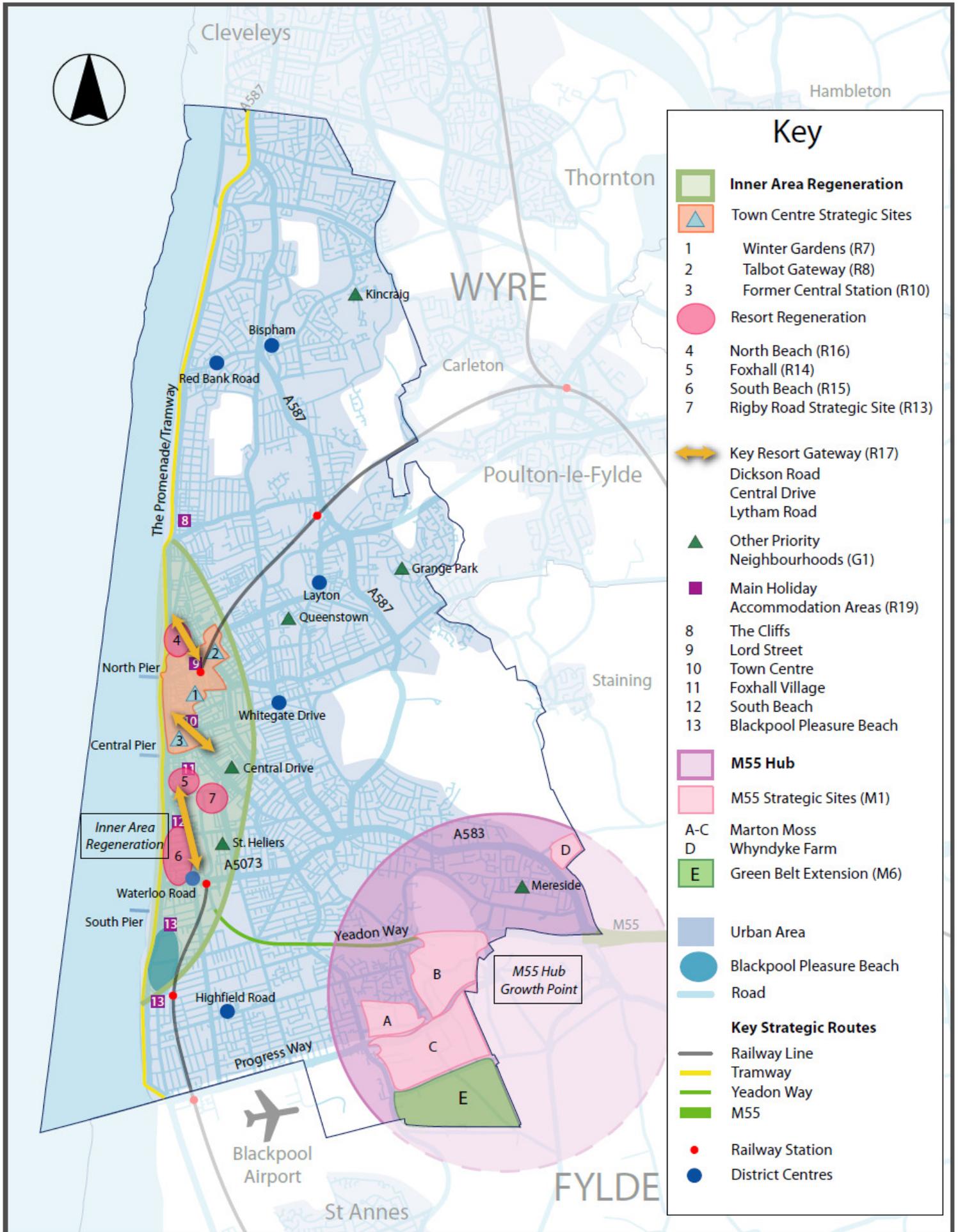
**Policy S5 Employment Development and Economic Diversification**

**Policy S6 Quality of Place**

**Policy S7 Climate Change and Sustainable Development**

**Policy S8 Connectivity**

Figure 5: Key Diagram



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### Policy S1: Strategic Direction and Location of Development

- To pursue the revitalisation and regeneration of the town centre and resort core as the main focus for Blackpool's future growth, development and investment.
- To pursue the Marton Moss / M55 Hub as a supporting focus for growth and expansion to meet housing and economic development needs as part of a sustainable urban extension on the edge of Blackpool.

This policy establishes at the outset the dual focus of the Core Strategy Preferred Option is on “Regeneration and Sustainable Growth”.

The Core Strategy key development requirements are informed by:

- The requirements of the adopted North West Regional Spatial Strategy, including plans to sustainably restructure the local housing market in Blackpool, and designate areas for comprehensive regeneration.
- The national priority for housing and related employment growth
- A range of technical evidence providing comprehensive survey and monitoring information across the Fylde Sub-Region.

Meeting growth needs in line with a local, regional and national policy agenda raises key issues in terms of where and how such development can be provided, the balance between homes and jobs, the needs of existing and new residents, the quality of existing landscapes, and the need for new infrastructure. A sustainable future for Blackpool means taking a long term view and having clear development priorities to meet these needs.

The current national and international economic difficulties are having a major impact on the level of development activity throughout the country, but the Blackpool Core Strategy, reflecting the adopted North West Regional Spatial Strategy (NWRSS), takes a longer term view. The expectation nationally and locally is that pressure for development will continue to grow.

The Core Strategy seeks to ensure that much of the new development will be achieved by promoting urban regeneration and resort renaissance to sustainably restructure the town centre and resort core (*Chapter 3 “Town Centre and Resort Renaissance*). This is supported by new development to diversify and uplift the town's residential and economic offer on the edge of Blackpool (*Chapter 4 M55 Hub Growth Point*).

The continuing transformation of central Blackpool will lead the physical regeneration process.

There is wide recognition that Blackpool has been underperforming as a town centre and resort, with an urgent need to reverse decline. Changing trends and increased competition have coincided over the last three decades with a lack of sufficient new investment. Blackpool has a range of facilities, but its town centre, resort offer, housing market and its residential communities have in recent years become increasingly skewed towards a lower quality offer and limited range of choice compared to many more prosperous towns and cities.

Tourism and leisure will continue to be a primary driver of the economy, but there is a need to develop new dimensions in Blackpool's offer. A more balanced housing market, a more diverse economy, better health and education, and wider environmental improvements are needed to achieve more balanced and healthy communities across Blackpool as a whole.

The proposed development focused on Marton Moss as part of the wider M55 Hub will help meet the identified growth needs of Blackpool. Its coordinated growth provides the opportunity to deliver excellence in new living environments and innovation in urban design to provide quality homes and jobs for local people, whilst maintaining some of the essential characteristics of the Moss.

Blackpool's approval as a Growth Point by the Government in July 2008 reflects the dual policy focus on regeneration and growth and is embraced in the Core Strategy Preferred Option.

## Policy S2: City on The Beach

To create a planning policy framework for early and fundamental physical change, restructuring and reinvigorating the town centre, resort core and its inner area holiday and residential offer as a 21<sup>st</sup> Century “City on the Beach”.

Blackpool remains a mass visitor destination, but its declining visitor numbers and narrowing visitor profile have had profound effects on the prosperity of its communities.

If the town centre and resort are to re-establish themselves as successful and innovative destinations, there is a need for new attractions, shops, accommodation and public realm to provide compelling new reasons to visit Blackpool, whilst ensuring the appeal of existing attractions and supporting facilities are refreshed and enhanced.

There has been a major contraction in the holiday accommodation sector, but there remain substantially more bedspaces than the current level of visitors can sustain, with increasing social, economic and environmental problems in the declining holiday areas. As a consequence both the holiday accommodation and housing offer within inner Blackpool is acutely imbalanced, characterised by an over-supply of poor quality stock which is acting as a brake on economic development and failing to meet both visitors and residents’ expectations.

The Core Strategy recognises these market realities and seeks to develop a strategic planning policy framework which addresses current imbalances and stimulates private investment.

Increasingly intense competition has also led to a decline in the town centre shopping offer, with major new development and investment needed if Blackpool is to claw back lost expenditure and achieve its full potential as the main centre at the heart of the Fylde Coast urban area.

There is a need to sustain a more all year round town centre and resort offer and the Council, together with the Fylde Coast Economic Development Company (EDC), is seeking to reverse decline and re-invent Blackpool as a 21<sup>st</sup> century “City on the Beach” with a pioneering future which is as inspirational as its past.

The Core Strategy reviews current potential major town centre and resort investment sites and seeks to create a new development framework for early and fundamental change to the town centre and resort core. In conjunction Neighbourhood Plans are being developed in consultation with businesses and residents to bring forward more detailed proposals to deliver change across the resort neighbourhoods in **Foxhall, South Beach, and North Beach**.

### Policy S3: Housing Need: Blackpool Strategic Housing Sites 2010-2026

To identify sites and opportunities for the development of 6,800 new homes to meet Blackpool's need between 2010 and 2026:

<b>Central Blackpool inner area development sites:</b> (through regeneration/ housing intervention/ market uplift)	2,000
<b>Strategic Development Site at M55 Hub/ Marton Moss</b>	2,700
<b>Other housing development sites identified in SHLAA</b> including:	1,700
<ul style="list-style-type: none"><li>• Talbot Gateway</li><li>• Blackpool and the Fylde College (Bispham site)</li><li>• Former Devonshire Road Hospital</li><li>• Leys Nursery</li><li>• Ryscar Way</li></ul>	
<b>Windfall allowance for conversions</b>	1,000
<b>Total</b>	<b>7,400 dwellings</b>
Completed dwellings 2003-2010	2,000 dwellings
Sites under construction or with planning permission at 1 <sup>st</sup> April 2010	1,400 dwellings
Overall Total	10,800 dwellings

*The above figures accord with the adopted North West Regional Spatial Strategy requirement for 10,200 dwellings, with some flexibility for uplift beyond this figure limited by land constraints and Blackpool's tight knit boundary.*

**NB** *These figures are accurate to 2009 and comprise the estimated position forecast at April 1<sup>st</sup> 2010 - with these figures to be finalised by time of completion of consultation document*

The NWRSS (adopted in 2008) covers the period 2003-2021 and sets out the housing requirement for each district in the North West Region. Blackpool's figure of 8,000 dwellings equates to an average annual requirement of 444 dwellings per year.

It is a national planning policy requirement that the Core Strategy, once adopted by the Council, should provide a clear and positive framework for future development for 15 years. This requires lands to be identified in Blackpool to meet needs to 2026.

Rolling forward the annual NWRSS housing requirement to 2026 (10,200) and allowing for 3,400 houses (2,000 already built, and 1,400 under construction/ with planning permission) at April 1<sup>st</sup> 2010 leaves a remaining overall requirement for Blackpool for the identification of sufficient land for at least a further 6,800 dwellings between 2010 and 2026.

The Preferred Option spatial strategy seeks to identify locations for the required new housing development from four main sources:

- *New development in the central area*, to redress the housing and holiday accommodation market issues that are an integral cause of Blackpool's economic and social problems, and create quality places in desirable neighbourhoods that contribute positively to the image of Blackpool.
- *A sustainable extension on the edge of Blackpool*, to address the lack of quality new developments, increase choice, particularly for family housing, and support wider regeneration.
- *Continuing development on other urban development sites* on appropriate vacant, derelict or underused land.
- *An allowance is made for conversions*, reflecting the large number of dwellings that specifically continue to be created in Blackpool as a consequence of its declining guest house areas

These four main sources will together provide sufficient lands and opportunities for the development of 6,800 homes to meet Blackpool's needs 2010 - 2026. The Council's Preferred Option shown in the Key Diagram is considered the most soundly based and balanced approach to meet the Core Strategy twin objectives of regeneration and growth. The more specific designation of areas for comprehensive regeneration will be brought forward as part of the preparation of more detailed Neighbourhood Plans for the resort neighbourhoods (see Policies R12 to R17) and wider neighbourhood regeneration (see Policy G1). Wider policy on the mix of housing is provided in Policies G4 and M3.

## Alternative Options

A number of alternative spatial options were considered at the earlier Issues and Options stage.

Further **urban concentration** was not supported which would result in an over - intensification of the already densely built up existing Blackpool urban area, and the Council's SHLAA effectively already seeks to balance such opportunities whilst maximising inner area regeneration. **Peripheral urban expansion** promoting development on the other limited remaining lands on the eastern edge of Blackpool was not supported as a sustainable way forward, constrained by Green Belt and countryside, landscape and drainage issues.

Other alternative options focus on a level of flexibility around the Preferred Option - either via a substantial increase in the numbers of dwellings through inner area regeneration, or by delivering more dwellings from development on Marton Moss.

The scale of potential new housing that can be met by **inner area regeneration** is limited by the level of public funding potentially forthcoming to support the scale of interventions required. There is no reasonable medium term prospect of implementation of a scale of development beyond that currently proposed in the Preferred Option, nor would it deliver the range of new housing Blackpool needs.

A larger concentration of development at **Marton Moss** would fail to deliver more than a limited change to the inner Blackpool core and would result in the comprehensive replacement of existing urban fringe uses within Blackpool, irreplaceably altering the character of the Moss as a whole. Such a development focus concentrated in one location is also unrealistic assessed against past building rates and is not considered a sustainable way forward for the future of the Moss lands.

#### **Policy S4: Phased and Balanced Blackpool Housing Market**

The Council will seek to phase the future release of housing sites to accord with Blackpool's dual focus on regeneration and growth to provide a wider choice of quality homes and create stronger neighbourhoods across Blackpool as a whole

New housing growth on the edge of Blackpool will only be permitted which is consistent with the Council's housing strategy and directly complements and supports its major strategic focus for development on central Blackpool.

The pace at which new housing development has been delivered to date in Blackpool has been lower than required, and will only increase when new strategic development opportunities have been made available through the Core Strategy process. It is anticipated the housing market downturn will mean the pre-adoption housing delivery for 2010-2011 will realistically remain low and the post adoption 15 year requirement will thus increase to significantly over 500 dwellings per annum from 2011-2026.

The need is to ensure a five year supply of housing in line with the requirements of national planning policy. The supply will be assessed through the preparation of the annual housing monitoring reports and review of the Council's SHLAA (Strategic Housing Land Availability Assessment).

The future development strategy of providing sufficient housing land to 2026 is focused on delivering a better balanced and more appropriate mix of housing, and is dependent on a substantial focus on regeneration. Strategic sites in the resort core are critical to the delivery of a new Blackpool but are costly to deliver and can only realistically come forward if supported by substantial public funded interventions and private sector investment. The substantially increased housing requirement is thus integrally linked with addressing the need for fundamental physical change to the resort core and creating the planning framework and conditions which will support bringing forward sufficient sites with realistic prospects of development.

The phasing of development on the edge of Blackpool in line with the Council approved Fylde Coast Housing Strategy, thus seeks to ensure the pace of new development should be aligned with and support a similar pace of development on inner area regeneration sites. This will be supported by redirecting developer contributions for affordable housing from phased development on the edge of Blackpool to support provision in the inner areas so that it best contributes to creating the better and wider mix of housing across Blackpool as a whole (see Policy G5, Affordable Housing).

New edge of Blackpool provision of more family homes will increase choice from that available in recent years. In parallel it will help provide for the development of affordable starter homes and low cost home ownership schemes which, along with more aspirational seafront housing, will give a critical impetus to sustainable inner area housing regeneration.

The uncertainties of funding programmes, and a range of factors which impact nationally and locally on housing market conditions may mean that the precise alignment of the pace of regeneration in central Blackpool and new housing growth on the edge of Blackpool may not be possible. The strategic aim in Policy S4 is for a broad alignment. Proposed development on new sites on the edge of Blackpool must provide a type and mix of dwellings, including provision for affordable housing, which complements the focus on regeneration sites to be in accordance with the Core Strategy approach set out in Policy S4.

Blackpool’s strategic housing sites trajectory post adoption 2011-26 is set out below and relates to:

- Policy S3 (2010) requirement 6,800 dwellings
- + existing available sites with planning permission +1,400 dwellings
- Less projected completions 2010-2011 - 200 dwellings
- Total requirement (2011-2026) 8,000 dwellings**
- 5 Year requirements (2011-2026) 3 x 2,667 dwellings**

**Phased (Policies S3 and S4) Potential Five Year Housing requirements**

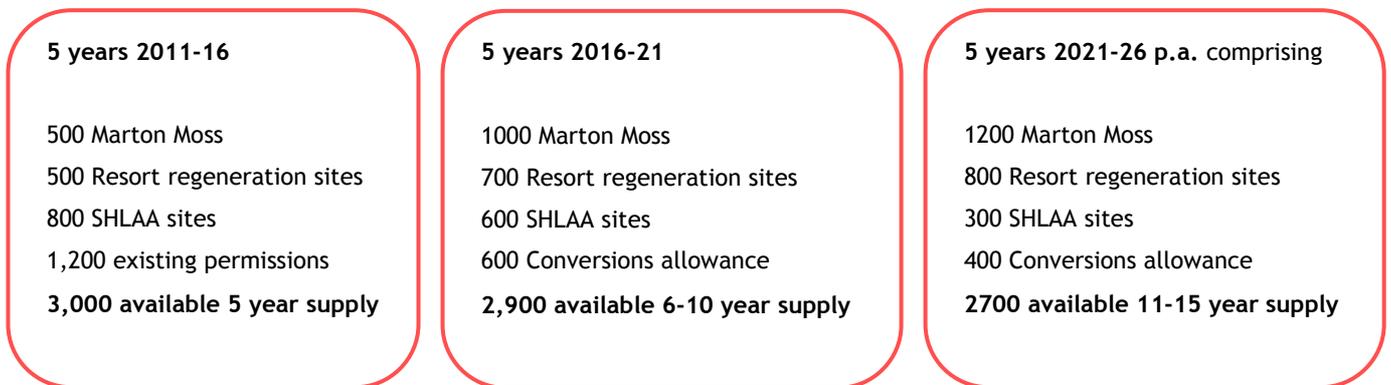
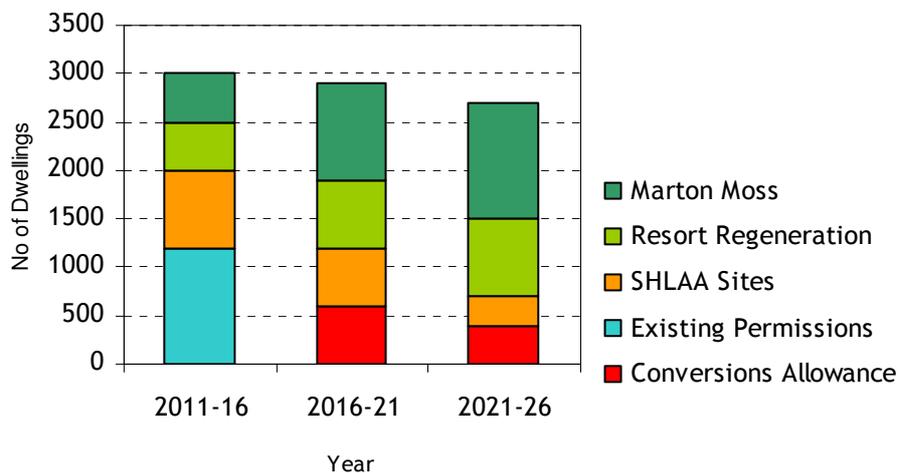


Figure 6 - Phased (Policies S3 and S4) Potential Five Year Housing requirements



These figures show an expected 5 year supply of available land in excess of the adopted NWRSS requirement provision (of 2,667 dwellings) in each of the 5 year periods, with total provision of 8,600 dwellings identifying some flexibility for additional provision (+ 600 dwellings) in line with the site opportunities identified in Policy S3.

The trajectory shown above illustrates potential take-up over the period 2011 - 2026, with an identified supply of available land in each five year period. In practice fluctuations in the housing market, and the scale of regeneration funded housing interventions, and increased conversions early in the plan period to 2016, will all substantially impact on future delivery.

## Policy S5: Employment Development and Economic Diversification

Blackpool Council will safeguard existing and promote new opportunities to meet the employment development needs of Blackpool and the wider Fylde sub-Region 2009-2026, with the focus for new development on:

- A strengthened Blackpool Town Centre, including Talbot Gateway.
- South Blackpool/ Airport strategic employment sites
- Expanded employment opportunities at the M55 Hub.
- The safeguarding and enhancing of other existing employment areas for employment use.
- Government Department and public sector office relocation.
- Business Growth skills, training and support.

In accordance with North West regional policy, future employment land requirements should be based on wider local labour market areas. The Fylde Coast Sub-Region Employment market area is concentrated in the main coastal urban belt of Blackpool, Fylde and Wyre extending from Fleetwood to Lytham and includes the adjoining rural hinterlands. Strong travel to work and employment links between the three authorities warrant joint consideration of their future employment development strategy, and from April 1<sup>st</sup> 2010 the Fylde Coast Economic Development Company will oversee economic development across the Sub-Region.

The Fylde Sub-Region needs to identify a portfolio of sustainable employment land provision which can capitalise on the existing strengths of the Fylde Coast, and compete with and complement larger scale provision elsewhere in the North West. The growth of advanced manufacturing, its important role as an administrative centre, and implementation of town centre and resort regeneration proposals are all key building blocks to strengthen the region's employment profile.

Blackpool, Fylde and Wyre Councils have each undertaken detailed employment land assessments of their existing portfolio of business and industrial sites to inform future requirements for employment land. Wyre's need is for some rationalisation rather than any increase in its already substantial supply, in parallel with a substantive improvement in the quality of available sites. The combined Blackpool/ Fylde requirement is for an additional 70 hectares of new employment land to 2026. Blackpool's tight knit boundary and demonstrable lack of future development land means that around 50 hectares of this land is required to meet joint needs around the M55 Hub on the edge of Blackpool on lands in Fylde (see Section 6).

Blackpool's focus within its local authority area is almost entirely concentrated on brownfield development, safeguarding existing sites and increasing and widening the employment focus in

Blackpool town centre. Opportunities for further employment development expansion within the borough boundary are extremely limited. The Blackpool Local Plan (2006) identified 13 main industrial/business locations which it is recognised remain important to continue to safeguard for employment use. All of the sites remain established business areas, but there are no significant available remaining lands to meet Blackpool's medium and longer term needs.

The Talbot Gateway site forms a critical component of town centre regeneration, being an important transport gateway, with the relocation of new office uses offering the opportunity to deliver a high quality mixed use scheme and help diversify the town's employment offer. Blackpool Airport is another key driver, with the Blackpool Business Park well located to capitalise on this asset, alongside potential for major redevelopment and enhancement of the adjoining older industrial estates.

Significant efforts will also be concentrated on providing easy access to business support. Funding will continue to be targeted to boost small enterprise business survival rates in the first crucial years. Business skills, training and mentoring ensure are essential to maintaining momentum, with new business growth guided towards the town centre and other key areas.

Blackpool circumstances, however, mean its future needs cannot realistically be met in Blackpool alone. Blackpool will continue to safeguard its existing provision on its main employment estates, but will rely on a main focus for new provision concentrated on lands in Fylde at the M55 Hub on the edge of Blackpool.

Despite an economic structure heavily dependent on its service sector and the resort economy, there remain key Fylde Coast sectors which display a strong base for potential growth, such as the aerospace and nuclear industries. A large civil service and public sector presence offers potential for further growth.

Blackpool will seek to exploit the wider business growth opportunities with its Fylde Coast partners. Safeguarding existing employment lands and the identification of new employment lands are both strategically important to improving the economic performance of Blackpool and the Fylde sub-region.

## Policy S6: Quality of Place

To uplift and enhance the quality of buildings, townscape and landscapes across Blackpool by:

- Requiring a high standard of design to ensure all new developments make a positive contribution to the quality, attractiveness, safety and security of their surroundings.
- Complementing and enhancing the character and distinctiveness of local neighbourhoods.
- Protecting, conserving and enhancing the heritage and appearance of important existing buildings and their settings.
- Ensuring new developments as far as practicable retain and provide appropriate new landscape and biodiversity benefits.
- Sustaining and enhancing the biodiversity of protected species and habitats
- Protecting the appearance and environmental quality of Blackpool's Promenade 'shop window' seafront, coast and foreshore.
- Safeguarding its separate identity, defining the limits of development, and preventing its merging with neighbouring settlements.
- Safeguarding, improving and creating an enhanced network of green infrastructure, with high quality public realm.

## *Design*

Blackpool's success as a residential community and as a business and visitor economy depends on the quality of its environment. There is a clear need to promote higher standards of design across Blackpool and promote civic pride. Blackpool's buildings, streets, and spaces must be attractive, safe and enjoyable.

Major changes have commenced to create a climate of investment and embrace higher quality design. The need to uplift quality will be paramount in delivering new landmark schemes which can provide positive reference points and promote further enhancement. The need for high quality design applies to all new building including small developments, which cumulatively can either uplift or undermine the image of a place or neighbourhood dramatically. All new large scale developments and all new significant/ prominent smaller scale developments will require design and access statements to set out how they will positively contribute to uplift the quality and layout of new buildings across Blackpool.

### ***Local Distinctiveness***

New development must reflect local community needs. Streets, frontages and areas with a consistent townscape character will be identified by the Council through Character Area Appraisals. The character and setting of Blackpool's high quality buildings and historic areas should be respected and enhanced by new development.

The poor quality of past development should not be regarded as a precedent for similar proposals. Developments should provide new positive local reference points of quality. Contemporary and individual expressions of design will be encouraged integrating new development into an area to enhance, safeguard or improve its character, as well as addressing any eyesores and threats to character.

### ***Heritage***

Blackpool has a rich and well recognised social and built heritage, which continues to gain a national profile. Heritage led regeneration schemes provide an additional potential layer to the overall Blackpool offer. Despite being the location of a significant collection of highly graded buildings based around entertainment, the low overall number of statutory listed buildings and just two conservation areas give a perception of a poor quality Blackpool urban environment which under-represents the historic importance of its built and social heritage.

The town's past success was founded on iconic and innovative Victorian landmarks. It is vital that Blackpool both cherishes these assets and recaptures its entrepreneurial spirit to market, promote and further develop a distinctive new built character which matches its strength and provides the quality desired by today's residents and visitors.

### ***Landscape and Biodiversity***

The intensely urban nature of Blackpool and its lack of open countryside very much increases the importance of safeguarding areas of ecological importance and conserving and enhancing important natural features which do exist across Blackpool. As far as practicable, existing landscape features and species or ecologically important habitat should be retained and integrated within new development, and new developments should provide for biodiversity enhancement and mitigation where necessary.

The nationally protected 39 hectare Marton Mere SSSI on the eastern edge of Blackpool is one of the few remaining freshwater lakes in Lancashire, there are ten other sites currently identified of local nature conservation value. The Council is committed to conserving and enhancing the biodiversity of these and any further sites that are identified of important wildlife and amenity value which add to Blackpool's diversity.

## ***Coast and Foreshore***

Blackpool's coastline and foreshore are well used by local residents and intensively used for tourism. The Council wishes to protect and enhance the environment of the coast, with the resort's large expanse of sandy beach an essential part of the seaside holiday environment. The Council's Shoreline Management Plan seeks to sustain the existing coastline and beaches for coastal defence, recreation amenity and environmental conservation. The Council is also committed to minimising coastline pollution. Seawater quality has in the past been a problem, but major new infrastructure has improved quality and further improvements will be fully supported by the Council.

The built promenade is the shop window of the resort. Raising quality and improving its appearance, with enhanced public realm and supporting seafront facilities, is fundamental to Blackpool's appeal. Coastal defence works supplemented by wider public and private investment are providing an opportunity to re-establish this prime asset as a major visitor attraction in its own right and will be taken forward by a range of measures.

## ***Identity***

As well as enhancing local distinctiveness through safeguarding buildings and new development, Blackpool has its own separate identity, character and focus, different from that of neighbouring areas, which is important to retain.

Blackpool merges directly with Cleveleys on its northern boundary. Established Green Belt policy in Wyre and in Fylde seeks to prevent merging with Blackpool on its eastern and southern boundaries, but within Blackpool itself there is only a limited Green Belt and there remains intense pressure for development. It will be important to maintain the open character of lands on the eastern and southern boundaries, whilst seeking to accommodate development pressures within the town in a way which enhances Blackpool's own character and sense of place. Sensitive development will be needed to respect and enhance the existing positive aspects of the integrity and character of the resort area neighbourhoods and Marton Moss which are the focus for regeneration and supporting growth.

## ***Green Infrastructure***

The Council's aim is to create an enhanced network of green infrastructure, uplifting quality in its parks, greening its streets and creating new and enhanced public realm that is enjoyable to be in and for people to use. All areas of the town should desirably be accessible to significant and accessible areas of greenspace, but its historical pattern of development means there is very little open space in many inner areas. Enhancing the quality and character of both green and public spaces is essential if the town is to thrive in a competitive market place, as well as be a safe and attractive place to live.

### **Policy S7: Climate Change and Sustainable Development:**

To promote the effective management of natural resources by promoting sustainable development measures appropriate to Blackpool. The Council will carefully appraise all development proposals to ensure that they:

- Minimise flood risk
- Minimise waste generation and energy consumption
- Incorporate renewable energy sources in appropriate new developments
- Have no adverse effects on water quality
- Minimise the emission of pollutants, including noise and light pollution into the wider environment
- Implement necessary remediation measures

Blackpool's environment, its coast and foreshore, the cleanliness of its streets, the quality of the air, its treatment of waste and flood risk issues all impact on our standard of living and quality of life. In general Blackpool's environmental quality is good, and it is important it is maintained and enhanced for future generations.

Sustainable natural resource management within Blackpool means ensuring greater efficiency in our use of natural resources, the reduction of pollution and waste and ensuring that important townscape and natural features are protected and enhanced. The growing threat posed by climate change raises much wider global and national policy issues but reducing emissions of greenhouse gases and mitigation must also be addressed through appropriate policies at local level

Although the whole of Blackpool is relatively low-lying land, it is protected from coastal erosion and tidal inundation by its sea defences and the Environment Agency Flood Risk Map shows almost the whole of Blackpool, as being in Flood Zone 1 (low flood probability) with all development concentrated in areas of lowest risk. The main flood risk in Blackpool is from excessive storm-water rainfall events and a Surface Water Management Plan is being prepared by the Council. All developments will require incorporation of Sustainable Drainage Systems and water retention methods in developments unless there are practical or environmental reasons for not doing so.

The Council, will seek to minimise the more indirect effects of development on the environment by encouraging renewable energy technologies and requiring the incorporation of high standards of energy efficiency in development. The Council will also seek to minimise waste by requiring recycling facilities to be incorporated into new developments, and encourage the uptake of wide minimisation measures.

The Council will seek to control the location of all activities which would potentially have an adverse effect on their surroundings and restrict such development in environmentally sensitive areas. Developments detrimental to public health and safety, whether through air or water quality, noise or light pollution, or through their impact on unstable or contaminated land will not be permitted, and the Council will only seek to determine planning applications after taking account of all relevant advice.

## Policy S8: Connectivity

To promote sustainable development locations, transport and travel and seek key strategic improvements to the sub-regional transport network. In particular Blackpool Council will support and pursue the following schemes:

- Major enhancement of the main rail gateways to the town at North Station and at Preston Station.
- Electrification of the Blackpool - Preston - Manchester line, along with new services and increased frequencies
- Upgrade of the South Fylde Rail line
- Provision of a new on-street tram-link from the seafront to Blackpool North Station.
- Development of a new tram-link via the South Fylde line to St Annes, and potentially to Blackpool Airport.
- Improvements to the A585(T) and a new road corridor from the M55 to Norcross to the north and St Annes to the south of Blackpool.
- Provision of a network of cycle and pedestrian friendly routes connecting Blackpool's neighbourhoods with the town centre, promenade, green spaces and adjoining countryside.

Effective integration of development and transport is needed to support economic prosperity while reducing the need to travel by car. It must be easy and safe for Blackpool residents to access jobs and all supporting services. Pleasant and convenient travel is required to bring about an improved quality of life. Personal mobility and an effective transport infrastructure are essential for everyone.

Generally, in terms of carbon emissions, the short travel distances within Blackpool's concentrated urban area is a strength, but economic and social problems present a major transport challenge. The town has limited capacity to cater for resident traffic growth, and a need to also cater for millions of visitor trips.

A concerted programme of intervention is required to resolve poor travel linkages that currently exacerbate deprivation, add to congestion, and undermine the economy. There needs to be a strong emphasis on promoting more active resident travel by walking and cycling, and increasing use of the bus and tram system, while a step change is required in the way that visitors travel to and within the town.

The regeneration of the town centre and resort core will itself focus future development in a way which directly supports sustainable travel. Closer integration of high quality bus, rail, and tram facilities

within an enhanced pedestrian environment makes travel by public transport, cycling and walking safer. The concentration of resort, retail and office development in the centre of Blackpool optimises opportunities to connect homes with jobs and to reduce regular journeys, with the provision of a high quality bus network particularly important.

To the extent that needs cannot be met by a more central focus, a second main strategic development concentration around the M55 Hub will provide an opportunity for maximising connectivity. The M55 Hub has the potential to become a gateway location of strategic significance in promoting sustainable transport patterns and exemplifying sustainable urban development, with extended and improved public transport linkages to Blackpool town centre.

A major strategic emphasis in future transport planning is on the renewal and upgrade of the tramway. Development of the tramway system from Starr Gate to Fleetwood has the potential to encourage modal shift from the car, and cater for much more north-south movement on the Fylde Coast. Major funding has secured the future of the existing tramway with scheme completion by 2012. Further extensions are needed to develop the tramway's strategic potential as a state of the art light rail system, forming the backbone of a wider Fylde Coast integrated transport network.

In terms of wider strategic transport connectivity, Blackpool and the Fylde Coast are more peripheral than other parts of the North West. Blackpool benefits from direct motorway access via the M55, but there is need to greatly improve north - south road links from the M55, and rail services to the resort need urgent and dramatic improvement. There is increasing congestion on the urban north-south corridors (including the Promenade) are increasingly congested. Both road access (via the M55) and rail access to Fleetwood and Lytham St Annes are poor.

Blackpool Council wishes to promote modal-shift car-borne visitors to public transport by coach or rail. Heavy rail investment in rail links to Blackpool is essential to improve longer distance travel connections and capitalise on the proposed new high speed West Coast train service to support economic regeneration. In December 2009 the Government announced plans to electrify the Blackpool North and Preston rail line, in conjunction with other lines in the North West and the existing electrified West Coast main line. The line will be served by refurbished electric commuter trains, and electrification creates the potential to re-establish a direct London - Blackpool service. Detailed plans are being developed to complete the electrification by 2016.

The Council will provide convenient and attractive coach parking and pick-up/ drop-off facilities, and major developments will be required to provide coach access. Coach travel's economic contribution and low-carbon footprint means it has an important future role in promoting an effective Blackpool travel network.

## Sustainability Appraisal

It is a legal requirement that the Core Strategy is subject to SA. Hyder Consulting were commissioned by the Council to undertake a Sustainability Appraisal of the Preferred Option. Their summary of the key strengths and weaknesses of the Spatial Strategy is set out below.

### **The Spatial Strategy: Regeneration Diversification and Growth**

The Spatial Strategy sets out the preferred spatial option for Blackpool and establishes the key priorities to be developed in the remaining sections of the Core Strategy. Two key strategies are pursued; namely the regeneration of central Blackpool and a new urban extension on land at Marton Moss known as the M55 Hub. This strategy, with its twin priority areas for investment, intervention and growth, provides the most sustainable viable option for future development, and has been devised following the assessment of the Alternative Strategic Options for the Core Strategy.

Retention of the town centre and inner resort neighbourhoods as the principle tourist, commercial and retail centre would ensure that access to existing services is maximised, with a range of sustainability benefits. The need to travel would be reduced, and new development would make productive use of brownfield sites. Presently underused, vacant or unsightly areas of inner Blackpool would be redeveloped, with a beneficial impact upon the townscape.

The development of sustainable communities at the M55 Hub aims to meet the need for new high quality housing essential for Blackpool's long-term future. However, as areas around the M55 Hub have potential for protected species presence, development has the potential to result in a loss of biodiversity and also potentially generate contaminated land. It is recommended that this section reinforces a commitment to protect and enhance biodiversity.

The Spatial Strategy aims to create a more balanced housing market that will address inequalities associated with housing affordability, tenure and unfit homes. Initiatives would cover both of the priority areas, but also outer neighbourhoods. Residential and employment development within inner urban areas and at the M55 Hub would bring jobs and homes closer together. Provisions are contained within this section to stimulate the local economy, both by building on Blackpool's role as a tourist resort and also attempting to diversify the economy. Links with neighbouring Fylde Borough in the development of the M55 Hub will be important for achieving greater economic inclusion.

The quantity and extent of new development proposed within the Spatial Strategy provides an excellent opportunity for Blackpool to showcase many of the principles of sustainable design. Several measures, including Sustainable Urban Drainage Systems (SuDS) and energy efficiency, are promoted within the policies. However, all new development has the potential to generate increased waste production as a result of increased population, construction and demolition activities and it is recommended that mitigation be provided within the document.

## Cumulative Impacts

The combined impacts of the Core Strategy with the impact of other plans and programmes, including those in neighbouring authorities, have been assessed. The policies within the Core Strategy tend to be complementary and to contribute positively overall to sustainability objectives when viewed together. Cumulative benefits are identified on crime and the fear of crime, education, health, housing, access to services, sustainable tourism and economic growth and inclusion.

There are also some potential concerns centred on the combined impacts of various developments on biodiversity and air quality. A higher level of development is also likely to generate greater volumes of waste and to consume natural resources. Close to the boundaries of the Borough, there may be cumulative impacts on landscape/townscape character and on community spirit and cohesion.

Mitigation measures are proposed for individual policies which, if successfully implemented, would reduce the potential for cumulative impacts to occur.



## 5. TOWN CENTRE AND RESORT RENAISSANCE



## The Vision

Policy R1	Resort Renaissance
Policy R2	Conference, Events and Festivals
Policy R3	Resort Heritage
Policy R4	Arrival and Movement

## Blackpool Town Centre

Policy R5	Blackpool Town Centre Strategy
Policy R6	Prime Retail Area
Policy R7	Winter Gardens Strategic Site
Policy R8	Talbot Gateway Town Centre Strategic Site
Policy R9	St John's, Abingdon Street and the Lanes
Policy R10	Former Central Station/ Promenade Town Centre Strategic Site
Policy R11	Town Centre Promenade Leisure Frontage

## Promoting Wider Resort Neighbourhood Regeneration

Policy R12	Resort Neighbourhoods
Policy R13	Rigby Road Strategic Site
Policy R14	Foxhall Resort Neighbourhood
Policy R15	South Beach Resort Neighbourhood
Policy R16	North Beach Resort Neighbourhood
Policy R17	Key Resort Gateways
Policy R18	The Promenade
Policy R19	Main Holiday Accommodation Areas
Policy R20	Mixed Neighbourhoods

## The Vision

*The vision is for a Blackpool town centre and resort core which in 2026 is “The City on the Beach” - the thriving heart of Britain’s favourite resort, the first choice destination on the Fylde Coast for shopping. A place where residents and visitors from across the social spectrum choose to spend time, whether for the thrill of entertainment, for a shop and a coffee or just to stroll.*

*The Tower, Piers, Winter Gardens, Pleasure Beach and Tramway are revitalised complemented by new events and attractions. Pedestrian friendly regenerated streets and new public squares accommodate a Blackpool café culture, with attractive and enjoyable public realm throughout the centre, reconnecting the town to the sea. There are new hotels and new aspirational housing, and the town centre and resort are easy to get to and move around in.*

*A visit to Blackpool is stimulating and memorable. The town centre and resort are places people want to see and be, and where residents want to live.*

The town’s success was founded upon iconic and innovative Victorian landmarks which include the Tower, the three piers, Winter Gardens, Tramway, Pleasure Beach, and its shop window seafront and promenade. The opening up of the global holiday market has resulted in major changes in consumer spending and holiday preferences in the last 20 years. Simultaneously, increasing intense retail competition and falling visitor numbers have led to a tiredness and growing obsolescence in the resort and town centre offer.

If Blackpool is to re-establish itself as a successful and innovative destination it needs to provide new reasons to visit, combining its historic legacy with exciting new developments within an enhanced resort and town centre environment. This process has begun with a number of major projects leading on key aspects of resort regeneration:

- The creation of the five new Promenade headlands extending seaward and providing a unique setting for attractions and events.
- The expansion and redevelopment of the Hounds Hill Shopping Centre.
- The re-branding of the Illuminations.
- Public realm enhancement in the town centre and resort such as St Johns/ Cedar Square and the George Bancroft Park.
- The upgrading of the tramway to modern light rail standards with a tramway heritage centre.
- Remarketing Blackpool to change perceptions and broaden its all year around appeal.

Much more needs to be done if Blackpool is to overcome the unique combination of regeneration challenges that face the town and tackle the inner area legacy of social and economic decline. Two of Blackpool's most iconic visitor attractions, Blackpool Tower and the Winter Gardens, will get a major facelift and redevelopment as part of a groundbreaking project following the confirmation of funding which has enabled Blackpool Council to purchase the attractions, putting them into public ownership for the very first time.

Continuing decline in the resort's holiday accommodation has led to a proliferation of poor quality private rented housing that threatens to undermine efforts to regenerate the core. Problems of poor health, worklessness, low educational attainment, transience, and high benefit dependence will only be addressed if resort and town centre regeneration also encompasses the inner area community neighbourhoods which exist alongside.

The Core Strategy approach therefore seeks to provide a planning framework which promotes major resort and town centre investments but also sets out clear objectives, strategic policies and proposals to ensure planned changes to the inner neighbourhoods. Targeted redevelopment alongside the rationalisation and remodelling of both the visitor accommodation and residential offer is paramount, providing for a progressive transition away from poor quality and towards an aspirational new housing and holiday offer, with quality hotels intertwined with stable and safe residential areas.

## Delivering The Vision

### Policy R1: Resort Renaissance

To physically and economically regenerate Blackpool's resort and town centre core as the City on the Beach and to reshape and re-invigorate the adjoining holiday accommodation and residential neighbourhoods.

The focus will be on identifying and supporting major development opportunities which have the potential to become self-sustaining wider catalysts for regeneration to create a sustainable and inclusive resort:

- Pursuing proposals which enable Blackpool to achieve its full potential as the main centre at the heart of the Fylde Coast.
- Identifying and promoting opportunities major new tourism attractions and new visitor accommodation focused on the town centre and core of the resort.
- Safeguarding and enhancing important longstanding attractions, and building on the resort's heritage, distinctive character and appeal.
- Addressing current imbalances in the housing market and reshaping more balanced and healthy resort and residential neighbourhoods.
- Rationalising and uplifting quality in a smaller, more stable and successful holiday accommodation sector
- Establishing a new Blackpool seafront and resort residential offer
- Creating visually attractive and distinctive high quality public realm
- Raising quality in all aspects of the visitor experience from arriving to leaving the resort.

The Core Strategy seeks to provide the framework of policies for the resort which will raise quality in all aspects of the visitor experience and seeks to focus regeneration on the long established resort areas where development and change is most needed. Resort attractions and accommodation elsewhere will generally not be permitted.

Declining visitor numbers have resulted in a lack of investment in ageing resort attractions and facilities, with many aspects of the resort falling below the quality expected by modern day visitors. The Core Strategy sets out a more targeted future approach, building on Blackpool's strengths, refocusing investment and providing an economic alternative for parts of the inner areas.

In the aftermath of the Regional Casino decision, it remains a strategic priority for major new leisure development to expand and widen Blackpool's appeal to achieve its ambitions of developing an exciting and unique all year round resort destination and sustainable economy. The Core Strategy therefore reviews the development policy framework for major tourism investment sites. It seeks to realistically target investment and development in the resort core and create a new way forward for other areas in what were, in the existing Local Plan, very widely drawn resort neighbourhoods.

It seeks to guide and encourage the reshaping of the resort, extending from north of the town centre to south of the Pleasure Beach, by promoting major opportunities for new hotels and aspirational housing alongside new attractions and the remodelling the inner areas of the resort. This will drive up standards and provide a stronger focus for those areas that have a potentially successful future in holiday accommodation use, whilst managing contraction and transition elsewhere to create a thriving new residential offer.

Declining inner neighbourhoods must evolve a new role if they are to have a viable future. The coastal location and character of the town provide a strong foundation for areas initially built to offer visitor accommodation to become vibrant and attractive places to live. Turning around the future of the inner areas is intrinsically linked to the wider economic future of the resort and the town as a whole.

The main planning policy framework for the town and resort is set out below. More detailed planning guidance is being progressed alongside the Core Strategy through the town centre strategy and evolving Action Plans for North Beach, Foxhall, and South Beach. The Council and its partners are committed to working with local communities to secure improvements to the resort and residential offer.

## **R2: Conferences, Events and Festivals**

To promote and develop an all year round programme of conferences, events and festivals in high quality venues which capitalise on Blackpool's status as the country's historic entertainment capital and which help change perceptions of the resort and broaden its appeal.

Conferencing and events are vital to Blackpool's ambitions to maintain and extend its holiday season and support its economy. Policy R7 seeks to consolidate and widen the role of the Winter Gardens to re-establish it as the mainstay of a unique and very distinctive Blackpool social, cultural and leisure conferencing offer.

Blackpool's continued involvement as a main player in national and wider conferencing is also critically dependent on the continued investment and enhancement of the wide range of supporting ancillary conferencing and exhibition facilities provided by the resort's larger hotels focused mainly along the Promenade North Shore, including the Imperial, Hilton, Cliffs, Savoy, and Norbreck Castle Hotels.

Parallel to this, the Council is committed to the development of annual events that over time become regionally and nationally significant, with a sports, cultural, heritage and leisure events programme designed to change perceptions about Blackpool and broaden its all year around appeal.

The rebranding of the Illuminations and supporting events to bring the "Lights" into the town centre, and the creation of the five new Promenade headlands are key components in the re-gearing of a distinctive Blackpool events and leisure offer.

The tramway and the opportunities that the seafront provides as a cycleway and, most obviously, as a walkway provide major opportunities to promote the activity and leisure focus of the Promenade as a lead component of a growing events and festival offer.

The step change in the environmental enhancement and remodelling of the Blackpool Promenade aims to provide a unique quality public realm seafront setting for innovative attractions, facilities and events that will provide a new showcase venue which resonates with the requirements of the contemporary visitor with the Tower Festival Headland its centre-stage.

An expanded programme of all year around events will capitalise on Blackpool's status as the country's historic entertainment capital in areas such as rides, circus, ballrooms, dance, variety and comedy and exploit the historic legacy of the Grand Theatre, the Tower, Winter Gardens, Pleasure Beach and three Piers to grow new audiences and visitors.

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Securing the sustainability of quality venues and matching events programme is a key priority of the Council and will be advanced by securing funding, strong and effective marketing, and rebranding the Blackpool product to deliver the message of the new Blackpool offer, the City on the Beach.

### **R3: Resort Heritage**

To exploit the resort's built, social, and cultural heritage to promote a unique and distinctive Blackpool offer, combining this rich legacy with new innovation and development and widening its appeal.

In particular, Blackpool Council will promote and pursue proposals to:

- Exploit its mass appeal as the world's first seaside resort and country's entertainment capital.
- Appraise the condition, and safeguard and develop the built heritage of key resort buildings and infrastructure
- Enhance the traditional spectacle of Blackpool Illuminations with contemporary light shows.
- Capitalise on the heritage of the Victorian Tramway
- Conserve the architectural character of key hotel frontages
- Characterise resort neighbourhoods and identify a local list of historic buildings across the resort.

Blackpool was the world's first seaside resort for the masses and it is important that the town seeks to capitalise on its heritage. The vision of the "City on the Beach" to re-establish the town centre as the shopping, cultural and leisure focal heart of the resort, is to build on its past legacy to attract 21<sup>st</sup> century visitors. An increased conservation profile makes the resort more attractive for visitors, residents and commercial investment.

A number of heritage led schemes are currently being implemented, but the importance of Blackpool's heritage but little understood outside key structures like the Tower, Winter Gardens and Grand Theatre. There is need to critically appraise the current condition of key buildings, and safeguard and develop their heritage. The recent purchase of Blackpool Tower and the Winter Gardens by the Council will help secure their refurbishment and long term future. Existing uses that are economic will continue to be supported but appropriate remodelling must be pursued to ensure their economic future and provide new reasons to visit.

The rich social and built heritage of its mass appeal as the world's first seaside resort can be used to attract new visitors and utilise and exploit its status as the country's historic entertainment capital to change the future perception of the resort.

The Illuminations also differentiate Blackpool from its competitors, with new innovatory projects being implemented to strengthen, update and capitalise on this offer bringing contemporary and traditional light shows, which are synonymous with Blackpool into the town centre and onto the new Promenade headlands.

The £80 million upgrade of the Victorian Tramway to provide a fast and modern commuter route to better serve the residents as well as visitors will again invest in Blackpool's past as well as its future. Alongside the provision of modern new vehicles and supporting infrastructure, a new Tramway Heritage centre will consolidate the historic appeal of vintage trams as part of its long term visitor offer and appeal.

Supporting this, the resort frontages of some of the resorts larger and most historic hotels on the North Shore and distinctive resort neighbourhoods like Foxhall add further heritage interest in addition to Blackpool's two existing conservation areas focused on Talbot Square and Stanley Park.

It is vital that Blackpool provides the quality desired by the modern visitor, but cherishes and promotes these assets which helped bring about the resort's past success, but still provide a strong base to reinvent itself to attract a new generation of families and visitors.

#### **R4: Arrival and Movement**

To enable convenient and high quality transport and movement within the town centre and resort by:

- Promoting strategic improvements to enhance the quality of travel to Blackpool and the experience on arrival, whether by car, coach, train, bus, tram, taxi, cycle or on foot;
- Providing an ease of movement and a clear sense of orientation, direction and onward movement to access key resort and town centre facilities.
- Providing sufficient, high quality parking to support the retail and wider economy
- Promoting convenient, safe and pleasant pedestrian access to make walking an attractive and enjoyable part of the town centre and resort.
- Promoting easy public transport access to, within and through the town centre and resort.

The successful regeneration of Blackpool is inextricably interwoven with the number of residents and visitors that are attracted into the Town Centre and the wider resort. Maximising visitor numbers is therefore an important objective of the Council and of the Core Strategy. The ease and quality of arrival and movement are key contributors to maximising visits and ensuring that those who do visit find it a rewarding experience.

#### ***Travel to Blackpool***

The M55 motorway provides good access into Blackpool from the national motorway network and, whilst congested at peak times, the existing principal road network, provides a number of alternative routes into the resort. The resort also benefits from two rail connections - into Blackpool North and Blackpool South stations - as well as the tram route between Starr Gate and Fleetwood. Policy S8 outlines a number of key strategic improvements to the rail, tram and road network, including promoting new tram connections from the seafront to Blackpool North Station and potentially to Blackpool Airport. Policy M8 promotes express bus connections from the M55 Hub into inner Blackpool and the Town Centre. Blackpool Council will continue to work with the operator of Blackpool Airport and Fylde Borough Council to promote new air services into the resort. It will also support Blackpool's connection into national and regional walking and cycle networks, which the resort's current 'Cycling Town' status assists.

## ***Quality of Arrival***

Whilst Blackpool's connectivity with national transport networks is good, the quality of the arrival experience requires substantial improvement for all transport modes. The following are the priority improvements for the Council:

- The environmental quality of the major multi storey and surface car parks in the Town Centre and the central corridor.
- The quality of the rail/transport interchanges at Blackpool North and Blackpool South Stations.
- The quality and convenience of Blackpool's coach facilities including consideration of the long term future of Lonsdale Road Coach station through the South Beach Action Plan.
- The environmental quality of Yeadon Way and the Central Corridor as the main arrival gateway from the M55, with improved reception facilities and connectivity within, across and through to the town centre, resort and adjoining residential areas.
- The quality of the other main road corridors into the Town Centre (see Policy R17).
- Signage and information at the key transport reception points to improve orientation and promote sustainable modes for onward travel.

## ***Car Parking***

The majority of visitors and residents that travel to the resort and the Town Centre arrive by car. The Council is actively promoting alternative transport modes but the car will continue to be the primary travel choice for the foreseeable future. Accommodating vehicles within reasonably priced, good quality and convenient car parks is therefore a priority for the Council. The general strategy is to minimise cross town movements by locating car parks at the main arrival points into the resort and the town centre.

The Council will promote strategic parking in the following locations:

- Approximately 5,500 spaces within Blackpool Town Centre including Talbot Gateway - c. 3,000 spaces; Houndshell - 800 to 1,000 spaces; Central Station site - 800 to 1,000 spaces (town centre dedicated in addition to scheme provision)

- Approximately 2,000 spaces in the central corridor
- Increased parking at Blackpool Pleasure Beach
- The proposed M55 Hub (future possible park and ride)

The foregoing are considered in more detail within the Council's proposed parking strategy.

### ***Movement within the Resort***

The Council's strategy of minimising cross town vehicle movements eases congestion and creates the conditions whereby more sustainable patterns of movement become the norm within the town centre and main tourist areas. The Council is therefore placing an emphasis on walking and cycling alongside a strong bus and tram network that enable people to travel between destinations in a comfortable, pleasant environment. Within this context, the Council's priorities for movement within the Town Centre and the resort are to:

- Create a series of public realm frameworks within the town centre and resort neighbourhoods that emphasise pedestrian over vehicle priority in the most heavily frequented pedestrian streets - implemented through shared space and other design solutions;
- Create a series of stimulating pedestrian spaces, including a network of town centre squares and Promenade headlands;
- Implement the Blackpool Cycling Towns Project and continue to promote cycle movement throughout Blackpool, including the cycle hire scheme and promotion of new 'signature' cycle routes;
- Support provision of a modern, frequent and convenient bus network balanced with high quality, pedestrian environments;
- Improve the Blackpool Tram Network (see Policy S8);
- Provide a co-ordinated network of signage and visitor information; and
- Develop fit for purpose local traffic movement and parking solutions

## Blackpool Town Centre

### Policy R5: Blackpool Town Centre Strategy

Blackpool Council will promote and pursue the development, enhancement and re-branding of the town centre as the centre-piece of “The City on the Beach”, with its own distinctive and unique offer which re-establishes it as the first choice retail, business, cultural and leisure destination for Fylde Coast residents and for visitors. Assistance will be provided to assemble sites and properties where required to facilitate major redevelopment.

An enhanced perception will depend on delivering real change, focused on:

- It being the location for all major retail development
- Strengthening the prime retail area, including high quality niche shopping.
- Reconnecting the town centre with the beach
- Reconnecting and regenerating the different quarters of the town centre
- Exploiting the heritage of key buildings and entertainment
- Developing a Blackpool café culture
- Growing an ancillary office sector
- Improving access with vibrant welcoming multi-modal transport gateways
- Enhancing enjoyment of streets, spaces and movement in the centre

Blackpool town centre’s influence and status has been declining as it has struggled to compete within highly competitive retail, leisure and conference markets. The Core Strategy sets out the strategic policy framework to achieve the vision which recognises both its aspirations and the realities of the problems it faces. It seeks to develop an attractive new town centre offer exploiting its heritage, adding to its assets, and widening its importance and appeal as a place to work, shop and visit.

The further development of the principal retail core alongside the redevelopment of Talbot Gateway , the enhancement of the Winter Gardens, and the resort focused development on the former Central Station site are all supporting components in seeking to create an exciting, seamless and pleasant town centre environment for residents and visitors.

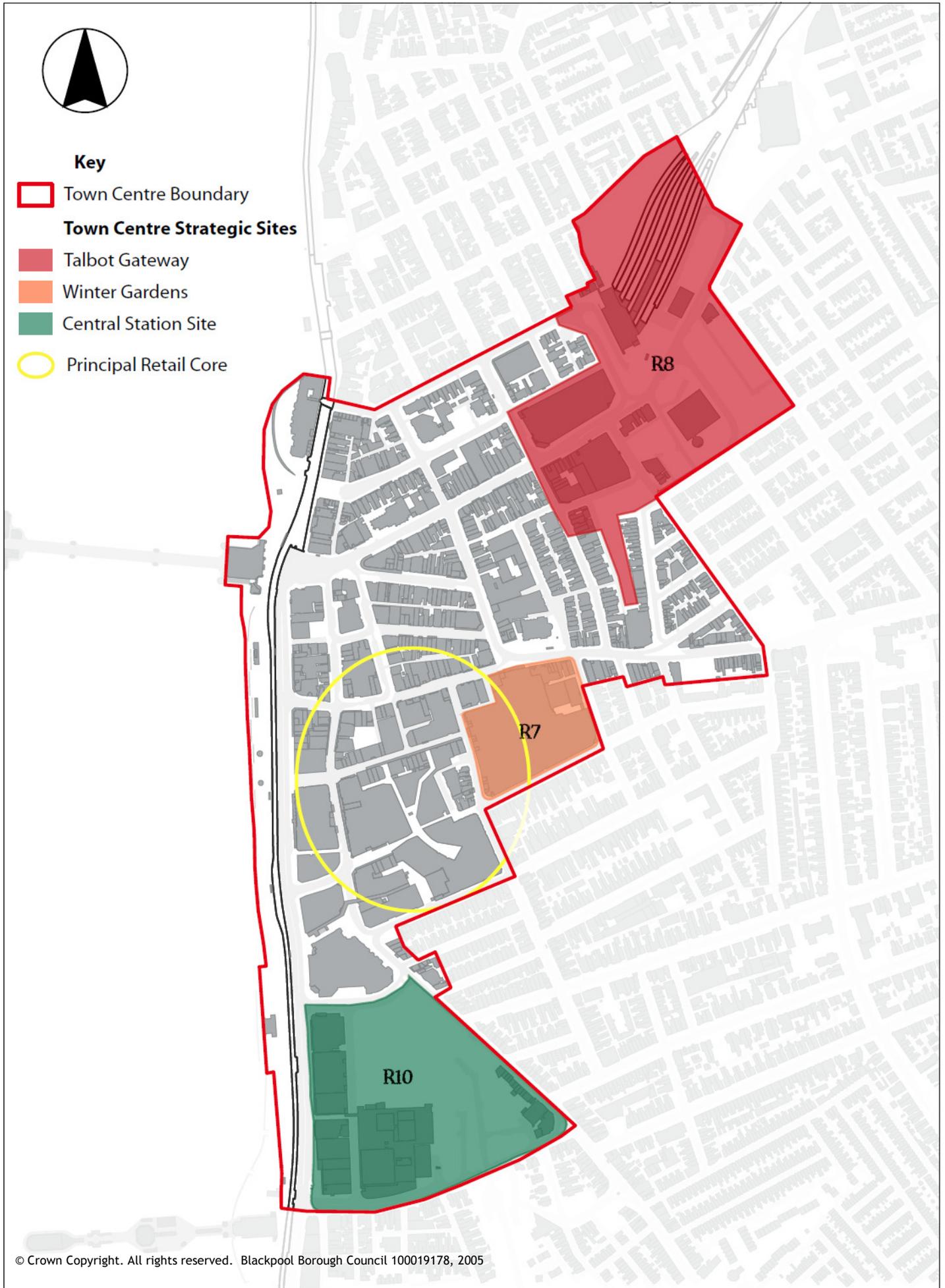
The town centre is at the heart of the re-branding of Blackpool as “the City on the Beach” with a buzz of retail and resort attractions, combined with the relaxation that the promenade and enhanced streets and squares have to offer. Delivering this “feel” is integral to Blackpool being an attractive place to

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live, work and visit. It is also an essential part of the wider jigsaw, supporting sustainable and more prosperous inner areas on its doorstep, as well as new growth point communities at the M55 Hub.

A Town Centre Strategy is being prepared which will set out the more detailed framework for future management and implementation of the Council's strategy for Blackpool Town Centre.

Figure 7: Blackpool Town Centre Strategy



### **Policy R6: Principal Retail Core**

To promote the further phased development of Blackpool's principal retail core, fully integrated with adjoining shopping streets and the resort frontage

Blackpool's principal retail core contains the main shopping streets and the majority of the large multiple retailers, focused on the main pedestrianised core of Church Street, Victoria Street and Bank Hey Street, and on the Hounds Hill Centre.

It is important to retain the strength of the retail and supporting shopping offer in this principal town centre shopping core, which is itself a key anchor attraction for both residents and visitors. Its further development will consolidate its role and better connect and integrate with other key developments elsewhere in the town centre.

The redevelopment of the Hounds Hill shopping centre completed in August 2008 provided for a major expansion and enhancement of the centre, anchored by a new department store. Initially the focus will be on retaining the strengths of the existing retail core, and future phases of development will be important in attracting new high quality stores and shoppers, and significantly enhancing the vitality and viability of the town centre.

Development of the second and third phases of the Hounds Hill centre along with the Winter Gardens enhancement will deliver a Blackpool shopping experience which more effectively unites the town centre and resort offer.

Redeveloping vacant shops and other buildings between Tower Street and Coronation Street will enhance attractiveness of the principal retail core and help the easy flow of residents, visitors and shoppers across the town centre as a whole, within one pedestrian friendly overall environment.

### **Policy R7: Winter Gardens Strategic Town Centre Site**

To promote and encourage proposals for the major refurbishment, enhancement, and increased all year round use of the Winter Gardens for both residents and visitors, consistent with its status and heritage.

Any major development proposals will need to be dealt with comprehensively and informed by a fully researched conservation plan for the complex as a whole.

Development proposals will be permitted for the following uses:

- Major conference and exhibitions
- Contemporary “boutique” conferencing facilities
- New themed attractions
- Entertainment related museums with wide appeal
- A new shopping mall connecting Church Street to Victoria Street
- Hotel/ casino and ancillary leisure development
- Improved car parking provision.

The Grade 2\* Winter Gardens complex of theatres and conference facilities has hosted an unparalleled history of entertainment and politics, but today lies at a crossroads. The market for mass indoor entertainment has been undermined and the Winter Gardens is struggling to compete with larger and more modern conference venues in the major cities. The complex has suffered from under investment and requires a clear strategy and business plan to re-model its future contribution to the town centre and resort.

The Core Strategy does not pursue the earlier ambition for major new conferencing ambitions on the former central station site and instead seeks to retain, upgrade and re-establish the Winter Gardens by investing in its long term future as a unique Blackpool conference venue and main cultural heart of the town for residents and visitors. The aim is for a very distinctive state of the art cultural and conferencing complex with supporting retailing, which capitalises on its historic legacy but is relevant and realistic to a new 21<sup>st</sup> century Blackpool offer.

The Council’s recent purchase of the Winter Gardens will assist this process and paves the way for its major refurbishment and upgrading to create a new mid-size, multi-purpose conferencing venue suitable for a wide range of events and functions.

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The Winter Gardens has significant levels of under-used floorspace which could incorporate new uses. Proposals for development must reflect its listed building status and be based on a design solution conserving the buildings historic character, with a conservation plan required to demonstrate the consistency of any new proposals with its heritage and listed building status.

The Winter Gardens has great potential to both consolidate and widen its range of uses through sensitive remodelling and enhancement. It offers exceptional opportunities to locate a new specialist boutique shopping mall and other all year round community uses in the very heart of Blackpool town centre. Its remodelling will also very much help knit together Blackpool's expanding principal retail core on Victoria Street with Abingdon Street, Church Street and the north of the town centre.

### **Policy R8: Talbot Gateway Strategic Town Centre Site**

To transform and comprehensively redevelop Talbot Gateway to provide a stimulating arrival experience and cosmopolitan mix of uses that becomes an exciting new northern anchor for the Town Centre. The development should complement, not directly compete, and seamlessly connect with the main centre. It will incorporate:

- A public transport interchange around a re-modelled station;
- A major foodstore
- Shops and restaurants;
- Main new offices for Blackpool Council;
- New police headquarters;
- New courts;
- Large and modern car parks for the wider Town Centre;
- Commercial offices;
- Hotels; and
- Residential apartments

The Strategy is to transform one of Blackpool's most decayed, unsightly and under utilised urban quarters into a prestige gateway and arrival point.

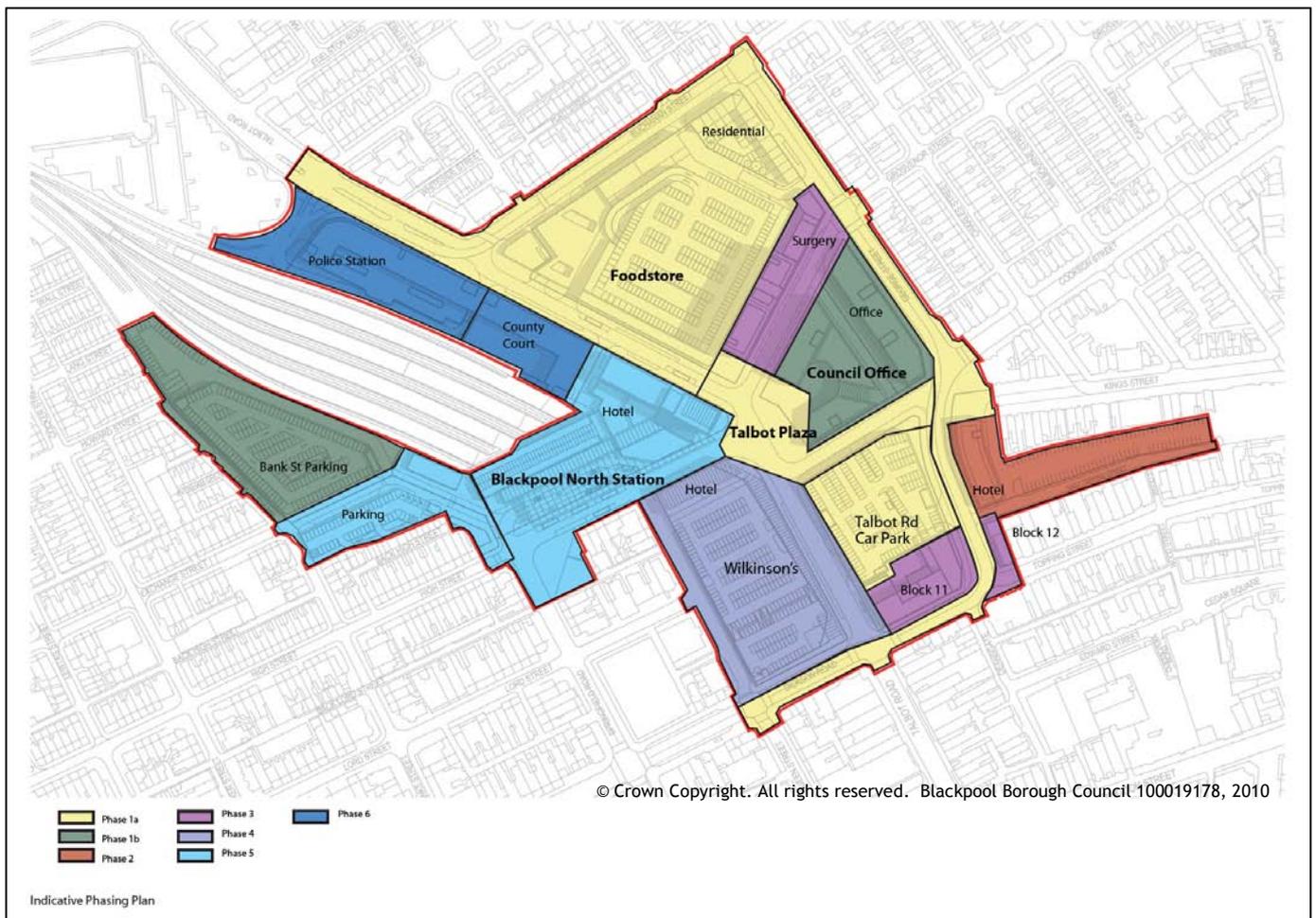
Talbot Gateway covers an extensive area stretching from Banks Street and Springfield Road in the north to George Street and Deansgate in the south. It is a major route into the centre and is a main entry point for many residents and for visitors arriving at Blackpool North railway station and Talbot Road bus station.

It is a key edge of centre site and its redevelopment and enhancement will make the most of what is currently an under-utilised, run-down and disparate area. The Talbot Gateway was identified in the Blackpool Local Plan and marketed for comprehensive redevelopment, with a Planning Brief adopted as Supplementary Planning Guidance in 2006. Redevelopment will be a joint venture between Blackpool Council, Re-Blackpool and MUSE, the Council's development partner.

The area will be transformed into an attractive pedestrian friendly business district anchored by the new Blackpool Council offices, main railway station, and a major new foodstore. It will have a new central square, shops and cafes. The site will have high quality designed buildings, giving it visual prominence. It will become a very much improved transport gateway, providing for train, taxi, bus and coach integration and a potential future tram interchange. All of the uses within Talbot Gateway will seamlessly connect with each other, along with greatly enhanced pedestrian connectivity with the wider town centre.

Acquisition and demolition of commercial properties has been focused to date on commencing a first phase of development south of Talbot Road. On completion distinctive high quality retail, civic, commercial and residential developments will complement and add to the vitality of the Town Centre and be a further catalyst for Blackpool’s regeneration. It will be a major contributor to the town centre economy, providing quality jobs and homes for local people.

**Figure 8: Talbot Gateway**



### **Policy R9: St John's, Abingdon Street and The Lanes**

To comprehensively improve St John's, Abingdon Street and the Lanes as a central focus of the town centre offer connecting and uniting the different quarters of the town centre

Improved connectivity is central to the town centre strategy. Major new development at Hounds Hill, Winter Gardens, and Talbot Gateway needs to be complemented by the reinvigoration of Blackpool's central core.

St John's Church and Cedar Square are at the centre of the major pedestrian routes and highways between the principal shopping area to the west and the proposed civic and commercial development at Talbot Gateway. This central role was not previously reflected in the quality of the space. For most people it was an area to pass through not linger. The re-branding of St John's as a central public square together with the more intimate Cedar Square will accommodate markets and public events throughout the year and be animated by a new café culture, activity and entertainment.

Abingdon Street is a main thoroughfare, centrally located in the town centre, and has a crucial role to play in connecting the different quarters of the town centre, but has suffered from a lack of investment and become jaded in appearance as the focus of the town centre has shifted.

Capitalising on this new central hub, the strategy aims to cement the day to day focus of Abingdon Street on convenience retailing, secondary shops and businesses by promoting a wider mix of uses, whilst revitalising frontages with selective redevelopment and new public realm. The re-use of the former Harvey's store for office use, the refurbishment and renewal of Abingdon Street Market and the Post Office building will bring new activity to the area, together creating a vibrancy that will connect and help unite the town centre as a whole.

To the east of this area streets such as Topping Street and King Street become increasingly peripheral, with poor trading conditions and low levels of footfall. The potential ambience and vibrancy created around the central hub will benefit these adjoining streets, and improvements to the existing building fabric and enhanced public realm will help to build on the enterprise culture of their shops, cafes and services.

### **Policy R10: Former Central Station/ Promenade Strategic Town Centre Site**

To radically restructure and redevelop the former Central Station and adjoining Promenade frontage with major new landmark attractions which provide compelling new reasons to visit Blackpool:

- To promote its comprehensive redevelopment with major new themed leisure attractions
- To build on the “Golden Mile” brand by incorporating its strengths, and representing the best of the Promenade leisure attractions in contemporary new buildings
- To physically and functionally integrate the site with the adjoining principal retail core and with the seafront, re-connecting the Town Centre with the Beach;
- To provide ancillary development that would complement, add value and support major new attractions including:
  - new hotel development,
  - ancillary retailing
  - private/ public car parking and coach drop-off and pick-up facilities.
- To provide high quality public realm, and uplift all aspects of the visitor offer
- To relocate the Police Station and the Courts to Talbot Gateway.

The site encompasses land bounded by the Promenade, New Bonny Street, Central Drive and Chapel Street shown on the plan is ideally located at the southern gateway to the town centre, directly adjoining the principal shopping area and the seafront.

It is the main arrival point for the town centre and resort, directly linked to the motorway, with current substantial open surface parking, enjoying excellent bus connectivity and convenient for the newly refurbished tramway. Its main promenade frontage is the heart of Blackpool’s “Golden Mile”. It also accommodates an open air market at the northern end of Bonny Street and the Police Station and Courts to the south of the site. The Talbot Gateway development will provide the opportunity for the relocation of the Police Station and the Courts from the south of the site.

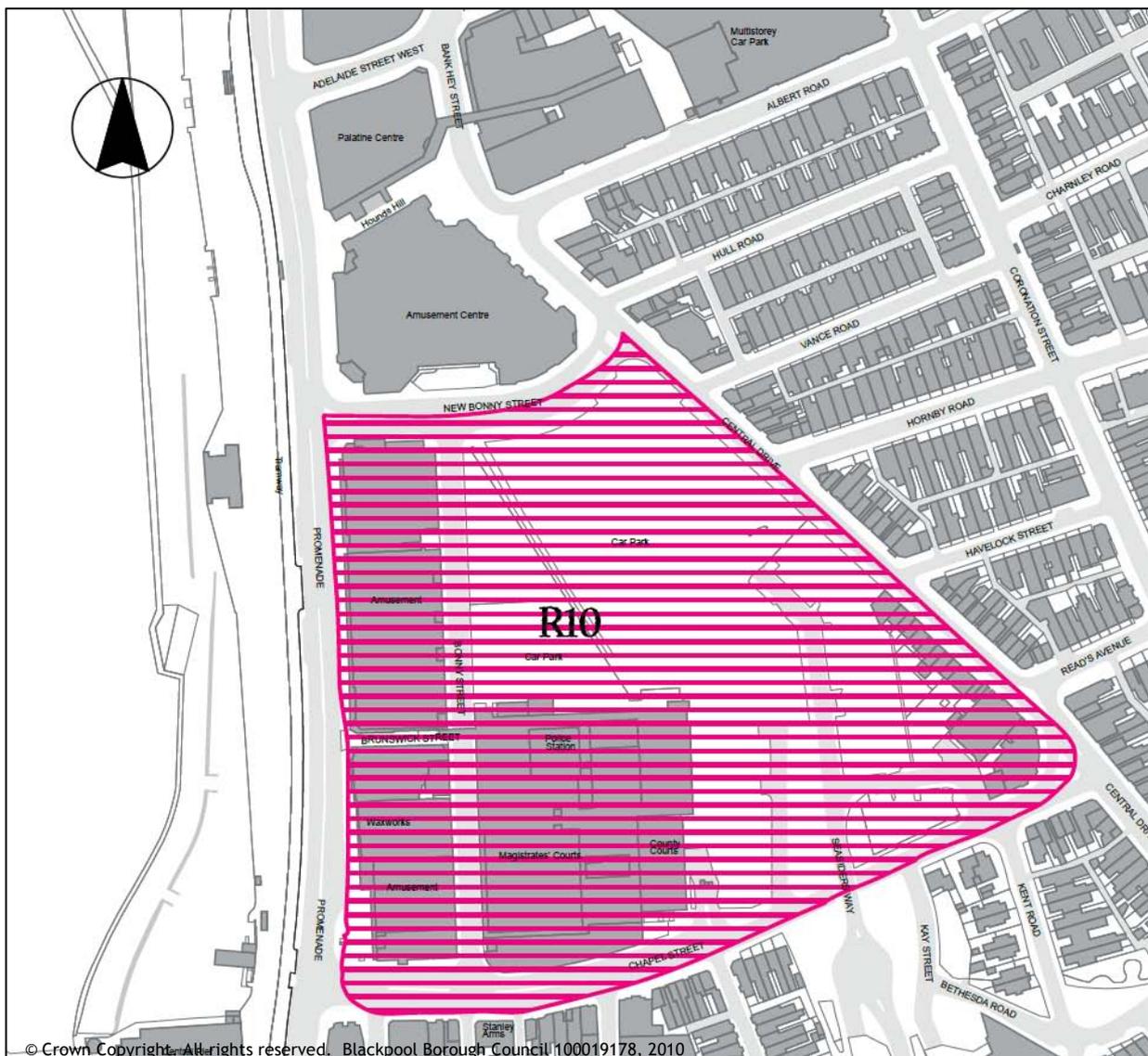
The whole area from New Bonny Street to Chapel Street is allocated in the Core Strategy for comprehensive new resort leisure development. It is a site which will attract major developer interest and is key to Blackpool’s regeneration. With the lack of readily available deliverable sites in the resort core, it is crucial that the potential of this site to revitalise the visitor economy is exploited to the full

and that it becomes a major catalyst for wider resort and town centre regeneration. Without major new attractions Blackpool will not reverse its decline.

A major part of the site has been in longstanding ownership of Blackpool Council, with its main use as a car park. The recent purchase of the Golden Mile Centre and Louis Tussaud's has further consolidated public ownership of the adjoining promenade leisure frontage, in advance of evolving proposals for the regeneration and redevelopment of the wider site.

The ambition most recently pursued was for a new National Conference/ Exhibition Centre for Blackpool, accommodating entertainment, leisure, events, and concerts that would have broad appeal alongside the now abandoned plans for a resort destination Regional Casino. Intense competition from modern purpose built conference centres, and the increasingly evident desire of the market for large city venues means that, without the economic catalyst and financial support of the casino, this is no longer a realistic option - but the importance of the site to Blackpool's redevelopment ambitions remains.

**Figure 9: Former Central Station/ Promenade Strategic Town Centre Site**



A new national conference centre will therefore no longer be a main component and ambition for the site, with the Core Strategy refocused on its comprehensive redevelopment as a Leisure Quarter. Within the national conference market a refurbished Winter Gardens can still be a major player, providing a very distinctive conference and events offer in an iconic restored building. The prime need on this site is for an exciting new attraction which will provide a compelling new reason to visit Blackpool.

The former central station site is currently unsightly and under-utilised, and the traditional appeal of the arcades and stalls on the Golden Mile frontage has also lost much of its cachet. The need is to transform this site so it can again be a centrepiece of Blackpool's resort future. The aim, simply, is for another famous larger than life landmark attraction which matches the innovative Blackpool Tower providing a new 21<sup>st</sup> century iconic leisure anchor for the long term future of the resort.

The transformation of the Blackpool seafront and the phased redevelopment of Hounds Hill which have begun to reinvigorate the adjoining promenade and principal shopping areas further enhance the opportunity which exists on this site.

### **Alternative Option Policy R10A: Former Central Station Site/ Adjoining Promenade Frontage**

Alternative A would retain the earlier Local Plan focus for the main development of the site as a new national conference/ exhibition centre as part of a multi-use leisure complex. While there is demand for a new national conference centre to support the resort's town centre and accommodation sector, there are major cost and market viability issues in the absence of the previously proposed Regional Casino.

With a highly competitive conference market and a mass of modern new centres elsewhere, Blackpool needs to refocus on its strengths. With an acute shortage of sites, a key issue is the opportunity for a major new resort attraction on this site. The Council's view is that in conjunction with the need to remodel and ensure the Winter Gardens has a real future, including conferencing, the overriding need on the former Central Station site is for a major new leisure attraction.

### **Alternative Option Policy R10B: Former Central Station Site/ Adjoining Promenade Frontage**

Alternative Option B reflects Blackpool's declining visitor numbers and has a narrower 'town centre' focus on the former central station site. Under this option the Golden Mile frontage will be retained and enhanced for leisure development, and the Central Station site would remain a major element of Blackpool's gateway parking provision at the southern edge of the town centre and partially redeveloped for retail and mixed use development to support the town centre shopping offer.

The Council's view is that in the context of the substantial and existing varied retail development opportunities that exist at Hounds Hill, the Winter Gardens, and at Talbot Gateway, the overriding need is for consolidation and enhanced connectivity. The principle use of the site as a major new leisure attraction will complement and support rather than compete with the overall town centre development strategy and be a wider catalyst for further resort and town centre investment.

### **Alternative Option Policy R10C Former Central Station Site/ Adjoining Promenade Frontage**

Alternative Option C in contrast is for a more extended rather than reduced boundary for the site extending northwards to incorporate the Coral Island and the Palatine Buildings. The wider site would potentially facilitate a more radical restructuring to create a prestigious and impressive transition between the resort and town centre, focusing on both major new leisure attractions and town centre development.

Such an extended site would coincide with the larger site area earlier proposed for the Regional Casino extending to Adelaide Street, but resulted in major objections from the landowner of the northern part of the site.

### **Policy R11: Town Centre Leisure Frontage**

To promote and pursue comprehensive enhancement and appropriate redevelopment of the Promenade Leisure Frontage as the main Town Centre location for:

- Visitor Attractions
- Leisure Retailing
- Bars, Night Clubs and Entertainment

Development proposals must comprise attractive buildings with active frontages which make a substantial impact in raising quality and supporting Blackpool's regeneration.

The Promenade between Springfield Road and New Bonny Street is central shop window of the resort as well as a key gateway to the town centre. It is at the heart of Blackpool's busy seafront.

The current frontage displays a mix of high quality buildings including the iconic Tower, the former Clifton Hotel, the original, Woolworths (subsequently Price Busters building) and Talbot Square along with a wider mix of other uses and buildings which fragment and detract from the strengths of the overall offer. Outdated and unattractive seasonal and transient uses reflect badly on the impressive setting and undermine its impact as a magnet for visitors and to the adjoining town centre.

Enhancements which uplift its role and status commensurate with its location at the heart of the resort will be promoted and pursued by the Council, who will provide assistance where required to facilitate the assembly of sites and properties to enable development which supports its future at the centre of the resort's showcase leisure frontage.

## Promoting Wider Resort Neighbourhood Regeneration

### Policy R12: Resort Neighbourhoods

To pursue an integrated approach to future development, enhancement and change in the resort neighbourhoods, and promote proposals which:

- Provide a new high quality accommodation offer which reflects the realities and meets the needs of the modern, evolving Blackpool holiday market.
- Contribute to the creation of more balanced and healthy local communities with a wider mix of housing, and a new seafront and resort neighbourhood residential offer.
- Enhance their liveability, character, and appeal as places to be and enjoy.
- Prioritises and secures the comprehensive improvement of the following resort neighbourhoods:
  - Foxhall
  - South Beach
  - North Beach

Assistance will be provided where required to assemble sites and properties and facilitate major schemes of redevelopment.

Integral to the Blackpool's renaissance is the need to promote a programme of development and strategic interventions to address current problems and deliver major change across the resort neighbourhoods which also act as wider catalysts for regeneration. A number of key sites and development opportunities are identified in the Core Strategy and are set out below in Policies R13 to R17.

In conjunction the need is to provide a vibrant modern tourism accommodation product, backed by wider action to provide new investment in leisure, shopping, seafront and other resort infrastructure. It is recognised that no future scenario for tourism in Blackpool will restore past visitor numbers and the amount of required holiday accommodation needs to be substantially below the existing level of provision.

Planning policies in the current Blackpool Local Plan seek to resist changes of use on the Promenade and to safeguard concentrations of holiday accommodation within the widely defined resort neighbourhoods. While policy is flexibly applied to reflect their changing character, its focus on safeguarding existing holiday areas no longer reflects the realities of the Blackpool holiday market.

The Fylde Coast Accommodation Study found that in 2008 there were still 1800 holiday premises (60,000 bedspaces), with many struggling on the margin, and concluded that there was a substantial over-supply against current visitor numbers of around 30% (18,000 bedspaces). Based on the assumption of a small increase in future staying visitors as Blackpool's regeneration takes place, the Study concluded that planning policies should plan for a reduction in supply of around 14,000 bedspaces and 500 holiday accommodation premises.

The proposed future planning policy framework for the wider resort neighbourhoods seeks to retain the holiday accommodation shop window focus of much of the length of the Promenade, but also promotes a new seafront residential offer and relaxes policy protection elsewhere.

The Core Strategy also provides the basis for a much closer relationship between planning policy and future tourism marketing policy, with each of the reduced and more focused holiday areas across the resort having their own distinctive rationale supporting their longer term future in holiday accommodation use. Elsewhere, the Core Strategy seeks the wider improvement and careful management of those areas where holiday accommodation is declining in use, supporting their restructuring as more mixed use and residential neighbourhoods to establish their longer term stability and success.

The major improvement and radical restructuring of the key highway gateways identified in Policy R12 are also integral to the future enhancement of the resort neighbourhoods, forming their prominent central spine and having a wide impact on their appearance and character. Significant new investment and redevelopment is needed if these key routes are to assist and promote rather than detract from their regeneration.

Despite the challenge, the resort neighbourhoods present exciting opportunities to establish sustainable communities living in high quality accommodation with good access to employment within Blackpool and the Fylde Coast.



The site is currently occupied by the Illuminations Depot, Blackpool Transport Depot and gas holders north of Rigby Road, along with substantial public car parking provision and other commercial uses. There are continuing opportunities to provide a range of developments close to the seafront, but the land to the east of the central corridor can no longer realistically come forward for resort related development.

The Council has actively pursued its ambitions for the site to deliver a new Higher Education University style campus close to the town centre. Land assembly has been undertaken to assemble the site. Clearance of the old Mecca building took place in 2008/9 and the Illuminations Depot will be relocated in 2010.

In the absence of Government funding the focus, however, in the foreseeable future will be for the continued expansion and investment in the existing Blackpool Fylde College campus sites and alternative ways forward need to be considered for the Rigby Road site. The site is centrally located with good public transport linkages accessible to all parts of Blackpool and the surrounding area.

The comprehensive improvement and regeneration of the disparate and currently rundown appearance of this inner area neighbourhood, will be supportive of the town centre, creating major regeneration benefits right along Central Drive and into the retail hub.

#### **Policy R14: Foxhall Resort Neighbourhood**

The Foxhall area between Chapel Street and Rigby Road will be comprehensively improved, redeveloped and transformed from a declining resort area to a thriving mixed use neighbourhood, conserving the best of its resort heritage alongside new residential and commercial areas.

Blackpool Council is working with the local community and businesses to produce a Neighbourhood Plan (as part of the Local Development Framework) setting out the way forward for the regeneration of Foxhall. The 'Preferred Option' produced in July 2009 seeks its continued future as a resort neighbourhood and visitor destination - conserving and enhancing the most distinctive areas of holiday character. Allied to this it seeks substantial redevelopment and a transformation of other parts of Foxhall to provide new residential communities of choice close to the seafront.

Along and immediately behind the key promenade frontage the current commercial heart of Foxhall is characterised by a mix of tourist, retail and related commercial uses, many of which are declining, rundown properties presenting a jaded image which undermines rather than supports the longer term future prosperity of adjoining guest house and residential areas.

The future of the Foxhall frontage extending back to Foxhall Road and Dale Street will be substantially related to evolving future proposals on the adjoining former Central Station site to the north (see Policy R10) which has the potential to stimulate longer term substantial redevelopment.

To the south and east proposals centre around the creation of a new pedestrian friendly Foxhall Square community hub alongside regenerated guest house and residential neighbourhoods. The redevelopment of Manchester Square will form a new southerly gateway into Foxhall where Lytham Road adjoins the Promenade.

Subject to funding being confirmed, properties and sites will be acquired by the Council to stimulate change. The new neighbourhood will embrace the principles of sustainable development and represent high quality and distinctive design.

Proposals for comprehensive improvement and redevelopment will provide for a net addition of around 450 new dwellings in this area and would be implemented in years 2011-2016.

### **Policy R15: South Beach Resort Neighbourhood**

The South Beach area between Manchester Square and the Pleasure Beach will be comprehensively improved, with regeneration focused on:

- Safeguarding and upgrading a reduced quantity of accredited holiday accommodation
- Selective redevelopment of poorer properties
- Remodelling and refurbishment to create a stronger and wider housing offer
- Enhancement of the South Shore District Centre
- Improved connectivity between the Central Corridor lands, seafront, and adjoining areas

Blackpool Council is working with the local community and businesses to provide a Neighbourhood Plan (as part of the Local Development Framework) setting out the way forward for the regeneration of South Beach. An “Issues and Option” report was produced in 2009 and the ‘Preferred Option’ is being prepared informed by consultation and which will seek to capitalise on the continuing strengths of the area as a holiday destination - anchored by its proximity to the seafront, the new promenade headlands, and the major attractions of the Pleasure Beach to the south.

The importance of South Beach for staying visitors has, however, declined substantially in recent years and for much of the area the future focus will be the transition and change from low quality older holiday accommodation to a good quality residential neighbourhood. There is limited housing choice in the area and a need to improve housing quality and diversify the housing offer, alongside improvements to public realm, new open spaces, and landscaped areas.

The South Shore District Centre focused on Waterloo Road and Lytham Road is the main shopping and commercial centre for South Beach, but has similarly declined in recent years with a limited range of shops, high levels of vacancies, and a poor quality environment. Major investment implemented in 2009 has resulted in improvements and further initiatives will be set out in the South Beach Action Area plan to address this. Appropriate high quality redevelopment of key sites along with environmental enhancements focused around the core of the centre would secure substantial benefits, with a prime need to attract an improved convenience offer to the centre.

Immediately to the east, the Blackpool South rail link to Lytham St Annes and Kirkham, and the central corridor lands, directly linked via Yeadon Way to the M55, make South Beach a strategically located important gateway to the town and resort. Much of the land south of Waterloo Road used for resort parking is underused for much of the year, with a rundown appearance. However, parking is required at peak tourism periods. Proposals for the future of this land will be developed to improve transport connectivity and to better link this area as a gateway to the South Shore centre, the Pleasure Beach and adjoining residential areas.

### **Policy R16 North Beach Resort Neighbourhood**

Detailed proposals for North Beach will be progressed in a future Neighbourhood Plan, with the priority need for the regeneration and improvement of the poorer quality promenade and immediately adjacent properties behind the seafront.

An Interim Statement was prepared by the Council early in 2009 setting out a policy framework for the area. Its radical improvement and selective redevelopment will ensure a more viable, attractive and sustainable future, and bring new vitality and stimulus to the improvement of North Beach.

Development proposals in the short term will largely depend on the engagement of the private sector to support regeneration. Medium/ longer term proposals for North Beach will be developed in the future North Beach Neighbourhood Plan and the scale of intervention and change will depend on the level of supporting funding to facilitate the more comprehensive improvement and development of the area.

### **Policy R17: Key Resort Gateways**

To support proposals for the comprehensive improvement and radical restructuring of Central Drive, Lytham Road and Dickson Road as much enhanced gateways to the resort and town centre, including:

- A rationalisation of existing commercial uses including a reduction in surplus shops, seasonal and transient uses.
- Encouraging and promoting new high quality residential development
- The removal of existing unsightly and poorly maintained property.
- High quality public realm and landscaping
- Traffic calming and an improved public transport, pedestrian, and cycling environment
- Assistance to assemble sites and properties where required to facilitate appropriate schemes of redevelopment

Central Drive, Lytham Road and Dickson Road are all key strategic routes which currently do not assist in creating a positive impression and pleasurable sense of arrival into the town centre and resort.

In conjunction with the improvements to the seafront, resort attractions and the town centre, there is a crucial need to promote the remodelling of these strategic gateways to transform the perceptions of visitors and residents. The comprehensive improvement of the views, building quality and range of uses along these routes would be a major enhancement and would stimulate further investment in the adjoining residential and holiday accommodation areas.

These routes have all suffered particularly badly as a consequence of falling visitor numbers and a declining town centre. Vacant premises, seasonal and transient uses and inadequate property maintenance and investment are symptomatic of an overprovision of such facilities, reflecting levels and patterns of expenditure of decades past rather than the spending habits of today's visitors and residents.

A rationalisation of commercial uses, together with significant new investment and development is needed if these key routes are to attract rather than deter visitors, and assist in resort and community regeneration. Proposals for Dickson Road and Lytham Road will be developed in partnership with the local resident and business community as part of the North Beach and South Beach Neighbourhood Plans. Proposals for Central Drive will be further developed in light of proposals coming forward for the Policy R10 Key Tourism Investment site.

### **Policy R18: The Promenade**

The Council will promote and pursue proposals which recognise the crucial importance of the main promenade holiday accommodation, and will seek to drive up holiday accommodation standards, alongside developing a potential new seafront residential offer by:

- Safeguarding the holiday accommodation use of a small number of key promenade hotels and frontages considered vital to the long term future of the resort:
- Promoting new hotel development and the enhancement of existing holiday accommodation alongside a supporting new residential seafront offer along the remaining main holiday accommodation promenade frontage where new development and redevelopment proposals should:
  - Retain the existing quantum of holiday accommodation floorspace
  - Provide a new mixed use seafront holiday and residential offer
  - Deliver clear and substantial regeneration benefits,
  - Meet high standards of design
  - Provide high quality accredited accommodation
  - Relate well in use, scale and appearance to neighbouring properties.
- Permitting new residential development of areas outside the main holiday accommodation promenade frontage, with no requirement for safeguarding holiday accommodation

This three tiered approach recognises the crucial importance of the main Promenade to Blackpool's resort and wider economy. A Supplementary Planning Document is being prepared in parallel with the Core Strategy (see Appendix A) which defines in detail the Council's future approach for holiday accommodation and for the change of use or redevelopment of holiday accommodation both on the Promenade and across the wider resort.

The Promenade will always be the shop window seafront of the resort and the marketing of seafront hotels is more related to the size and location of specific properties. The relative strength of seafront premises has potentially itself resulted in some under investment and inertia as properties have generally been able to continue to attract business. Higher quality, improved accreditation, with potential redevelopment of some properties will be a vital step forward in securing much stronger flagship Promenade accommodation offer.

**Key promenade hotel frontages** will be identified in specific recognition of the architectural character and importance of a number of the resort's larger and best known hotels located to the north of the town centre, with the largest grouping along the North Shore 'cliffs'. A number of these hotels are listed buildings, such as the Imperial and Clifton Hotel. The positive contribution to the vitality of the Promenade and the resort of these key hotel frontages is safeguarded by the Core Strategy. The Council will seek to ensure that development proposals for any of the key hotel frontages are sensitively managed to respect and retain their character and appearance as well as their use as holiday accommodation. This approach would apply to only a small minority, (less than 2%) of Blackpool's total accommodation.

The focus of policy elsewhere on **the main holiday accommodation promenade frontage** will be to lead the way in the development of a stronger, high quality accommodation and wider mixed use residential product. Policy R18 continues to recognise the vital importance of Blackpool's main shop window seafront resort accommodation offer, but no specific protection is given to the existing buildings.

Resort regeneration requires new high standard visitor accommodation and a transformation in quality in all aspects of the visitor experience. Many existing hotels will remain, with the focus on enhancement, but the policy promotes, appropriate redevelopment to provide flagship high quality new holiday accommodation which would greatly enhance Blackpool's accommodation offer and be a bold statement of Blackpool's future as a staying holiday destination.

The Core Strategy also seeks to exploit the wider redevelopment potential of the seafront for mixed use residential/ holiday accommodation that delivers clear regeneration benefits. The policy safeguards the existing quantum of holiday accommodation floorspace (not bedrooms) - thus focusing on promoting higher quality - but also supports potential redevelopment which matches improvements to visitor accommodation with a new seafront residential offer. This will potentially significantly contribute towards Blackpool's requirement for increased housing.

Elsewhere, away from the main holiday accommodation frontages and Town Centre, the focus will be on a **Residential Seafront**, emphasising the Promenade's potential to provide an enhanced residential offer.

This approach will relate to the quieter ends of the Promenade in both the north and south of the town. With the exception of a small Promenade frontage at Bispham, this will embrace all the seafront north of the Cabin, and south of Solaris. This includes many existing residential frontages, but where opportunities arise appropriate high quality schemes for the redevelopment or change of use of holiday accommodation will be promoted and encouraged by the Core Strategy.

‘Residential Seafront’ development proposals will also be permitted in line with Policies S3, R14, R15 and R16 of the Core Strategy in appropriate locations identified in Neighbourhood Plans for Foxhall, South Beach and North Beach as part of the comprehensive regeneration and redevelopment of some of the busiest key frontages in need of improvement on the promenade and immediately behind the seafront.

### **Policy R19: Main Holiday Accommodation Areas**

The Council's focus for the future marketing and development of holiday accommodation off the Promenade will be to enhance the holiday environment, and support the long term future of the following main holiday areas shown on the Core Strategy Key Diagram:

- The Cliffs
- Lord Street
- Town Centre
- Foxhall Village
- South Beach
- Pleasure Beach (north and south)

Within these areas the focus will be to safeguard and promote new or improved accommodation of a high standard that contributes to neighbourhood regeneration.

The proposed approach recognises the complex mix of uses and changing character of the resort holiday areas away from the main Promenade frontage, and provides flexibility to reflect a changing holiday market.

The policy seeks to ensure that those areas that are well situated to reap the benefit of wider resort investment are not eroded by incremental changes that can undermine the character and viability of surrounding businesses. The precise location and detailed boundaries of the main holiday accommodation areas will be set out in the supporting Supplementary Planning Document which is being prepared in parallel with the Core Strategy (see Appendix A). These areas comprise only about a third of the holiday accommodation properties contained within the more widely defined resort neighbourhoods in the 2006 adopted Blackpool Local Plan.

The extent of any uplift in the holiday future and standards of accommodation depends on the support and commitment of holiday businesses. It will also be linked to how much Blackpool achieves wider success in terms of resort, town centre and related investment to create a market where change is driven forward by a positive climate for private sector investment.

The reduced areas set out in the policy will form the basis of a complementary future marketing approach to specifically promote the different focus and character of each of these areas. An integrated tourism marketing and development strategy would work towards exploiting the individual strengths and

character and evolving a distinctive image and rationale for the long term future of each of the retained policy protection areas.

The focus for the future marketing and development of the main holiday accommodation areas as set out in Policy R19 will be on:

**The Cliffs** has a quieter appeal and ambience, very different to busy, more commercialised areas of the resort. Close to the seafront on Blackpool's North Shore, their visitors may enjoy the resort's main attractions, but generally favour staying away from the noise and activity of more central locations. The focus is on the family and senior markets, with a high level of accredited premises.

**Lord Street**, close to Blackpool North railway station, has had a marked decline in the number of holiday premises in adjoining streets in recent years, but remains predominantly in holiday accommodation use. Properties are generally quite small but, against the general downward trend, a developing niche of 'gay friendly' accommodation has grown alongside a range of more traditional accommodation.

The **Town Centre** area extending south from behind the Winter Gardens is the largest of the main holiday accommodation areas and includes some of the resort's biggest hotels other than on the seafront. Their increased provision of in-house bars and supporting facilities, together with the proximity of the array of town centre entertainment, bars and shops is a main part its market appeal.

**Foxhall** comprises the oldest traditional guesthouse streets in Blackpool, where the narrow streets and buildings have retained their integrity, character and appearance much more than other terraced holiday areas. There is potential to conserve parts of Foxhall and for the Council to work with owners to improve streets and properties and provide more higher quality accredited accommodation, whilst attracting new residential communities into the neighbourhood.

**South Beach** is the second largest concentration of holiday accommodation away from the Promenade itself. There has been substantial contraction of holiday accommodation uses, but parts of the area remain predominantly in holiday use. South Beach has the most potential to directly benefit and capitalise on its busy commercial seafront location. Proximity to the new promenade headlands gives them a future focus, and will stimulate investment and improvements in accommodation, alongside wider regeneration measures.

Either side of the **Pleasure Beach**, there are small areas of accommodation which draw their strength from the attraction as a key part of their appeal. The area to the north adjoins the main entrance to the Pleasure Beach. The potential exists for further investment and redevelopment, with two recent new major hotel developments located in this area. Immediately to the south the Big Blue Hotel is a similar exemplar of the way forward. The small area of properties around Burlington Road and on

Clifton Drive in contrast provides a much calmer ambience away from the crowds - albeit still visually and audibly dominated by the sights and sounds of the neighbouring Pleasure Beach.

#### **Alternative Option Policy R19A: Main Holiday Areas**

The basic approach to enhance and improve the holiday areas and support their long term future would remain - with the six areas shown as broad locations on the Core Strategy Key Diagram, but alternatively no clear boundaries of the six areas would be defined in a subsequent Supplementary Planning Document, with no stated policy focus “to safeguard holiday accommodation”.

This approach would continue to promote the replacement of low quality with higher quality accommodation, but the exclusion of the safeguarding clause and lack of clearly defined boundaries would give increased flexibility to permit high quality appropriate residential development throughout the resort. There would be less clarity as to whether specific properties and streets were “in” or “out” of the holiday areas, and to what extent they would remain predominantly in holiday accommodation use.

#### **Alternative Option Policy R19B: Main Holiday Areas**

Extending the above approach, another alternative would be not to identify any specific main holiday areas at all in the Core Strategy. This approach would still seek “to enhance and improve the holiday environment by focusing on the replacement of low quality older holiday accommodation with new or improved accommodation of a high standard that contributes to neighbourhood regeneration”.

However, this alternative would be led by the approach set out in Policy R20 “Mixed Neighbourhoods”, with the emphasis on managing a transition to high quality accommodation, whether in holiday or increasingly in residential use. Criteria for change of use could be relaxed, or it could be left to market forces entirely.

The relative merit of Policy R19 over Alternatives R19A and R19B revolves around the issues of clarity and certainty versus flexibility - both for individuals and businesses within these areas, and in terms of a clear message as to the aims and intent of future Core Strategy policy.

The need for major contraction is seen as a ‘given’ in the context of the realities of a declining holiday market. The issue becomes one of how best this contraction should best be presented and implemented through the review of planning policy, in conjunction with the future marketing and development of these areas. The Preferred Option of identifying specific defined boundaries provides both a clear safeguarding of the main holiday accommodation areas as a long term focus for a new high quality holiday offer, and a clear portrayal of the scale of change needed outside these areas to provide a new residential future.

## **Policy R20: Mixed Neighbourhoods**

To manage contraction and transition from holiday accommodation use to create more balanced mixed use residential neighbourhoods where people aspire to live. The Council's future strategy for these areas will:

- Encourage the reduction in the supply of poor quality holiday accommodation.
- Promote high quality single family homes and high quality apartments.
- Enable the retention of quality accredited holiday accommodation.
- Require residential proposals to comply with the Council's new housing standards, and relate well in use, scale and appearance to neighbouring properties.
- Combat unauthorised residential use.
- Promote wider community improvements.
- Create attractive streetscape and pleasant places to live.

Outside the main holiday accommodation areas the focus of the Core Strategy is on managing change and restoring confidence via the remodelling of these areas to create balanced residential neighbourhoods.

Individual holiday accommodation with or seeking accreditation will continue to be supported and remain an important part of Blackpool's overall holiday accommodation offer, but the main reduction in numbers of holiday premises will be concentrated in these areas. Holiday accommodation properties on the edge of viability do not have the money to invest and upgrade, with their only realistic current alternatives to close and revert to single family occupancy, or convert to low quality or unlawful multiple rented accommodation. There is a need for support and funding to break this spiral of decline and assist more positive change out of holiday accommodation use by providing a positive alternative of a new quality housing offer.

The policy is further informed in detail by the review of the Council's supporting planning guidance (SPG10) - which provides updated and appropriate guidance to ensure conversions to residential use are undertaken in such a way as to achieve high quality residential neighbourhoods. The guidance sets out the minimum design requirements to be met when submitting planning applications for change of use to permanent residential use including the number and size of residential units, and any appropriate improvements required to establish residential character and maximise neighbourhood residential amenity (see Policy G4).

Within North Beach, Foxhall and South Beach specific proposals for comprehensive improvement or development will be set out in the evolving Action Plans for these areas to support the contraction out of holiday use and create a more balanced new inner area housing offer (see Policies R12 to R17).

## Sustainability Appraisal

It is a legal requirement that the Core Strategy is subject to SA. Hyder Consulting were commissioned by the Council to undertake a Sustainability Appraisal of the Preferred Option. Their summary of the key strengths and weaknesses of the section of the Core Strategy on 'Town Centre Resort and Renaissance' is set out below.

### Town Centre and Resort Renaissance

This section of the Core Strategy places tourism at the heart of Blackpool's future. Spatial policies either promote tourism-related developments in certain parts of the town, predominantly the town centre and Promenade, or they discourage further tourism growth and instead promote a diversification in land uses in the resort neighbourhoods - Foxhall, North Beach and South Beach. The Core Strategy should be viewed as part of a flexible and proactive approach to tourism management to ensure that the town continues to respond to the demands of the tourist market.

The policies in this section reinforce Blackpool Town Centre's primacy for current and planned retail and leisure uses related to the regeneration of the resort. Land is allocated for major new developments, and the heritage value of existing buildings within proposed enhancements. This concentration of development in the town centre is central to the regeneration of the Borough as a whole and therefore performs well against SA Objectives related to economic growth, sustainable tourism and urban renaissance. Such an approach also focuses development on those parts of Blackpool where the need for regeneration is highest.

A rationalisation of the supply of poor quality tourist accommodation is also proposed. The need to transform these areas is a significant challenge, but also a major opportunity for Blackpool to build new sustainable communities. Policies elsewhere in the Core Strategy set out more detailed environmental policies that would apply in the town centre and inner areas, and the document is designed to be considered as a whole.

Recommendations have been made to improve certain policies with references to sustainable design and enhancing the natural environment for the benefit of regeneration. It has also been recommended that connectivity to the town centre is maximised, both physically and in terms of access to new employment opportunities. Opportunities should be taken to promote more sustainable forms of transport and reduce the use of the private car. Specific issues of how the policies will address town centre crime and the over-supply of apartments could also be clarified in the policy wording.

The Draft Core Strategy still contains alternative emphasis options for two policies - R10 and R19. A review was made of these alternatives as part of the SA process. In each case, it was determined that the preferred policy version performed better in terms of promoting sustainable development than the alternatives.

TO BLACKPOOL  
TOWN CENTRE

# 6. M55 HUB GROWTH POINT



## 6. M55 HUB GROWTH POINT

ALLOTMENTS

PROGRESS WAY

MARKET GARDENING

PRIMARY SCHOOL

SECONDARY SCHOOL

MARTON MOSS

SPORTS PITCHES

PROPOSED LINK ROAD

LOCAL CENTRE

PRIMARY SCHOOL

TO LYTHAM

SPORTS PITCHES

COUNTRY PARK

SUB STATION

## **The Vision**

**Policy M1 Strategic Allocations of Land for Residential Development at Marton Moss/ M55 Hub**

**Policy M2 Phased release of housing sites at Marton Moss/ M55 Hub**

**Policy M3 New Neighbourhood Development: Housing Mix**

**Policy M4 New Neighbourhood Development: Community Infrastructure**

**Policy M5 Neighbourhood Character, Marton Moss/ M55 Hub**

**Policy M6 Extension to South Blackpool Green Belt**

**Policy M7 M55 Hub Transport and Connectivity**

The M55 Hub is a positive response to meet planned growth needs in the optimal way, both to ensure a sufficient range of both high quality homes and jobs in sustainable locations to meet residents' needs, and to support the fundamental priority for inner resort and town centre regeneration.

The potential development of substantial lands at Marton Moss within Blackpool was identified as a part of the Council's preferred strategic location for growth through the Core Strategy Issues and Options consultation process.

The M55 Hub recognises that Blackpool and Fylde are effectively part of one housing and employment market area, with the need to integrate development, investment, and environmental choices in a way which best supports sustainable patterns of development on both sides of the boundary.

The Preferred Option policies and proposals for the M55 Hub in the Blackpool Core Strategy specifically relate to the lands within Blackpool, but will need to form part of a continued parallel planning approach which will evolve alongside the Fylde Core Strategy.

No decisions have currently been taken by Fylde Council to determine the scale and direction of development in its local; authority area, with no substantial progress in the preparation of the Fylde Core Strategy to date. Ultimately, whatever scale of development is eventually determined as appropriate on both sides of the boundary, the two Councils will need to pursue a complementary and closely integrated strategy for the future of the M55 Hub.

David Lock Associates (DLA) has been commissioned by Blackpool and Fylde Councils to produce a master plan for the M55 Hub to inform the way forward for the respective Blackpool and Fylde Core Strategies, and determine the optimum potential form of a possible extension of the Blackpool urban area that would have the greatest long term benefits for Blackpool and the Fylde, as well as making a significant contribution to meeting the long term housing needs of both authorities.

Their vision for the M55 Hub and their preferred master planning option are shown overleaf, and form the basis of Blackpool Council's Core Strategy Preferred Option for the future of the lands within Blackpool, following their examination of a number of alternative options to accommodate the required scale of growth at the M55 Hub. While no decisions have been made by Fylde Council on future development at the M55 Hub, viewed separately the proposed development of the lands in Blackpool still represents a logical and deliverable extension of the existing Blackpool urban area on lands within the boundary.

Close integration and cooperation would remain essential whatever future decisions are taken by Fylde Council, and irrespective of their future development strategy - whether for substantial or very limited development on the Fylde side of the boundary.

A *Joint Supplementary Planning Document (SPD)* is proposed will be prepared for the M55 Hub which will set out the more detailed future planning framework for the implementation of development proposals for the M55 Hub, in accordance with the respective Blackpool and Fylde Core Strategies.

## The Vision

The M55 Hub would help meet the Fylde Sub-Region's need for new homes and jobs in a landscaped setting on the edge of Blackpool at the junction of the two council areas. It would provide a focus for growth and environmental enhancement, ensuring development pressures are accommodated in a way which safeguards the wider countryside and respects the separate identities of Blackpool and Fylde.

The M55 Hub would be a combination of sustainable neighbourhoods clustered around the main gateway into Blackpool and the Fylde Coast. Integrated with the Fylde Coast community, it would provide many direct benefits, not least new open spaces and parks, schools, jobs, homes and community facilities.

It would comprise major housing and employment development within a strongly landscaped setting, structured around key open spaces and a major country park. The emphasis would be on a natural, organic extension to the existing urban area.

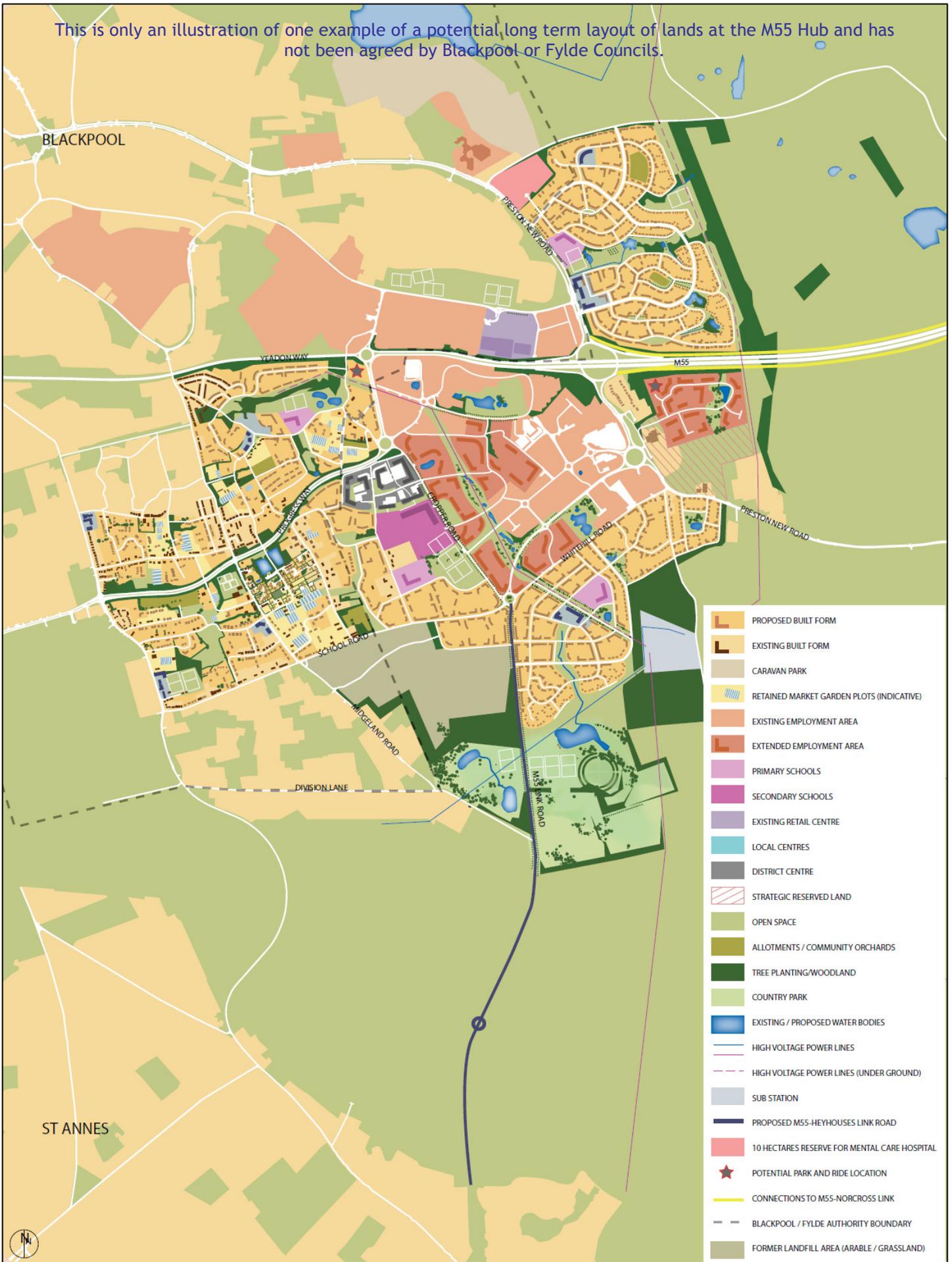
Schools, community buildings, health facilities, shops and cafes would form part of the mix, clustered in a main local centre and other smaller local centres all within walkable distance from jobs and homes. A network of pedestrian and cyclist friendly routes and shared streets alongside extended and improved bus services would encourage sustainable patterns of movement.

The M55 Hub as a planned new community would be designed to incorporate sustainable technologies to generate energy, reduce waste and re-use water. It would make a significant and positive contribution to providing new homes and jobs in the Fylde Coast, delivering up to 7,000 dwellings as part of a connected, sustainable and vibrant mixed use community.

*This Vision is supported by Blackpool Council, but has not been endorsed by Fylde Council. In advance of Fylde Council's decisions on its Core Strategy it, in Fylde Council's terms, represents one option - but does not imply any acceptance of the shape or principle of development at the M55 Hub*

# Figure 11 - Concept Master Plan

This is only an illustration of one example of a potential long term layout of lands at the M55 Hub and has not been agreed by Blackpool or Fylde Councils.



## Proposed Planning Policy Framework for the M55 Hub lands within Blackpool

### Policy M1: Strategic Allocations of Land for residential development at Marton Moss/ M55 Hub

The following sites to be allocated for development in the period to 2026, to provide for around 2,700 new homes on lands at Marton Moss/ M55 Hub in Blackpool:

- A Land between Bennetts Lane and Progress Way (around 500 dwellings)
- B Land between Yeadon Way and Progress Way, east of Midgeland Road (around 1,000 dwellings).
- C Land between Progress Way and School Road (around 1,200 dwellings).
- D Land at Whyndyke Farm, immediately south of Mythop Road (mixed residential/ community use).

The character of the lands at Marton Moss reflects its past importance as a market gardening area, with a high concentration of glasshouses. The amount of horticulture use has declined with the lands now mainly used for a mix of horse grazing, remaining glasshouses, and dwellings set in large gardens. The Moss lands are criss-crossed by lanes and tracks with scattered dwellings and small businesses, and more open land behind. Denser ribbons of development exist along the main highway frontages.

Reflecting this current character, the intention is not for comprehensive redevelopment, but for the integration of new development with the existing area. Development would balance the retention of existing homes and businesses with the creation of new well designed development. The emphasis would be placed on reflecting the character of the area, whilst making the best use of available land to fully integrate development with the Moss lands and with Blackpool as a whole.

The proposed scale of development on Marton Moss is based on an average density of 35 dwellings per hectare and an average take-up of only just over half of this land - reflecting the amount of existing uses and allowing for future provision of schools, local centres, open space, landscaping, roads and other supporting infrastructure. The average density of development will vary across these areas.

An area of 8 hectares of land immediately south of Mythop Road and east of Preston New Road within Blackpool is identified for the potential location of a mental care hospital and for residential development.

In wider strategic terms the vast majority of lands at Whyndyke Farm are within Fylde Borough and the future of these lands and whether they form part of the development of the M55 Hub will be

determined through the Fylde Core Strategy. Residential development at Whyndyke Farm is supported by Blackpool Council and would complement the growth on the lands on Marton Moss, providing for a range of dwelling types within new community neighbourhoods and a second focus for new development on the edge of Blackpool.

Figure 12 - Policy M1, M2 and M6: Marton Moss

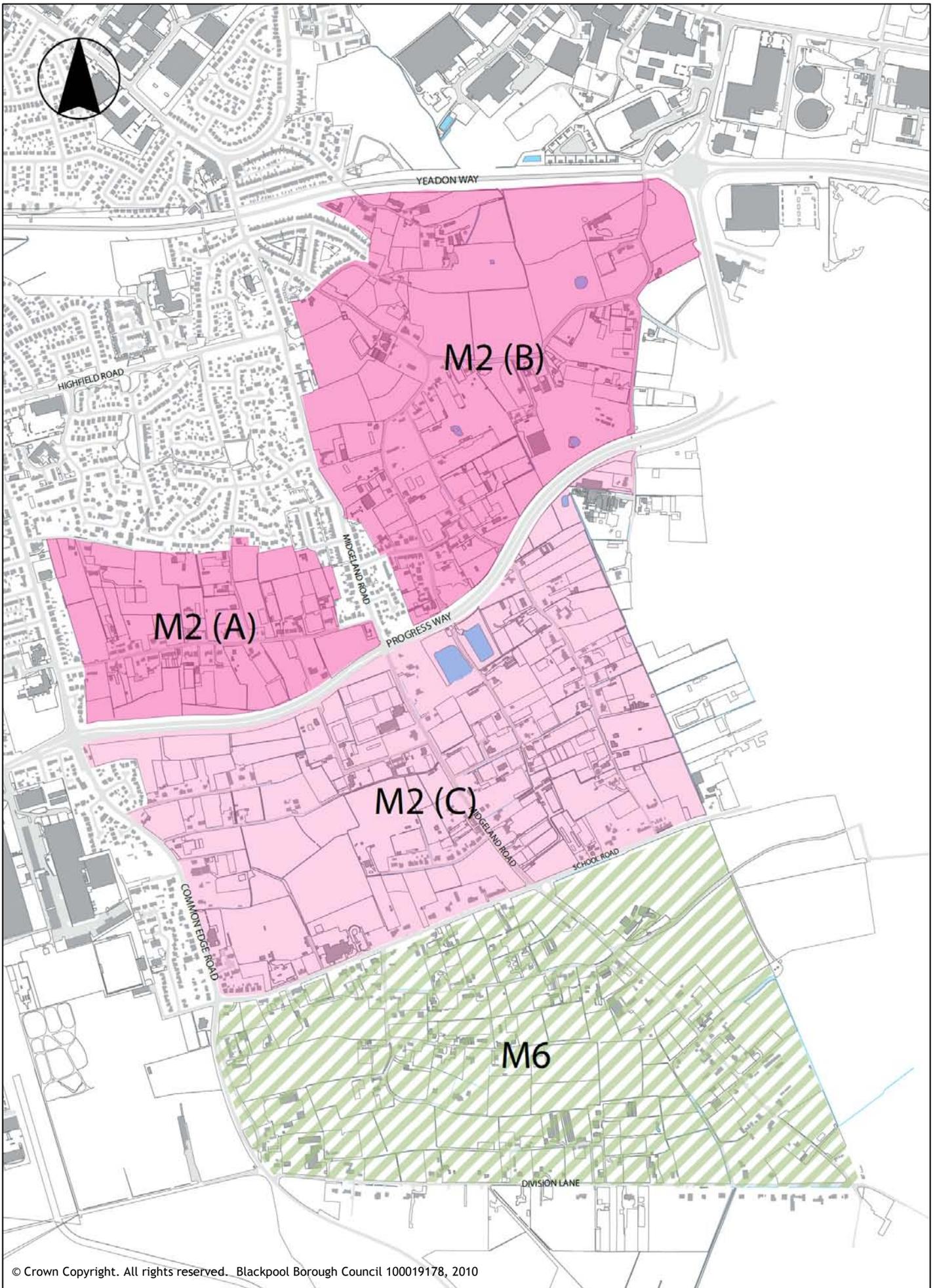
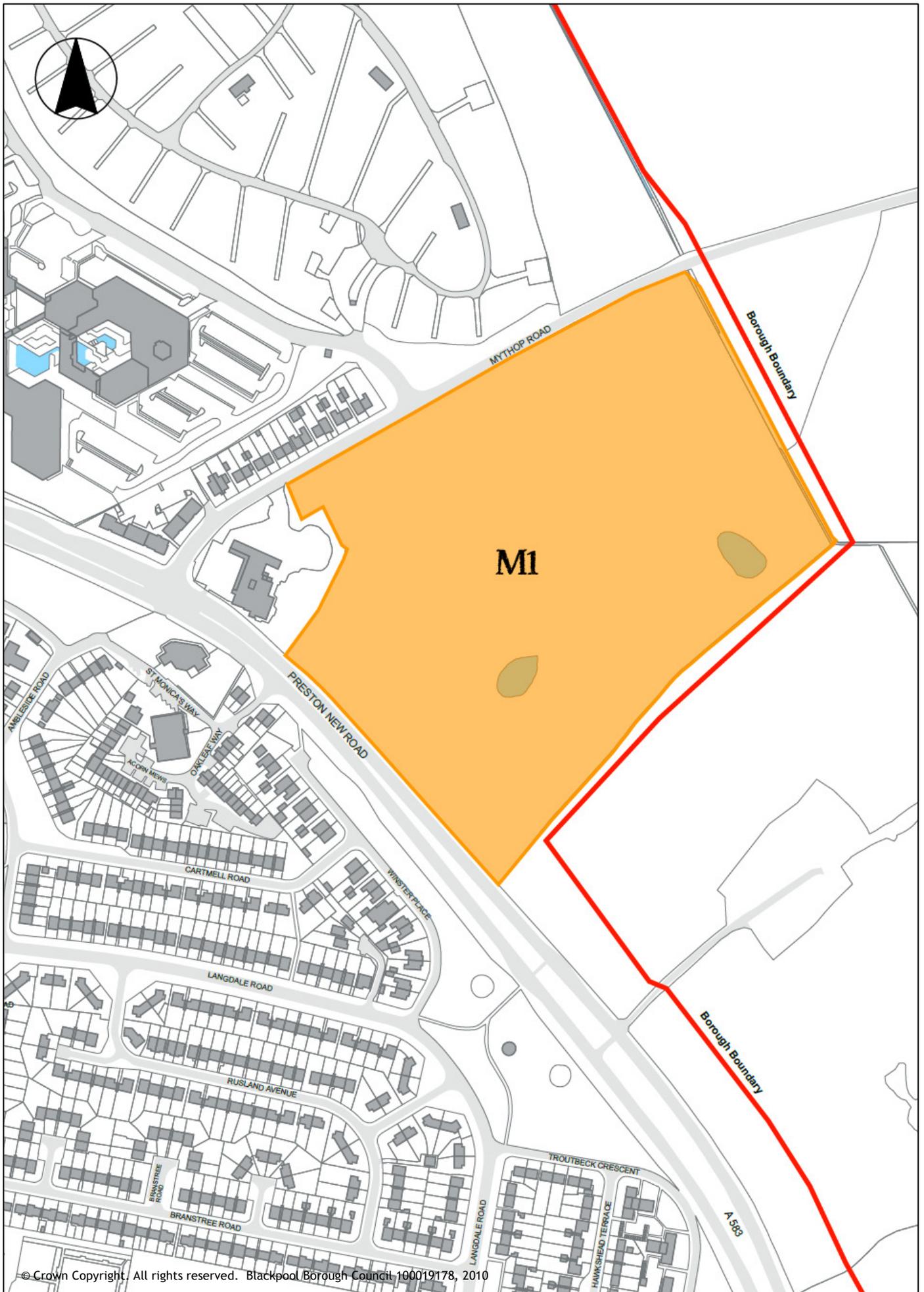


Figure 13: Policy M1: Lands at Whyndyke Farm



## **Policy M2: Phased release of sites at Marton Moss/ M55 Hub**

The release of sites will be carefully phased to support the identified need for housing growth and the regeneration needs of the inner areas of Blackpool. Sites will only be released if they are part of an overall development strategy and package of measures supporting the priority focus for the regeneration of inner Blackpool.

The phasing priorities for new development are:

- A Lands between Bennetts Lane and Progress Way to be included in the first phase of development to 2016.
- B Lands between Yeadon Way and Progress Way, east of Midgeland Road, to be included in Phase 2 (2016-21).
- C Land between Progress Way and School Road will only be developed beyond 2021 in accordance with the on-going review of the Core Strategy.

Development of sites post 2016 will only be permitted as part of a comprehensive wider strategy based on a full assessment of the future required scale, nature, phasing and impacts of development of the wider M55 Hub as a whole. Infill development, and the change of use or conversion of other buildings to residential use on the Moss will not be permitted.

In accordance with the Council's strategic spatial development priorities (Policy S4), the pace and form of development at the M55 Hub will be aligned with and seek to support a similar rate of development on inner area regeneration sites in order to deliver a better balanced and more appropriate mix of housing areas across Blackpool as a whole.

Inner Blackpool includes much housing stock in the declining holiday accommodation areas which is failing to support an acceptable mix of housing, with acute social and economic problems. The restructuring of the housing offer is fundamental to regeneration objectives. The Council will closely link the release of housing sites to the progress of regeneration sites in inner Blackpool. This will be important to ensure a wider and better quality mix of different types of new housing, and ensure there is no over-focus on sites which would undermine housing proposals in the priority regeneration areas.

The release of housing sites will be monitored through the Council's Annual Housing Monitoring Report and housing trajectory. Timing may be adjusted to reflect the realities of the housing market and

progress made towards meeting housing targets, but phasing priority will be in accord with the above policy.

Any release of further lands on the Moss post 2016 beyond the lands in site A will need to be fully informed by a comprehensive assessment of development needs and the appropriate scale, form and mix to determine the optimal way of accommodating planned growth. This will be addressed through the preparation of a Joint Supplementary Planning Document for the M55 Hub as a whole. Planned growth provides the opportunity to deliver excellence in new living environments and the best design solutions to deliver a sustainable urban development to best provide the quality homes and jobs to meet local needs. Growth areas lend themselves to the creation of Local Delivery Vehicles to deliver planned growth, including the coordinated delivery of infrastructure in cooperation with statutory providers.

In particular, the existing drainage system is limited in its capacity and the public sewers within south Blackpool which provide combined foul and surface water drainage have inadequate capacity to cater for substantial new development. While 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, the cumulative impact of further new development on the current combined system and the increasing risk of excessive storm-water rainfall events would have an adverse impact on the current network.

A Surface Water Management Plan is under preparation for Blackpool as a whole and the future drainage of the lands at the M55 Hub is one of the key capacity issues which will be addressed in the Plan. In advance of a substantially expanded or new drainage system for the Moss to cater for new development, no further development will be permitted beyond that to meet immediate short term housing needs between Bennetts Lane and Progress Way (Site A).

All development will need to be considered as part of a comprehensive approach to sustaining and enhancing biodiversity through the implementation of a coordinated strategy (see Policy M6). A comprehensive approach to transport and connectivity is equally important (see Policy M7).

Reflecting the fragmented nature of the Moss, with its many small holdings, smaller scale infill development and conversions will be restricted in accordance with longstanding policy so as not to undermine the comprehensive redevelopment of the area, or the character of the remaining open and rural environment in the proposed Green Belt (see Policy M6).

### **Policy M3: New Neighbourhood Development: Housing Mix**

To promote and permit housing development at Marton Moss/ M55 Hub comprising a balanced pattern of house types and sizes which:

- (i) provides a range of new high quality housing to meet aspirational needs
- (ii) meets the need for more family housing.
- (iii) provides for Blackpool's needs for affordable housing and special needs housing.
- (iv) complements rather than competes with the form of housing product being delivered in the inner areas.

The development of lands at the M55 Hub will provide new mixed use community neighbourhoods fully integrated with Blackpool and the adjoining lands in Fylde. It will comprise a mix of houses and supporting residential community facilities and be structured within a network of green spaces and landscape features meeting its own appropriate education, local shopping and leisure needs.

The priority need is for type and size requirements which are supportive of the need to better balance Blackpool's overall housing offer, informed by the findings of the Fylde Coast Strategic Housing Market Assessment, and Blackpool Housing Monitoring reports.

The focus will be on ensuring high quality development that provides a distinctive new edge of Blackpool housing offer that complements wider regeneration activity in inner Blackpool. There is need for a wider mix of modern high quality homes that meets peoples aspirations, with recent housing provision over-focused on flats and conversions, including many small one bedroom multi-flatted premises. An over-concentration of such development has contributed to the problems of the inner neighbourhoods, particularly the high level of transience, and the required policy mix will provide an increased focus on family housing to promote stable communities.

The development of lands on Marton Moss will change the balance of homes available and establish stable and prosperous new local community neighbourhoods. A better mix of house types and sizes is an essential component of creating successful residential environments. A balanced approach will be developed in the proposed Supplementary Planning Document for the M55 Hub in line with Blackpool's housing priorities. Some flexibility will be retained for the precise market mix on each site to be determined in line with the specific character and location of each site, and the developer's own market assessment.

In order to address the very specific housing, social and economic issues in inner Blackpool, the Council will seek to redirect a significant part of the affordable housing provision from residential development

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of the M55 Hub lands to support affordable housing provision in the inner areas, and meet the needs of first time buyers and low income families currently priced out of the local housing market (see Policies S4 and G4).

The need for new specialist housing and, in particular, for the growing numbers of older people, will be met within the M55 Hub where needs arise, reflecting and supporting the character of each of the new local neighbourhoods.

#### **Policy M4: New Neighbourhood Development: Community Infrastructure**

Housing development at Marton Moss/ M55 Hub will be required to provide a range of supporting community infrastructure comprising:

- (i) New primary school provision
- (ii) New secondary school provision
- (iii) Local centres providing convenience shopping, health and other supporting community uses readily accessible by a walk-in catchment.
- (iv) Open space and recreation facilities
- (v) Allotments, tree planting and landscaping.

The precise mix of supporting residential uses and the detailed layout of the community neighbourhoods across the M55 Hub will be determined through the preparation of the Joint Supplementary Planning Document for the M55 Hub. The intention is that each of the neighbourhoods would be of a sufficient scale to be relatively self-contained, meeting its own local community, primary education and leisure needs.

The lack of available opportunities and the specific scale and character of the lands in Blackpool on Marton Moss is such that expanded employment opportunities will need to largely be provided outside of the borough. The existing Whitehills Park close to the motorway junction in Fylde, is an attractive location for those types of larger footplate modern new business development that cannot readily be accommodated in Blackpool town centre, serving a different and complementary market. Existing lands are allocated for employment use in this location, and expanded future provision will be dependent on the decisions of Fylde Council on its Core Strategy and the proposed Joint Supplementary Planning Document for the M55 Hub.

A key component of the development of the lands at Marton Moss will be a new school provision which will play an important role in fostering community cohesion and acting as a focus.

Existing primary school provision in the vicinity of Marton Moss at Marton Primary School to the north of Highfield Road, and at St Nicholas Primary School, on the north side of School Road, is adequate to cater for immediate short term needs but early development of lands on Marton Moss will require additional new Primary School provision.

Existing secondary school provision in Blackpool is adequate to meet current and anticipated needs relating to the first phase of development of lands on Marton Moss. The increased numbers of primary school children progressing through to secondary school post 2016, together with the needs of any new

housing at the M55 Hub means new secondary school will be required in South Blackpool to meet onward needs from 2016.

New local centres will provide for a range of community facilities to cater for the needs of the new population and create opportunities for communities to become established. This could include shops, cafes, public houses, restaurants, crèches, health and other community facilities and meeting points to serve the immediate walk-in catchment.

The open space framework will ease the transition between the development of the Moss and lands to the south, and green links will provide valuable amenity as well as recreation connections throughout the neighbourhoods. Allotment provision will be incorporated within the housing, assisted by the low to medium residential densities which allow for the allocation of usable open spaces. The development would integrate existing leisure facilities such as the South Shore Lawn Tennis Club on Midgeland Road, and the Squires Gate and Blackpool Wren Rovers Football Clubs on School Road.

### **Policy M5: Neighbourhood Character, Marton Moss/ M55 Hub**

New development will be required to be provided as part of a sensitive and organic approach to the development of lands which draws on its heritage to create distinctive clusters of new housing appropriate to the existing character of the area.

This will include:

- (i) Maintaining the horticultural character of the Moss by retention of market gardening establishments, along with the provision of new allotment and community gardens.
- (ii) Strengthening the pattern of trees, and hedgerows that bisect the Moss, creating landscape screened “pockets” of development and providing valuable ecological green connections through the area.
- (iii) Improving and extending the limited network of public footpaths.
- (iv) Providing Sustainable Drainage Systems (SUDS) as an integral part of the future landscape structure incorporating existing dykes and ponds as part of the new residential areas and ensuring surface water is managed and released back naturally into the water system.
- (v) Ensuring new developments as far as possible retain and support landscape and habitat diversity
- (vi) Retains notable buildings of architectural or historical heritage.

The development of the Moss lands will substantially change its character, with the new housing areas, becoming more suburban rather than semi-rural or urban fringe as at present. The application of the above approach, however, will seek to meet Blackpool’s housing needs for development of these lands in a way which recognises the specific qualities of Marton Moss, which will be assimilated within the development of the lands as far as possible.

Allotments and community gardens distributed through the area will provide continuing opportunities to grow fruit and vegetables locally, maintain the market gardening heritage, and also have clear benefits in terms of community cohesion, health, the cost of living, and the environment.

There are few 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. The land use pattern of

a multitude of small plots dispersed amongst well hedged lanes and unmade tracks provide the opportunity to creatively absorb development. Keeping the man infrastructure of quiet lanes, dykes and hedgerows and retaining the overall field pattern will assist in maintaining and developing a distinctive Moss land character.

There is also the potential to create new locally distinctive housing designs reflecting the character of some of the earlier buildings on the Moss, and avoiding the kind of large suburban estate development which typifies many towns. Taking an organic and sensitive approach, with individual fields of development in smaller housing clusters will generally enhance the future environment of the Moss.

All development at Marton Moss/ M55 Hub will also need to consider the importance of conserving and enhancing the existing natural features and the habitat implications of any developments. In particular, it must be ensured that any development will 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 the M55 Hub/ Marton Moss should be implemented to ensure that consideration is given to biodiversity throughout the development process, including appropriate ecological surveys and mitigation measures where required.

The strengthening of the green space of the Moss will provide local leisure and recreational opportunities and retain some rural feel to parts of the area. Beyond the existing lanes and tracks, public access into the open lands is currently limited and potentially development can enhance recreational access and improve the ecological value of the Moss, whilst meeting future residential needs.

### **Policy M6: Extension to South Blackpool Green Belt**

To extend the Green Belt in south Blackpool to include the lands south of School Road.

Within the tightly defined boundaries of the borough, a longstanding prime role of the Green Belt is to define the limits of development and prevent Blackpool merging with neighbouring settlements. The current Green Belt boundaries in Blackpool remain unchanged from those designated in the 1996 Local Plan, with the aim of policy being that the essential permanence of the Green Belt should be secured for as far as can be seen ahead.

With much of Blackpool already built up, and increasing pressure for development, the Core Strategy Preferred Option recognises the essential need to prevent the merging of Blackpool and St Annes, and proposes the further extension of the Green Belt on the lands closest to St Annes, between School Road and Division Lane. The current Green Belt within south Blackpool currently only covers a small area of land at Blackpool Airport, and playing fields and sports grounds west of Common Edge Road. This will safeguard the longer term character of the wider lands along Blackpool's southern boundary.

Changes to existing Green Belt boundaries should only be made in exceptional circumstances. Regional planning policy states that there is no need for any exceptional substantial strategic changes to Green Belt in Lancashire, and that any other detailed local boundary changes should be examined through the LDF process.

The proposed extension of the Green Belt in south Blackpool is proposed as such a locally specific, rather than substantial strategic change and reflects:

- the detailed assessment of opportunities for development, concluding no requirement for the development of these lands as far as can be seen ahead.
- growing development pressures on nearby and adjoining lands in Blackpool and in Fylde, which underline the essential need to check expansion, safeguard countryside and prevent the merging of Blackpool and St Annes.
- The very small existing south Blackpool Green Belt compared to most designations, with the extension providing for a more contiguous and logical Green Belt boundary, together with lands to the west in Blackpool and on lands to the south in Fylde.

The proposal in these circumstances accords with requirements for a localised change in Green Belt, and is also fully consistent with the Government's commitment to maintaining or increasing the Green Belt in every UK Region.

### **Policy M7: M55 Hub Transport and Connectivity**

To optimise pedestrian and cycle connectivity between homes, jobs, and supporting community facilities within the M55 Hub.

To develop a comprehensive public transport improvement strategy for the M55 Hub based upon the principles of:

- (i) extending the existing bus routes and expanding the frequency of services.
- (ii) creating direct rapid transport connections with town centres.
- (iii) potentially creating a Park and Ride facility.

The M55 Hub will comprise a number of sustainable residential neighbourhoods within a strongly landscaped setting. A network of pedestrian and cycle friendly routes within these areas will provide effective connections and encourage sustainable movement for all local journeys to schools, shops, and community facilities located within these areas.

A network of main streets will build on and supplement the existing road network to provide access into individual neighbourhoods, within which “Home Zones” will be adopted with pedestrian friendly shared streets. A varied and direct network of cycle/ pedestrian routes will traverse neighbourhoods and connect to adjoining areas of Blackpool and the outlying countryside.

The Hub’s location at the eastern gateway to Blackpool and at the end of the M55 means it has wider potential to promote sustainable travel patterns for residents, with improved high speed public transport linkages into Blackpool town centre, and a visitors ‘park and ride’ at peak times (when in resort parking has reached capacity).

Several bus routes already serve the area, with the Clifton Road Tesco store a main focus. Improvements to the quality of the bus fleet, with more frequent, reliable and extended services will maximise bus patronage.

High speed direct links to Blackpool town centre and to Lytham St Annes from the Hub provide the potential to investigate the feasibility of a Park and Ride facility for visitors coming into Blackpool from the M55, located either at the M55 junction at Peel Hill or south of Yeadon Way.

The M55 Hub is connected by Yeadon Way which provides a segregated direct link on the former railway embankment to the town centre on what was once the “fast line” to the former Central Station. Progress Way provides a further direct dual carriageway link to south Blackpool and Blackpool Airport.

A direct route between the M55 and Lytham St Annes is safeguarded in the Fylde Local Plan for the proposed extension of the M55 - Heyhouses link road, and is identified in the Lancashire Transport Plan (2006-10). The longer term feasibility of an additional link road running from the M55 northwards is also being considered by Blackpool, Fylde Wyre and Lancashire County Councils.

## Sustainability Appraisal

It is a legal requirement that the Core Strategy is subject to SA. Hyder Consulting were commissioned by the Council to undertake a Sustainability Appraisal of the Preferred Option. Their summary of the key strengths and weaknesses of the section of the Core Strategy on the “M55 Hub Growth Point” is set out below.

### **M55 Hub Growth Point**

The M55 Hub is a major development proposed at Blackpool’s south-eastern boundary with Fylde Borough. It represents a solution to the demand for new homes, especially for low-density developments of larger family-sized properties. There are limited opportunities for such developments within the existing urban area, and the M55 Hub is therefore proposed to be developed on land currently used for horticulture on Marton Moss.

The policies and proposals in this section perform well against most of the SA Objectives, especially those related to housing, economic growth, urban renaissance and promoting the Borough. Impacts on the environment are less certain and will depend to an extent on the more detailed design of housing units and neighbourhoods. In some areas there will be adverse impacts, and these will require mitigation if the development is to be acceptable from a sustainability perspective.

The construction of 2,700 houses on Marton Moss will have adverse impacts on a number of topic areas, including air quality, resource consumption and waste generation. In other areas, the baseline conditions are likely to be altered but not necessarily degraded. Changes to landscape character, for example, would see the loss of some open land, but a number of unsightly horticultural sheds and glasshouses would be replaced by high-quality planned development with green linkages and sensitive landscaping. The present biodiversity value of the site is relatively poor and the development provides a major opportunity for the creation and enhancement of habitats.

Whilst the concept of building on open land at the urban edge appears initially at odds with several sustainability objectives, the impact of the M55 Hub proposals will ultimately depend on the rigour with which best practice sustainable design solutions are implemented. These should be maximised, and include integrating green infrastructure, incorporating energy and water efficiency measures into new buildings, promoting waste management in line with the waste hierarchy, providing viable sustainable transport options and reducing the need to travel to access services. Policies in other sections of the Core Strategy would act as mitigation for many of the potentially adverse impacts identified in the assessment.

## 7. BALANCED, HEALTHY AND GREENER BLACKPOOL



- Policy G1      Neighbourhood Regeneration**
- Policy G2      Town-wide Shopping and Community Facilities**
- Policy G3      Health and Education**
- Policy G4      Housing Mix, Density and Standards**
- Policy G5      Affordable and Supported Needs Housing**
- Policy G6      Gypsy and Travellers, and Travelling Showpeople**
- Policy G7      Protected Green Space**
- Policy G8      Green Infrastructure**
- Policy G9      Energy Requirements of New Development**
- Policy G10     Sustainable Design, Layout and Construction**
- Policy G11     Strategic Site and Energy Requirements**

## Policy G1: Neighbourhood Regeneration

To secure a better quality of life and deliver sustainable healthy communities in Blackpool's neighbourhoods by promoting and permitting development and investment which:

- Contributes to a more balanced pattern and higher quality provision of house types and tenures to meet the needs and aspirations of existing and future residents.
- Provides an appropriate scale, form and high quality of schools, shops, health and local community facilities
- Provides easy access to jobs, shops and transport services for all sections of the community and reduces adverse traffic impacts
- Creates a healthy, safe and secure residential environment.
- Provides attractive streets and public realm, promoting local pride and a sense of place.
- Appraises and reflects their built heritage and enhances the appearance of important existing buildings and their settings

The approach to housing neighbourhood regeneration and improvement will be tiered at three levels and implemented through appropriate Action Plans:

- The housing core interventions for comprehensive redevelopment and remodeling focused on the resort neighbourhood action areas of:
  - Foxhall,
  - North Beach
  - South Beach.
- Other inner area and outer estate priority environmental improvement areas, alongside targeted social, economic, education, and health community engagement in:
  - Central Drive
  - St Heliers
  - Queenstown
  - Grange Park
  - Mereside
  - Kinraig
- Wider housing, planning and enforcement regimes across all the inner areas to address problems and challenges of poorer quality housing, and reinvest in and improve neighbourhoods.

A balanced and healthy community should include a mix of age groups, incomes and lifestyles in a safe and clean environment, with a full range of community facilities accessible to all.

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 more modern estates on the periphery of town. Blackpool has a wide range of local shops, schools and supporting community facilities, and some large and impressive areas of parkland and open space. However, its residential neighbourhoods house a range of different communities living in widely contrasting local conditions and circumstances. Some neighbourhoods fall well short of the ideal of a balanced and healthy community.

While all Blackpool's priority neighbourhoods have their own distinctive problems, a narrower mix of housing opportunities is typically matched in these areas with high levels of social and economic deprivation. Inner area neighbourhoods have little or no public open space and high levels of transience, but share with some outer estates problems of worklessness, an unbalanced mix of low income housing, low educational attainment; social problems and vulnerable households, all of which have undermined their health and character. It is vital that new development generally should contribute to achieving more balanced and healthy local communities across Blackpool as a whole but particularly that development and investment take place to address the problems of these areas.

The focus of the Core Strategy approach towards the community neighbourhoods is to reactively respond and address the problems and challenge of the poorer quality neighbourhoods concentrated in the inner and declining resort areas, and on some outer estates. Integrated improvement is fundamental to creating more balanced and healthy local communities and neighbourhood plans will be a key component in securing their comprehensive improvement. Neighbourhood plans will encompass a wide range of initiatives across a number of public agencies and services to reflect the specific needs of each area and its local community.

Resort neighbourhood regeneration policies set out in Section 3 seek to redefine the role of these areas to give them a viable future with a high quality visitor accommodation offer, but also to become vibrant and exciting places to live.

Sustainable neighbourhood regeneration will also be prioritised towards the more traditional inner terraced housing areas and suburban concentrations of former council housing estates. An integrated improvement approach will look at all aspects of life within the area and agree plans with the community to redefine, reinvest and improve their neighbourhoods to create places where people want to live.

The scale, scope and depth of intervention required makes it necessary to focus on the priority neighbourhoods but all the inner areas will continue to benefit from the Council's developing wider management, enforcement, and improvement programme to tackle housing problems and meet the support needs of residents.

## Policy G2: Town-wide Shopping and Community Facilities

To provide access to a wide range of shops, services and community facilities accessible to all sectors of the population, with Blackpool town centre the focus for major new development.

New retail, cultural and community facilities will be permitted appropriate to the scale, role and character of centres. Proposals for new facilities will only be permitted where it can be demonstrated:

- The proposal is located in accordance with the Council's hierarchy of Town Centre, District and Local Centres
- There are no more centrally located appropriate sites available for the proposed or suitable alternative development,
- The proposal would not undermine the Council's strategies and proposals for regenerating its centres, and
- The proposal will be readily accessible by sustainable transport modes

The town's main district centres are:

- South Shore
- Bispham
- Highfield Road
- Layton
- Whitegate Drive

The Town Centre, district and local centres play a vital role in maintaining the quality and range of shops and other services for Blackpool's residents.

Most of the town's shopping and commercial floorspace is located in these centres. They are readily accessible by residents and visitors by a variety of means of transport, including walk-in shoppers. The Core Strategy Plan recognises their vulnerability to competing out-of-centre provision and their importance in the social fabric of Blackpool's local communities.

In determining development proposals, the Council's objectives are to sustain and enhance the vitality and viability of the existing Blackpool Town Centre and supporting district and local centres. This approach applies to shopping and all key uses which attract a lot of people, including financial and

professional, restaurant, leisure and community uses. The Council is undertaking a co-ordinated programme of action to arrest decline and restore confidence and vitality in Blackpool Town Centre, and wishes to promote and safeguard investment in local centres.

Development proposals which lead to the loss of retailing and wider community facilities disadvantage residents, particularly the less mobile. Developers proposing new shopping and community facility provision outside the town centre will be required to assess the need for and impact of the development and consider the extent to which it could more appropriately be accommodated in the Town Centre or other established centres,

The 2008 Fylde Coast Shopping Study identified substantial capacity for additional retail growth of non-food floorspace, but nationally changing economic factors will continue to impact on the potential scale of future development that can be brought forward. Major proposals for the improvement and enhancement of Blackpool Town Centre and the resort neighbourhoods are set out in Section 3. South Shore remains the largest district centre and initiatives to improve the centre will be set out in the evolving South Beach Action Plan and further neighbourhood Plans will help identify more specific needs and opportunities in the wider resort and residential areas.

### **G3: Health and Education**

#### **Education**

The provision of high quality new education facilities will comprise:

- The expansion, modernisation and enhancement of Blackpool Fylde College
- The remodelling, extension or rebuilding of a majority of Blackpool's primary schools
- New primary school provision to meet the needs arising from and funded by future housing developments
- The remodelling, extension or rebuilding of all Blackpool's secondary schools
- New secondary school provision

#### **Health**

Future new health provision will be concentrated at Blackpool Victoria Hospital and at three supporting primary care centres in south, central and north Blackpool. Additional local facilities will be provided in areas of arising need, with provision funded from new developments.

People's health and education is created by the settings of peoples 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 housing, with the state of health and levels of educational attainment in local communities.

It is integral to the understanding of a new Blackpool that the wider social, health and lifestyle goals will only be achieved through major physical change and regeneration. Without effective implementation of the Core Strategy proposals to deliver real physical change, including the provision of new homes, more jobs and an enhanced tourism product - then the social and economic problems that prevail across a number of areas and aspects of Blackpool will not be resolved.

The focus for future education and health provision is to meet needs as far as possible within the communities and residential neighbourhoods throughout Blackpool. Major facilities like the Blackpool and Fylde College and the Blackpool Victoria Hospital, serving the Fylde Coast Sub-Region need to be focused in one central location. More local facilities are appropriately and desirably located in accordance with their scale and catchment, and consistent with the hierarchy in Policy G2, within other smaller centres.

## ***Secondary Schools***

A concentrated programme is being progressed to rebuild or remodel all secondary high schools in Blackpool through the Building Schools for the Future programme. This programme will provide modern learning resources with interactive ICT, new classrooms, libraries and sporting provision. 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.

The BSF programme will enable the number of school places available in secondary schools in each area to be adjusted to reflect demographic changes. With the addition of the planned new secondary school at the M55 Hub (see Policy M4), secondary school provision will be adequate to meet future projected needs in south Blackpool.

## ***Primary Schools***

The town's primary schools are well located across Blackpool's residential neighbourhoods to meet existing community needs. The DfES strategy through Building Schools for the Future will rebuild or replace the oldest and most outdated primary school facilities, with the aim of providing new, remodelled or refurbished schools for 21<sup>st</sup> century learning at the heart of each community - targeted to raise standards, and address deprivation, with extended childrens' services in reach of every family.

The level of planned housing growth will require additional primary school provision at the Marton Moss/ M55 Hub (see Policy M4). The scale of planned housing provision may also require additional primary school provision in central Blackpool, with the recent rebuilding of the St Johns Primary School providing an exemplar model for new and modern provision on restricted sites within existing resort and central Blackpool neighbourhoods. Planned regeneration will deliver a mix of new housing, but how much new family housing is provided will be dependent on the scale of wider redevelopment that comes forward and consequent market change, supported by a level of public funding and intervention to meet neighbourhood needs. Future potential sites for any new primary school provision required will be identified in the more detailed Action Plans for the resort neighbourhoods.

## ***Health Facilities***

The further major improvement of 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 redevelopment of the site. Provision of health and supporting care facilities at a more local level is led by the provision of three multi-use Primary Care Trust centres covering the north, central and south of the Borough where the opportunities exist to bring together and disperse into the communities a much wider range and higher standard of health facilities under one roof.

A new centre has been completed and opened on Whitegate Drive serving central Blackpool, and a second centre serving south Blackpool is under construction on Lytham Road. A site at Moor Park Avenue (has planning permission) for a third centre where health facilities will be located alongside expanded sports facilities, the existing swimming pool and a relocated Bispham library in a new major concentration of facilities serving north Blackpool.

## Policy G4: Housing Mix, Density and Standards

To provide a balanced housing supply that supports economic growth and prosperity by:

- Providing a choice of quality homes people can afford in places they want to live
- Reducing the over- concentration of poor quality rented stock in inner area neighbourhoods
- Supporting and encouraging housing growth and providing new aspirational housing choices
- Meeting residents needs for affordable and supported housing
- Making efficient use of land, seeking to achieve a net density of 30-50 dwellings per hectare, and more than 50 dwellings per hectare in main centres and along public transport corridors.
- Setting Blackpool's minimum basic standards for all new homes whether conversions or new build.

**Sites of greater than 2 hectares** All new housing developments will be required to provide a mix of house types and sizes. The precise mix should be determined having regard to the specific character and location of each site.

### Size

1 bed	Maximum of 10%
2 bed	20 - 30%
3 bed	40% - 50%
4+ beds	At least 20%

*(Thus a total of 80% need to be 2, 3, or 4 bed, in line with the above requirements, with 20% flexibility for developer market variation).*

### Type

Flats	Maximum of 10%
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**Sites between 0.2 and 1 hectare** should provide a mix of house types and sizes within the site or the proposed mix of dwellings provided should contribute towards a balanced mix of provision in the wider local area.

**On all sites proposals for 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 as a balanced and healthy community.

Blackpool has a unique and extreme set of housing and economic challenges initiated by the towns changing fortunes as the UK's largest seaside holiday resort. The limited range of affordable housing options across the Fylde Coast and the attractiveness of Blackpool as a destination for low income and vulnerable households from across the country create a steady demand for even the poorest quality accommodation. This dynamic has led to an extremely unbalanced housing supply with housing choice in large parts of the inner area of Blackpool being very limited.

Blackpool offers a mix of housing across the town as a whole, but many neighbourhoods are defined by over concentrations of single house types. This has less adverse impact on more stable communities, but in other areas has created a dysfunctional concentration of low income households and a predominance of rented properties. At the top end of the market it is also evident that Blackpool has far fewer detached and larger family dwellings than most areas.

In the last decade there has been no substantial housing development on large new sites. With the lack of larger sites limiting development opportunities recent new build in Blackpool has been focused on flats and apartments and only served to accentuate these problems. Since 2003 two thirds of Blackpool's new housing has been flats either from conversions or new build. Hidden beneath the surface there are still continuing large numbers of conversions which come forward without planning permission which further increase the imbalance and poor quality of Blackpool's housing offer.

The limited offer means that there is restricted availability of good quality family housing and wider choice at both of the top and bottom of Blackpool's housing market. Poor quality and choice means that the more economically active households choose more attractive residential areas elsewhere across the Fylde Coast.

*The required mix of* the above type and size requirements are supportive of the need to better balance Blackpool's overall housing offer, and informed by the findings of the Fylde Coast Strategic Housing Market Assessment, and Blackpool Housing Monitoring reports.

Resort regeneration proposals in Section 3 and the M55 Hub Growth Point proposals in Section 4 together represent the key opportunity for Blackpool to rebalance its housing market, address physical and social decline, and harness housing growth to support the prosperity of the town as a whole. Alignment between regeneration and supporting edge of Blackpool growth will be critical to cater for and create new markets in both locations, with the need for early regeneration sites within the inner areas, supported by edge of Blackpool growth to fundamentally change the balance of homes available and establish stable and more prosperous communities.

Building at higher densities makes better use of limited land resources and helps sustain local facilities and services, with higher densities particularly sought at more accessible locations in town, district and local centres. Blackpool's compact urban area is well served by public transport where a higher density

is appropriate. On the Moss (see Policy M1) a lower average density is appropriate. There will also be some instances elsewhere, particularly on very small sites, where location, design, and site configuration constraints outweigh density considerations.

There is a need to lift all aspects of quality in size and standards of accommodation to create homes where people want to live. All future applications across Blackpool as a whole, whether for conversions or new build, will need to accord with the Council's revised minimum standards for new housing development, based on the Code for Sustainable Homes and National Building for Life standards. Detailed guidance will inform the future floorspace, layout, amenity and energy efficiency standards for new accommodation. Where properties are changing from holiday accommodation to residential use in the declining holiday areas it will also include requirements to establish residential character and maximise residential amenity. This will update and replace existing guidance and standards.

## Policy G5: Affordable and Supported Needs Housing

All sites should make a contribution to affordable housing provision. New developments of market and specialist supported housing on sites greater than 0.5 hectares or 15 dwellings will be required to make on site provision of a minimum of 30% of the total number of dwellings as affordable housing.

The appropriate size, type and tenure of the affordable housing to be provided will be determined to promote an adequate mix of house types and sizes having regard to:

- The location and characteristics of each site;
- The existing local tenure balance, and its contribution to a balanced and mixed community;
- Economic viability
- The overall housing development programme within the Borough. The Council requires sites to provide complementary not competing provision;

The Council's Affordable Housing Provision and standard requirements subject to detailed consideration of each site will be:

- For a mix of 2, 3, and 4 bed family housing for both social rent and intermediate affordable sale.
- Flat-type accommodation will only be accepted in exceptional circumstances of a specific locational need.
- Affordable housing units provided within a new residential development should be of similar size and quality to the open market housing.
- **In inner areas** - affordable housing usually to be intermediate tenure (shared ownership),
- **On new large strategic sites** - affordable housing will in the main be social rented tenure.
- **Elsewhere** - a mix of half social rented and half intermediate tenure.

The Council will consider a financial contribution in lieu of provision where:

- Sites are below the 0.5 hectares or 15 dwellings threshold
- The specific site circumstances are not suitable for on-site provision.

The need for Affordable Housing is for a good choice of options to buy and rent across the Borough within attractive, mixed and sustainable communities. Affordable housing need is evidenced in the 2008 Strategic Housing Market Assessment (SHMA), carried out for the wider Fylde Coast housing market area.

The core housing interventions and site proposals set out in Section 3 and the M55 Hub proposals in Section 4 are both critical elements of Blackpool's affordable housing policy, with the aim to balance the requirement to meet identified affordable housing needs with emerging plans for regeneration and growth.

Integral to this approach is the need to avoid further concentrations of deprivation in inner parts of the town, to ensure the viability of high quality aspirational new housing developments. and to carefully manage new affordable home ownership provision in other areas to ensure sites do not compete but complement and support Blackpool's regeneration.

Reflecting this, the Council's approach to affordable housing seeks an emphasis on low cost home ownership and shared ownership in the **inner areas**.

The larger **strategic site** identified at the M55 Hub offers potential for aspirational, higher quality specification housing, with the priority for 30% affordable provision as mainly social rented housing so as not to compete with new housing developed within the inner area.

In the **outer/suburban areas** elsewhere in the Borough, the standard provision will be for sustainable neighbourhoods with equal proportions of social rented and intermediate housing for sale.

The detailed mix for each site will be determined in relation to the needs and local context for the specific site. The Council will take a balanced approach to rent and sale provision within the local area, and take a realistic view to providing an appropriate mix which reflects the areas' character, but widens and increases the range of choice available.

### ***Off-site Provision and Financial Contributions***

Sites may not always be suitable for on-site provision of affordable housing due to site size, configuration or specific local circumstances. On-site provision may also not always be the most effective approach to support regeneration priorities which require significant supporting funding to improve the housing offer within the inner area, and to re-balance the overall housing market in Blackpool.

On strategic and other sites elsewhere in the outer/suburban area the Council may therefore seek flexible approaches to achieving the best options for delivering affordable housing and the creation of mixed communities. A commuted sum contribution in part or full for the total 30% affordable housing requirement will be considered in appropriate circumstances in line with the Council's overall housing strategy.

### ***Viability***

The Council recognises the need to review, in some instances, the feasibility or viability of delivering the affordable housing targets on specific sites, but developers will be expected to take the affordable housing requirement into account in determining land values, along with other known site requirements. Where an applicant demonstrates particular or 'abnormal' unknown costs that cannot be offset by depreciated land value or recouped in sale price a revised affordable housing target may be agreed.

### ***Supplementary Planning Document***

A supplementary Planning Document is being prepared alongside the Core Strategy utilising the results of the recent studies to provide more detailed guidance on the delivery of the types of affordable housing, including a detailed basis for an informed assessment of the economic viability of the targets for affordable housing and the thresholds set out in the policy.

## **G6: Gypsy and Travellers, and Travelling Showpeople**

To meet Blackpool's need for appropriate sites and accommodation for Gypsies and Travellers, and Travelling Showpeople by:

- The provision of additional transit pitches for Gypsies to 2016
- The review of future growth required beyond 2016 in line with regional policy
- The allocation of a site to meet Travelling Show People needs

Local Planning Authorities are required to make adequate site provision for Gypsy and Travellers, and for Travelling Showpeople in the light of quantitative assessments of requirements and having regard to their needs.

Evolving policies from the Partial Review of the North West Regional Spatial Strategy (NWRSS) seek to ensure decent homes for Gypsies and Travellers, and Travelling Showpeople, and an increased scale of provision is now being sought both across the region. The NWRSS assessment aims to ensure future requirements are better distributed within each sub-region. This has been informed by the Lancashire Sub-Region Gypsy and Traveller Assessment (2007) and the North West Survey of Travelling Show People.

Blackpool currently makes provision for Gypsies on a Council owned and a private owned site. There are four further small family Gypsy sites. All the sites are concentrated in one broad location in south Blackpool. The town's high level of existing provision, heavily built up area and general shortage of land are reflected in the NWRSS assessment, with no further requirement for additional permanent pitch provision in Blackpool to 2016. Refurbishment of the local authority owned site in Blackpool has included the provision of areas for visitor caravans and has met the requirement for 3 of the additional transit pitches. Future growth requirements will be reviewed beyond 2016 in line with regional policy.

For Travelling Showpeople, there is no current provision on sites in Blackpool. The Draft NWRSS Partial Review seeks a major increase of 30 plots on the Fylde Coast to 2016, including 10 in Blackpool. The increased requirement reflects overcrowding on existing sites around Greater Manchester, expressed survey preferences, and some redistribution to parts of the region where there is very little existing provision.

There are currently regular fairs held across the Fylde Coast (including 2 in Blackpool). An additional 10 plots would require a 0.4 hectare site, including space for storage/ maintenance area for fairground equipment, as well as residential caravans. In these terms Travelling Showpeople provision is thus generally more suited to a light industrial, rather than residential location.

The draft NWRSS policy for both Gypsy and Travellers, and for Travelling Showpeople were subject to Examination in Public in 2010, following which the policy requirements will be finalised later in 2010.

Subject to this, consideration will be give to identifying a site location for Travelling Showpeople on longstanding vacant and undeveloped land on the existing Cornford Road industrial estate. The identification of a site will be further informed through consultation prior to submission of the final version of the Strategy to Government later in 2010.

### **Policy G7: Protected Green Space**

The following green spaces will be protected and improved to enhance their quality and value to local communities and to Blackpool as a whole:

- Green Belt between Blackpool and Carleton, and Blackpool and St Annes
- The countryside area between Newton Hall and Mythop Road
- Public open space, playing fields and sports grounds
- Other urban greenspace.
- The Marton Mere SSSI and other sites of local nature conservation interest.

The intensely urban nature of Blackpool and its lack of open countryside increase the importance of safeguarding the remaining areas of open land and attractive landscaping which do exist within the Borough.

A prime aim of the Council's policies in the Local Plan is therefore to balance the requirement for new development with the need to protect nature conservation, greenspace and other environmental interests. Sustainable development means achieving economic growth whilst conserving the environment.

With much of Blackpool built up, the designation of Green Belt in conjunction with countryside areas defines the limits of urban development. The Council will maintain the Green Belt land shown on the Proposals Map between Blackpool and Carleton and between Blackpool and St Annes, including the proposed extension of the Green Belt on Marton Moss south of School Road. The countryside area between Newton Hall and Mythop Road adjoins extensive areas of open countryside in Fylde Borough.

The Council is committed to maintaining the biodiversity and local distinctiveness of sites of nature conservation interest. It is similarly vital to improve the quality and quantity of green space and access to recreational opportunities across Blackpool.

## Policy G8: Green Infrastructure

The protection, enhancement and increased provision of Green Infrastructure will be promoted and pursued as an integral component of Blackpool's regeneration and of future major redevelopment. Priority for future new provision will be given to:

- Improvement, enhancement and remodelling of existing parks and spaces.
- Creating a coordinated series of aesthetically pleasing and practical public realm and pedestrian spaces to address deficiencies in the inner areas and town centre.
- New recreation facilities along the length of the Promenade to meet resident and visitor needs, including on the new headlands.
- Increased planting of street trees which provide benefits to streetscapes.
- Enhancement and extension of the Public Rights of Way network.
- Improved accessibility, education and community engagement to optimise inner area recreational opportunities.
- New parkland in south Blackpool in conjunction with development of Marton Moss and the wider M55 Hub.
- Increased natural landscaping of parkland areas to meet informal needs and enhance their biodiversity interest.
- Expansion of community use of both indoor and outdoor school recreation facilities.

Green infrastructure is the network of open spaces, habitats, parks, landscaped areas and green highway frontages, cycleways and pathways which enrich the quality of life Blackpool's communities. They support regeneration, add to the attractiveness of the town as a place to invest, improve and develop new facilities and make a vital contribution to the physical health and well-being of neighbourhoods and their residents and visitors.

The Council priority remains to continue to ensure the protection and safeguarding of greenspace from development in line with longstanding national and local planning policy. Opportunities to create new greenspace in Blackpool are limited by the intensely urban nature of the area and a main focus of policy is therefore on improving and enhancing existing provision. A Blackpool *Open Space, Sport and Recreation 2009 Audit and Position Statement* has assessed the quality, quantity and accessibility of recreational open space across Blackpool, and informed the identified policy priorities.

The borough contains a number of high quality open spaces such as Stanley Park and the Promenade and existing provision is generally of a good standard, but areas such as the Town Centre, Grange Park, Common Edge, and Mereside have more limited access to facilities. Priorities for upgrading the quality of facilities need to focus on these key areas.

Much of the inner areas of the town have limited access to greenspace and quality public spaces. The south of the town has a relative lack of larger parks, while most of Blackpool has very limited access to more natural landscape areas for informal and recreational use.

The introduction of a much increased provision of visually interesting outdoor space and public realm will be an essential component of all future major development and regeneration schemes throughout the resort, town centre, inner areas and new residential areas. The input of public artwork on the Promenade, the redesign of the George Bancroft Park, and the uplift given to the town centre through the St John's Square development exemplifies and emphasises the essential value of Green Infrastructure being central to and an essential consideration of all proposals from the outset in their development.

New green infrastructure, including public realm, and more formal sports and play provision will need to be fully provided for in all new developments in accordance with the council's approved standards. Revised Guidance will be prepared to review the current requirements in SPG11 "Open Space for New Residential Development" as part of a new Supplementary Planning Document.

Informal green "wild space" also needs to be an important element of future provision, where the emphasis is on reducing interference and formal recreational provision and enhancing the natural landscape character and biodiversity of open lands with public access.

Complementing this, an intensive programme of wider improvements to open space has and continues to take place in Blackpool which is improving the quality, accessibility and quantity of open space sites available. The existing Public Rights of Way form an important and valued network of routes, and its extension and enhancement is an essential element of a convenient, safe and attractive wider environment. New initiatives have recently focused on children's play space improvements, upgrading of sports pitch provision, expanding indoor sports opportunities, "Green Flag" park status, and wilder natural landscape provision.

### **Policy G9: Energy Requirements of New Development**

The Council will seek to pursue energy efficiency and supply opportunities in all new developments in Blackpool, with the priorities being:

- To maximise CO2 reduction
- To promote renewable and low carbon energy installations
- To pursue cost effective measures which can be realised and will not have an adverse impact on the viability of developments

All new or replacement buildings will be required:

- to provide an energy efficiency assessment
- be located and designed in a way which maximises improvements in energy efficiency, (including potential connection to existing or planned decentralised heat and/ or power schemes)
- to achieve a 15% reduction in CO2 emissions in all buildings after Building Regulations (Part L) compliance has been demonstrated.

All extensions or substantial conversions to existing domestic buildings must provide an energy efficiency assessment and include reasonable improvements to energy performance for the changes for which planning permission is sought, in addition to requirements under Building Regulations.

### **Policy G10: Sustainable Design, Layout and Construction**

All new residential developments in Blackpool are required to meet full Code for Sustainable Homes standards or equivalent (currently set at Code level 3 or above once updates to part L of the Building regulations become mandatory nationally, scheduled for April 2010)

All new non-residential developments in Blackpool over 1,000 sq. metres will be required to achieve the BREEAM “Very Good” standard or equivalent.

All new developments should ensure buildings are designed to be warmed by the sun, orientating buildings to maximise sunlight and daylight and using natural lights and ventilation to help to reduce carbon emissions.

### **Policy G11: Strategic Site Energy Requirements**

Energy Strategies, including phasing requirements, will be required for the following strategic sites identified in the Core Strategy, for their surrounding area, and for all other major development sites, including a feasibility assessment for district heating and Combined Heat and Power:

Talbot Gateway  
Winter Gardens  
Central Station Site  
Rigby Road  
Marton Moss (as part of the M55 Hub)

The Council will favourably consider the addition of new wind turbines as part of any redevelopment of industrial estates, commercial areas or public realm located a suitable distance from residential areas.

Future requirements for the development of CO2 reduction and renewable energy in Blackpool have been informed by a detailed assessment of the development opportunities identified in the Core Strategy and the potential for CO2 reductions associated with energy use.

Blackpool's coastal location, higher density of development, and lack of rivers, uplands, and any significant rural hinterland impose constraints and focus on three main energy opportunities in Blackpool:

- The potential to improve the performance of existing buildings, through both energy efficiency and inclusion of on site low carbon and renewable energy technologies.
- The potential to deliver CO2 efficient buildings on new strategic development sites along with on site low carbon and renewable energy technologies.
- Wider community intervention opportunities for development of low carbon energy systems on a strategic scale.

In Blackpool the existing stock make up a very significant proportion of energy demand and a significant emphasis of policy will therefore need to be focused on existing development if Blackpool is to make an effective contribution to national energy targets.

An Energy Efficiency Supplementary Planning Document will be prepared by the Council which will give more detailed advice for those making planning applications on the measures that should be considered and, where appropriate, provided to reduce energy use. Its preparation and implementation will be dependent on coordination across the local authority and with other local strategic partners. The SPD will make any costs transparent and should provide certainty to developers to the extent of their planning obligations.

The intention would be that at the domestic level for existing buildings, including conversions and extensions, measures will only be required which are cost effective and are likely will pay for themselves within several years. For all new developments schemes measures will be based on target levels of efficiency working towards low and zero carbon energy efficiency. Exceptionally, where a 15% CO<sub>2</sub> reduction cannot cost effectively be achieved on site it may be accepted for a developer to make a commuted sum payment into a carbon buy-out fund for off-site CO<sub>2</sub> reduction and energy provision.

The Fylde Coast MAA recognises key wider opportunities for renewable energy technologies. Blackpool's own character and constraints lends itself to an urban focus of deliverable opportunities, but it will be essential that the potential around the M55 Hub and further afield in terms of other renewable energies are all fully investigated. This includes energy from sewage, waste, hydropower, larger off-shore and on-shore wind, and biomass energy - all of which may provide deliverable opportunities in the wider Sub-Region. The Council and its partners will pursue delivery of these key energy efficiency and supply opportunities.

## Sustainability Appraisal

It is a legal requirement that the Core Strategy is subject to SA. Hyder Consulting were commissioned by the Council to undertake a Sustainability Appraisal of the Preferred Option. Their summary of the key strengths and weaknesses of the section of the Core Strategy on a “Balanced, Healthy and Greener Blackpool” is set out below.

### **Balanced, Healthy and Greener Blackpool**

This section of the Core Strategy proposes policies that relate to the entire Borough and act as mitigation for many of the more development-orientated policies in other sections of the document. The policies perform very well against the SA Objectives and would lead to both direct and indirect benefits. Direct benefits will occur where policies specify particular targets or planning criteria to achieve enhanced sustainability outcomes. Other indirect benefits will occur as a result of the promotion of a more attractive living environment, including accessibility to services, the quality of the built environment and the creation of urban green spaces. The impacts of these changes are less certain and will often be site-specific.

The greatest sustainability benefits would occur in areas related to regeneration, neighbourhood renewal and improvements to housing. These would comprise physical changes, but also more long-term improvement related to the social and economic well-being of the Borough. For example, the programme to rebuild all of Blackpool’s schools over the life of the plan shows a commitment to raising educational attainment, which is in itself an SA Objective, but which would contribute towards wider regeneration over time as skill levels and aspirations amongst young people improve.

Recommendations have been made to improve the sustainability performance of individual policies. These cover a broad range of issues, but common themes are a need to maximise the benefits of green infrastructure in such a heavily urbanised borough, and to make the most efficient use of land on brownfield sites within the existing urban area.

## 8. DELIVERING THE VISION



Policy PO1 Planning Obligations

Delivery and Implementation Plan

The amount of detail that is provided relating to the implementation and delivery of the key strategic proposals and sites allocations in the Core Strategy Draft Preferred Option will be further informed by ongoing assessments and by the public consultation on this document, which includes continuing liaison with the infrastructure providers. Further detail will be set out in supporting infrastructure delivery evidence, and will be reflected in the final content of the future Publication/ Submission editions of the Core Strategy document.

In broadest terms, major strategic site proposals in the inner areas are focused on lands which are to a large extent in public ownership, and will be delivered by the Council and the Fylde Coast EDC in partnership with developers. The future strategic development of lands at the M55 Hub will be led by a comprehensive and coordinated approach, with consultants working with the Council to inform the future delivery of development.

In advance of being further informed by ongoing assessments and public consultation, the following implementation section relates to the full schedule of all the preceding policies in the Draft Core Strategy Preferred Option setting out their outcomes/ indicators/ delivery mechanism/ lead agencies involved for each policy in the document.

It also sets out the Council's proposed policy on Planning Obligations, which are vital to ensure that the necessary requirements for wider infrastructure, services and other needs directly arising from the granting of planning permission for developments are met. The new policy will need to be informed by more detailed future guidance and, in particular, will need to set out detailed requirements for the introduction of the Community Infrastructure Levy (CIL) the regulations for which come into force on 6<sup>th</sup> April.

### **Policy PO1: Planning Obligations**

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 and/ or pays the Community Infrastructure Levy (CIL) to meet the additional needs arising from the development.

Where appropriate, planning conditions will be sought and/or CIL charged 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.

It is fundamental to the achievement of the objectives of the Core Strategy that the impact of development proposals is fully assessed. Where developments have potentially significant implications, applicants will be required to submit assessments in support of their development proposal. The Council will seek to ensure that developments do not create, exacerbate or consolidate deficiencies or create other problems which need to be resolved.

Proposals which give rise to additional social, environmental and infrastructure costs upon the community, will be required to compensate for the consequential costs of their development. Conditions will be imposed on planning permissions and planning obligations and/ or the payment of CIL sought, where appropriate.

Examples of the facilities the Council could seek are set out in a number of policies throughout the Local Plan and include:

- affordable homes
- ecology and nature conservation
- environmental improvements
- health and educational facilities
- highway works
- improved pedestrian access
- landscaping
- provision of physical infrastructure

- public transport facilities
- play areas, parks and spaces
- sports facilities.
- street furniture (including litter bins)
- sustainable urban drainage systems (SUDS)
- district heating schemes
- other community facilities

The examples quoted above are by no means exhaustive, and the implications of individual planning applications can differ greatly.

The Regulations regarding the setting up and charging of a Community Infrastructure levy are set out in the CIL Regulations approved by Government in February 2010, and Government guidance on Planning Obligations is set out in Circular 05/ 05 (shortly to be replaced to reflect the introduction of CIL).

From April 2014, or earlier than that date for authorities that bring into effect a 'CIL' charging schedule, Section 106 legal agreements for planning obligations cannot seek contributions for funding or the provision of relevant infrastructure. The CIL will potentially result in a fairer way of ensuring a broader range of developments contribute to meet future community infrastructure needs, and will also provide greater certainty, transparency and predictability for developers as to the level of contribution required.

New detailed guidance will need to be prepared by the Council to adopt and implement a Community Infrastructure Levy, including producing an effective charging schedule to obtain funding for infrastructure.

Section 106 Planning Obligations will continue to be utilised by the Council to ensure all necessary needs arising from developments are met prior to any introduction of a CIL, and will continue to be used afterwards for essential contributions which are needed to ensure any locally site specific mitigation requirements or other non-infrastructure needs are met to address the specific consequences of developments.

The Council will decide what infrastructure is needed to support developments in or outside Blackpool which will benefit the residents of the area, and may seek to cooperate with adjoining authorities to support the delivery of sub-regional infrastructure.

## Delivery and Implementation Plan

### THE SPATIAL STRATEGY: REGENERATION, DIVERSIFICATION, AND GROWTH

Policy	Outcomes	Indicators	Implementation / Delivery Mechanism	Lead Agency
S1 Strategic Direction and Location of Development	Revitalise and regenerate the town centre and resort core as main focus for growth and development.	Visitor numbers  Completed major new resort attraction & retail developments in the town centre/ resort core.	Neighbourhood Plans for inner areas and M55 Hub.  Town Centre Strategy	Blackpool Council  Fylde Coast Economic Development Company (EDC)
	Supporting housing/ economic growth at Marton Moss/ M55 Hub.	Number of completed dwellings in inner areas and at Marton Moss / M55 Hub.  Job creation in Town centre, resort and at M55 Hub.	Council/ private sector development partnerships  Council assistance site assembly/ Compulsory Purchase Order (CPO)	North West Development Agency (NWDA)  Leisure Parcs  Pleasure Beach  Other major land owners & developers
S2 City on the Beach	Create a planning framework for physical change to restructure the town centre and resort core.	No. of major new resort attractions/ retail supporting developments completed.  Town centre diversity (viability and vitality indicators) by number, type and amount of floorspace  Customers and residents views (PPS6)  Number / type of planning applications for improvements, conversions and change of use of existing properties.	Neighbourhood Plans  Town Centre Strategy  Supplementary Planning Documents	Blackpool Council  Fylde Coast EDC  NWDA  Modus  Muse  Leisure Parcs  Pleasure Beach  Other landowners &

				developers
<b>S3 Housing Need: Blackpool Strategic Housing Sites 2009 - 2026</b>	Housing sites identified for new homes to meet Blackpool's current and future needs.  Supply meets regeneration and growth needs.	Hectares of land available for housing  5 & 10 year supply of housing  Housing Completions  Outstanding planning permissions  Housing trajectory showing actual and projected dwelling completions	Planning applications/ development control  SHLAA ( Housing Land) & Housing Monitoring reports  M55 Hub Growth Point  Housing Intervention funding	Blackpool Council  Fylde Coast EDC  Private House builders  Landowners  RSLs  Blackpool Coastal Housing  Homes and Communities Agency
<b>S4 Phased and Balanced Blackpool Housing Market</b>	Ensure phased release of sites to provide mix of homes and mix of site locations.	Number of dwellings completed per year  Size, type, tenure and location of housing	Planning applications/ SHLAA Housing Land Assessment  Inner Neighbourhood Plans  M55 Hub SPD  Affordable housing developer contributions to support inner area housing  Growth Point programme	Blackpool Council  Homes and Communities Agency  Private House builders  Landowners  Developers  RSLs  Blackpool Coastal Housing
<b>S5 Employment Development and Economic Diversification</b>	Safeguard existing and promote new employment opportunities.	Hectares of land available for employment development needs  Job creation in Town centre and other locations  Land use/ vacancy/ viability	Talbot Gateway Development  M55 Hub SPD  Econ Development Strategy  Development control/ planning	Blackpool Council  Fylde Coast EDC  Muse  Developers

		assessments of main employment estates  Unemployment data	applications	
<b>S6 Quality of Place</b>	Enhance and uplift the quality of building, townscapes and landscapes across Blackpool.	Number of completed Townscape Heritage schemes  No. of Listed Buildings (including local list)  No. of conservation areas  No. of characterisation studies  Major new public realm schemes completed  Changing biodiversity of safeguarded conservation sites  No. of Parks with 'Green Flag' status  Sea water/ beach quality monitoring  Environmental quality (PPS6): air pollution, noise, litter, graffiti).	Development control - planning applications  Town Centre Strategy Plans  Promenade Headlands  Talbot Gateway  Shoreline Management Plan  Green Space Strategy	Blackpool Council  Fylde Coast EDC  Environment Agency  Developers  English Heritage  Heritage Lottery Fund  BEAT  NWDA  CABE
<b>S7 Climate Change and Sustainable Development</b>	Promote and encourage effective management of natural resources.	Total (and annual change in) renewable energy capacity.  Number of developments incorporating renewable energy components, and water/energy efficient measures.  No. of flooding incidents	Development Control - determination of planning applications  Supplementary Planning Documents  Funding sources e.g. Energy Saving Trust.	Blackpool Council  Developers  Fylde Coast EDC  Environment Agency  DEFRA

		Waste recycling efficiency	Strategic Flood Risk Assessment (SFRA). Surface Water Management Strategy Climate Change and Sustainable Energy Study	Environment Agency United Utilities Energy Suppliers
S8 Connectivity	Promote sustainable development locations, transport and travel.	Major rail, tram, bus schemes completed Passenger numbers on local bus, train and tram services. Frequency and quality of public transport services Increased cycle routes/ cycle use Increased pedestrian priority areas Quality, quantity and type of car parking	Local Transport Plan Talbot Gateway Redevelopment Tramway Capital Programmes Upgrade Neighbourhood Plans	Blackpool Council Transport Operators Highways Agency Neighbouring Authorities

## TOWN CENTRE AND RESORT RENAISSANCE

Policy	Outcomes	Indicators	Implementation / Delivery Mechanism	Lead Agency
<b>R1</b> Resort Renaissance	Physically and economically regenerate resort and town centre - including major new development projects, & reinvigorating adjoining holiday and residential neighbourhoods.	<p>Visitor numbers / Footfall</p> <p>Number of major new resort attractions, retail and supporting developments completed.</p> <p>Town centre diversity (viability and vitality indicators), by number, type and amount of floorspace</p> <p>Customers and residents views (PPS6)</p> <p>Number of new build residential developments approved/ completed</p>	<p>Town Centre Strategy</p> <p>Regeneration Strategy</p> <p>Neighbourhood Plans</p> <p>Council/ private sector development partnerships</p> <p>Council assistance, site assembly/ CPO</p>	<p>Blackpool Council</p> <p>Fylde Coast EDC</p> <p>Landowners</p> <p>Merlin</p> <p>Crown Leisure</p> <p>Developers</p> <p>Business Improvement District (BID)</p>
<b>R2</b> Conference, Events and Festivals	To promote and develop an all year round resort and broaden Blackpool's appeal.	<p>No. and size of events/ festivals/ conferences</p> <p>Investment in new/ existing venues</p> <p>Nos. of staying and day visitors</p>	<p>Peoples Playground (Promenade Headlands)</p> <p>Capital of Light Programme</p> <p>365 Events programme Events Strategy</p> <p>Conference Marketing</p>	<p>Blackpool Council</p> <p>Stay Blackpool</p> <p>Major hotels &amp; attractions</p> <p>NWDA</p>
<b>R3</b> Resort Heritage	Exploiting the resort's built, social and cultural heritage to promote and widen its appeal	<p>No. of THI grant projects completed</p> <p>No. of major enhancement schemes completed of key resort buildings</p> <p>No. of Listed and local listed buildings</p> <p>Vintage tramway museum completed</p>	<p>Town Centre Strategy</p> <p>Townscape Heritage Initiative</p> <p>Characterisation Study</p> <p>Council purchase of landmark resort attractions</p>	<p>Blackpool Council</p> <p>Fylde Coast EDC</p> <p>English Heritage</p> <p>Heritage Lottery Fund</p>

				Leisure Parcs Other landowners
<b>R4</b> Arrival and Movement	Strategic improvements to convenience and quality of transport to and on arrival in town centre.  Easy and safe movement within town centre and resort.	Footfall  Increased pedestrian priority  Public transport - tram, bus, and rail usage  Quality, quantity and types of car parking  Accident statistics	Local Transport Plan  Talbot Gateway development  Tramway upgrade  Town Centre Strategy	Blackpool Council  Blackpool Transport  Network Rail  Lancashire County Council
<b>R5</b> Blackpool Town Centre Strategy	Promote and encourage the development, enhancement and re-branding of Blackpool town centre as 'The City on the Beach'.	Visitor numbers / Footfall  Property value / Commercial yields on non-domestic property (PPS6)  No. of National multiples  Vacancy rates at street level  Customer and resident views (PPS6)	Town Centre Strategy	Blackpool Council  Muse  Centros  Merlin  Crown Leisure  Land Owners  Other Developers  BID  Fylde Coast EDC
<b>R6</b> Principal Retail Core	Further phased development of Blackpool's principal retail core.	Phase 2 & 3 development permitted / commenced/ completed  Quantum new retail floorspace	Development Control - determination of planning applications	Blackpool Council  Centros  Land Owners

		Vacant floorspace	Site assembly/ CPO assistance Town Centre Strategy	Developers BID Fylde Coast EDC
<b>R7</b> Winter Gardens Strategic Town Centre Site	Major refurbishment, enhancement, and increased all year round use of the Winter Gardens.	Agreed Conservation Plan Approved planning applications for the Winter Gardens. Major refurbishment / remodelling completed	Feasibility Study Conservation Plan Town Centre Strategy Council purchase of Winter Gardens	Blackpool Council Crown Leisure English Heritage NWDA BID Fylde Coast EDC
<b>R8</b> Talbot Gateway Strategic Town Centre Site	Transform and comprehensively redevelop Talbot Gateway.	New foodstore completed New Council offices completed New transport interchange/ North Station redevelopment completed Planning application for further development submitted/ permitted/ completed.	Council/ Developer partnership Council site assembly/ CPO assistance Town Centre Strategy	Blackpool Council MUSE Fylde Coast EDC NWDA Railtrack Blackpool Transport Landowners Developers BID Fylde Coast EDC
<b>R9</b> St Johns, Abingdon Street and	Improve St Johns, Abingdon Street and the Lanes &	Vitality and Viability indicators	Town Centre Strategy	Blackpool Council

the Lanes	Town Centre connectivity.	<p>Footfall</p> <p>Vacancy rates at street level</p> <p>Shopping rents / Commercial yields on non-domestic property (PPS6)</p> <p>Customers and residents views (PPS6)</p>	New Blackpool Programme Board	<p>Landowners</p> <p>Developers</p> <p>BID</p>
R10 Former Central Station/ Promenade Strategic Town Centre Site	Restructure and redevelop site for major new landmark attraction.	<p>Visitor numbers / Footfall</p> <p>Planning applications for major redevelopment submitted/ permitted</p> <p>Development completed</p>	<p>Planning application</p> <p>Council/ Developer partnership</p> <p>Council site assembly / CPO</p>	<p>Blackpool Council</p> <p>Fylde Coast EDC</p> <p>Merlin</p> <p>Landowners</p> <p>Developer partners</p> <p>BID</p>
R11 Town Centre Leisure Frontage	Promote comprehensive enhancement and redevelopment.	<p>Visitor numbers / Footfall</p> <p>Planning applications for major redevelopment submitted/ permitted</p> <p>Developments completed</p>	<p>Town Centre Strategy</p> <p>Council site assembly / CPO</p>	<p>Blackpool Council</p> <p>Fylde Coast EDC</p> <p>Merlin</p> <p>Landowners</p> <p>Developers</p> <p>BID</p>
R12 Resort Neighbourhoods	Integrated approach to future neighbourhood development.	<p>Neighbourhood Action Plans progressed and completed</p> <p>Developments completed</p> <p>Changes in housing tenure</p>	<p>Neighbourhood Plans</p> <p>Housing Strategy</p>	<p>Blackpool Council</p> <p>Fylde Coast EDC</p> <p>HCA</p>

		Socio-economic profile Health profile	ReAssurance Plus Accreditation Standards Health and Well-Being Improvement Plan	NWDA NHS Blackpool Lancashire Constabulary Community organisations RSLs Blackpool Coastal Housing Landowners/Developers
<b>R13 Rigby Road Strategic Site</b>	Support revitalisation and regeneration of town centre and resort core.	Planning application submitted/ permitted Development completed	Council assistance in land assembly/ site clearance Town Centre Strategy	Blackpool Council Fylde Coast EDC NWDA
<b>R14 Foxhall Resort Neighbourhood</b>	Comprehensive improvement and redevelopment of the Foxhall area.	Planning applications submitted/ permitted for major redevelopment New community hub and public realm created No of accredited holiday premises  No of housing completions Type and tenure of housing Socio-Economic Profile	Foxhall Neighbourhood Plan Housing Intervention Strategy Public realm works Accreditation standards	Blackpool Council Fylde Coast EDC HCA NWDA Land Owners Developers
<b>R15 North Beach Resort</b>	Comprehensive improvement and redevelopment of the North	Planning applications submitted/ permitted for major redevelopment	North Beach Neighbourhood Plan	Blackpool Council

Neighbourhood	Beach area.	No. of housing completions Type and tenure of housing No. of environmental improvement schemes Socio-Economic Profile	Housing Intervention Strategy Town Centre Strategy	Fylde Coast EDC HCA NWDA Land Owners Developers
<b>R16</b> South Beach Resort Neighbourhood	Comprehensively regenerate the South Beach area, remodelling and enhancing its holiday accommodation, housing and commercial role, and improving connectivity.	Planning applications submitted/ permitted for major redevelopment New / improved public transport and pedestrian linkages Environmental enhancement completed New development completed	South Beach Neighbourhood Plan Housing Intervention Strategy Accreditation Standards Local Transport Plan	Blackpool Council Fylde Coast EDC Homes & Community Agency Landowners/ Developers Accommodation owners Stay Blackpool Transport Operators
<b>R17</b> Key Resort Gateways	Comprehensive improvement and radical restructuring of Central Drive, Lytham Road and Dickson Road as much improved gateways.	Environmental Improvements completed New build/ upgraded residential/ commercial developments completed Reduction in vacancies/ seasonal/ transient property use Length of improved pedestrian environment an street frontages Footfall /Visitor Numbers	Development Control/ determination of planning applications Neighbourhood Plans Council, assistance with site assembly/ CPO Housing Strategy Housing Design Guidance SPD Programme of Public Realm works	Blackpool Council Fylde Coast EDC NWDA HCA Landowners/Developers

<p><b>R18</b> The Promenade</p>	<p>(i) To retain, enhance and safeguard holiday accommodation use of Key Promenade frontages</p> <p>(ii) To promote Core Promenade Resort Mixed Use Frontages</p> <p>(iii) To promote a new residential seafront offer.</p>	<p>Key frontages retained in holiday accommodation use</p> <p>No of new Promenade hotel developments</p> <p>No and quality of accredited accommodation</p> <p>No of new build residential dwellings on seafront</p>	<p>Blackpool Council Accreditation Standards</p> <p>Development Control determination of planning applications</p> <p>Housing Strategy</p> <p>Neighbourhood Plans</p>	<p>Blackpool Council</p> <p>Fylde Coast EDC</p> <p>Homes &amp; Community Agency</p> <p>Land Owners</p> <p>Developers</p>
<p><b>R19</b> Main Holiday Accommodation Areas</p>	<p>To enhance and improve the holiday environment.</p> <p>To support the long term future of the main holiday areas.</p>	<p>Number of Planning applications for new or upgraded holiday accommodation</p> <p>No. and quality of accredited accommodation in 6 main holiday areas</p>	<p>Development control/ determination of planning applications</p> <p>Blackpool Tourism marketing</p> <p>Hotel Accreditation scheme</p> <p>Invest in the Best</p> <p>Town Centre Strategy</p>	<p>Blackpool Council</p> <p>Fylde Coast EDC</p> <p>Stay Blackpool</p> <p>Lancashire and Blackpool Tourist Board</p> <p>Visit Britain</p> <p>Accommodation Owners</p> <p>Landowners/Developers</p>
<p><b>R20</b> Mixed Neighbourhoods</p>	<p>To manage contraction and transition and ameliorate the process of change outside the holiday accommodation areas.</p> <p>To create a balanced mix of residential neighbourhoods.</p>	<p>No. and quality of accredited accommodation</p> <p>Reduction in numbers of unaccredited holiday accommodation premises</p> <p>No of planning applications/ completions for conversion from holiday to quality residential use.</p> <p>Change in housing mix and tenure</p>	<p>Development control/ determination of planning applications</p> <p>Housing Strategy</p> <p>Neighbourhood Plans</p> <p>Housing Design and Guidance Revised Standards SPD</p> <p>Integrated Neighbourhood</p>	<p>Blackpool Council</p> <p>Fylde Coast EDC</p> <p>NHS Blackpool Borough Council Lancashire Constabulary</p> <p>Community organisations</p> <p>RSLs</p>

		Improvement in Socio Economic Profile	Management ReAssurance Plus MIPS (Multi-agency Monitoring and Intervention in Private Sector)	Blackpool Coastal Housing Landowners/Developers
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## M55 HUB GROWTH POINT

Policy	Outcomes	Indicators	Implementation / Delivery Mechanism	Lead Agency
<b>M1</b> Strategic Allocations of Land for Residential Development on Marton Moss	Provision of sites for around 2,700 new homes on lands at Marton Moss.	Hectares of housing land available Outstanding planning permissions No. of housing completions	M55 Hub Joint SPD Growth Point Status Housing Strategy Supplementary Planning Documents	Blackpool Council Fylde Borough Council RSLs Blackpool Coastal Housing Land Owners Developers Lancashire County Council
<b>M2</b> Phased Release of Housing Sites on Marton Moss	Sites released as part of overall strategy for development and supporting growth.	Planning permissions within each 5 year period Housing completions within each 5 year period	Development control/ determination of Planning Applications M55 Hub SPD Housing Strategy Affordable Housing SPD	Blackpool Council Fylde Borough Council RSLs Blackpool Coastal Housing Land Owners Developers
<b>M3</b> New Neighbourhood Development: Housing Mix	To ensure an appropriate mix of housing types is provided.	Number, size, type and tenure of new homes permitted and completed	Development control/ determination of Planning Applications M55 Hub SPD Housing Strategy	Blackpool Council Fylde Borough Council RSLs Blackpool Coastal Housing

			Affordable Housing SPD	Land Owners Developers
<b>M4</b> New Neighbourhood Development: Community Infrastructure	Provision of community infrastructure at Marton Moss /M55 Hub.	New primary schools proposed, permitted, completed  New secondary schools proposed, permitted, completed  Supporting local retail, community, recreation provision proposed, permitted and completed	Development control/ determination of planning applications  M55 Hub SPD  Planning Obligations  Education Strategy & Capital Programme  Building Schools for the Future	Blackpool Council  Fylde Borough Council  Fylde Coast EDC  Lancashire County Council  Land Owners  Developers
<b>M5</b> Neighbourhood Character, Marton Moss	New development appropriate to the existing character of the area.	New housing approved reflecting character of Moss  Number of horticultural businesses, allotments, community gardens.  Hectares of public recreation and green space  Length of landscaped green lanes retained/ created  Length of new public footpaths created  No of surface water flooding incidents (target nil)	Development control/ determination of planning applications  M55 Hub SPD  Moss Characterisation Study  Planning Obligations  Green Space Strategy  Open Space, Sport and Recreation Audit and Position Statement  Development Control	Blackpool Council  Fylde Borough Council  Land Owners  Developers  United Utilities  Lancashire County Council
<b>M6</b> Extension to South Blackpool Green Belt	Extension of Green Belt.	Green Belt policy approved and adopted  No. of planning applications	M55 Hub SPD  Development control/ determination of planning	Blackpool Council  Fylde Borough Council

		permitted contrary to Green Belt policy (target nil)	applications	Landowners
<b>M7</b> Strategic Allocation for Development of Lands at Whyndyke Farm	To allocate lands for mixed residential/ community use on this land.	New community facility permitted and completed  Hectares of land available, permitted and completed for housing	M55 Hub SPD  Housing Strategy  Affordable Housing SPD  Development control/ determination of Planning Applications	Blackpool Council  Fylde Borough Council  Land Owners  Developers  Lancashire NHS Trust
<b>M8</b> M55 Hub Transport and Connectivity	To optimise pedestrian, cycle and public transport connectivity in the M55 hub.	No and frequency of bus services within Hub  Provision rapid transit link to Blackpool Town Centre  Length of segregated cycleway created within Hub  Park and Ride facility provided at Hub	M55 Hub SPD  Blackpool Transport Plan  Lancashire Transport Plan  Development control/ determination of planning applications  Planning Obligations	Blackpool Council  Fylde Borough Council  Lancashire County Council  Blackpool Transport  Landowners  Developers

## BALANCED, HEALTHY AND GREENER BLACKPOOL

Policy	Outcomes	Indicators	Implementation / Delivery Mechanism	Lead Agency
<b>G1</b> Neighbourhood Regeneration	Secure a better quality of life and deliver sustainable healthy communities in Blackpool's neighbourhoods.	<p>Size, type, tenure and location of housing</p> <p>Number of schools, shops, health and community facilities permitted and completed</p> <p>Frequency and quality of public transport services</p> <p>Public realm improvements</p>	<p>Neighbourhood Plans</p> <p>Housing Strategy</p> <p>Planning Obligations</p> <p>Development control/ determination of planning applications</p>	<p>Blackpool Council</p> <p>Fylde Coast EDC</p> <p>Landowners</p> <p>Community organisations</p>
<b>G2</b> Town-wide Shopping and Community Facilities	Provide access to a wide range of shops, services and community facilities accessible to all sections of the population.	<p>Number of shopping and community facilities permitted and completed</p> <p>Scale and range of facilities provided within communities</p> <p>Frequency and quality of public transport services</p>	<p>Neighbourhood Plans</p> <p>Development control/ determination of planning applications</p> <p>Planning Obligations</p>	<p>Blackpool Council</p> <p>Fylde Coast EDC</p> <p>Landowners</p> <p>Community organisations</p>
<b>G3</b> Health and Education	Provision of high quality new health and education facilities.	<p>Relocation of Blackpool and Fylde College to central Blackpool</p> <p>Primary and Secondary school remodelling, extensions and new schools completed</p>	<p>Planning applications/ development control</p> <p>Building Schools for Future</p> <p>Children and Young Peoples Plan</p>	<p>Blackpool Fylde College</p> <p>Blackpool Council</p> <p>Learning and Skills council</p> <p>NHS Blackpool</p> <p>Blackpool Primary Care Trust</p>
<b>G4</b> Housing Mix, Density and	Provide a balanced housing supply that supports	Size, type, tenure and location of housing	Planning applications/ development control	Blackpool Council

Standards	economic growth and prosperity.	Number of dwellings completed Outstanding planning permissions Housing trajectory showing actual and projected dwelling completions	SHLAA ( Housing Land) & Housing Monitoring reports M55 Hub Growth Point Neighbourhood Plans Housing Intervention funding	Fylde Coast EDC Private House builders Landowners RSLs Blackpool Coastal Housing Homes and Communities Agency
<b>G5 Affordable and Specialist Needs Housing</b>	Providing affordable and specialist housing through new development.	Number of dwellings (affordable or specialist) which have been completed	Planning applications/ development control SHLAA ( Housing Land) & Housing Monitoring reports M55 Hub Growth Point Neighbourhood Plans Housing Intervention funding	Blackpool Council Fylde Coast EDC Private House builders Landowners RSLs Blackpool Coastal Housing Homes and Communities Agency
<b>G6 Gypsy and Travellers, and Travelling Showpeople</b>	Meet Blackpool's need for appropriate sites and accommodation for gypsies and travellers, and travelling show people.	Pitches provided for Gypsies Pitches provided for Travelling Showpeople	Planning applications Fylde Coast Housing Strategy	Blackpool Council Fylde Coast EDC Landowners Showmen's Guild Gypsy Council
<b>G7 Protected</b>	Protect and enhance green	Hectares of protected Green Belt, countryside, public open space and	Open Space, Sport and Recreation 2009 Audit and	Blackpool Council

Green Space	spaces.	other urban greenspace	Position Statement	Landowners Sport England
<b>G8</b> Green Infrastructure	Prioritising enhancement and provision of green infrastructure as integral component of Blackpool's regeneration.	Number of new and remodelled parks and open space  Number of Parks with "Green Flag" status	Open Space, Sport and Recreation 2009 Audit and Position Statement  Neighbourhood Area Plans  Town Centre Strategy  Blackpool Greenspace Strategy  North West Green Infrastructure Strategy	Blackpool Council Fylde Coast EDC Landowners Schools
<b>G9</b> Energy Requirements of New Development	Pursue energy efficiency and supply opportunities in all new developments in Blackpool.	Reduction in CO2 production  Number of renewable and low carbon energy installations	Climate Change and Sustainable Energy Studies  Energy Efficiency SPD  Neighbourhood Area Plans	Blackpool Council Private House builders RSLs Blackpool Coastal Housing Landowners ESCO
<b>G10</b> Sustainable Design, Layout and Construction	To ensure all new residential developments in Blackpool meet full Code for Sustainable Homes standards or equivalent.	Code Levels of all new residential developments	Climate Change and Sustainable Energy Studies  Neighbourhood Area Plans  Energy Efficiency SPD	Blackpool Council Private House builders RSLs Blackpool Coastal Housing Landowners

				ESCO
G11 Strategic Site Energy Requirements	To ensure strategic sites identified in the Core Strategy have Energy Strategies, including phasing requirements.	Number of Energy Strategies produced	Climate Change and Sustainable Energy Study Energy Efficiency SPD Neighbourhood Area Plans	Blackpool Council Developers Landowners ESCO

## APPENDICES



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**Appendix A: Draft Holiday Accommodation Supplementary Planning Document**

**Appendix B: Achieving the Sustainable Community Strategy**

**Appendix C: Schedule of “Saved” Blackpool Local Plan Policies**

# APPENDIX A

## Draft Holiday Accommodation Supplementary Planning Document

### Contents

1. Key Aims and Findings
2. Promenade: Proposed Policy
3. Main Holiday Accommodation Areas: Proposed Policy
4. Deciding the proposed Main Holiday Accommodation Areas
5. What the Council will do

### Introduction

This draft Supplementary Planning Document has been prepared for public consultation and provides further more detailed guidance on the Council's proposed future planning policy approach to direct and guide changes in the use of properties in Blackpool's holiday accommodation areas.

The main proposed policy approach is set out in Policies R18, R19, and R20 of the Blackpool Core Strategy Preferred Option document, approved by the Council in March 2010. This Supplementary Planning Document (SPD) provides more detail of the main findings and reasons for the proposed change in policy, and includes the detailed boundaries of the proposed holiday areas.

Consultation on both the main Core Strategy policy document and on the more detailed guidance including the proposed boundaries, is taking place. Views are invited on all aspects of the Council's approach to the future of the holiday accommodation areas.

### What Happens Next?

Following consultation the Council will consider all comments received and will prepare a Consultation Statement which will include the Council's response, and where appropriate, an explanation of how the draft document will be amended as a result.

## 1. Key Aims and Findings

- 1.1 As the most popular UK holiday destination<sup>1</sup>, Blackpool continues to attract visitors from far and wide, but increasing competition at home and abroad has led to a marked decline in the number of staying visitors over the last 20 years.
- 1.2 In 2009 the **Fylde Coast Visitor Accommodation Study** assessed the quantity, quality, and location of visitor accommodation and reviewed the current policy framework. The research, supported by the Council's survey and inspection work, confirms that Blackpool offers more bedspaces than is currently or realistically required in the future, with an accommodation mix that no longer fully meets the requirements of today's staying visitors. This has had a detrimental effect and depressed tariffs, profitability and investment have resulted in pockets of decay and decline in all the main holiday areas.
- 1.3 The Study concluded no future scenario for tourism in Blackpool will restore past visitor numbers, and that the quantum of holiday accommodation needs to be substantially below the existing level of provision.
- 1.4 The Study made recommendations based on retaining planning policy protection for major hotel areas on the Promenade, but reducing safeguarded areas or relaxing policy protection elsewhere, with the revised holiday areas each having their own distinctive rationale supporting their long term future.

### Key Aims

- 1.5 This draft Supplementary Planning Document has accordingly been produced to provide the required more detailed guidance, including the precise boundaries for the proposed new Main Holiday Accommodation Areas, with its key aims set out below:
  - To support an improvement in quality and reduction in quantum of holiday accommodation which consolidates provision around the strongest clusters.
  - To maintain the Promenade as the 'shop window' to the resort, offering a range of high quality visitor accommodation.
  - To provide a focussed supporting high quality holiday accommodation offer in the six defined areas of the Cliffs, Lord Street, Town Centre, Foxhall, South Beach and the Pleasure Beach.
  - To encourage mixed neighbourhoods outside of the main holiday accommodation areas. Complementing this will be a *New Homes from Old Places* Supplementary Planning Document (SPD) which provides guidance on residential conversions and sub-divisions and seeks to prevent hotels or guesthouses being used as Houses Multiple Occupancy (HMOs).
  - To accordingly support policies R18: The Promenade, R19: Main Holiday Accommodation Areas and Policy R20: Mixed Neighbourhoods of the Blackpool Core Strategy.

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<sup>1</sup> <http://www.visitblackpool.com>

## Key Findings

- 1.6 The Fylde Coast Visitor Accommodation Study provided a comprehensive study of the quality, quantity and location of visitor accommodation in the Fylde Coast sub-region compared to current demand levels. The study reflected the decline in the quantum of Blackpool's accommodation that remains in genuine holiday use, which is having a wide impact throughout the holiday areas.
- 1.7 The Study's key findings show:
- 2001 2,342 accommodation premises  
2008 1,770 accommodation (-24%).
  - The 24% decline in premises (2001-8) is matched by a lesser decline of 14% in bedspaces (from 69,725 to 59,933).
  - There is a substantially greater decline in the number of holiday flat premises.
  - To achieve average occupancy in line with the average of British hotel and guesthouse occupancy, the 2008 Accommodation Study estimates that Blackpool needs to shed around 18,000 bedspaces, approx 500 establishments.
  - The Study concludes, based on a small future increase in staying visitors as Blackpool's regeneration takes effect, that there is an over-supply of 14,000 bedspaces and around 400 holiday accommodation premises.
- 1.8 The Core Strategy's proposed future policy framework for the accommodation areas is set out in Policies R18 (The Promenade), R19 (Main Holiday Accommodation Areas) and R20 (Mixed Neighbourhoods), based on providing a vibrant modern tourism accommodation product.
- 1.9 The new policy approach will help promote and facilitate the necessary reduction in the quantity and uplift in quality of the Blackpool accommodation offer, and the two main focus areas of the proposed new policy framework are the **Promenade** and other **Main Holiday Accommodation Areas** outlined in sections 2 and 3.
- 1.10 A full copy of the Fylde Coast Visitor Accommodation Study undertaken by Humberts Leisure for Blackpool, Fylde and Wyre Councils is available to view on line, and forms part of the technical evidence base supporting the preparation of the Blackpool Core Strategy, at:

[www.blackpool.gov.uk/corestrategy2010](http://www.blackpool.gov.uk/corestrategy2010)

## Sustainability Appraisal

- 1.11 The aim of this SPD is to elaborate on Policy R18 and R19 of the Preferred Option Core Strategy. No separate Sustainability Appraisal (SA) is required as this is covered by the SA for the Core Strategy, which is available for inspection and can be viewed at

[www.blackpool.gov.uk/corestrategy2010](http://www.blackpool.gov.uk/corestrategy2010)

## 2. Promenade: Proposed Policy

2.1 The focus of policy on the Promenade is set out in Policy R18 of the Core Strategy and recognises the Promenade is the ‘shop window’ to the resort, where a vital focus is to provide the essential range of accommodation facilities and services for resort visitors.

2.2 The Promenade policy comprises three key elements, with the areas to which each relates illustrated on the plans of north promenade and south promenade which follow below:

### (i) Key Hotel Frontages (circa 30 hotel premises, <2% of hotels)

2.3 To retain in holiday accommodation use and enhance the character and appearance of the following key hotels and frontages considered vital to the long term future of the resort.

2.4 This specific approach is as much to do with retaining the intrinsic architectural character and value as well as the holiday accommodation use of certain key buildings whose positive contribution to the vitality of the Promenade must be safeguarded.

2.5 Suggested application to:

- Queens Promenade frontage (from Cabin to the Gynn Square)
- Imperial Hotel, North Promenade
- The Crescent (242 - 280 North Promenade),
- Metropole, North Promenade
- Talbot Square Travel Lodge (former Clifton Hotel)

### (ii) Main Holiday Accommodation Promenade Frontage (circa 100 + premises, 7% of hotels)

2.6 To promote and support a new or improved accommodation offer that contributes to resort regeneration elsewhere along the main holiday accommodation promenade frontage.

2.7 This approach seeks to retain the existing (floorspace) quantum of accommodation, but at the same time permit redevelopment and improvement proposals which provide a new high quality mixed use seafront holiday accommodation and residential offer.

2.8 Suggested application to:

- Norbreck Castle and Bispham Promenade holiday frontage.
- The North Promenade frontage from Gynn Square to Cocker Square.
- Foxhall Central Promenade frontage.
- South Promenade frontage from Trafalgar Road to Withnell Road.
- Pleasure Beach Promenade frontage (includes Burlington Road West and north end of Clifton Drive).

### (iii) Promenade Mixed Use Frontage

2.9 The focus of policy outside the above areas of the Promenade is on a seafront residential offer, with no protection of any existing or future quantum of accommodation. This approach encompasses the quieter ends of the Promenade and some key frontages in need of improvement immediately north of the town centre and along central promenade.

2.10 Suggested application to:

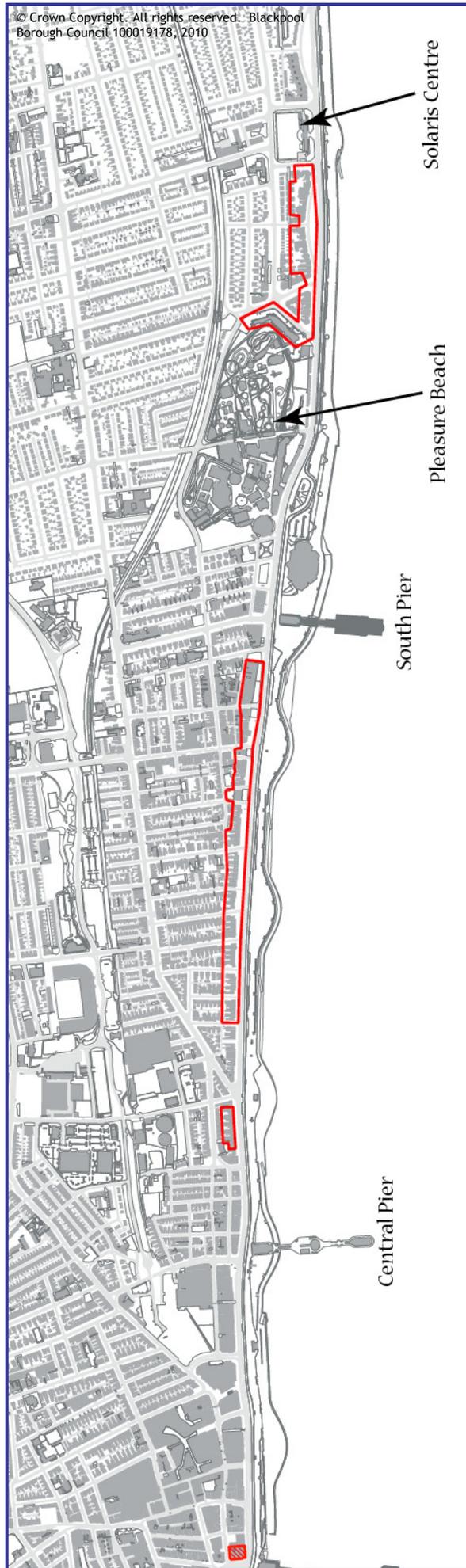
- Other Promenade frontages north of the Cabin.
- Town Centre Promenade frontage from Cocker to Foxhall Square.
- Promenade frontage south of Solaris.

# Promenade North (Summary Plan)

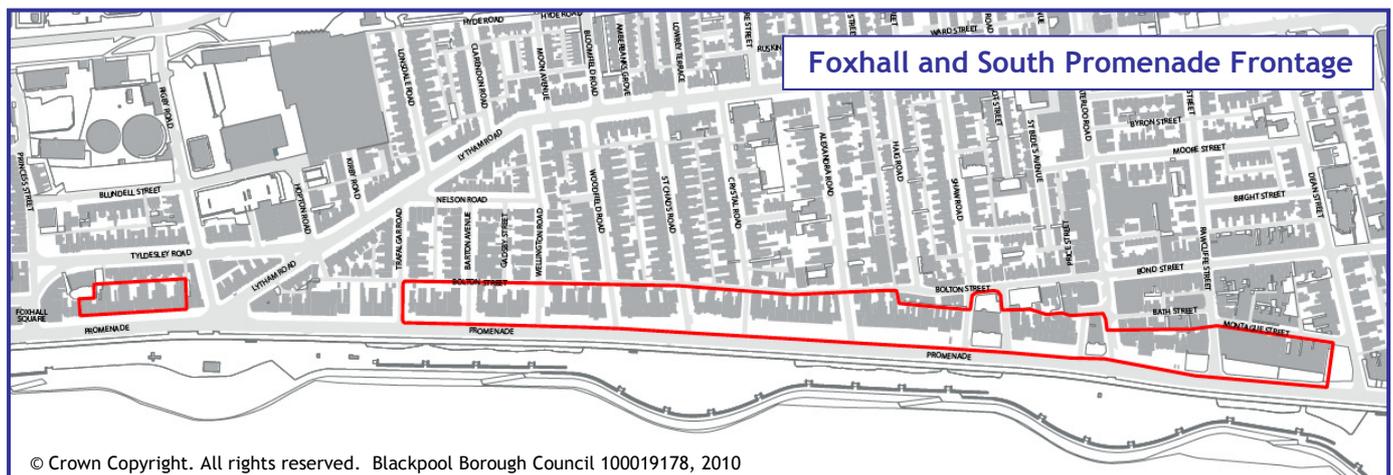
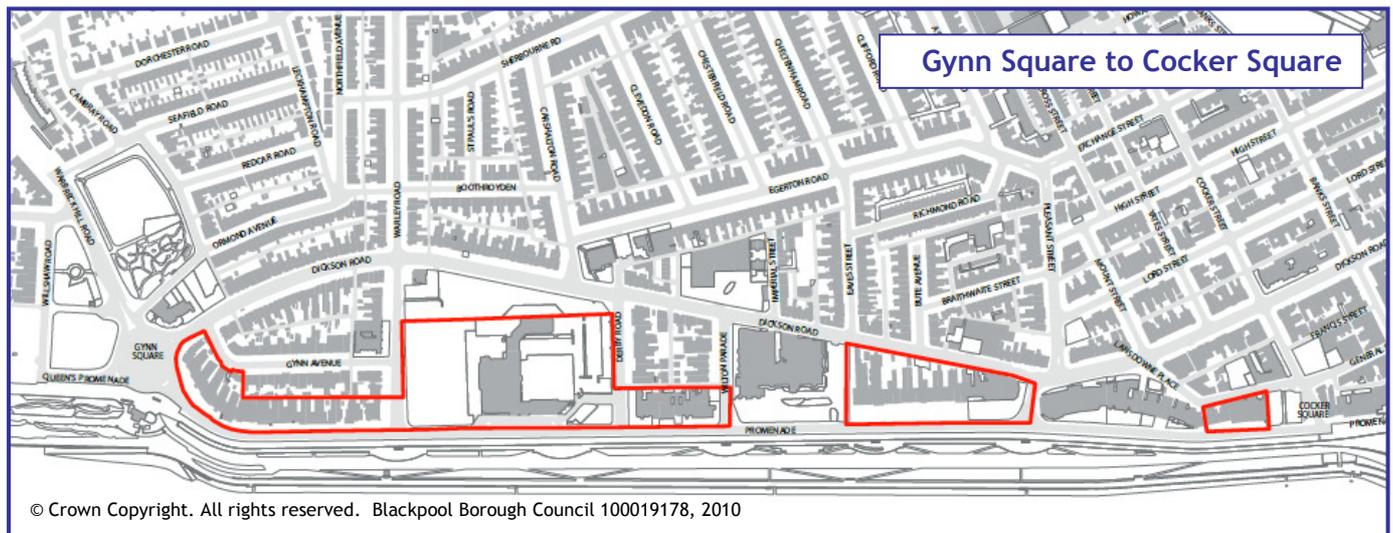
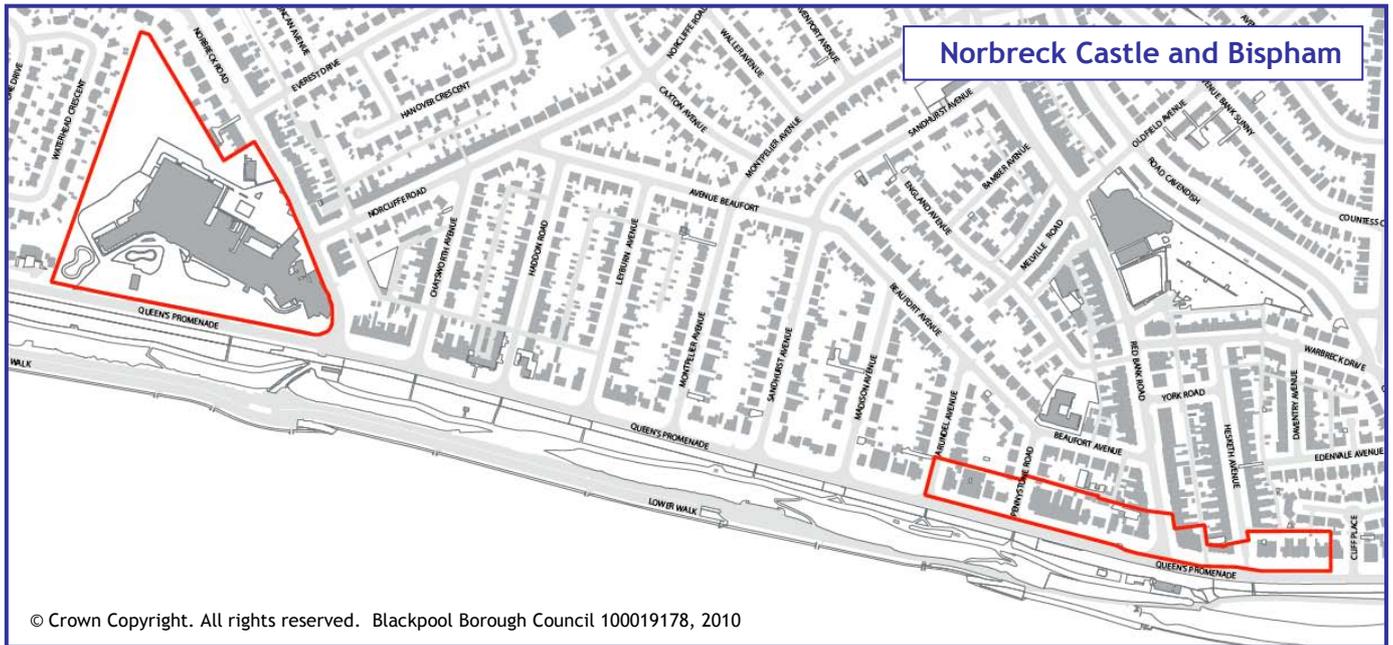


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# Promenade South (Summary Plan)



## Main Holiday Accommodation Promenade Frontage





### 3. Main Holiday Accommodation Areas: Proposed Policy

3.1 Away from the Promenade, the proposed approach reflects the changing character of the holiday areas and the holiday market. A two tier approach is proposed, and the six proposed new main holiday accommodation areas off the Promenade are illustrated on the plans for each area which follow in Section 4.

**(a) Policy R19 Main Holiday Accommodation Areas** (circa 500 hotel premises, 33%+ of hotels)

3.2 In these areas the policy emphasis is on measures to support their long term future as holiday areas and would:

- permit new or improved visitor accommodation.
- promote the replacement of low quality older holiday accommodation
- continue to generally safeguard holiday accommodation use.

3.3 Suggested application to:

- North of Gynn Square (Empress Drive/ King Edward Avenue)
- Lord Street.
- Town Centre South (focused on Adelaide Street, Albert Road, Hornby Road)
- Foxhall Village (York and Bairstow Street)
- South Beach (between Barton Avenue and St Chads Road)
- Pleasure Beach: North (between Dean Street and Balmoral Road), and South (between Burlington Road and Clifton Drive)

**(b) Policy R20 Mixed Neighbourhood** (circa 900 hotel premises, 59% of hotels)

3.4 Outside the six main holiday accommodation areas, elsewhere off the Promenade the proposed policy emphasis is on managing change and restoring confidence through the creation of mixed neighbourhoods. In these areas policy would:

- Continue to recognise the importance of remaining holiday properties, complementing a higher quality residential profile.
- Promote and encourage a reduction in the supply of poor quality hotels and residential accommodation

3.5 This aspect of policy for change to residential use will be informed in detail by new housing design guidance standards for residential conversions and sub-divisions in the *New Homes from Old Places* Supplementary Planning Document.

## 4. Deciding the Proposed Main Holiday Accommodation Areas

- 4.1 This section explains how the boundaries of the proposed holiday accommodation areas were decided, based on the recommendations of the Fylde Coast Visitor Accommodation Study, supported by a range of data and information, site visits and local knowledge.
- 4.2 Their varied locations and diverse character is such that the proposed boundaries are as much about their perceived viability and attractiveness in terms of each providing a distinctive rationale for their long term future, as it is about the facts and figures of their current use, the property type and the accommodation provided.
- 4.3 The broad areas were initially identified within the Fylde Coast Visitor Accommodation Study. The proposed more detailed boundaries have subsequently been determined and agreed by Council Officers and approved by the Council as a basis for public consultation.
- 4.4 Consultation on this Supplementary Planning Document and the Preferred Option Core Strategy will provide the opportunity for residents, holiday accommodation proprietors, local businesses and other interested parties to respond to the proposed boundaries. Following this consultation, all views will be taken into consideration and the boundaries will be reviewed and potentially confirmed or amended as appropriate.
- 4.5 In determining the **Promenade** boundaries, the presumption was taken at the outset that the existing quantum of seafront holiday accommodation must be retained as a main focus and attractive location for visitors. The identification of the main holiday areas on the Promenade generally reflects this approach, retaining the quantum of holiday accommodation along most of its length, whilst permitting flexibility for redevelopment to uplift the quality of the offer. The more specific key hotel policy relates to the intrinsic architectural character and appearance of a small number of promenade frontages, including some of the resort's longstanding and best known hotels.
- 4.6 **Off the Promenade**, the six main holiday accommodation area boundaries were determined in accordance with the general criteria outlined below.

General Criteria	
The Strategy	1. Quantum range of future bed space requirements set out in the Fylde Coast Visitor Accommodation Study, based on anticipated visitor numbers, occupancy and viability.
	2. The rationale for individual Promenade and holiday accommodation areas as informed by the Fylde Coast Visitor Accommodation Study.
	3. Strategic fit with emerging planning policy in the Blackpool Core Strategy, and in the Foxhall, South Beach and North Beach Neighbourhood Area Plans.
The Figures	4. Patterns of accreditation, and quality of premises in holiday accommodation use.
	5. Monitoring and Intervention in the Private Rented Sector (MIPS) and other survey data - in particular on business health, property use and condition.
The Character	6. Current location, scale and appearance of properties which distinguish the character of individual Promenade and holiday accommodation areas.
	7. The incidence and completeness of holiday accommodation use of individual Promenade and holiday accommodation areas.
The Future	8. The perceived viability of individual streets and holiday accommodation areas.
	9. The anticipated market attractiveness to visitors and potential investors.
	10. The likelihood of securing an alternative future (primarily residential) for individual Promenade and holiday accommodation streets and areas.

4.7 The ten general criteria outlined above were used to determine the proposed Holiday Accommodation Areas. To discuss the reasoning for the particular boundaries, the criteria are divided into four sub groups which will be discussed with reference to each of the six areas below, the subgroups are:

- The Strategy (Criteria 1, 2 and 3)
- The Figures (Criteria 4 and 5)
- The Character (Criteria 6 and 7)
- The Future (Criteria 8, 9 and 10).

4.8 The Strategy, as set out in Section 1 of this report refers to the overall quantum range of future bed space requirements based on the Fylde Coast Visitor Accommodation Study and does not relate to individual areas. As outlined previously, the findings of the study show that to achieve occupancy in line with the average of British hotel and guest house occupancy, the study estimates that Blackpool needs to shed around 18,000 bedspaces, approximately 500 establishments.

4.9 Based on a small future increase in staying visitors, the study concludes that there is an over-supply of 14,000 bedspaces, equating to approximately 400 holiday accommodation premises. These figures have informed the proposed policy approach set out in Policies

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R18, R19, and R20 of the Blackpool Core Strategy. The proposed main holiday accommodation areas contain approximately 500 holiday accommodation premises, accounting for around one-third of holiday accommodation in Blackpool.

- 4.10 The basic rationale of the proposed boundaries for each is discussed in turn below in relation to the strategy, figures, character and future of each area.

## THE CLIFFS

4.11 The Cliffs are located in the North of the resort located near Gynn Square. This area as a whole has a quieter, more family orientated offer than provision in central Blackpool, allowing visitors to enjoy Blackpool's main attractions but stay in a quieter resort area.

### The Strategy

4.12 The Cliffs has a very distinct appeal focussed on a quieter and more relaxed offer compared to the vibrant town centre locations, which is attractive to families and the seniors market. Along with quieter areas on the North Shore Promenade towards Bispham, it forms an important part of a diverse range of holiday accommodation provided in Blackpool visitor's requirements.

### The Figures

4.13 Holiday accommodation accounts for nearly 80% of all properties in the proposed Cliffs main holiday accommodation area, with nearly half these properties achieving some level of accreditation. There is little proliferation of residential properties in this area.

### The Character

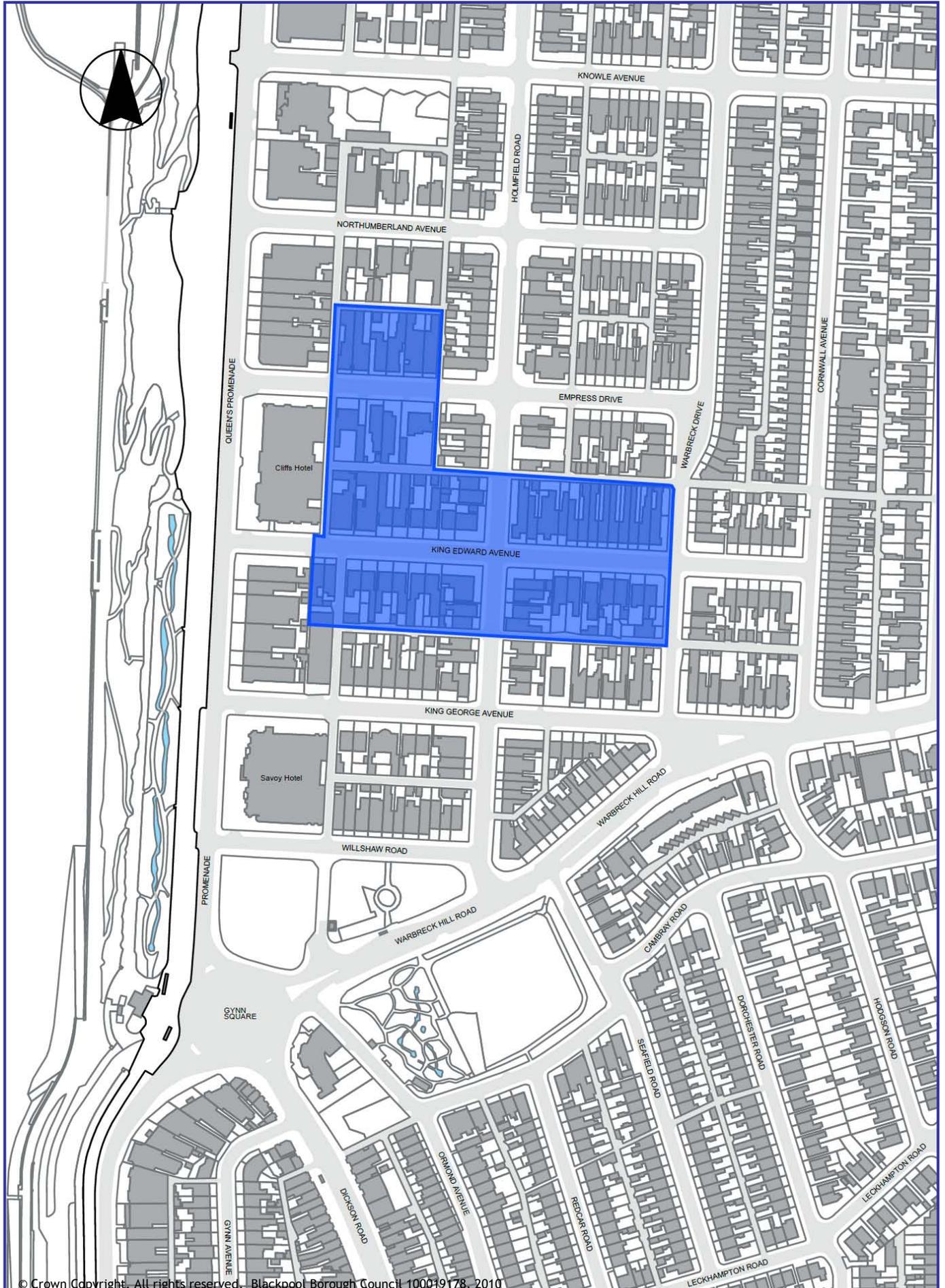
4.14 The high proportion of holiday accommodation properties in the proposed area ensures The Cliffs retains a strong resort environment.

- It has a strong architectural style, with many of the hotels and guesthouses retaining many of their original features and character.
- Contains the highest proportion of accredited premises out of the six proposed areas.
- The smaller scale of the hotels and guesthouses compared to holiday accommodation on the Promenade, such as the Cliffs and Savoy Hotel, provides a quieter, more family orientated offer.
- The area benefits from the appeal of the North Shore cliffs themselves, including the annual Blackpool illuminations with large tableaux focused on this section of the seafront.

### The Future

4.15 It is considered the quieter appeal and ambience of this area will continue to appeal to its own distinctive market. King Edward Avenue and Empress Drive contain good quality guest houses providing a counterpoint to the more vibrant areas of the central resort. Guesthouse proprietors have worked with the Council to achieve the highest levels of accreditation within the resort and there is a strong local desire for continued protection within this area.

# The Cliffs (Main Holiday Accommodation Area)



## LORD STREET

4.16 Lord Street is located to the north of the town centre, in close proximity to the main Blackpool North Railway Station.

### The Strategy

4.17 The area around the station has traditionally been one of the key hotel and guesthouse areas within Blackpool, however, with the decline in visitor numbers many businesses have converted to residential use over the last 20 years. Behind the Promenade, an exception to this picture has been the success of Lord Street, with its re-branding as an attractive location for both the gay community and wider visitors.

4.18 Extensive redevelopment of the adjoining area is to take place as part of the Talbot Gateway scheme, and is likely to benefit Lord Street with an improved public transport interchange and an expanded retail and leisure offer.

### The Figures

4.19 Two clusters of guesthouses and hotels on Lord Street are separated by a section of largely residential properties. Within this diverse mix, holiday accommodation accounts for around two thirds of properties in the holiday area, but very little currently has accreditation, with potential for substantial improvement.

### The Character

4.20 Lord Street has a prominent 'gay-friendly' identity, formed in part by the area's proximity to leisure attractions such as Funny Girls, which influences its character:

- The niche market strength of the area has grown, bucking recent more general decline in visitor numbers.
- Lord Street and the surrounding area is fairly vibrant, with a diverse range of holiday accommodation, residential, commercial and retail uses.
- Located adjacent to the Blackpool North Railway station the area is easily accessed by public transport.
- Accreditation levels on Lord Street are low, with a need to encourage proprietors to seek accreditation.

### The Future

4.21 Lord Street creates a niche market holiday accommodation area attractive for its visitors. Successful examples elsewhere show the huge potential success and vitality of such areas if properly improved and marketed to provide high quality accommodation.



## TOWN CENTRE

4.22 Immediately south of the town centre and directly adjoining the Winter Gardens, Houndshell Shopping Centre, Coral Island and the former Central Station site, this comprises the resort's largest area of holiday accommodation off the seafront. It provides convenient and easy access for those wishing to visit the Tower, Winter Gardens, shops, cafes, restaurants, theatres and bars in the town centre.

### The Strategy

4.23 The provision of high quality holiday accommodation in this area remains a crucial component of the wider town centre offer. The future regeneration of the former Central Station site will potentially attract additional future visitors, as will the upgrading and refurbishment of the Winter Gardens and Tower following acquisition by the Council.

### The Figures

4.24 The Town Centre main holiday accommodation area contains the highest proportion (40%) of all the holiday accommodation out of the six proposed areas. Within this area holiday accommodation remains the predominant use, with the levels of accredited premises in line with the average for Blackpool.

### The Character

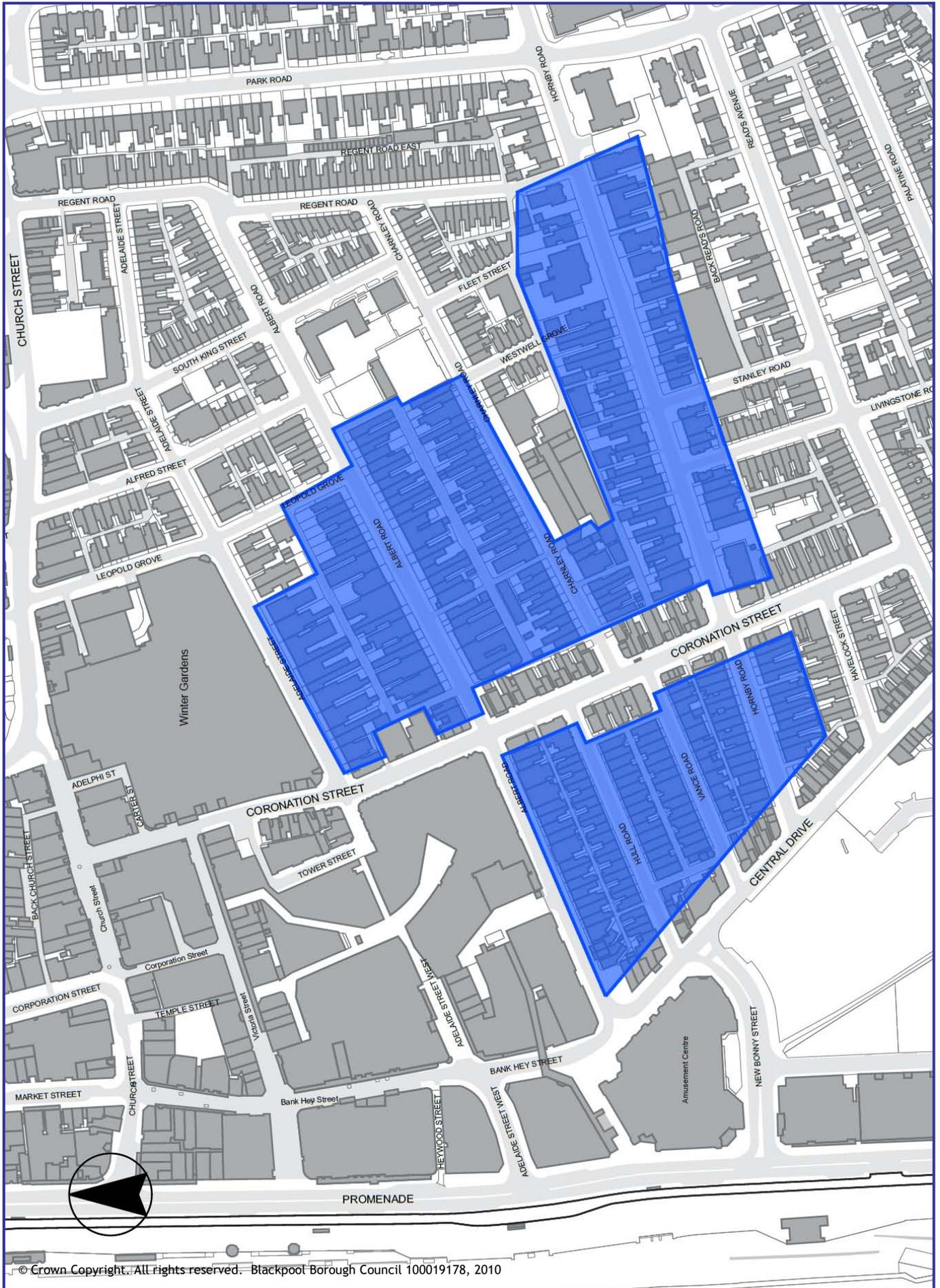
4.25 Directly adjoining the town centre and including many of the resort's larger hotel properties other than on the Promenade itself, its higher incidence of in-house bars and facilities complement the town centre offer and forms part of its appeal:

- Well established holiday area benefiting from regular return visitors and its central location attracts new visitors.
- Contains few residential properties and as such provides an ideal location for a vibrant town centre accommodation offer.
- Streets retain a strong architectural character with many of the original architectural features still apparent.
- Many properties have been adapted and updated over the years to provide accommodation which largely meets the requirements of today's visitors.
- A contrasting smaller scale, character, and lower level of accreditation of premises between Coronation Street and Central Drive - although well located to benefit from any future redevelopment of the former central station site

### The Future

4.26 The highly marketable identity based around leisure and entertainment can be capitalised upon to attract further visitors and private sector investment. Major investment and uplift in attractions and facilities within the Town Centre will benefit the holiday area and has the potential to increase its market attractiveness and that of the surrounding mixed neighbourhood.

# Town Centre (Main Holiday Accommodation Area)



## FOXHALL

4.27 Foxhall, located to the south of the Town Centre, is the resort's oldest holiday area and provides a mix of leisure and entertainment facilities within a tight knit community.

### The Strategy

4.28 The evolving Foxhall Neighbourhood Plan (currently being prepared) will provide a clear spatial framework for uplift and redevelopment. The vision for Foxhall is to transform the area into a thriving mixed neighbourhood, combining its tourism heritage with an improved residential and commercial offer.

4.29 Foxhall has provided holiday accommodation for visitors to Blackpool for over a century but in the past thirty years visitor numbers have greatly reduced. The area contains many assets which if revitalised could again become an attractive location at the heart of Blackpool which lends itself well to potentially becoming a part of a future Foxhall Village Conservation Area, providing a very distinct and traditional Blackpool bed and breakfast environment whilst offering improved quality of accommodation.

### The Figures

4.30 Foxhall is the smallest proposed area, comprising just two streets within which holiday accommodation still accounts for the majority of properties in the defined area, but contains very few accredited properties.

### The Character

4.31 The traditional guesthouses have retained a specific charm and historic character and their appearance has changed little over the years.

4.32 Foxhall offers:

- A strong architectural and heritage identity. The narrow streets and small terraced properties have largely remained intact and helped to foster a strong community spirit in the area.
- Holiday accommodation along York and Bairstow Street front straight onto the street with no amenity space or garden to the front of properties.
- As a consequence, buildings have largely retained their original features, with bay windows, colourful frontages, and a distinct lack of additions such as sun lounges which have occurred elsewhere.

### The Future

4.33 The Foxhall area is to be a focus for regeneration. Guest houses and hotels will benefit from the uplift in the area and from any increase in visitor numbers as result of nearby redevelopment schemes on the Promenade and on the former Central Station site.

# Foxhall (Main Holiday Accommodation Area)



## SOUTH BEACH

4.34 South Beach, situated just off the main south Promenade, provides the second largest proposed main holiday area between the seafront and Lytham Road, where there still remains a high concentration of accommodation.

### The Strategy

4.35 South Beach provides a generally smaller scale family orientated accommodation offer, away from the commercial heart but conveniently located midway between the twin main draws of the town centre and the Pleasure Beach. The proximity of the seafront and new headlands add to its appeal.

4.36 The wider area faces a number of challenges to address the social and economic issues resulting from a decline in tourism. The evolving South Beach Neighbourhood Plan (currently being prepared) will focus investment and regeneration of the area.

### The Figures

4.37 South Beach provides a large number of guesthouses and hotels clustered between the Promenade and Lytham Road, with over 70% of properties in the proposed holiday area in holiday accommodation use, including a considerable number of accredited properties.

### The Character

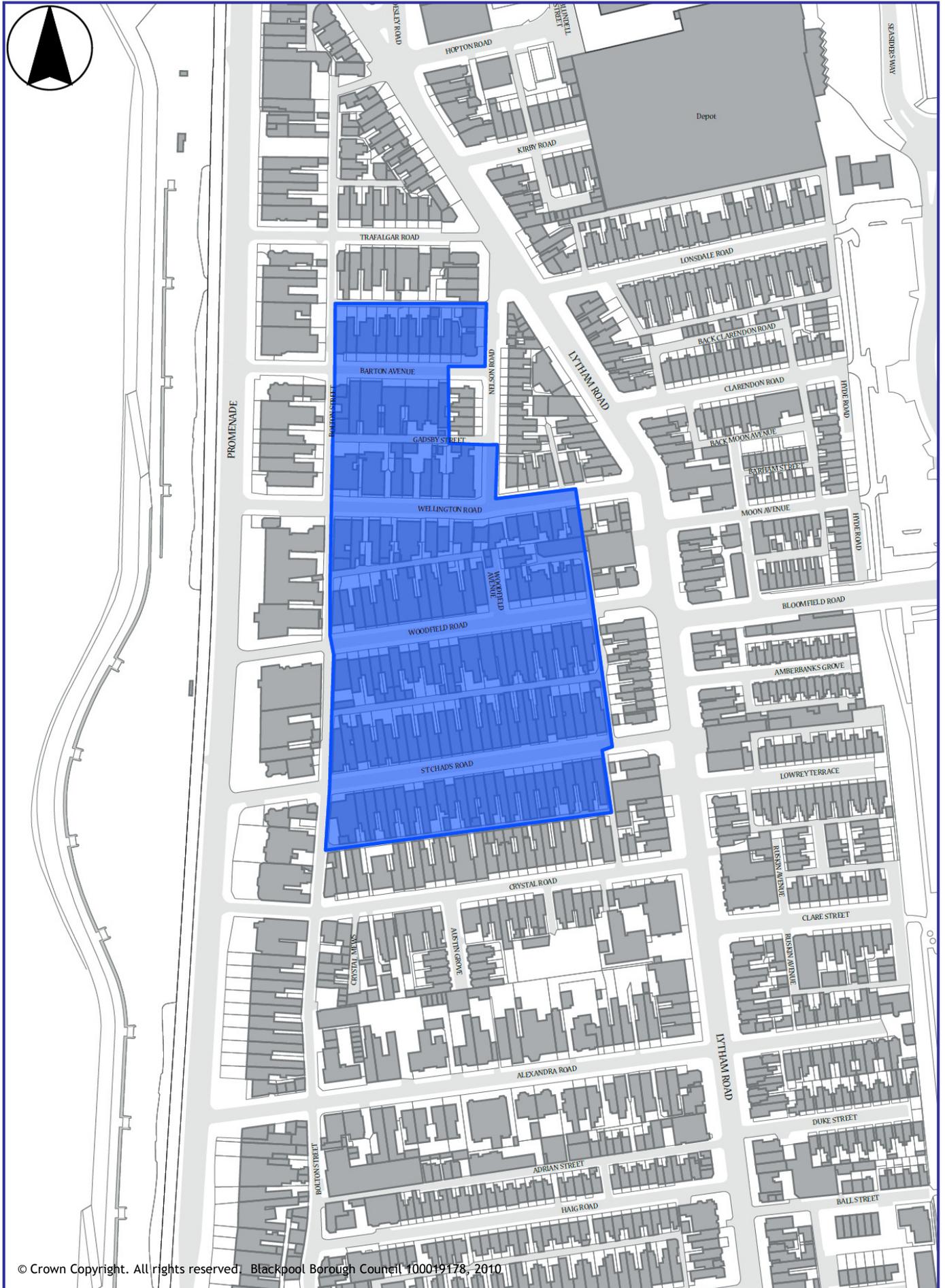
4.38 South Beach comprises several traditional terraces of holiday accommodation properties:

- The guesthouses and hotels largely still retain their architectural integrity.
- The high proportion of operating guesthouses and hotels ensures that the area still has a very strong intrinsic resort character and is relatively viable.
- Many of the hotels and guesthouses are small in scale and offer a more intimate and traditional offer with a strong sense of community (compared to the larger seafront hotels) which is attractive to certain sectors of the family and seniors market.

### The Future

4.39 The area has suffered as a result of the decline of tourism, but the strong reduced focus of guesthouses and hotels in the main holiday area remains ideally located to benefit from new town centre and promenade leisure attractions as well as from the regeneration of South Beach itself.

# South Beach (Main Holiday Accommodation Area)



## THE PLEASURE BEACH

4.40 The Pleasure Beach holiday area is concentrated in two clusters north and south of the Pleasure Beach itself, ideally located for visitors to one of Blackpool's most prominent and popular attractions.

### The Strategy

4.41 The proximity of the Pleasure Beach along with the Sandcastle and Promenade headlands are key to the area's appeal. The two areas either side of the Pleasure Beach offer a diverse mix and quality of accommodation, with the future need to focus on a higher quality accommodation offer. Viability will be enhanced by future redevelopment or further investment at the Pleasure Beach.

### The Figures

4.42 The Pleasure Beach area has the lowest current proportion of holiday accommodation use out of the six areas, with a wider mix of residential and commercial properties. The area contains a number of accredited properties, but there is major potential for improvement, with the viability and attractiveness of the area indicated by the recent development of two major hotels.

### The Character

4.43 The Pleasure Beach area contains a variety of architectural styles with a varying scale in the size of hotels.

- The area provides a diverse mix of accommodation, including the Big Blue hotel and a Travel Lodge, along with more traditional terraced holiday premises.
- With the proximity of the Pleasure Beach the area retains its intrinsic holiday character and appeal.
- The Pleasure Beach creates a vibrant atmosphere, but there is a marked contrast between the two clusters of accommodation, and a quieter ambience to the south, adjoining a largely residential area.

### The Future

4.44 A cluster of good quality hotels and guesthouses around the Pleasure Beach will be vital to accommodate visitors to this area of Blackpool. Further investment in the Pleasure Beach, Promenade and tramway will potentially help ensure that visitor numbers are maintained or increased. Generally the focus is on improving existing holiday accommodation, but the potential has been shown in this area for new hotels to also be part of an improved holiday offer.



## 5. What the Council will do

- 5.1 The proposed approach recognises the complex mix of uses and changing character of the resort holiday areas away from the main Promenade frontage, and provides flexibility to reflect a changing holiday market.
- 5.2 The policy seeks to ensure that those areas that are well situated to reap the benefit of wider resort investment are not eroded by incremental changes that can undermine the character and viability of surrounding businesses.
- 5.3 To ensure the designated main holiday accommodation areas and the surrounding mixed neighbourhoods are successful the Council will take a number of steps to ensure the vitality and viability of the areas is enhanced and protected.
- 5.4 **Within the Main Holiday Accommodation Areas** the loss of holiday accommodation will generally not be permitted. Changes from holiday accommodation will only be permitted in exceptional circumstances where:
  - a) Properties offer no scope or potential for improvement as holiday accommodation.
  - b) The use relates well in scale and appearance to other premises, and would not be to the detriment of the character of the holiday area.
- 5.5 Proprietors of hotels, guesthouses or holiday apartments must clearly demonstrate overriding reasons and exceptional circumstances as to how their premises meet the above criteria before permission would be given to convert into residential or an alternative use. The Council will require an assessment indicating that the building is not viable for future holiday use.
- 5.6 **Outside the Main Holiday Accommodation Areas** the focus of policy is on managing change and restoring confidence via the remodelling of these areas to create balanced residential neighbourhoods. Individual holiday accommodation with or seeking accreditation will continue to be supported and remain an important part of Blackpool's overall holiday accommodation offer, but the main reduction in numbers of holiday premises will be concentrated in these areas.
- 5.7 The policy will be further informed by the review of the Council's supporting planning guidance - "*New Homes from Old Places*" which will:
  - provide updated guidance to ensure conversions to residential use achieve high quality residential neighbourhoods.
  - set out minimum design requirements for change of use to permanent residential use including the number and size of residential units,
  - set out any appropriate improvements required to establish residential character and maximise neighbourhood residential amenity.
- 5.8 The Blackpool Council Monitoring and Intervention in the Private Rented Sector (MIPS) Team brings together Housing Enforcement, Planning Enforcement, Quality Standards and Fire Safety with a remit to ensure that properties are being used lawfully and safely. This includes ensuring that former holiday accommodation does not fall into Houses in Multiple Occupation (HMO) use.

- 5.9 The MIPS Team will actively monitor and enforce against holiday accommodation which illegally converts to HMOs. To convert a hotel or guesthouse which lies outside of the designated areas into a residential property a planning application **must** be submitted. Any conversion or subdivision of a hotel or guest house will have to adhere to specific design, space and quality standards to be set out in *Supplementary Planning Document 10: New Homes from Old Places* (SPD10).
- 5.10 If a conversion or subdivision takes place and planning permission has not been granted it is the role of Planning Enforcement aligned with the MIPS Team to take action. MIPS data on all properties in and surrounding the main holiday accommodation areas has been gathered to enable the active monitoring of hotels and guest houses and effectively prevent the emergence of new HMOs.

### Holiday Accommodation Improvement Strategy

- 5.11 The Council wish to seek to ensure that a comprehensive approach is taken to support the long term future of the main holiday areas as well as continuing to promote the retention of quality accredited accommodation outside these areas. A strategy will be developed to ensure the areas remain viable and attractive areas for visitors, residents and businesses. The strategy will include further details on aspects such as:
- Promoting grant schemes available to holiday accommodation providers
  - The marketing of ‘niche’ holiday areas
  - Improving rates of hotel accreditation
  - Creating associations or groups for each of the designated main holiday accommodation areas
  - Investing in the improvement of streets, signage etc. in these areas.
- 5.12 Future grant schemes for holiday accommodation will be promoted. **Invest in the Best** was a local scheme designed to provide grant assistance for tourist accommodation providers to help make physical improvements to enhance quality for guests. The *Invest in the Best* scheme aimed to improve the quality of accommodation and also improve the rates of accreditation, as all activity undertaken using the grant assistance was required to achieve or raise a VisitBritain/AA accreditation level.
- 5.13 A **Marketing** strategy will enable the distinct identities of each of the six defined holiday areas and the areas around them to be capitalised upon, such as the family offer of the Cliffs and South Beach, the leisure and cultural offer provided by the Town Centre, the ‘gay friendly’ atmosphere of Lord Street, and the historic character and appeal of Foxhall village.
- 5.14 Increasing the level of **accreditation** is essential to promoting main holiday accommodation areas which are high quality and viable. In 2010, approximately 80% of holiday accommodation in Blackpool had no recognisable (or current) quality grading, a decrease of 13% on 2008 figures<sup>2</sup>. To further improve the holiday accommodation offer it is essential the number of properties with accreditation continues to improve.
- 5.15 The creation or enhancement of guest house and hotelier **associations** will enable individual proprietors to work together to create the best future for the main holiday accommodation areas. The Council will support the creation of new associations or provide support to existing associations which adopt a membership policy permitting only accredited holiday accommodation premises.

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<sup>2</sup> Fylde Coast Visitor Accommodation Study

5.16 Further **investment** in the main holiday accommodation areas is required to improve the quality and appearance of aspects such as street layout, street signage, landscaping, seating, secure parking and lighting. Improvement to both holiday accommodation and the surrounding area is fundamental to improving the visitor offer and attracting new visitors and retaining day-trippers.

# APPENDIX B

## Achieving the Sustainable Community Strategy

### Achieving the Sustainable Community Strategy Goals



Primary Goal	Core Strategy Policies	Secondary Goals
<b>The Spatial Strategy: Regeneration, Diversification and Growth</b>		
	S1: Strategic Direction and Location of Development	■ ■ ■
	S2: City on The Beach	■ ■ ■
	S3: Housing Need: Blackpool Strategic Housing Sites 2009-2026	■
	S4: Phased and Balanced Housing Market	■ ■ ■
	S5: Employment Development and Economic Diversification	■ ■ ■
	S6: Quality of Place	■
	S7: Climate Change and Sustainable Development	■
	S8: Connectivity	■
<b>Town Centre and Resort Renaissance</b>		
	R1: Resort Renaissance	■ ■ ■
	R2: Conference, Events and Festivals	■
	R3: Resort Heritage	■
	R4: Arrival and Movement	■
	R5: Blackpool Town Centre Strategy	■
	R6: Principle Retail Core	■
	R7: Winter Gardens Strategic Site	■
	R8: Talbot Gateway Town Centre Strategic Site	■
	R9: St John's, Abingdon Street, and the Lanes	■
	R10: Former Central Station/Promenade Town Centre Strategic Site	■
	R11: Town Centre Promenade Leisure Frontage	■
	R12: Resort Neighbourhoods	■ ■ ■
	R13: Rigby Road Strategic Site	■ ■ ■
	R14: Foxhall	■ ■ ■
	R15: South Beach	■ ■ ■
	R16: North Beach	■ ■ ■
	R17: Key Resort Gateways	■ ■ ■
	R18: The Promenade	■ ■ ■
	R19: Main Holiday	■ ■ ■
	R20: Mixed Neighbourhoods	■
<b>M55 Hub Growth Point</b>		
	M1: Strategic Allocations of Land for Residential Development on Marton Moss	■ ■ ■
	M2: Phased Release of housing sites on Marton Moss	■ ■ ■
	M3: New Neighbourhood Development: Housing Mix	■ ■ ■
	M4: New Neighbourhood Development: Community Infrastructure	■ ■ ■
	M5: Neighbourhood Character, Marton Moss	■
	M6: Extension to South Blackpool Green Belt	■
	M7: Strategic Allocation for Development of Lands at Whyndyke Farm	■ ■ ■
	M8: M55 Hub Transport and Connectivity	■

### Balanced, Healthy and Greener Blackpool

	G1: Neighbourhood Regeneration			
	G2: Town-wide Shopping and Community Facilities			
	G3: Health and Education			
	G4: Housing Mix, Density and Standards			
	G5: Affordable and Supported Needs Housing			
	G6: Gypsy and Travellers, and Travelling Showpeople			
	G7: Protected Green Space			
	G8: Green Infrastructure			
	G9: Energy Requirements of New Development			
	G10: Sustainable Design, Layout and Construction			
	G11: Strategic Site Energy Requirements			

## APPENDIX C: Schedule of existing “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
<b>Reshaping the Resort</b>			
RR1	Visitor Attractions	S1, R1	
RR2	Visitor Accommodation	R1,R12, R18/R19	
RR4	Amusement Arcades and Funfairs		Saved
RR7	Promenade Frontages within the Resort Core	S1, R1, R11	
RR8	Resort Neighbourhoods	R12 to R20	
RR9	Resort Neighbourhoods - Development Proposals Involving the Loss of Holiday Accommodation	R12 to R20	
RR10	Resort Neighbourhoods - Change of Use to Holiday Accommodation	R12 to R20	
RR11	Central Promenade and Seafront		Saved
RR12	Other Promenade Areas		Saved
RR13	Central Corridor	R4, R10,R13, R14, R16	
RR14	Lytham Road/Bloomfield Road, Chapel Street, Central Drive and Dickson Road	R17	
RR15	Blackpool Zoo		Saved
RR16	Norbreck Castle	R18	
<b>Establishing a Thriving Sub-Regional Centre</b>			
SR1	Hounds Hill	R6	
SR2	Winter Gardens	R7	
SR3	Blackpool North Transport Development Area	R8	
SR3A	New Car Park	R4 ,R8	
SR4	Cookson Street/King Street	Deleted	
SR5	Principal Retail Core		Saved
SR6	Retail/Café Zone		Saved
SR7	Mixed Use Zone		Saved
SR8	Leisure Zone	R11	
SR9	Use of Upper Floors		Saved
SR10	Town Centre Traffic Distribution/ Access to Car Parking	R4	
SR11	Pedestrian, Cyclist and Public Transport Priority	R4	

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 Designs		Saved
LQ5	Public Realm Design		Saved
LQ6	Landscape Design and Biodiversity		Saved
LQ7	Strategic Views		Saved
LQ8	Energy and Resource Conservation		Saved
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	S3	
HN3	Phasing	S4	
HN4	Windfall Sites	S3	
HN5	Conversions and Sub-divisions	R20, G1, G4	
HN6	Housing Mix	G1, G4	
HN7	Density	G4	
HN8	Affordable and Specialist Needs Housing	G5	
HN9	Gypsies and Travelling Showmen	G6	
Balanced and Healthy Communities			
BH1	Neighbourhoods	G1	
BH2	Talbot and Brunswick Priority Neighbourhood	G1	
BH3	Residential and Visitor Amenity		Saved
BH4	Public Health and Safety		Saved
BH5	Protection of Public Open Space		Saved
BH6	New Open Space Provision	G7	
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	G2	
BH12	Retail Development and Supporting Town Centre Uses	G2	
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 Take-Aways		Saved
BH18	Amusement Centres		Saved
BH19	Neighbourhood Community Facilities	G1, G2	
BH20	Provision of New Community Facilities	G2	
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
<b>Diversifying the Local Economy</b>			
DE1	Industrial and Business Land Provision		Saved
DE2	Industrial Improvement Zones	S5	
DE3	Mixed Use Industrial Zones (best current option)		Saved
DE4	Outside the Defined Industrial/Business Estates		Saved
<b>Conserving the Natural Environment</b>			
NE1	Development with Green Belt	G7, M6, M2	
NE2	Countryside Areas	G7,M1,M6, M2, M7	
NE3	Replacement Dwellings& Extensions in the Countryside		Saved
NE4	SSSIs		Saved
NE5	Other Sites of Nature Conservation Environmental Value		Saved
NE6	Protected Species		Saved
NE7	Sites and Features of Landscape, Nature Conservation and Environmental Value		Saved
NE8	Urban Greenspace (Warren S School)		Saved
NE9	The Coast and Foreshore		Saved
NE10	Flood Risk		Saved
<b>Accessibility and Safe Journeys for All</b>			
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	S8	
AS5	Traffic Management		Saved
AS6	Road Schemes		Saved
AS7	Aerodrome Safeguarding		Saved
<b>Planning Obligations</b>			
PO1	Planning Obligations	PO1	

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Date Rec.		Acknowledged	

## BLACKPOOL CORE STRATEGY PREFERRED OPTION CONSULTATION

Comments Form: Consultation closes July 19th 2010

- Please use the Council's online Consultation Portal to comment, where you can make all your comments using the spaces provided in the on-line version of the document, by visiting the following website,

<http://consult.blackpool.gov.uk/portal>

- You can also send copies of this "Comments Form" by e mail to:

[development.plans@blackpool.gov.uk](mailto:development.plans@blackpool.gov.uk)

or by post to:

*Planning Department, Development Plans,  
Blackpool Council, PO Box 17,  
Corporation Street, Blackpool, FY1 1LZ*

- Please make separate comments for each policy or issue you respond to.
- You may photocopy this form, or obtain further copies free of charge from the Council
- You can also print off further copies of this form from the Council's website at:

[www.blackpool.gov.uk/corestrategy2010](http://www.blackpool.gov.uk/corestrategy2010)

### SECTION 1: Respondent Details

Name

Address

Postcode

Telephone

Fax

Email

If you are completing this form on behalf of someone please complete section 2, otherwise go to section 3

### SECTION 2: Agent's Details (if applicable)

Name

Address

Postcode

Telephone

Fax

Email

