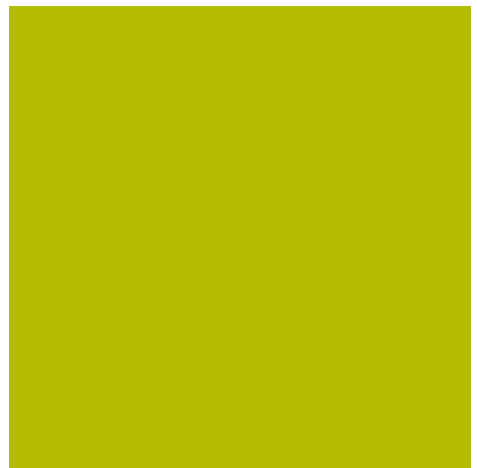


Informal Consultation Paper

Blackpool Local Plan Part 2: Proposed Site Allocations and Development Management Policies

January 2019



Have your say!



We want to know what you think of the draft site allocations and development management policies set out in this paper.

How to comment:

1. Download the document and comments form from our website at: <https://www.blackpool.gov.uk/localplanpart2>
2. Read the document and complete a comments form available online and at the locations listed on the opposite page

Address for completed comments form:

Blackpool Council

Planning Strategy Team

PO Box 17, Corporation Street

Blackpool FY1 1LZ

Or via email at planning.strategy@blackpool.gov.uk

Comments must be received by 21st February 2019

Where to find the document...



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Contents

1	Introduction	1
2	Proposed Site Allocations and Designations	
	Site Allocations	
	Potential Housing Sites	5
	Self-Build and Custom Housebuilding	7
	Providing for the needs of Gypsies, Travellers and Travelling Showpeople	8
	Gypsies, Travellers and Travelling Showpeople	11
	New Allotment	13
	Designations	
	Green Belt – Proposed Local Boundary Amendments	15
	Town Centre – Primary and Secondary Frontages	19
	Local Centres – New Designations and Amendments	21
	Countryside Area	23
	Open Land Meeting Community and Recreational Needs	25
3	Proposed Development Management Policies	
	Housing	
	Policy DM1: Housing Development in Residential Gardens, Infill and Backland Sites	28
	Policy DM2: Housing for Older People	32
	Policy DM3: Residential Institutions	34
	Policy DM4: Student Accommodation	38

Policy DM5: Design Requirements for New Build Housing Development	41
Policy DM6: Residential Conversions and Sub-divisions	48
Economy	
Policy DM7: Provision of Employment Land and Existing Employment Sites	51
Policy DM8: Blackpool Airport Enterprise Zone	53
Policy DM9: Blackpool Zoo	57
Policy DM10: Promenade and Seafront	58
Policy DM11: Primary Frontages	62
Policy DM12: Secondary Frontages	63
Policy DM13: Amusement Centres, Betting Shops and Pawnbrokers in the Town Centre	65
Policy DM14: Residential Use in the Town Centre	67
Policy DM15: District and Local Centres	69
Policy DM16: Threshold for Impact Assessment – Retail and Leisure Proposals	74
Policy DM17: Hot Food Takeaways	76
Design	
Policy DM18: Tall Buildings and Strategic Views	79
Policy DM19: Extensions and Alterations	82
Policy DM20: Landscaping	84
Policy DM21: Public Health and Safety	88
Policy DM22: Shopfronts	93
Policy DM23: Security Shutters	97
Policy DM24: Advertisements	100
Policy DM25: Public Art	103

Heritage	
Policy DM26: Listed Buildings	108
Policy DM27: Conservation Areas	110
Policy DM28: Locally Listed Buildings and Other Non-Designated Heritage Assets	112
Policy DM29: Archaeology	113
Environment	
Policy DM30: Wind Energy	114
Policy DM31: The Coast and Foreshore	118
Policy DM32: Development in the Countryside	120
Policy DM33: Biodiversity	122
Policy DM34: Allotments and Community Gardens	125
Policy DM35: Open Land Meeting Community and Recreational Needs	127
Community	
Policy DM36: Community Facilities	128
Policy DM37: Blackpool Victoria Hospital	132
Policy DM38: Blackpool and the Fylde College – Bispham Campus	134
Transport	
Policy DM39: Transport Requirements for New Development	135
Policy DM40: Aerodrome Safeguarding	138

Appendices

Housing

- Appendix A1:** Proposed Site Allocations - Housing
- Appendix A2:** Current housing sites with planning permission
- Appendix B:** Management Plan Scoping

Transport

- Appendix C1:** Proposed Parking Standards
- Appendix C2:** Transport Assessment (TA) and Travel Plan (TP) Thresholds
- Appendix C3:** Residential Development Accessibility Questionnaire
- Appendix C4 :** Non - Residential Development Accessibility Questionnaire

Tables and Figures

- Table 1** Housing supply summary
- Table 2:** Potential sites for housing allocation
- Table 3:** Student accommodation floorspace standards
- Figure 1:** Proposed Traveller and Travelling Showman Sites
- Figure 2:** Proposed Allotment Site off Fleetwood Road
- Figure 3:** Proposed Amendment to Green Belt at Faraday Way (North)
- Figure 4:** Proposed Amendment to Green Belt at Faraday Way (South)
- Figure 5:** Proposed Amendment to Green Belt at Blackpool Airport Enterprise Zone
- Figure 6:** Proposed Primary and Secondary Frontages
- Figure 7:** Proposed Countryside Area
- Figure 8:** Open Land Meeting Community and Recreational Needs
- Figure 9:** Blackpool Airport Enterprise Zone
- Figure 10:** Map showing the Promenade and Seafront
- Figure 11:** Proposed South Shore District Centre amended boundary

1 Introduction

1.1 The Blackpool Local Plan 2012 – 2027 comprises two parts:

- **Part 1 is the Core Strategy** which was adopted January 2016 (www.blackpool.gov.uk/corestrategy)
- **Part 2 is the Site Allocations and Development Management Policies Document** which we are currently preparing.



Blackpool Local Plan
Part 1: Core Strategy (2012 – 2027)
Adopted January 2016



Blackpool Council

1.2 Part 2 of the Local Plan allocates sites for development, safeguarding or protecting and sets out a suite of development management policies to guide appropriate development. These development management policies will replace the current 'saved policies' in the Blackpool Local Plan (2006) once Part 2 is adopted.

1.3 You may recall that we consulted on the Regulation 18 Scoping Document during Summer 2017 setting out the policies that we suggested should be included in Part 2. We have considered all the representations received and these can be found in the Regulation 18 Schedule of Representations Report (www.blackpool.gov.uk/localplanpart2).

1.4 We are now undertaking an informal consultation on our Draft Site Allocations and Development Management Policies to gain an early understanding of what you think of our initial site selections and policies. In preparing this paper regard has been had to the content of the National Planning Policy Framework (NPPF) published in July 2018.

Supporting Documents

1.5 The Local Plan Evidence Base helps us to develop a detailed understanding of key issues and characteristics of Blackpool and the Fylde Coast, and is used to inform and justify the policies in the plan.

1.6 This paper is supported by new and updated evidence which includes:

- Housing Supply Update and Site Allocations Assessment (December 2018)
- Blackpool Retail, Leisure and Hotel Study (June 2018)
- Local Centres Assessment Review (October 2018)
- Green Belt Review Assessment (October 2018)
- The use of the planning system to control hot food takeaways (October 2018)

1.7 These can be viewed at www.blackpool.gov.uk/evidencebase

1.8 In addition, work is currently being undertaken on an Indoor Sports Facilities Assessment the outcome of which will inform the next stage of the plan.

1.9 Other evidence base documents that will be updated and made available at publication stage are the Viability Assessment and the Infrastructure Delivery Plan.

Sustainability Appraisal

1.10 To inform the development of the Local Plan Part 2 a Sustainability Appraisal (SA) Scoping document was produced and consulted upon as part of the Regulation 18 consultation. To inform the selection of the draft site allocations set out in this informal consultation paper, at this stage we have considered a range of indicators relating to sustainability issues, including whether a site is brownfield or greenfield, flood risk categorisation and accessibility issues.

1.11 The proposed site allocations, designations and draft policies set out in this paper are currently being subject to a SA by external consultants Arcadis, to ensure we meet the requirements of the plan making process. Arcadis will also be undertaking the Habitats Regulation Assessment. This SA process is a continuous process and representations received to this informal consultation and the comments received from Arcadis will inform the next stage of the plan.

2 Proposed Site Allocations and Designations

Potential Housing Sites

2.1 Policy CS2 of the Core Strategy, sets out Blackpool's housing requirement to build 4,200 new homes between 2012 and 2027 and identifies where these new homes will be located including:

- **sites within the existing urban area, including major regeneration sites;**
- **sites within the South Blackpool Growth area;** and
- **windfall sites** (sites which become available unexpectedly and are not specifically identified as part of the Local Plan process. They normally comprise previously developed sites)

2.2 A significant proportion of the 4200 new homes have already been built or have planning permission. At 31 March 2018 **939 dwellings had been completed with 1,503 dwellings left to be built on sites with planning permission.** There are a further **219 dwellings on sites where applications had been approved subject to the signing of a legal agreement**¹

2.3 In addition to the above, approximately 100 dwellings per year are provided through the conversion and sub-division of existing buildings, particularly former holiday accommodation premises. The Core Strategy recognises that these conversions and sub-divisions will make an important contribution to future housing supply and form part of a windfall allowance. Nine years remain of the plan period, so approximately 900 new dwellings are expected to be completed via conversions/changes of use. However as at 31 March 2018, conversions and changes of use accounted for 181 permitted dwellings. To avoid double counting, these permitted dwellings are excluded from the allowance, leaving 719 windfall dwellings.

2.4 Taking into account the above, the identified supply is therefore approximately 3,380 dwellings summarised in the table below:

¹ As at 3 July 2018 these S106 agreements have been signed

Table 1

Housing Supply Summary	
Source	Number of Dwellings
Dwellings already provided	939
Dwellings with extant permission & subject to S106 legal agreements	1722
Windfall Allowance	719
Total	3380

2.5 Part 2 of the Local Plan therefore needs to allocate additional sites for housing development to achieve the housing requirement over the remainder of the plan period. This equates to 820 dwellings². However, to take account of any identified sites where development does not come forward as expected, a 10% buffer has been applied to allow for development slippage. This equates to an additional 254 dwellings.³ This helps to ensure that there is a realistic prospect of meeting the planned level of housing supply. The buffer provides additional flexibility, takes account of potential site viability issues and provides more certainty that the housing requirement will be met. It is not considered appropriate to incorporate a higher buffer because only sites that are considered deliverable or developable over the plan period are proposed for housing allocation. Any identified sites that are considered to have little likelihood of coming forward have been discounted.

2.6 Therefore taking into account the outstanding 820 dwellings and adding in the 10% buffer, Part 2 of the Local Plan needs to identify additional sites **to accommodate approximately 1,074 dwellings**.

2.7 Potential housing allocation sites are included as part of this informal consultation in order to gain initial views on their availability, suitability and achievability for housing development.

2.8 A minimum site size threshold of five units has been used for the purposes of potential site allocation, because small and medium sized sites make an important contribution to meeting the housing requirement of Blackpool. In addition, the NPPF requires authorities to identify at least 10% of land to meet their housing requirements on sites of no larger than one hectare. A Housing Supply Update and Sites Allocations Assessment (December 2018) has been produced which provides further detail on the approach taken to selecting the potential housing sites in this consultation and includes:

² Housing requirement of 4200 minus existing supply of 3380 = 820 dwellings

³ The application of a 10% buffer applies to the 1,722 dwellings with permission (including those where a legal agreement has now been signed) plus the 820 dwellings required on additional sites which equates to an additional 254 dwellings

- Background information on the provision of housing in Blackpool
- Blackpool’s Core Strategy Housing Requirement
- Housing delivery to meet the requirement over the period 2012 – 2018
- The number of dwellings required to meet the remaining requirement over the period to 2027
- Potential sources of new housing
- How sites have been identified for the purposes of this consultation, including the outcome of the Call for Sites process and an assessment of sites in the 2014 SHLAA.

Potential Housing Site Allocations

2.9 The potential housing sites set out in this consultation paper provide for around 1206 dwellings and comprise 22 sites listed in Table 2 as well as some housing development as part of mixed use proposals on 2 strategic sites in Blackpool Town Centre. A site proforma for each of the 22 sites can be found in Appendix A1.

2.10 The NPPF requires local authorities to take a proactive role in identifying and helping to bring forward land that may be suitable for meeting development needs, including sites held in public ownership. Reflecting national policy, the Council has been proactive in the selection of sites and has identified land in both public and private ownership for potential allocation.

2.11 The number of dwellings on each site is based on a standard density multiplier⁴, or site specific information (e.g. an approved layout for an expired planning permission). Further information is set out in the Housing Assessment (2018) evidence base.

Table 2

Potential Sites for Housing Allocation		
Site Reference	Site Area (ha)	Potential homes over period 2018 – 2027
H1 Former Filling Station at Norbreck Castle	0.14	15
H2 Former Mariners Public House	0.20	35
H3 Former Bispham High School & Land off Regency Gardens	9.13	274
H4 Land at Bromley Close	0.22	12
H5 Land to the rear of Warley Road	0.33	14

⁴ The density standards set out in the Blackpool Strategic Housing Land Availability Assessment Methodology 2017

Potential Sites for Housing Allocation

H6 Land at Hoo Hill Lane	0.24	12
H7 Land at Grange Park	5.5	200
H8 Former Dinmore Public House	0.22	18
H9 Land at Coleridge Road	0.29	25
H10 Land at George Street	0.14	14
H11 190 – 194 Promenade	0.12	15
H12 Former Allandale Hotel, Abingdon Street	0.04	6
H13 South King Street	0.65	52
H14 Bethesda Road Car Park	0.13	13
H15 Tram Depot Rigby Road	2.61	100
H16 Whitegate Manor, Whitegate Drive	0.31	16
H17 Land off Kipling Drive	0.27	14
H18 Ambulance Station, Parkinson Way	0.86	34
H19 Former Grand Hotel, Station Road	0.13	13
H20 Land at Rough Heys Lane	0.67	27
H21 Land at Enterprise Zone, Jepson Way	1.42	57
H22 Former NS & I Site, Preston New Road	3.9	90
Total	27.52	1,056

2.12 In addition to the above supply, **150 new apartments** are being promoted in Blackpool Town Centre. Ancillary residential development will come forward as part of major redevelopment proposals in the Central Business District (approximately 50 apartments) and at the Central Leisure Quarter strategic site (approximately 100 apartments). This aligns with NPPF which highlights that residential development often plays an important role in ensuring the vitality of town centres, encouraging residential development on appropriate sites.

2.13 Providing for around 1,206 dwellings (1,056 + 150), is a modest surplus of 132 dwellings over the amount needed including the buffer, but helps to ensure that there is a sufficient supply and mix of sites for potential allocation.

2.14 NPPF states that as much use as possible should be made of brownfield land when accommodating housing needs. Bearing this in mind, of the 22 sites proposed in Table 2, 15 are brownfield sites, 4 are greenfield and 3 are a mixture of brown and greenfield. Including the 150 apartments being promoted in the town centre, approximately 835 dwellings are identified on brownfield land (69%) and 371 on greenfield land (31%).

2.15 In addition the Government want to promote the development of small and medium sized housing sites which can make an important contribution to meeting housing

requirements and are often built out relatively quickly. With this in mind it is worth noting that 17 (77%) of the 22 potential housing allocation sites are smaller than 1 hectare.

2.16 We also propose to allocate the new build **sites with planning permission of five dwellings or more** in Part 2 of the Local Plan on the Policies Map, to ensure the principle of housing development is maintained on these sites in the case that permission may lapse. The current sites with planning permission are listed in Appendix A2.

Self-build and Custom Housebuilding

2.17 The Government is committed to increasing housing supply and wants to see greater diversity in the housing market. As part of this ambition, it wants to enable more people to commission or build their own home.

2.18 The Self-build and Custom Housebuilding Act 2015 requires local authorities to keep a register of individuals and associations of individuals who are seeking to acquire serviced plots of land in their area in order to build homes for those individuals to occupy. There is a duty on the Council to grant sufficient development permissions in respect of serviced plots of land to meet the demand evidenced by the register. This is reported on annually in the Housing Monitoring Report.

2.19 Turning to local circumstances, there is currently only a single entry on our Self and Custom Build Register, which suggests limited existing demand for plots in Blackpool. At 31 March 2018, 43% of new build permissions were for sites of 5 dwellings or less. We consider that these sites represent a good opportunity for self-build and custom housebuilding and are sufficient to meet current levels of demand for this type of housing.

Also if you have any additional sites to those proposed in Table 1 above which you wish to be considered for housing development, please let us know by filling in the Call for Sites form which can be found on the Council's website at the following link:

<https://www.blackpool.gov.uk/Residents/Planning-environment-and-community/Planning/Planning-policy/Call-for-sites.aspx>

Providing for the Needs of Gypsies, Travellers and Travelling Showpeople

2.20 Local planning authorities are required to make provision for traveller sites to meet objectively assessed needs, working collaboratively with neighbouring authorities. Policy CS16 of the Core Strategy sets out criteria to guide land allocations for traveller sites and to provide the basis for determining planning applications for pitches and plots in Blackpool.

2.21 Paragraph 6.58 of the Core Strategy states that to accommodate current and future need, the Council will identify suitable sites for pitches/plots as part of the Site Allocations and Development Management Policies document.

2.22 The Fylde Coast authorities jointly published a Gypsy and Traveller Accommodation Assessment (GTAA) in 2014, which set out pitch and plot targets for the sub-region and for the individual authorities. Since adoption of the Core Strategy the Government have changed the definition of Travellers and the GTAA was updated in 2016 to reflect this.

Gypsy and Traveller Accommodation Need

2.23 Utilising the new definition the updated GTAA indicated that there is a need for six additional pitches for travellers in Blackpool over the period 2016 to 2031. No need was identified in Wyre or Fylde and in fact Fylde was identified as having an over provision of two pitches.

2.24 In August 2018 Fylde Council also granted permission for a further two gypsy and traveller pitches. The Committee report for this application highlighted the unmet need for pitches in the sub-region and this was a factor that was taken into consideration when granting permission.

2.25 When considering the sub-regional need and taking into account the four additional pitches provided by Fylde Council, the outstanding sub-regional need for gypsies and travellers is two pitches. It is this outstanding need that will be addressed.

Travelling Showpeople Accommodation Need

2.26 The updated GTAA indicated that there is a need for 24 travelling showpeople plots across the Fylde Coast sub region, 19 in Wyre, five in Blackpool and no requirement in Fylde.

2.27 Wyre Council intends to make provision for its need on a site on the edge of Garstang. Therefore, there is an outstanding need for five additional plots for travelling showpeople in the sub-region. It is this need that will be addressed.

Sites Size

2.28 Good practice guidance suggests that the typical **gypsy/traveller pitch** should provide an amenity building, space for a mobile home or permanent caravan (normally about 15 metres long), space for a touring caravan, space for the parking of two vehicles and a small garden area, with appropriate buffers between pitches and surrounding uses.

2.29 There is no set size for gypsy/traveller pitches, but research has found that individual pitches are typically about 225 – 250 m², with an additional 125 – 225 m² per pitch for ancillary and shared uses (London Gypsy and Traveller Unit Net Density Working Paper 2009). On this basis **two pitches would require approximately 0.07 ha or more**, depending on site constraints and facilities provided.

2.30 **Travelling showpeople sites** are mixed use in nature and combine residential areas with areas for the storage and maintenance of associated vehicles and equipment. Sites are often subdivided to allow for these two distinctive uses.

2.31 On their website, the Showmen’s Guild of Great Britain states that “In simple terms an acre of land can accommodate an extended family of 10 showmen’s homes including room for associated vehicles and equipment”. An acre is approximately 0.4 ha, so this means that each plot would require about 0.04 ha of land. Therefore, on this basis **five plots would require approximately 0.2 ha of land**.

Potential Sites

2.32 The Council has considered sites with potential for traveller provision from a variety of sources and has engaged with the traveller community based at the Chapel Road site to get a better understanding of gypsy/traveller accommodation issues to help inform this work.

2.33 National planning policy as set out in Planning Policy for Traveller Sites (PPTS) requires local authorities to identify sites that are deliverable to address need in the first five years, or developable if the identified need is for the longer term. The GTAA Update indicates that the need in Blackpool for additional gypsy and traveller pitches is within the first five years (2016 – 2021) and the need for travelling showpeople plots is over the period 2016 – 2026.

2.34 To be considered deliverable, sites should be available now, offer a suitable location for development, and be achievable with a realistic prospect that development will be delivered on the site within five years.

2.35 To be considered developable, sites should be in a suitable location and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged.

2.36 Potential traveller sites have been assessed in terms of their deliverability and developability. For a site to be considered available, the landowners must be willing to release the site for traveller site development. Site suitability has been assessed against criteria in Core Strategy Policy CS16 and in PPTS. Achievability is assessed in discussion with the relevant landowner.

2.37 Consideration has been given as to whether there is potential to extend, or add capacity, to any of the existing gypsy/traveller sites or travelling showpeople yards. The existing Council owned traveller site at Chapel Road is at capacity, but enquiries have been made about the availability of the vacant land to the northwest of the site (accessed off Cornford Road) for a potential site extension. However, this land is currently allocated for employment purposes and the marketing agent has confirmed that at the present time this land is not available for alternative uses.


2.38 There are a number of sites in the southern part of the Borough, but engagement with the traveller community indicates that these are private family sites that are not available to meet general needs, so these sites are not considered to be available.

2.39 The Call for Sites process involved asking local residents, businesses, landowners and developers to identify potential sites for development for a range of uses, including sites for gypsies/travellers and travelling showpeople. A site in Marton Moss was promoted as a potential housing site, with gypsy/traveller use suggested as an alternative. However, site suggestions related to the Marton Moss area will be considered as part of the neighbourhood planning approach, rather than through this Plan. The traveller community at Chapel Road also highlighted that there could be potential land available in Marton Moss. No site suggestions for traveller sites were received elsewhere in the Borough.

2.40 The Council identified a number of under-utilised plots of land in private ownership which could have potential for gypsy/traveller or travelling showpeople use and has contacted the landowners/agents about the availability of the land. As well as the land off Cornford Road, this includes the site of the former gas cylinders off Clifton Road, but the landowners have confirmed that this site is not available for traveller use. Currently no land in private ownership has been identified that would be available for gypsy/traveller or travelling showpeople use.

2.41 The Council has also assessed land within its ownership for gypsy/traveller or travelling showpeople use because it has control over these sites and can influence their deliverability. Sites were filtered out at the outset if they were too small, still in active use (so not available) or were located in the Green Belt.

Figure 1: Proposed Traveller and Travelling Showpeople Sites

Site reference	T1	
Site address	Land to the East of Faraday Way, Blackpool	
Ward	Ingthorpe	
Site area	0.18 ha Southern Parcel 0.25 ha Northern Parcel	
Site capacity	A minimum of 2 Gypsy & Traveller Pitches & 5 Travelling Showpeople Plots	
Type	Greenfield	



Site Description:

The site lies to the east of Faraday Way. There are employment uses to the south and to the west. Open countryside lies to the east, which is designated Green Belt. Open land lies immediately to the north. The site itself includes a significant amount of trees and shrubs.

Site Delivery:

The land is owned by the local authority and is available for development. Homes England can provide funding for new Traveller sites and pitches through the Affordable Homes

Programme. The Council is investigating the potential to use this funding to assist with the provision of Gypsy and Traveller pitches and Travelling Showpeople plots in Blackpool.

Key Development Considerations:

- The site layout will need to make adequate provision for the parking, storage, turning and servicing of caravans and vehicles on site. The site is in two parcels which allows for some flexibility in terms of potential layouts and the separation of different uses.
- The site lies within Flood Zone 1 (low risk) and the site is at very low risk of surface water flooding.
- The site itself does not have any nature conservation designations, but there are trees and shrubs on site and its biodiversity value will need to be appraised and the potential ecological impacts of development considered.
- There are no heritage assets on site, or adjacent to the site.
- The southern parcel of land is designated industrial and business land in the 2006 Local Plan. The northern parcel of land is not designated.
- Mature trees should be retained wherever possible and the existing vegetation should be used to provide a buffer between the site and Faraday Way.
- The site should be accessed off Faraday Way at a single access point

2.42 The outcome of this assessment is that land in Council ownership at Faraday Way has been identified as a potential site for gypsy and traveller pitches and for travelling showpeople plots. The land comprises 2 areas either side of the access point off Faraday Way. The area of land is of sufficient size to meet the plot and pitch requirements but at this stage detailed site layouts are not proposed. Discussions have taken place in terms of site access and there is considered to be scope on this land to make separate provision for gypsies/travellers and separate provision for travelling showpeople.

If you have any alternative site suggestions that you wish to be considered for gypsies/travellers and travelling showpeople accommodation please let us know by filling in the Call for Sites form which can be found on the Council's website at the following link:

<https://www.blackpool.gov.uk/Residents/Planning-environment-and-community/Planning/Planning-policy/Call-for-sites.aspx>

New Allotment Site

2.43 The NPPF states that planning policies and decisions should aim to achieve healthy, inclusive and safe places which enable and support healthy lifestyles, especially where this would address identified local health and well-being needs, for example through the provision of safe and accessible green infrastructure, sports facilities, local shops, access to healthier food, allotments and layouts that encourage walking and cycling.

2.44 The emerging Open Space Assessment (OSA) (2018) recognises a lack of allotment provision in the north of the Borough. The Council is therefore proposing to allocate an additional allotment site. This aligns with the Council's health and well-being agenda promoting outdoor activity and healthy eating.


2.45 The proposed site (Reference A1) forms part of the Warren Drive/Deerhurst Road Natural and Semi-natural greenspace category in the emerging OSA. The quality assessment carried out as part of the OSA scores the site as poor in terms of various factors such as signage, entrances, access for all abilities, car parking, cycling provision, facilities and activities, clear sightline, shelter and lighting.

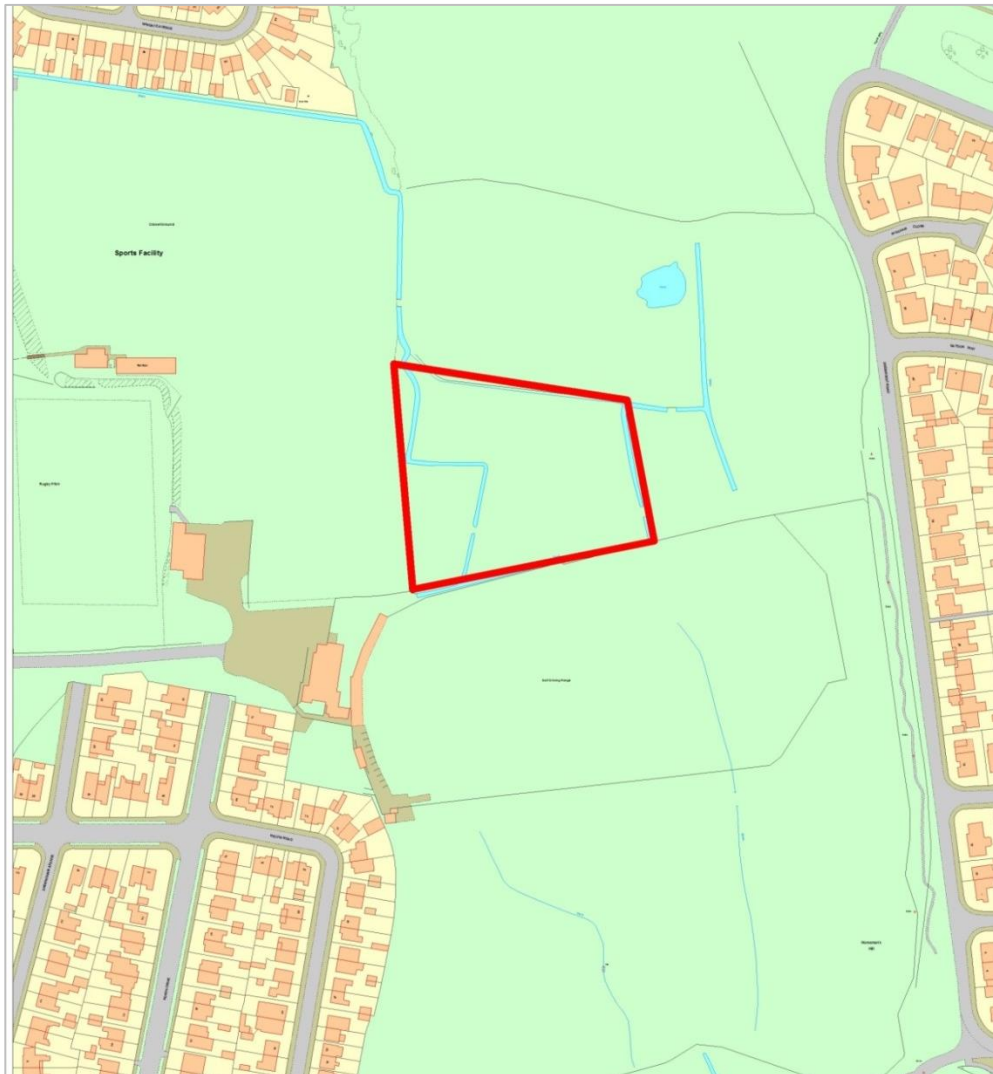
2.46 Looking further at the ward information in this assessment, Norbreck Ward has 3.33 hectares of natural and semi natural greenspace per 1000 population. When assessed against the proposed standard of 1.1 hectares per 1000 population, it indicates there is very good provision in this area.

2.47 This proposed site is currently identified as Urban Greenspace in the 2006 Local Plan. It is considered that the proposed allocation will have little effect on the open character of the area.

2.48 This new allotment will be delivered by Blackpool Council in partnership with the Allotments Federation and will provide for around 40 individual allotments (using the National Allotment Society standard of 250 square metres per allotment)

Figure 2: Proposed Allotment Site off Fleetwood Road

Site reference	A1	
Site address	Land to the north of the Golf Driving Range, accessed from Fleetwood Road	
Ward	Norbreck	
Site area	1.4 ha	
Appropriate Use	Allotments	



Proposed Designations

Green Belt – Proposed Local Boundary Amendments

2.49 The draft Local Green Belt Review Assessment (October 2018) is a local review considering the Green Belt areas located to the northern and southern most parts of the Borough within Blackpool looking specifically at the local detailed boundaries. It is not a strategic and comprehensive review of Green Belt on the Fylde Coast and will not consider changes to areas of Green Belt outside of Blackpool Borough (for example the adjoining Green Belt areas in Wyre and Fylde).

2.50 The study highlights several minor anomalies regarding the detailed local Green Belt boundaries. The proposed amendments are a very small proportion of the overall green belt across the Fylde Coast and do not amount to any strategic change to the Green Belt.

2.51 Those locations where we are proposing an alteration to the Green Belt are listed below:

- Amendment of Green Belt boundary at **Faraday Way** to follow natural field boundaries. These proposed amendments will actually result in a net gain of Green Belt in this location (Figures 3 and 4).
- Removal of Green Belt at the **southern boundary with Fylde** to support economic growth at the Government approved **Blackpool Airport Enterprise Zone (Figure 5)**.

2.52 The proposed amended boundaries as justified in the Green Belt Review Assessment do not undermine the purpose of Green Belt and comply with the requirements set out in NPPF. These amendments are shown below and will be shown on the Policies Map that accompanies the Local Plan Part 2.

Figure 3: Proposed Amendment to Green Belt at Faraday Way (North)

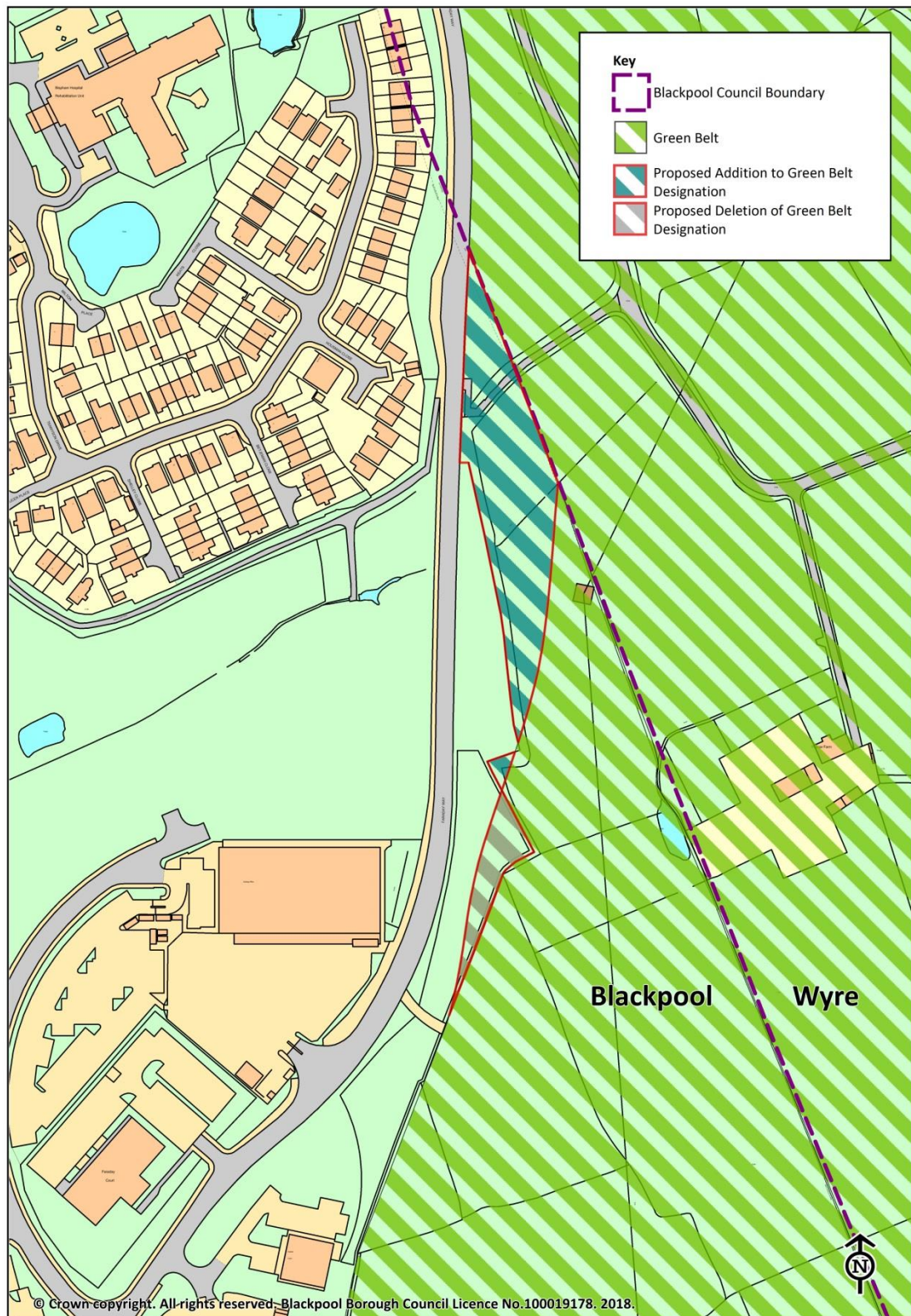
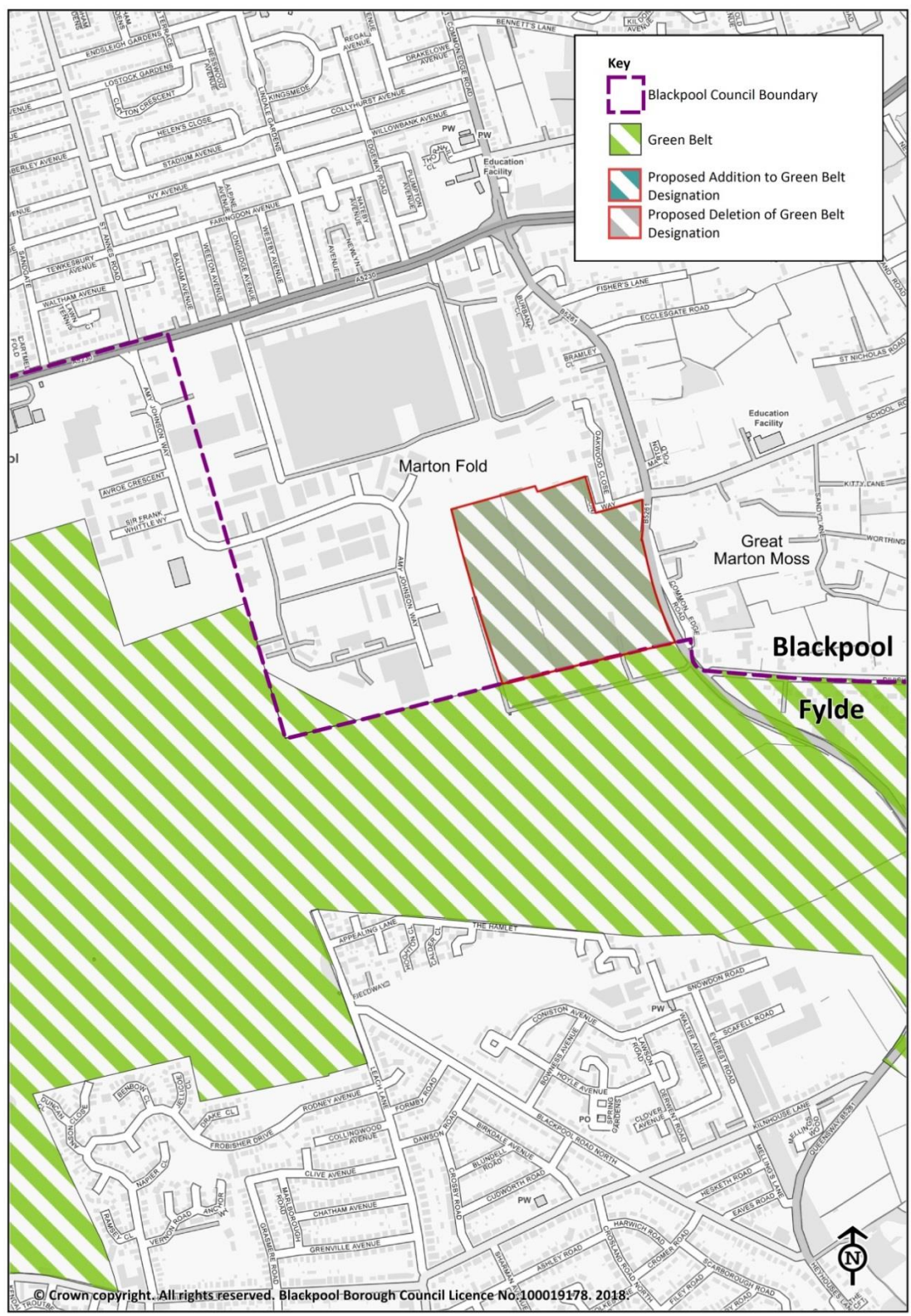


Figure 4: Proposed Amendment to Green Belt at Faraday Way (South)



Figure 5: Proposed Amendment to Green Belt at Blackpool Airport Enterprise Zone



Town Centre – Primary Shopping Area, Primary Frontages and Secondary Frontages

2.53 The White Young Green Blackpool Retail, Leisure and Hotel Study (June 2018) (WYG Study) provides key evidence informing the Town Centre’s Primary Shopping Area and the proposed Primary and Secondary Frontages in the Local Plan Part 2 and can be found at:

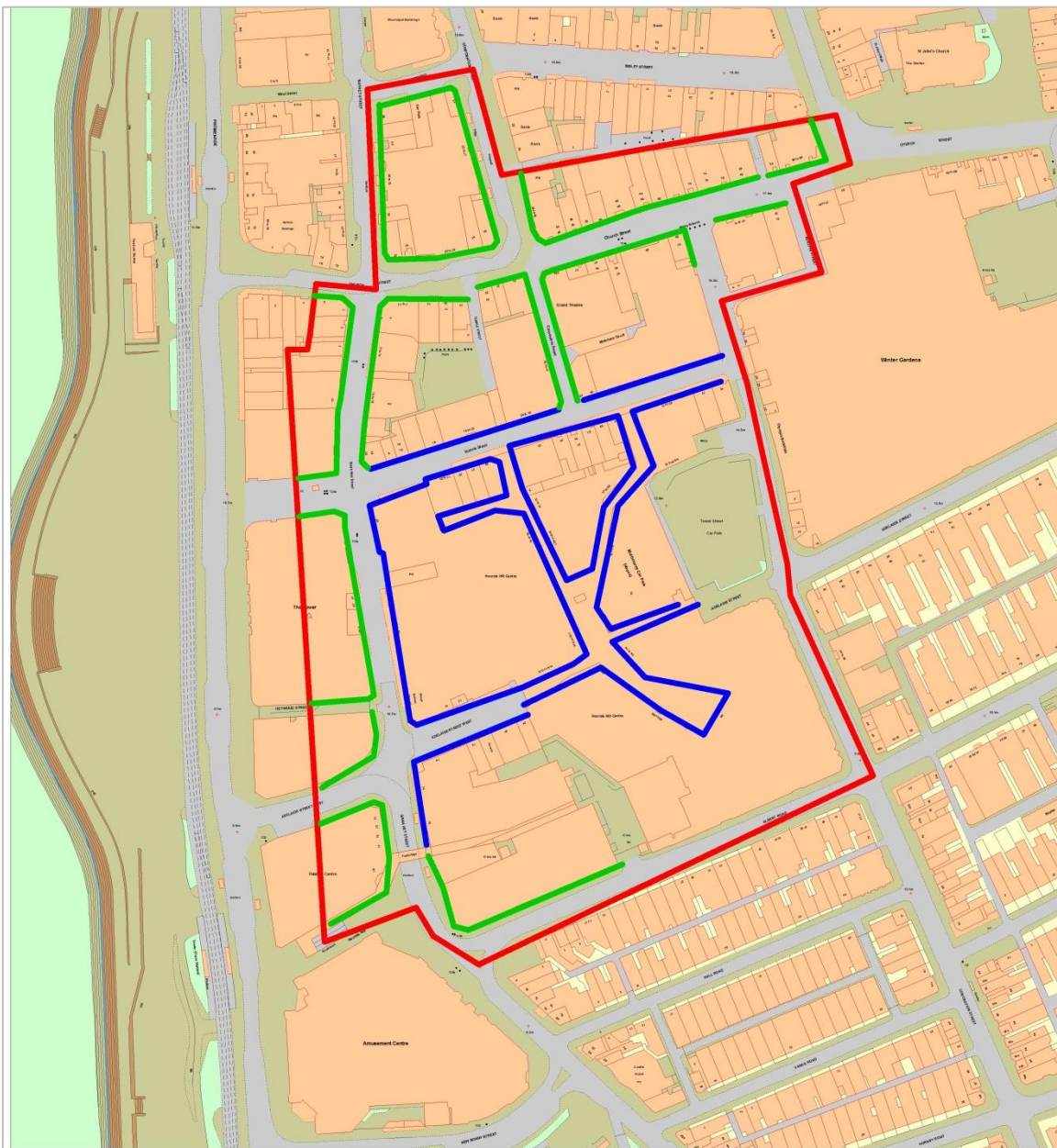
<https://www.blackpool.gov.uk/Residents/Planning-environment-and-community/Documents/Blackpool-Retail-Study-Final-Report-June-2018.pdf>

2.54 The **proposed Primary Frontages** are shown in figure 6 and will be identified on the Policies Map. They include Blackpool’s key shopping streets - **Houndshell Shopping Centre, Victoria Street and some properties on Bank Hey Street**. These streets mainly comprise retail uses interspersed with complementary cafes and restaurants.

2.55 It is proposed that Blackpool’s **Secondary Frontages** will include **parts of Church Street, Bank Hey Street, Albert Road, and Corporation Street** which accommodate a mix of uses with retail use less dominant.

2.56 The Development Management Policies relating to the Primary and Secondary frontages are found at DM11 and DM12.

Figure 6: Proposed Primary and Secondary Frontages



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Key

- Primary Shopping Area
- Primary Frontage
- Secondary Frontage

Local Centres – New Designations and Proposed Amendments

2.57 The Council has reviewed all the local centres identified in the 2006 Local Plan and carried out assessments on their vitality and viability. As a result of these assessments it is proposed to amend the boundary designations of a number of the Local Centres and in some cases remove the designation altogether. Further information and justification for these proposed amendments can be found in the Local Centre Assessment (September 2018) (www.blackpool.gov.uk/evidencebase)

2.58 The Council recognises the importance of retaining local convenience shopping which serve their immediate walk-in catchment. Proposals that would lead to the loss of convenience and other retailing from local centres would particularly disadvantage less mobile members of the population.

2.59 As set out in the 2018 Local Centres Assessment, the majority of local centres (to be identified on the Policies Map) operate successfully and maintain an important range of convenience shops and services for nearby residents. However, where there is over-supply, high vacancy rates and other clear supporting evidence that shops are no longer viable, conversion of local shops to residential and other appropriate uses will be considered. Exceptional circumstances must be demonstrated that the proposal would not undermine the remaining retail function, role and character of the centre having regard to the criteria set out in the policy.

2.60 The Local Centre Assessment (2018) assessed the vitality and viability of all the Local Centres in the Borough and made a number of recommended changes:

- A new local centre is proposed at @theGrange, Bathurst Avenue, Grange Park
- The following Local Centre designations proposed to be removed:
 - Easington Crescent
 - Cromwell Road
 - Chepstow Road
 - Dinmore Avenue
 - Egerton Road
 - Grange Road
 - St Leonards/Worcester Road
 - Newhouse Road
 - Waterloo Road (between Westfield Road and Eccleston Road)
 - Marton Drive
 - Squires Gate/Abbey Road

- Amendments are proposed to be made to the boundaries of the following Local Centres:
 - Fleetwood Road
 - Bispham Road/Low Moor Road
 - Holmfield Road
 - Dickson Road
 - Counce Street
 - Central Drive
 - Westmorland Avenue
 - Langdale Road
 - Hawes Side Lane
 - Harrowside
 - Highfield Road (either side of Acre Gate)
 - Common Edge Road
 - Squires Gate/Clifton Drive

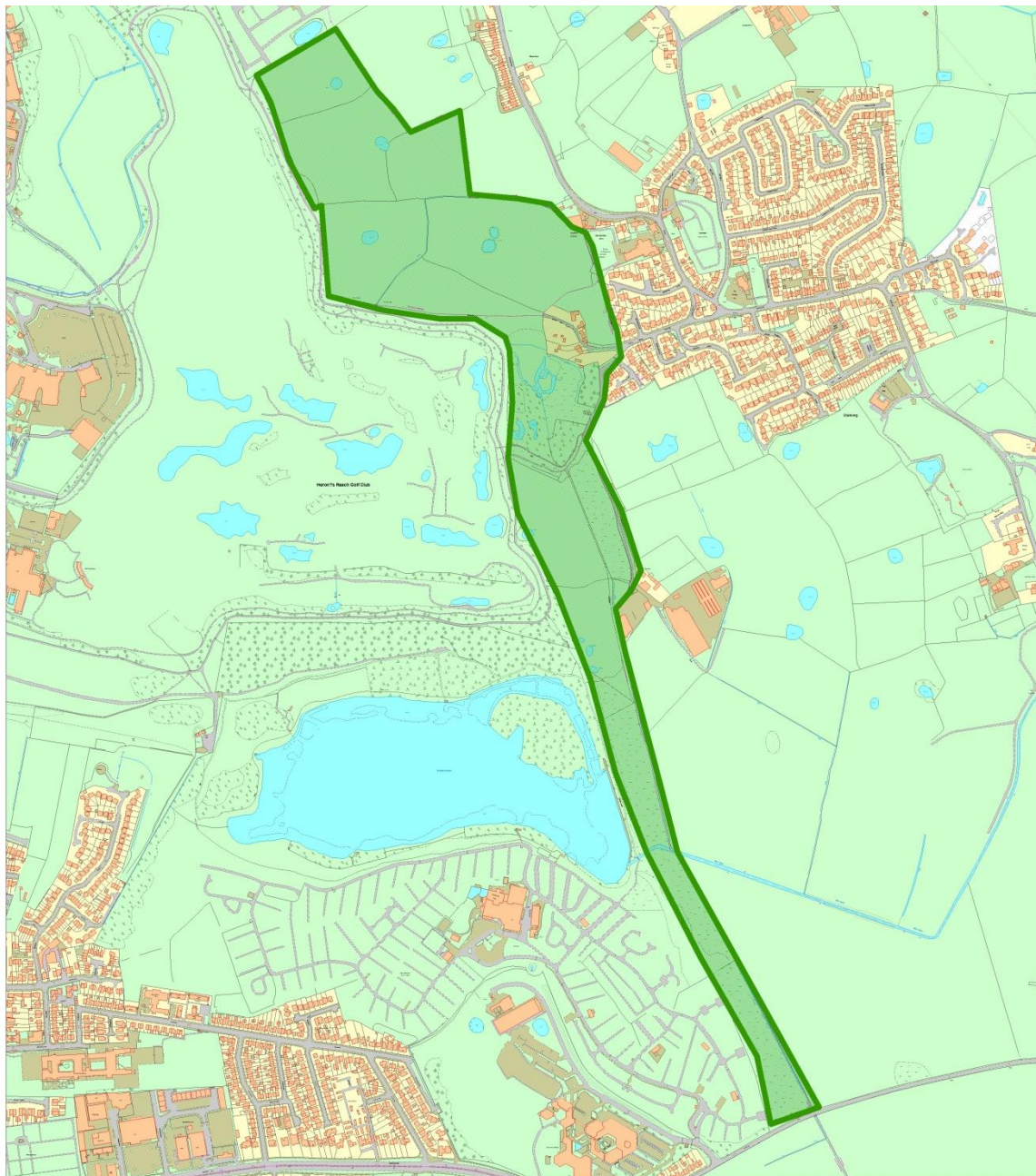
2.61 Full details with maps can be found in the Local Centres Assessment (2018) (www.blackpool.gov.uk/evidencebase)

Countryside Area

2.62 The only remaining countryside area in the Borough is at the eastern edge of the Borough (between Newton Hall and Mythop Road) as identified below and is predominantly in agricultural use adjoining extensive areas of open countryside in neighbouring Fylde Borough. The area forms a buffer between Staining and Blackpool and has an open character comprising fields and Biological Heritage Sites.

2.63 The Countryside Area at Marton Moss identified in the 2006 Local Plan will be deleted as it is now covered by Core Strategy Policy CS26: Marton Moss. The amendments to this designation are reflected in Figure 7 below.

Figure 7: Proposed Countryside Area



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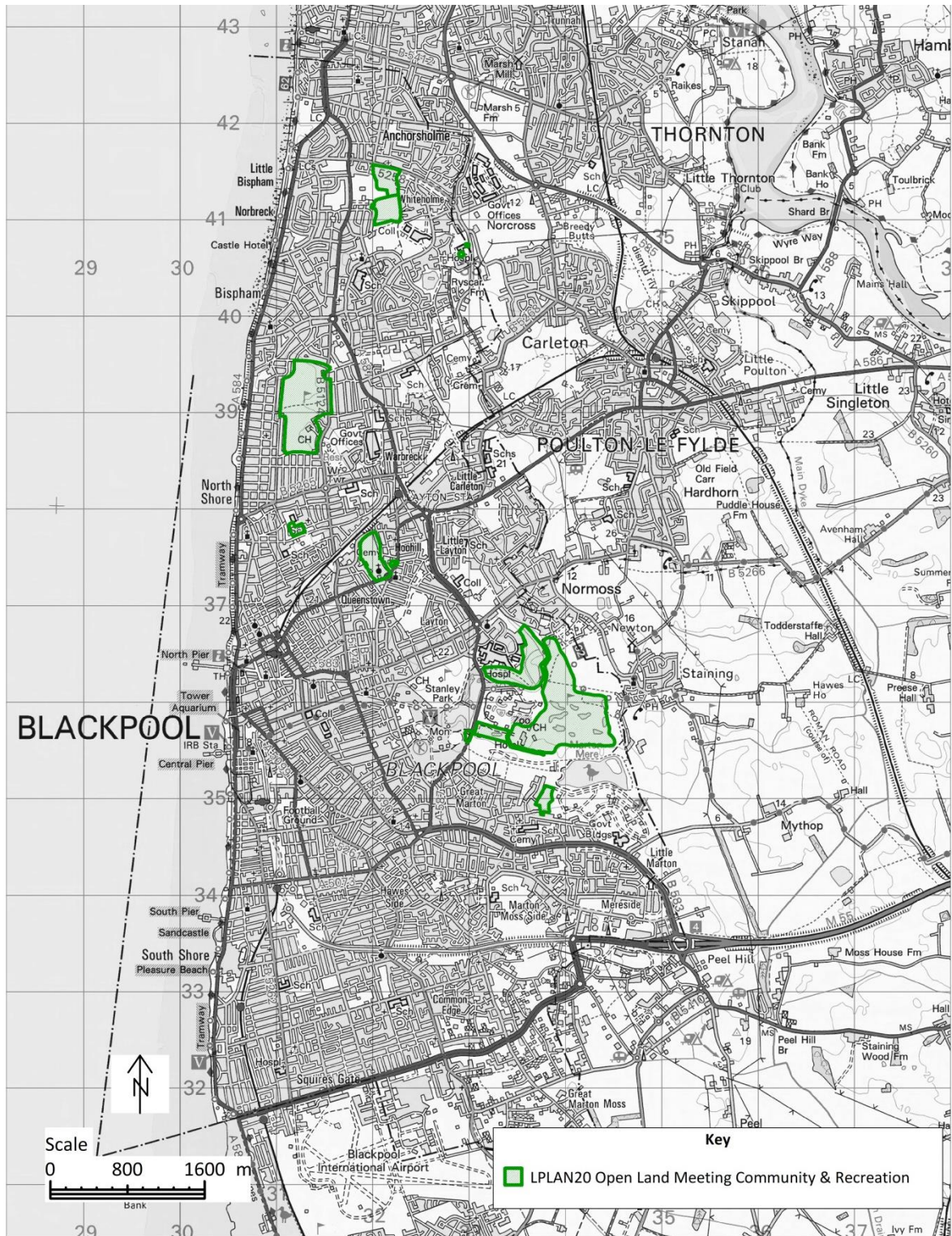
Open Land meeting community and recreational needs

2.64 The existing Urban Greenspace designation in the 2006 Local Plan will be changed to 'Open Land Meeting Community and Recreational Needs'⁵. There appeared to be some overlap and unnecessary duplication between the two policies, so the amendment has been made in the interest of clarity.

2.65 The proposed development management policy related to this designation is Policy DM35: Open Land Meeting Community and Recreational Needs.

⁵ The future designation of the Warren Drive site (currently designated as Urban Greenspace and as Land at Warren Drive with existing planning permission for offices in the 2006 Local Plan) is dependent on the outcome of the current planning appeal.

Figure 8: Open Land meeting community and recreational needs



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3 Proposed Development Management Policies

3.1 The following section sets out our initial draft Development Management policies. These proposed policies offer detailed, sometimes criteria-based policies in areas of policy where further detail is needed beyond that contained in the Local Plan Part 1: Core Strategy.

3.2 The Development Management policies do not cover all policy areas. Where principles for development are addressed by the National Planning Policy Framework or Core Strategy policies, they are not repeated.

Housing

Housing Development in Residential Gardens, Infill and Backland Sites

3.3 Blackpool is the most densely populated Borough in Lancashire and is largely built up to its boundaries with few remaining areas of open land. Private domestic gardens are the second largest contributor to Green and Blue Infrastructure (GBI) in the Borough⁶. They can perform a wide variety of GBI functions such as providing habitats for wildlife and areas for private recreation, trapping air pollutants, absorbing noise and infiltrating/intercepting water to reduce surface water flooding. Gardens can have a positive impact on health and wellbeing and often contribute positively to the character and appearance of the built environment.

3.4 The NPPF states that plans should consider the case for resisting inappropriate development of residential gardens, for example where development would cause harm to the local area. The NPPF also confirms that residential gardens are not classified as previously developed land.

3.5 There are a lot of backland sites in Blackpool which are landlocked by existing development, typically used historically for small scale industrial uses, storage and garages. Details of such sites which have either had planning permission or are considered suitable for residential development in principle are included in the Council's Brownfield Register which is available online and updated annually⁷.

Policy DM1: Housing Development in Residential Gardens, Infill and Backland Sites

1. New housing development in residential gardens or on infill and backland sites will not be permitted unless proposals:
 - a. Relate appropriately to the character and appearance of the surrounding area;
 - b. Respect the established street scene, building lines and patterns of development.
 - c. Safeguard the privacy, sunlight, daylight, outlook and amenity of the occupiers of neighbouring properties and future occupiers;
 - d. Retain and provide adequate amenity space for existing and new occupants and ensuring garden areas reflect the size of those in the surrounding area;

⁶ Blackpool Green and Blue Infrastructure Strategy Technical Report 2017

⁷ <https://www.blackpool.gov.uk/Residents/Planning-environment-and-community/Planning/Blackpool-brownfield-register.aspx>

- e. Make appropriate provision for secure waste and recycling storage at the rear of both existing and new properties. Where a refuse vehicle cannot fully access the site, excessive bin drag distances will not be supported;
 - f. Incorporate safe vehicular and pedestrian access and appropriate parking facilities. Access to a backland site which is directly adjacent to an existing dwelling is likely to be resisted in the interests of residential amenity.
2. Housing development that does not incorporate or create a street frontage will not normally be permitted.
 3. Residential annexes in domestic gardens will not be permitted where the development results in the creation of a separate dwelling, which in other policy circumstances would not be acceptable. A successful planning application for a residential annexe will require the completion of a s106 agreement, tying the occupation of the annexe to the existing dwelling.

3.6 Whilst the Core Strategy acknowledges that windfall sites form an important part of housing delivery in Blackpool, most windfall sites involve the conversion of former holiday accommodation which is managed by Core Strategy Policy CS23 and the New Homes from Old Places SPD. In the Blackpool context, housing development in residential gardens or on infill or backland sites is not normally appropriate due to the existing urban form.

3.7 Many properties in the Inner Area of Blackpool have little or no private garden areas and limited green infrastructure. The distribution of private domestic gardens is heavily focused on the suburban areas of the town and these are the areas that are most vulnerable to inappropriate garden development. Gardens with tree cover generally perform a greater number of GBI functions.

3.8 The GBI Strategy Technical Report⁸ also states that Blackpool has only 4.4% tree cover which is one of the lowest figures in the country and well below the recommended target of 15% for coastal towns. Blackpool's larger private domestic gardens are an important source of tree cover in the town.

3.9 Although the amount of private residential garden land that has been developed in Blackpool in recent years is low, given the constraints the town has regarding a lack of green infrastructure, the loss of residential gardens for housing development will continue to be resisted in most cases.

⁸ Draft document as at October 2018

3.10 Backland sites tend to be land locked and without a street presence whereas infill sites are usually between existing properties and would normally have a street frontage. Backland sites in Blackpool tend to have access issues and housing proposals quite often conflict with existing dwellings in terms of access, privacy, amenity and noise.

3.11 Developments should ensure safe vehicular and pedestrian access to the site and include adequate provision for normal servicing requirements, such as refuse collections, deliveries, etc. Where a refuse vehicle cannot fully access the site, excessive bin drag distances will not be supported⁹.

3.12 Access to backland sites should not be directly adjacent to an existing dwelling as noise from vehicular movements is likely to be detrimental to residential amenity. Whilst an access may meet the requirements of Policy DM39 in terms of flow, safety and other traffic considerations, it may be refused on grounds of adverse impact on residential amenity at a neighbouring property in terms of the proximity of the access and associated noise.

3.13 Proposed houses on backland sites should be orientated so as to not cause overlooking, loss of privacy or loss of light for both existing residents and future residents of the development.

3.14 The Council will only grant planning permission for infill developments where there is no adverse impact upon the street scene, the character of the surrounding area and the amenity for the occupiers of existing neighbouring properties.

3.15 Blackpool has an over-concentration of small, substandard dwellings and it is important that development assists in creating balanced and healthy communities rather than adding to the poor accommodation stock. A residential annex is accommodation ancillary to the main dwelling within a residential curtilage and must be used for this purpose. It is acknowledged that an extension of the house or conversion of an outbuilding may provide an opportunity to accommodate elderly or sick relatives in the curtilage of the main dwelling whilst giving them some degree of independence. However, the annex (or “granny flat”) should form part of the same planning unit and should not be used as a self-contained dwelling, separate from the original dwelling house.

3.16 The layout, design and physical relationship between the house and the proposed annex will be important considerations in determining such planning applications, as will the size and scale of the accommodation to be provided. It is unlikely that a large annex would receive permission if its size is out of proportion to its intended use and the size of the main dwelling.

⁹ 30m drag distance or as updated by a revised Manual for Streets

3.17 A residential annexe should:

- a. be subservient / subordinate to the principal dwelling;
- b. have a functional link with the principal dwelling (i.e. the occupants should be a dependant relative(s) or be employed at the principal dwelling, perhaps sharing facilities such as a kitchen);
- c. be in the same ownership as the principal dwelling;
- d. be within the curtilage of the principal dwelling and share its vehicular access;
- e. be designed in such a manner easily to enable the annex to be used at a later date as an integral part of the principal dwelling;
- f. have no boundary demarcation or sub division of garden areas between the curtilage annex and principal dwelling;
- g. Have adequate parking and amenity space and bin storage for the needs of the annex occupants and existing residents;

3.18 Should a planning application for an annex be approved, the Council may require a S106 undertaking in appropriate circumstances. A draft s106 agreement for residential annexes will be made available on the Councils website at publication stage.

Housing for Older People

3.19 In the UK, the number of people living over and above the age of 65 is increasing at a faster rate than all other age groups¹⁰. In Blackpool the over 65 population is projected to rise from 28,700 in 2017 to 33,200 in 2030 which equates to almost a quarter of Blackpool's total population¹¹. Blackpool Council's published older person's accommodation strategy – Blackpool Council's Housing Plan for the Ageing Population (2017-'20)¹², identifies a shortage of specialist housing stock (sheltered, enhanced sheltered and extra care) housing in the Borough.

Policy DM2: Housing for Older People

1. On new build sites of 10 dwellings or more, at least 20% of dwellings should be accessible and adaptable in accordance with technical standard M4(2) or suitable for wheelchair users in accordance with M4(3) of the Building Regulations (or as updated)
2. Proposals for retirement housing (falling under Use Class C3) will be permitted subject to:
 - a. the site having a good level of accessibility to public transport, shops, services and community facilities appropriate to the intended occupiers;
 - b. the site being located on level ground, to accommodate additional mobility needs;
 - c. the form, scale and design of the development accommodating the needs of older residents;
 - d. the proposal including sufficient good quality and accessible landscaped amenity areas for residents and visitors to enjoy;
 - e. the proposal contributing positively to the creation and maintenance of healthy and balanced communities;
3. Such uses will not be permitted in the holiday accommodation areas identified in the Council's Holiday Accommodation Supplementary Planning Document (or as updated).

¹⁰ The Office of National Statistics (ONS) projects an increase of 39% in people aged 65 and over living in England by 2030 (v's 2014). It is projected the number of people aged 80 and above will more than double by 2037 and the number of people aged over 90 will triple.

¹¹ <http://www.poppi.org.uk/>

¹² <https://www.blackpool.gov.uk/Your-Council/The-Council/Documents/Blackpool-Councils-Housing-Plan-for-the-Ageing-Population-Final-June-17.pdf>

3.20 The term 'older people' usually refers to those people over or approaching retirement age, including the active, newly retired, through to the very frail. Housing needs can range from accessible adaptable general needs homes to the full range of retirement and specialised housing for those with support.

3.21 Housing plays a key role in contributing to good health, wellbeing and overall quality of life for residents, particularly in later life.

3.22 Purpose built or adaptable housing for older people in the right location can enable people to live independently for longer. Housing which is designed with the needs of older people in mind offers a valuable resource by:

- Allowing older people to have the sense and feel of independent living;
- Promoting health and well-being; and
- Enabling older people to receive the support they need within their own homes

3.23 Local Planning authorities are able to set additional technical requirements exceeding the minimum standards required by Building Regulations in respect of access to dwellings. On larger sites, the Council will require developers to meet Optional Requirement M4(2) (subject to viability considerations), which relates to accessible and adaptable dwellings. This standard is met when a new dwelling makes reasonable provision to enable most people to access it and incorporate features that make it potentially suitable for a wide range of occupants, including older people, but also others with reduced mobility. This Optional Requirement will not be required in circumstances where developers meet Optional Requirement M4(3), which relates to wheelchair user dwellings.

3.24 It is unrealistic to expect all older person housing need to be addressed by new build housing development, but it is considered that Blackpool's overall housing requirement is of a sufficient scale that if a proportion of new build properties are made accessible and adaptable this will enable progress to be made in addressing this need.

3.25 Homes designed with older people in mind might typically include a secure place to park a mobility scooter, sufficient circulation space, accessible bathrooms and door widths that can accommodate a wheelchair.

3.26 Accommodation for older people should be located close to local amenities in order to enable and support residents to continue living independently. Developers are encouraged to take into account Housing our Ageing Population Panel for Innovation (HAPPI) design principles when developing accommodation for older people.

Residential Institutions

3.27 Residential institutions fall into Use Class C2, which is defined as ‘use for the provision of residential accommodation and care for people in need of care: use as a hospital or nursing home, use as a residential school, college or training centre’.

3.28 Hostels are a sui generis use which means they are a use class of their own. Hostels provide short term, shared, and often specialist accommodation with an element of care or management and are usually aimed at specific groups of people.

3.29 This policy recognises the desirability of integrating such uses within the community, but aims to ensure that Use Class C2 uses and hostels are not located where they would be inappropriate and cause undue harm to the existing character of an area or residential amenity.

3.30 Whilst this policy applies to all types of specialist accommodation and care homes addressing a range of needs, it is anticipated that most new development proposals will be for the provision of care accommodation for the elderly.

Policy DM3: Residential Institutions

1. The development of new or extensions to existing Use Class C2 care homes will be permitted in appropriate premises and locations subject to:
 - a. a demonstration of local need;
 - b. the site having a good level of accessibility to public transport, services and community facilities appropriate to the intended occupiers;
 - c. the site being located on level ground to accommodate additional mobility and access needs;
 - d. the form, scale, layout and design of the development accommodating the needs of the residents;
 - e. the proposal including sufficient good quality and accessible landscaped amenity areas for residents and visitors to enjoy;
 - f. the scale and intensity of use and its effect on the amenities of the occupiers of adjacent properties;
 - g. the submission of a management plan for the operation of the premises.
2. The development of other Use Class C2 uses and hostels will be permitted in appropriate premises and locations subject to criteria 1a-g and subject to:

- a. the type of use and its effect on the amenities of the occupants of adjacent properties;
 - b. the proposals' ability to contribute positively to the creation and maintenance of healthy and balanced communities;
3. C2 uses and hostels will not be permitted in the holiday accommodation areas identified in the Council's Holiday Accommodation Supplementary Planning Document (or as updated).
 4. Other than residential care homes for the elderly, C2 uses and hostels will not be permitted in the Inner Area.
 5. In order to protect the character and amenities of residential areas and avoid any undue concentration of C2 uses or hostels, no new C2 uses or hostels will be permitted within 400 metres of existing properties in C2 use or use as a hostel.

3.31 The Care Act 2014¹³ places a duty on all local authorities to meet the need for residential care and nursing home bed spaces within their own community and this is also the preferred approach as set out in the care home market study 2017¹⁴. The level of provision of care homes should reflect the needs of the community they serve and it is also in the interests of the amenities of those living in community care homes that they should also not be concentrated in any one location. Accordingly, this policy is designed to ensure a spread of such accommodation throughout Blackpool in locations which can best meet residents' needs in terms of the suitability of premises and access to local shops, amenities and other community facilities. This will also ensure that residents can stay in or near to their families and their community.

3.32 Typically, people in care homes are more likely to have restricted mobility so it is important that access to and around a care home is suitable for residents. It is also important for people to have access to good quality and pleasant outside green spaces, as it has been demonstrated that access to good quality green spaces are beneficial to both physical and mental wellbeing, as well as contributing to green infrastructure and good quality development.

¹³ <http://www.legislation.gov.uk/ukpga/2014/23/contents/enacted>

¹⁴ <https://www.gov.uk/government/publications/care-homes-market-study-summary-of-final-report/care-homes-market-study-summary-of-final-report>

3.33 Applications for new specialist accommodation and care homes must demonstrate that there is both a locally generated need for the accommodation to ensure that local areas do not make a disproportionate level of provision to meet needs which emanate from outside the Blackpool area.

3.34 It is the developer's responsibility to provide evidence of need and early consultation with the NHS and Public Health Blackpool (or another relevant authority) is recommended.

3.35 C2 uses and hostels are typically more intensive than standard C3 residential uses and over concentrations of C2 and sui generis uses can be detrimental in residential areas due to increased pressures on parking, increased comings and goings and increased noise and refuse. Therefore, in order to retain residential character and avoid undue concentrations of C2 uses in residential areas, no C2 use will be permitted within 400 metres of an existing C2 use. 400 metres (an average 10 minute walking distance) is the distance used in saved Policy BH24 of the Blackpool Local Plan 2001-2016 which has been successfully implemented therefore it is proposed to carry forward this distance in Policy DM3 to continue to control over concentration of such uses.

3.36 The Inner Area of Blackpool is already densely populated and experiences a high concentration of acute deprivation levels with extreme social, health and economic inequalities. The housing stock in the Inner Area is heavily skewed towards single person occupancy in the form of bedsits, HMO type accommodation, hostels and small one-bedroom flats. This has led to an extremely dense and unbalanced housing stock which attracts low income and vulnerable households, leading to high levels of crime, anti-social behaviour and unstable, fragmented and transient communities. As such, C2 uses in the Inner Area, other than those providing care for the elderly, would add to the already densely populated housing stock and will therefore be resisted. Elsewhere, C2 uses and hostels should contribute positively to the creation and maintenance of healthy and balanced communities.

3.37 In Blackpool there is a substantial number of existing community care uses distributed throughout the Borough, the vast majority being care homes for the elderly. Holiday accommodation and residential care accommodation are not generally compatible neighbours and the natural boisterousness of holidaymakers can cause annoyance to or, equally can be inhibited by the presence of elderly or poorly people in adjoining premises. It is also important that the character of areas where holiday accommodation is the main use is not eroded by incremental change from holiday use (see Core Strategy Policy CS23 and the Holiday Accommodation SPD).

3.38 In the interests of those living in residential homes and of neighbouring residents, specialist sui generis uses such as bail hostels and drug or alcohol recovery units require sensitive consideration. Such uses are more likely to require detached premises, or

alternatively the property should be laid out in a manner which would reduce the likelihood of noise and disturbance for adjoining dwellings.

3.39 A Management Plan should be submitted with an application for a residential institution to ensure that full consideration has been given to the proper management of the accommodation, in the interests of the future occupants, the residential amenity of neighbouring properties and the appearance of the streetscene. Details of what should be included in a Management Plan can be found in Appendix B.

Student Accommodation

3.40 Currently, the demand for student accommodation in Blackpool is principally generated by the Blackpool and the Fylde College's University Centre on Bennett Avenue which offers higher education arts based courses. The Bispham and Gateway Campuses offer further education courses to students who typically already live in or around Blackpool.

3.41 Existing student accommodation centred around the University Centre is typically converted holiday accommodation and house shares.

3.42 Following significant expansion in 2009, Blackpool and the Fylde College has confirmed that there are currently no further expansion plans for the University Centre. The College has also set out that there is a sufficient amount of student accommodation of appropriate quality in the Bennet Avenue area. Whilst it is our understanding that there is no current need for additional student accommodation in Blackpool, should this position change during the plan period, this policy sets out how applications for new student accommodation will be assessed.

3.43 Blackpool Victoria Hospital is a teaching hospital but the hospital provides dedicated student accommodation on site. Applications for dedicated student accommodation within or near to the hospital grounds will be assessed on their merits.

Policy DM4: Student Accommodation

1. The development of student accommodation will be permitted subject to:
 - a. a demonstration of quantitative and qualitative need;
 - b. the suitability of the premises and the proposed layout;
 - c. the location of the proposed use and the effect on the character of the local area and adjacent properties, including the impact of the intensity of the use;
 - d. the proposal meeting the floorspace standards set out in the Student Accommodation Advice Note (or as updated); and
 - e. the submission of a management plan for the operation of the premises.

2. The provision of new-build and converted student accommodation will be permitted in principle within 800 metres walking distance of the relevant learning centre. A sequential approach should be demonstrated for proposed sites beyond an 800 metres walking distance of the learning centre and those sites should be on or close to public transport routes.

3. Student accommodation will not be permitted in the holiday accommodation areas identified in the Council’s Holiday Accommodation Supplementary Planning Document (or as updated).

3.44 A key theme in the NPPF and the Core Strategy is to achieve healthy and balanced communities. Whilst ‘studentification’ isn’t a particular problem in Blackpool, surplus student accommodation is vulnerable to being used more intensively as poor quality housing for general occupation. In the Blackpool context, such accommodation is normally inhabited by people from outside of Blackpool, with chaotic lifestyles and social problems which, when clustered together, can cause problems with increased anti-social behaviour and crime, to the detriment of existing holiday accommodation, businesses and residential neighbourhoods as well as increasing demands on services that are already over-stretched.

3.45 Applications for new student accommodation must demonstrate that there is both a quantitative and qualitative need for additional accommodation. It is the developer’s responsibility to provide evidence of need and early consultation with Blackpool and Fylde College (or alternative learning centre) is recommended. To demonstrate need, the developer must provide a written statement from the learning centre, which confirms the willingness of the Accommodation Officer to add the property to the learning centres accredited register.

3.46 Students tend to spend a significant amount of time in their bedrooms studying and in addition to standard bedroom furniture, a student bedroom requires study space. As such, a standard single bedroom size outlined in the National Technical Housing Standards is not appropriate for student accommodation. The minimum floorspace standards for student accommodation are listed in the table below:

Table 3

Student bedroom/study room	12 square metres of useable floorspace
Aggregate living/dining/kitchen area for 4 students	29 square metres of useable floorspace
Aggregate living/dining/kitchen area for 5 students	32 square metres of useable floorspace
Aggregate living/dining/kitchen area for 6 students	34 square metres of useable

	floorspace
	Add 2 square metres for every additional student thereafter.

3.47 Further details are provided in the Student Accommodation Advice Note (or as updated).

3.48 A Management Plan should be submitted with an application for new student accommodation to ensure that full consideration has been given to the proper management of the accommodation, in the interests of the future student occupants, the residential amenity of neighbouring properties and the appearance of the streetscene. Details of what should be included in a Management Plan can be found in Appendix B.

3.49 The University Centre is predominantly arts based and students often have to carry heavy or bulky equipment to and from their accommodation. With that in mind, 800 metres is considered to be a reasonable walking distance for students and this is the walking distance referred to in the Student Accommodation Advice Note. Existing properties in the area around the University Centre are generally larger than the average house, given that many were purpose built holiday accommodation. It is therefore considered that these types of properties close to the University Centre are more suitable for use as student accommodation than established family homes further afield.

Design Requirements for New Build Housing Developments

3.50 Good housing design is a key aspect of sustainable development, creates better places in which to live and helps to make development more acceptable to local communities.

3.51 The key policy and guidance which will inform the design of new build housing development are Core Strategy Policy CS7 (Quality of Design) and the Designing Blackpool SPD¹⁵. Proposed Policy DM5 provides additional criteria when assessing applications for new build housing development.

Policy DM5: Design Requirements for New Build Housing Developments

1. As a minimum, all new dwellings must meet the Nationally Described Space Standard (or any future successor);
2. Housing designs and layouts must respond to Blackpool's local character and distinctiveness, in order to maintain or establish a strong sense of place. Housing designs and layouts that do not respond appropriately to their context will not be permitted. Exceptions may be made for housing proposals of high quality and innovative design, which raises the overall design quality of an area and contribute positively to the distinctiveness of a place;
3. Adequate private and useable amenity space for occupants should be provided. As a minimum, private amenity space must be the equivalent size of the footprint of the dwelling;
4. Appropriate secure provision must be made for waste and recycling storage at the rear of the individual properties. Where a refuse vehicle cannot fully access the site, excessive bin drag distances will not be supported;
5. Appropriate provision should be made for charging points for electric vehicles (EV) in accordance with DM Policy 39;
6. Garages must have minimum internal dimensions of 6 metres by 3 metres and driveways must be at least 5.5 metres long and at least 3.3 metres wide. Car parking spaces should be provided at the side of the dwelling if not integral;

¹⁵ Not yet currently published

Where this isn't possible, car parking spaces at the front of a property must be less than half the width of the front elevation;

7. The location of utilities infrastructure will not be acceptable on the front street elevation of a property;
8. The design and orientation of roofs should assist the potential siting and efficient operation of solar technology and the layout and orientation of dwellings should take account of the need to minimise energy consumption;
9. Encouragement is given to the minimisation of end-user energy requirements over and above those required by the current building regulations through energy reduction and efficiency measures on all residential schemes. Major new build residential development schemes outside of the defined inner area will be required to reduce CO2 emissions further by at least 20% via the use of renewable and/or low carbon energy generation sources providing this is practical and viable.

3.52 The NPPF states that planning policies should ensure that new developments are sympathetic to the local character and history of a place. This is often overlooked in residential developments where standard house types and layouts are often used throughout the country, with little regard to local character and distinctiveness. The NPPF also states that the planning system should support the transition to a low carbon future in a changing climate and should help to shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience.

Nationally Described Space Standard (NDSS)

3.53 It is essential that new housing developments make a positive contribution towards Blackpool's overall housing stock. Blackpool has an over-supply of sub-standard smaller dwellings and a limited choice of good quality accommodation suitable for families. One of Council's key priorities is to rebalance the housing market and lift the quality of all new accommodation that comes forward in Blackpool, with a focus on good quality family housing in neighbourhoods where people want to live.

3.54 New housing development layouts increasingly include detached houses as these generally have a higher market value than a semi-detached or terraced property. Whilst detached properties add to the overall housing mix and give greater choice in the local housing market, the more affordable detached properties are smaller than an average semi-detached or terraced house in Blackpool and therefore don't provide the high quality, affordable family housing that Blackpool needs.

3.55 The Nationally Described Space Standards (NDSS) sets out minimum gross internal floor areas and associated requirements, including for storage and takes into account commonly required furniture and the spaces needed for different activities and moving around. In some new housing developments in Blackpool, the bedroom sizes in some standard house types fail to meet the NDSS resulting in three bed homes without an adequately sized double bedroom and single bedrooms unsuitable for a full size single bed and other furniture or space to play or study. Using the minimum bedroom sizes in the NDSS, some standard house types in recent developments would provide a 3 bedroom dwelling only suitable for 2 people as only 2 of the bedrooms meets the minimum floorspace standards in the NDSS for single bedrooms.

3.56 People and their lifestyles change over time and new homes should have adequately sized rooms and efficient room layouts which are functional, fit for purpose to meet these changing needs. To ensure that new housing development of good quality and is suitable for all types of families at any stage in their lives, as a minimum, all new build dwellings are required to meet the NDSS or any future successor.

3.57 Core Strategy Policy CS13 requires that new build development, as well as conversions, meets the relevant standards in place. Blackpool has been using the NDSS for residential conversions since their introduction in 2015, alongside the New Homes from Old Places SPD which provides space standards for residential conversion of existing buildings.

3.58 The standards in the New Homes from Old Places SPD were subject to viability testing, as part of the Core Strategy preparation process. This concluded that they did not compromise development coming forward. Therefore, on this basis, the lower standards in the NDSS were also considered viable.

Local Character and Distinctiveness

3.59 The NPPF confirms that development should establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit.

3.60 New housing development must take account of the local context, character and distinctiveness such as brickwork, stonework, boundary walls, materials, building lines and patterns of development and other relevant local details such as the scale and density of existing dwellings in the area. For example, the Inner Area of Blackpool is characterised by terraced housing with stone ground floor bays, red Accrington brick or rendered elevations and slate roofs. A housing site in an area with those characteristics should reflect these design elements, pattern and scale of development and materials.

3.61 Alternatively, housing proposals which are of high quality and innovative design may be appropriate, where they would raise standards of design, enhance the immediate setting and respond sensitively to any defining characteristics of the surrounding area.

3.62 High quality housing design is essential for the successful regeneration of the resort and all new housing development will be required to make a positive contribution towards Blackpool's housing stock and improving neighbourhoods by providing quality homes where people want to live.

Waste Provision

3.63 Bin stores at the front of properties detract from the street scene and some parts of Blackpool, particularly in higher density areas have a proliferation of waste and recycling storage bins left unsecured in front garden areas.

3.64 Insufficient refuse storage leads to overflowing bins, creating opportunities for scavenging gulls, resulting in litter on the pavements and backstreets which is both unsightly and a risk to public health.

3.65 These issues can be designed out of new development if appropriate, secure provision is made to the rear of properties. Housing designs and layouts that are likely to result in bins being left at the front of properties will not be acceptable.

Amenity Space

3.66 Gardens can have a positive impact on health and wellbeing and often contribute positively to the character and appearance of the built environment, as well as making an important contribution towards Green and Blue Infrastructure. Private domestic gardens can perform a wide variety of GBI functions such as providing habitats for wildlife and areas for private recreation, trapping air pollutants, absorbing noise and infiltrating/intercepting water to reduce surface water flooding. As such, in accordance with Core Strategy Policy CS6, it is a requirement that all new build dwellings should include front and rear gardens which are practical and useable in terms of their size and shape and care should be taken to ensure the space offers good amenity which isn't overshadowed by neighbouring development. Requiring that private amenity space is provided which is the equivalent size of the footprint of the house will ensure that sufficient and meaningful amenity space is available to meet the needs of future residents. New build housing development will also be expected to provide public open space and green infrastructure such as trees and Policy DM 5 sets out the requirements, with further details provided in the Greening Blackpool SPD.

Electric Vehicle Charging Points

3.67 The NPPF states that the planning system should support the transition to a low carbon future in a changing climate.

3.68 The Government has stated that new diesel and petrol vehicles will be banned from 2040 and car manufacturers are now focusing greater attention on developing electric vehicles. Electric vehicles are becoming more widely available and grants can be obtained to assist in their purchase.

3.69 However, new housing developments do not routinely incorporate provision for charging electric vehicles which acts as a disincentive to their take-up and which undermines the future resilience of housing schemes. Providing electric vehicle charging points on new housing developments, in accordance with DM39 would help enable take-up of electric vehicles, which would help the council to achieve its environmental objectives, including improving local air quality.

Garages and Driveways

3.70 Historically, integral garages have had insufficient space to house all but the smallest of cars with space to access or egress a car and manoeuvre around it. This has resulted in garages being used for general storage or converted into additional living space, putting pressures on on-street parking and having cars parked in front of the building line, to the detriment of visual amenity and highway safety. Similarly, driveways of insufficient depth and width are either underused or result in vehicles overhanging the pavement, which is also detrimental to highway safety and visual amenity.

3.71 In order to ensure that garages and driveways are accessible, fit for purpose and can accommodate modern cars and facilitate the charging of electric vehicles, the internal dimensions of garages in new build housing development must be at least 6m x 3m and driveways must be at least 5.5m in length and 3.3m in width. The minimum dimensions for garages has been required and implemented successfully in the Extending Your Home SPD for garage side extensions, across all three of the Fylde Coast authorities since 2007 and the same standards should be applied for new build housing.

3.72 It is important that car parking spaces in front of a dwelling do not dominate the front elevation in the interests of good design, residential amenity and to allow space for a front garden area. Front gardens not only improve the appearance of an area, they also function as green infrastructure, reducing surface water run-off and provide habitats for wildlife. Car parking spaces must be less than half the width of the front elevation.

Utilities Infrastructure

3.73 Wall-mounted meter boxes in prominent positions are not acceptable. Their obtrusive appearance is often made worse by associated pipes and cables and the inevitable loss, over time of the meter box doors. Gas meter boxes should be sunk into the ground - taking them out of sight and electricity meter boxes placed in visually secluded places. In larger schemes consideration should be given to placing all meters in a dedicated meter room.

3.74 Similarly, soil pipes and rainwater goods and other plant should be sensitively integrated into the development at the initial design stage rather than being an afterthought. Details of the siting of meter boxes, soil pipes and rainwater goods and plant should be submitted with a planning application. In the absence of these details, conditions may be imposed and a planning permission requiring that these details are provided prior to the commencement of development.

Sustainable Design and Renewable and Low Carbon Energy Generation

3.75 Energy Performance requirements for new dwellings are now covered by Building Regulations and the Code for Sustainable Homes has been withdrawn. The Government is in favour of a simpler streamlined system for standards to reduce burdens for house builders and to help bring forward new homes.

3.76 However, the NPPF states that to help increase the use and supply of renewable and low carbon energy, plans should provide a positive strategy for energy from these sources that maximises the potential for suitable development. Core Strategy Policy CS10 is supportive of renewable and low carbon energy provision in new development.

3.77 The Planning and Energy Act 2008, as amended by the Deregulation Act 2015, allows local planning authorities to include policies in their plans that impose reasonable requirements for a proportion of energy used in development in their area to be energy from renewable sources in the locality of the development, or low carbon energy from sources in the locality of the development.

3.78 Reflecting the provisions in the Act, Policy DM5 requires new build development for 10 dwellings or more outside of the defined inner area to utilise renewable and/or low carbon energy generation sources, on or near the site, to reduce CO₂ emissions by at least 20%.

3.79 The baseline from which CO₂ emissions should be reduced is the total residual energy consumption from the proposed development. Developers will be required to calculate this by:

- Setting out the projected annual energy demands for heat and power from the proposed development in accordance with Part L of the Building Regulations, or any successor. This is calculated using the Building Regulations Standard Assessment Procedure (SAP) methodology.
- Subtracting the additional impact of any further energy efficiency measures incorporated into the design over and above that required by Building Regulations to get a figure for total residual energy consumption.

3.80 Then developers will need to demonstrate how the renewable and/or low carbon energy generation sources they propose as part of the development will generate sufficient carbon savings to offset 20% of the total residual energy consumption.

3.81 Energy consumption can be reduced by considering the design and layout of a housing site and the orientation of the dwellings along with taking account of landform and landscaping. For example, green roofs and walls can dramatically improve the thermal performance of a building as well as being visually pleasing and having benefits to biodiversity and surface water run off rates.

Residential Conversions and Sub-divisions

3.82 Blackpool has a significant number of older properties where there is potential for conversion to residential use, particularly the existing large stock of holiday accommodation.

3.83 The Council recognises that conversions to residential use provide an important source of additional housing and the Core Strategy housing requirement figure (Policy CS2) includes an allowance for 100 dwellings per annum for residential conversions

3.84 It is important that any new conversion that comes forward is of a high quality and provides a good standard of residential accommodation.

Policy DM6: Conversions and Sub-divisions

1. Proposals for the sub-division and/or change of use of existing buildings for residential use will only be permitted where:
 - a. the building is not safeguarded for an alternative use under another policy in the Local Plan;
 - b. the proposed units are all fully self-contained and satisfy the Nationally Described Space Standards (or any future successor) and the Council's adopted floorspace and amenity standards;
 - c. the size and layout of properties proposed for single family use is consistent with such occupation;
 - d. applications for the conversion of properties from non-residential uses to residential use include appropriate proposals to establish residential character and maximise residential amenity;
 - e. utilities infrastructure is sensitively positioned.

Inner Area:

2. Within the Inner Area as defined on the Policies Map, proposals for conversion or subdivision for residential use involving extensions to the property or into the roof space or basement will not be permitted.
3. Proposals for conversion or subdivision for residential use within the Inner Area will not be permitted which would further intensify existing over-concentrations of flat accommodation.

HMOs:

4. Proposals for the conversion of existing dwellings or other buildings into houses in multiple occupation (HMOs) will not be permitted in any part of the Borough.

3.85 All planning applications for conversion to residential use must accord with Policy CS13 of the Core Strategy which sets out the requirements for new housing including conversions in terms of housing mix, density and floorspace standards.

3.86 The New Homes from Old Places (Residential Conversions) SPD and the Nationally Described Housing Standards define the Council's standards for accommodation including floorspace, layout, amenity space and parking standards and ensure any changes to residential use result in good quality self-contained living accommodation. The outcomes of this SPD will be monitored and reviewed as appropriate to ensure it is delivering goals, objectives and vision for the town.

3.87 Applications for the conversion of properties from non-residential uses will need to include appropriate proposals to establish residential character and maximise residential amenity. This includes the removal of inappropriate additions, reinstatement of bay windows, erection of boundary walls, and creation of front and rear garden space. Utilities infrastructure such as meter boxes, soil pipes and rainwater goods must be sensitively positioned as to not detract from the appearance of the building. Details should be submitted with a planning application or conditions may be imposed requiring that these details are provided prior to the commencement of development.

Inner Area

3.88 Blackpool's Inner Area is characterised by a significant oversupply of poor quality one-person accommodation in the form of HMOs, bedsits and small flats. This concentration of small, poor quality housing in the Inner Area has resulted in an extremely dysfunctional and unbalanced housing supply and led to a wide variety of social problems including high levels of crime, anti-social behaviour and unstable, fragmented communities with high levels of transience. The Inner Area of Blackpool presents one of the most testing social and economic challenges in the country.

3.89 Detailed assessments will be made of the existing mix of properties in the area surrounding a proposed conversion and a review undertaken of the most up to date census information to understand the current situation in the surrounding area.

3.90 The past conversion of holiday properties into large numbers of one bedroom flatted accommodation has undermined the character of holiday accommodation areas, providing

housing in poor condition and an unsatisfactory residential environment. It is vital that there is careful control over the amount and type of flat accommodation created in the Inner Area. Given the intensively developed nature of the Inner Area and the considerable dwelling potential from conversion of the existing building stock, property extension including roof-lifts and dormers for the purposes of conversion is considered unacceptable.

Houses in Multiple Occupation - HMOs

3.91 HMOs represent a poor standard of residential accommodation which greatly contributes to the issues identified in paragraph 3.90. The majority of this building stock is poor quality and in need of investment and renewal. This type of accommodation is unsuitable for families and undesirable to anyone who can afford to choose better. One of the Council's key priorities is to rebalance the housing market and lift the quality of all new accommodation that comes forward in Blackpool, with a focus on family housing. Due to the existing predominance of HMOs and the key objectives of the overall housing strategy to rebalance the housing market in Blackpool, any new proposals for HMOs across the Borough will be refused.

Economy

Provision of Employment Land and Existing Employment Sites

3.92 Policy CS3 of the Core Strategy identifies the requirement to safeguard around 180 hectares of existing business/industrial land for employment use and enhance these sites with new employment development on remaining available land and through opportunities for redevelopment. These areas will be identified on the Policies Map.

3.93 This policy provides detail on the appropriate uses within these identified business/industrial areas.

Policy DM7: Provision of Employment Land and Existing Employment Sites

- Proposals for new development or redevelopment of existing premises will be permitted in accordance with the specified uses for each employment area (also identified on the Policies Map):

Employment Area	Available Land (Ha)	Appropriate Use Classes
Blackpool Airport Enterprise Zone		
- Blackpool Business Park	6.1	
- Squires Gate Industrial Estate	1.7	B1(a), B1(b), B1(c), B2, B8
- Sycamore Estate	0	
- New Allocation	7	
Vicarage Lane	0.9	B1(a), B1(b), B1(c), B2, B8
Clifton Road	2.1	B1(a), B1(b), B1(c), B2, B8
Preston New Road (NS&I)	3.8	B1(a), B1(b), B1(c)
Chiswick Grove	0	B1(a), B1(b), B1(c), B2, B8
Mowbray Drive	0.3	B1(a), B1(b), B1(c), B2, B8
Devonshire Rd / Mansfield Rd	0	B1(a), B1(b), B1(c), B2
Moor Park	0	B1(a), B1(b), B1(c), B2, B8
North Blackpool Technology Park	2	B1(a), B1(b), B1(c), B2, B8
Warbreck Hill	8.3	B1(a)

- Proposals for non-B uses will not be permitted except in specified locations in other policies.

3.94 The main industrial/business areas identified in the policy above amount to around 182 hectares of employment land. These are currently defined on the 2006 Local Plan Proposals Map and will continue to be defined on the Policies Map that will accompany the Local Plan Part 2. These areas provide a range of employment related uses that make an important contribution to Blackpool's employment offer and the local economy and will be retained as safeguarded employment land. Proposals for non-B uses will not be permitted.

3.95 The Core Strategy sets out the requirement for 31.5 hectares employment land over the plan period to 2027. The sites to meet this need are included in the policy above along with around 14 hectares of employment land in Fylde provided through the Duty to Co-operate.

3.96 Seven hectares of additional employment land is to come forward at the Enterprise Zone. This is set out in further detail at Policy DM8

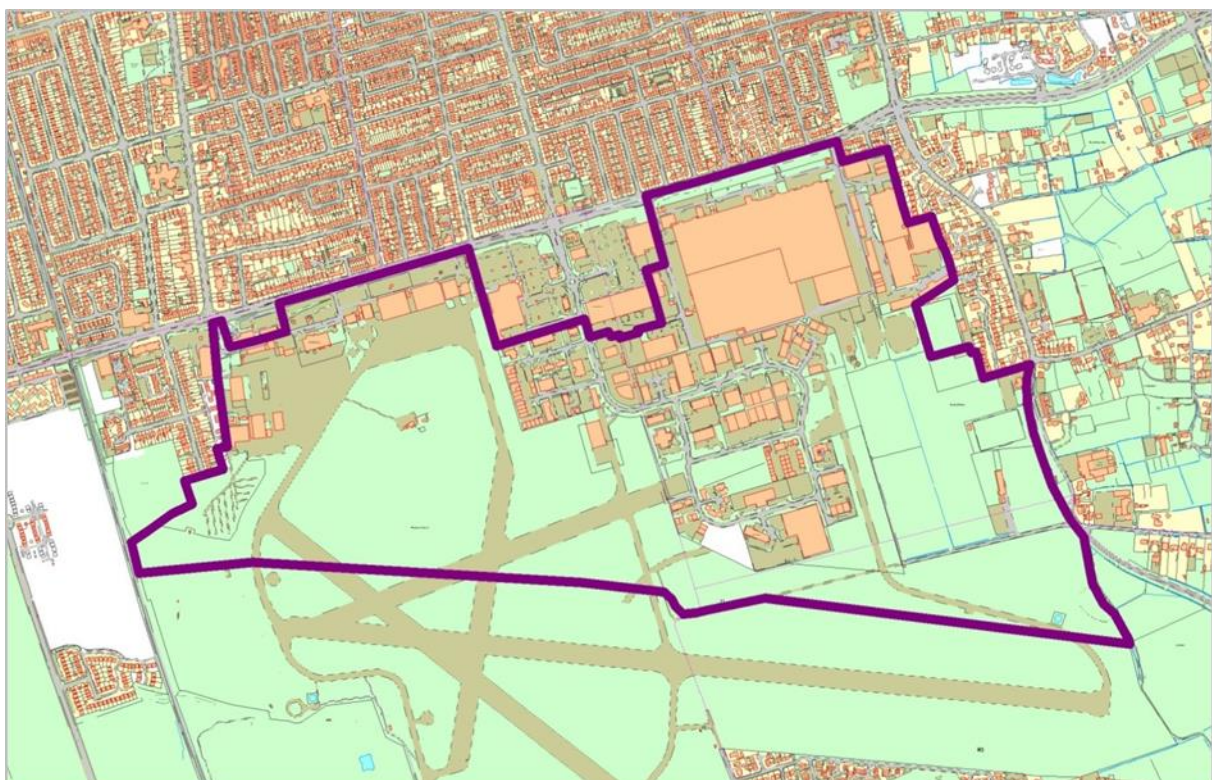
3.97 Take up of employment land will be closely monitored to ensure Blackpool has a good supply.

Blackpool Airport Enterprise Zone

3.98 Blackpool Airport Enterprise Zone (EZ) status was approved in November 2015 and the site became operational in April 2016. The status of the EZ is valid for 25 years and provides business incentives of rate relief up to £275,000 over a period of five years and Enhanced Capital Allowance.¹⁶

3.99 The site covers 144 hectares of which around 62 hectares lie within Blackpool Borough and 82 hectares in Fylde (Refer Figure 9). The site incorporates the existing Category III airport buildings and surrounding business and employment lands; areas of open space and sports playing fields.

Figure 9: Blackpool Airport Enterprise Zone



3.100 The area is already well-established as a hub for business and commercial activity and has a history in aviation engineering, having previously been the manufacturing site for Vickers Wellington and Hawker Hunter military aircraft. Today, one of the airfield's key uses

¹⁶ ECA allows businesses to recuperate their investment in fixed plant and machinery by reductions in Corporation Tax of Euro 125 million currently available to November 2023.

is in helicopter transportation to key energy generation sites in the Irish Sea as well as being home for some 260 existing businesses including the Lancashire Energy HQ - a training base for the energy sector.

3.101 The following policy protects the designation of the site and supports the delivery of the EZ.

Policy DM8: Blackpool Airport Enterprise Zone

1. The boundary of Blackpool Airport Enterprise Zone (EZ) is identified on the Policies Map¹⁷.
2. The Council supports the sustainable development of the EZ to create more businesses and jobs and attract international investment with positive benefits for the sub-regional economy and increasing the contribution to national growth. In supporting development at the EZ, the viable long term operation of Blackpool Airport must be maintained.
3. The following uses at the EZ will be supported:
 - a. Target sectors comprising energy industry, advanced manufacturing and engineering, food and drink manufacture and the digital and creative sector;
 - b. Outside the target sectors other B1, B2 and B8 uses will be considered where this promotes job creation and industry diversification provided it does not compromise the development of the target sectors;
 - c. A new purpose built complex to include sports facilities and gymnasium and the relocation of the existing playing pitches, to promote the health and well-being of the business and wider Blackpool communities.
 - d. In association with the purpose built complex, facilities and services, excluding A5 uses, of an appropriate local scale, to serve the EZ business community;
 - e. Enabling housing development at site allocation H21 identified on the Policies Map¹⁸.
4. The overall delivery of the EZ will be guided by an agreed Blackpool Airport Enterprise Zone Masterplan. In line with local plan policy, the Masterplan will establish the development and design framework for the site and determine the appropriate mix, quantum and location of development to deliver the objectives

¹⁷ The Policies Map will be available at Publication stage

¹⁸ Please refer to Appendix A1 for Site Allocation H21

of the Enterprise Zone;

5. A Design Framework, including building, landscape and green infrastructure, will be required setting out the design principles for the site and taking into account the objectives of the Blackpool Green and Blue Infrastructure Strategy and Action Plan incorporating pedestrian and cycle connectivity, and sustainable urban drainage;
6. To aid the delivery process, if requested, Blackpool Council will work with Fylde Borough Council, Lancashire County Council and other stakeholders to produce a Local Development Order.

3.102 Blackpool Airport EZ is located in the south of the Borough off Squires Gate Lane. That part of the EZ which lies within Blackpool includes Sycamore Industrial Estate, Squires Gate Industrial Estate and Blackpool Business Park, as well as land used for sport playing fields in the south east corner of the site. Blackpool Retail Park which fronts onto Squires Gate Lane is not included in the EZ designation, nor is the airport runway, the latter to not preclude future development with larger commercial aircraft.

3.103 The site has been a major business and industrial area for many years and has provided important employment opportunities with 1,800 employees already based on the site. It is envisaged that EZ status will attract an additional 180 businesses and create 3,000 new jobs over its 25 year lifespan supporting the local and sub-regional economy; and providing sustainable economic growth and prosperity within Lancashire which is fundamental to the Lancashire Enterprise Partnership's ambitions.

3.104 The site benefits from excellent access to the M55 via Progress Way. Whilst the site is well located its accessibility and connectivity to the local road network will be improved, with additional highway junctions on Squires Gate Lane and Common Edge Road, to further access the site and support its delivery. In addition access by sustainable modes of transport is a key requirement of **Core Strategy Policy CS27 South Blackpool Transport and Connectivity** and this policy will need to be addressed in developing the masterplan for the site.

3.105 In addition, the green belt has been amended on the south east boundary of the site to support the delivery of the EZ. Justification for this amendment is set out in the Local Green Belt Review Document (October 2018) and is highlighted in Figure 5 of this consultation paper.

3.106 The provision of sporting facilities in the SE quadrant of the EZ, is to create a hub for activity, engagement and networking for businesses and employees. This new build complex will also provide wider benefits for the local community with enhanced accessibility via a new road off Common Edge Road to improved sporting and recreational provision. The enhanced sporting facilities align with the health and wellbeing priorities of the Public Health Authority and key objectives in the Core Strategy.

3.107 The policy also allows for the provision of local scale shops and services to primarily serve the EZ business community. Acceptable uses are a small convenience store and a café, each unit no greater than 275 sq.m gross; and crèche facilities. Hot food take-aways (A5 uses) will not be permitted. Reducing health inequalities in Blackpool, including reducing obesity is a key Council objective and restricting the number of new hot food takeaways is part of the overall policy approach by the Council to tackling this matter and is underpinned by the evidence base.¹⁹

3.108 Residential development is located very close to the boundaries of the EZ to the east, north and west and has co-existed alongside the existing employment area, in particular in the north and east, for many years. Included in the business case for the site and the subsequent masterplan assisting in the delivery of the EZ, Site Allocation H21 (up to 57 dwellings) has been identified on the eastern boundary alongside existing residential development providing the most suitable land use at this location and continuity of residential frontage to Common Edge Road. Any additional residential development over and above this specified allocation within the EZ will also have to clearly demonstrate that it is needed to deliver the EZ priorities and objectives.

3.109 A design framework incorporating landscaping and green infrastructure is required to ensure a key objective of the EZ Masterplan is realised in delivering **‘a high quality and sustainable urban environment where cutting-edge architecture is complemented with healthy, safe and connected spaces to create an interesting, active and engaged place to work and do business’**

3.110 In developing the framework policies DM20 Landscaping, DM25 Public Art and the Designing Blackpool SPD along with Core Strategy policies CS6 Green Infrastructure and CS7 Quality of Design in particular will need to inform the framework. These policies clearly set out the advantages to the economy of in providing quality design, green infrastructure and public realm, impacting positively on GVA through enhanced built and natural environment, whilst at the same time supporting the local health and cultural wellbeing. In developing the framework sustainable urban drainage should be integral to the proposals.

¹⁹ The use of the planning system to control hot food takeaways (November 2018) – Blackpool Council

Blackpool Zoo

3.111 Blackpool Zoo is one of Blackpool's key visitor attractions and comprises 13 hectares, providing a home to over 1,350 animals from all over the world. It has the only gorillas in the north-west and one of the best sea lion displays in the UK. The Zoo has undergone high levels of investment in recent years including improved animal enclosures and entrance facilities which have significantly improved the visitor experience.

Policy DM9: Blackpool Zoo

1. Development proposals for lands within Blackpool Zoo as identified on the Policies Map will only be permitted if they maintain or enhance the visual appeal, character and amenity of the parkland setting of the Zoo grounds and of the adjoining Stanley Park Conservation area.
2. The Council will promote and encourage proposals for the Zoo which provide:
 - a. an improved setting and facilities for the viewing of zoo animals
 - b. the proper care and welfare of zoo animals
 - c. visitor car parking and ancillary visitor facilities including refreshment and small-scale retail outlets selling zoo related merchandise.
3. Development for purposes not directly related to the main use of the site as a zoo will only be permitted in exceptional circumstances if it can be demonstrated that the proposed development is an appropriate adjunct to the zoo use, would enhance its appeal as a visitor attraction, and would not occupy land that might reasonably be required for essential zoo development and visitor facilities

3.112 Core Strategy policy CS7 'Leisure and Business Tourism' recognises the contribution the Zoo makes to the overall resort offer, complementing those leisure facilities that are in the Resort Core and Town Centre.

3.113 Any new development at the Zoo must be integral and appropriate to the main zoo use and not detract from the parkland setting of the zoo, the character of the wider Stanley Park Conservation Area and surrounding large areas of open space.

Promenade and Seafront

3.114 The Promenade can be viewed as the largest outdoor recreation space in the town and very much the public face of Blackpool and is one of the town's key assets. The Promenade and Resort Core is also at the heart of the visitor economy in Blackpool and along with the Town Centre contains the majority of resort attractions and facilities, holiday accommodation and major points of arrival. It is the focus for visitors, both day-trippers and guests staying in the resort and is a highly sustainable location for tourism investment.

3.115 Over the last decade there has been significant public sector investment on the Promenade and Resort Core, including attractive new sea defences, public art and landscaping, upgraded tramway and five new headlands which have created space for activities and events. The Promenade is a focal point for popular events such as the annual air show, world fireworks championships, various concerts, festivals, events and rallies and of course, the Promenade is home to Blackpool's world famous illuminations displays and Lightpool Festival.

3.116 The Promenade between North and South Pier (The Golden Mile) has an eclectic nature of ice cream parlours, souvenir shops and stalls selling burgers, donuts and candy floss and this is all part of the seaside offer. Despite the recent public sector interventions, three decades of decline in visitor numbers has meant that parts of the Promenade have become associated with a poor quality low-value seasonal offer which does not appeal to the 21st Century tourist market. Therefore it is still important for the Council to continue to focus on environmental improvements, avoiding undue clutter of advertisements and raising the quality of the built environment to improve all aspects of the visitor offer and people's experience on the Promenade.

Policy DM10: Promenade and Seafront

1. Development proposals which further improve the appearance and economic function of the Promenade and Seafront east of the tram tracks, between the Pleasure Beach and North Pier will be supported which involve:
 - a. re-development of existing poor quality, seasonal and transient uses with more viable and better quality cultural and leisure facilities and holiday accommodation;
 - b. improvements and enhancements to buildings and frontages;
 - c. new high quality landmark buildings;
 - d. high quality public realm, landscaping and green infrastructure, lighting and security.

2. Development on the forecourts of buildings on the Promenade will not be permitted.
3. New development on land to the west of the tram track will not be permitted other than essential infrastructure and ancillary shelters and seating for people using the Promenade and the beach.
4. Appropriate improvements and development which underpin sustainable futures for the three piers and which preserve their character will be supported. Development on the pier heads will not normally be supported.

3.117 The character of the Promenade within the Resort Core, between the Pleasure Beach and Springfield Road (refer Figure 10) changes in terms of land uses, density and scale of development and design quality.

3.118 Between the Pleasure Beach and South Pier, the character is very much focused on tourism and leisure with the Pleasure Beach, Sandcastle Water Park, South Pier and the Promenade.

3.119 The Promenade between Dean Street and Wellington Road is characterised by a mix of three and four storey hotels with deep forecourts, many of which have been hard surfaced to provide car parking. Between Withnell Road and Alexandra Road there are examples of inappropriate development on hotel forecourts including burger bars, rock stalls, palm reader kiosks and fancy good stalls. This is poor quality development which lowers the quality of the area and clutters frontages. The Council will support the reinstatement of front boundary walls, the removal of poor quality kiosks and the re-introduction of soft landscaping to improve the visual quality of the Promenade as well as contributing to a greener Blackpool.

3.120 To the north of Wellington Road, as far as Foxhall Square, the area is characterised by a mix of three and four storey hotels with smaller forecourts, most of which are enclosed by dwarf walls along the footpath.

3.121 Many of the hotels between the Pleasure Beach and Foxhall Square have poor quality rooflifts and front sun lounge extensions or other inappropriate additions or changes to architectural features, (although upper floor bay windows are mostly intact). The Council will support development that involves the removal of the inappropriate features and the development of high quality extensions where appropriate.

3.122 North of Foxhall Square there is a mix of single, two and three storey buildings catering for the tourism market, including café's, amusement centres, bingo halls and fancy good stalls. Development which improves the quality of the built form and tourism offer will be supported in principle in this area. On approach to the Town Centre, the scale of development increases and includes larger leisure and tourism facilities such as Madame Tussauds, the Sealife Centre, Coral Island, Sands Venue, North Pier and Blackpool Tower.

3.123 North of Blackpool Tower to Queen Square the character of the Promenade changes again and is aimed more towards the evening/night time economy including bars, clubs and restaurants.

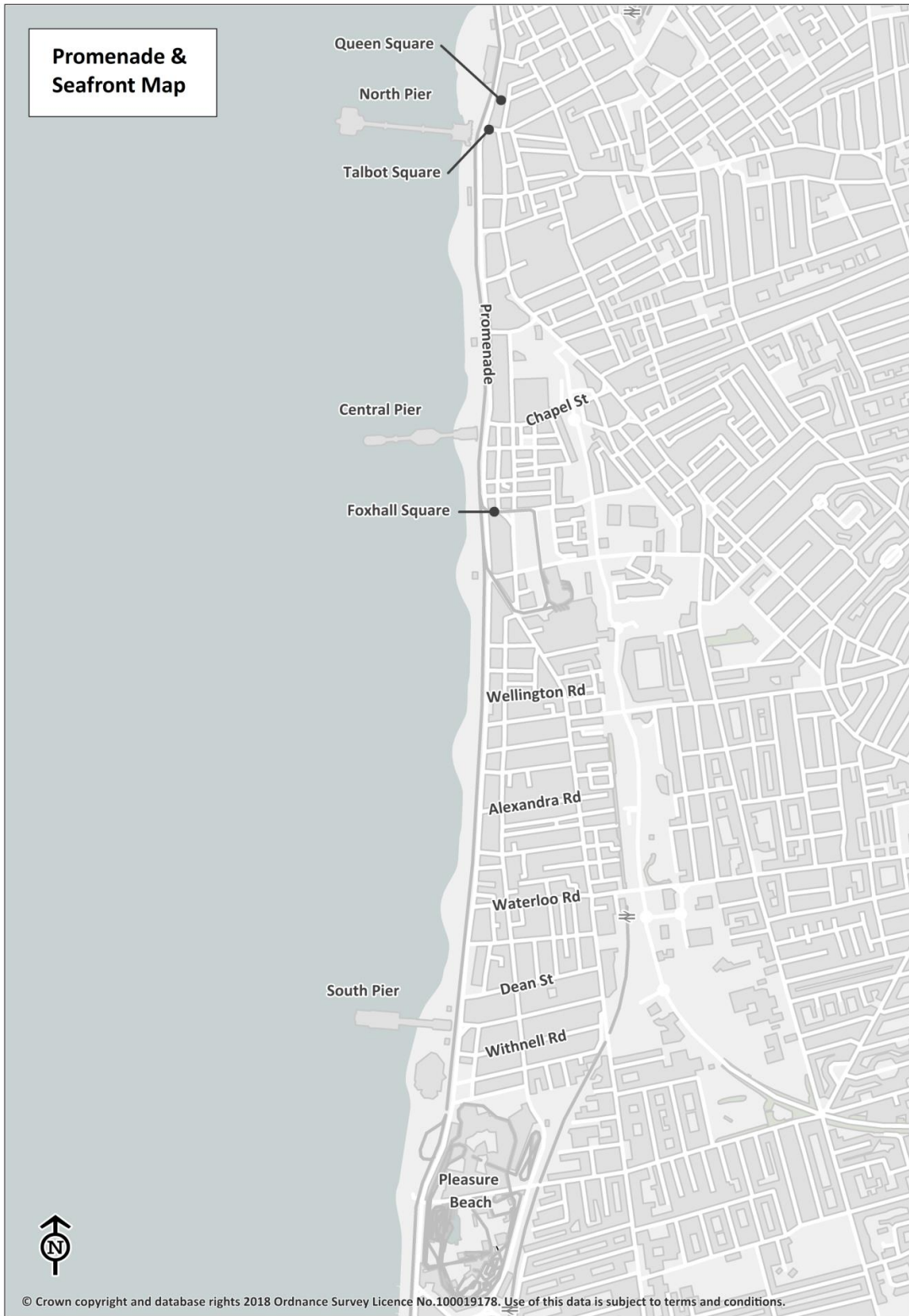
3.124 The Promenade west of the tram tracks has a spacious and open feel to it with unrestricted views of the sea and the piers. However, there are incidences of inappropriate development, particularly around the pier heads. Development around the pier heads is generally poor quality, creates clutter and apart from detracting from the piers themselves, distracts from one of the towns other key assets – the coastline and foreshore.

3.125 In order to maintain the open character of the Promenade between the Pleasure Beach and North Pier and to maintain strategic views of the sea, coast and foreshore, new development on land to the west of the tram tracks will not be permitted other than essential infrastructure, ancillary shelters, seating and enhanced facilities for pedestrians and cyclists using the Promenade.

3.126 The Core Strategy is clear that in order to physically and economically regenerate the town, new high quality tourism attractions and visitor accommodation will be focused on the town centre and Resort Core, (a key component of which is the Promenade) which complements the high quality public realm investment and enhances the appearance of the seafront.

3.127 Whilst the Promenade has recently been protected against flooding with the construction of the new sea defences, the three piers remain vulnerable to rising sea levels as a result of climate change. This is an issue which has been recognised internationally when the piers were included on the World Monuments Watch List. Where possible, the Council will assist in protecting the piers and will support proposals which will preserve their character and ensure their longevity.

Figure 10: Map showing the Promenade and Seafront



Primary and Secondary Frontages

Blackpool Town Centre is the sub-regional centre for the Fylde Coast and provides Fylde Coast residents and visitors with shopping facilities to meet a wide range of needs.

3.128 The Core Strategy defines the Town Centre boundary and Policy CS4 identifies the Town Centre as the focus for new retail development and other town centre uses whilst Policy CS17 sets the strategic planning framework for the Town Centre.

3.129 The WYG Blackpool Retail, Leisure and Hotel Study (June 2018) (WYG Study) provides key evidence informing our retail policies in the Local Plan Part 2 and can be found at <https://www.blackpool.gov.uk/Residents/Planning-environment-and-community/Documents/Blackpool-Retail-Study-Final-Report-June-2018.pdf>

3.130 The following policies guide development in the defined Primary and Secondary Frontages.

Policy DM11: Primary Frontages

1. Proposals for the following uses will be permitted within the identified Primary Frontages:
 - a. retail (A1);
 - b. restaurants and cafes (A3);
 - c. appropriate leisure (D2), residential (C3), hotel (C1) or office (B1) uses at upper floor level;
 - d. civic space/open space.
2. Uses that do not fall within (a) to (d) will not be permitted.

3.131 The **proposed Primary Frontages** are shown in Figure 6 and will be identified on the Policies Map. They include Blackpool's key shopping streets - **Houndshill Shopping Centre, Victoria Street and some properties on Bank Hey Street**. These streets mainly comprise retail uses interspersed with complementary cafes and restaurants.

3.132 The focus of the Primary Frontages remains on retail and supporting café/restaurant uses. Proposals that would be detrimental to the retail function/character of these main shopping streets will not be permitted.

Policy DM12: Secondary Frontages

1. Proposals for the following uses will be permitted within the identified Secondary Frontages:
 - a. retail (A1);
 - b. offices (A2);
 - c. restaurants and cafes (A3);
 - d. leisure (D2);
 - e. hotel (C1);
 - f. appropriate residential (C3) or office (B1) uses at upper floor level;
 - g. civic space/open space.

2. Uses that do not fall within (a) to (g) will not be permitted.

3.133 It is proposed that Blackpool's **secondary frontages** will include **parts of Church Street, Bank Hey Street, Albert Road, and Corporation Street** which accommodate a mix of uses with retail use less dominant. There are currently a significant number of vacancies within these streets and it is hoped that by increasing the flexibility of uses in these areas will encourage and reposition the streets in terms of the offer that they provide. The proposed Secondary Frontages are shown in Figure 6 and will be identified on the Policies Map.

Other additional changes compared to the 2006 Local Plan

3.134 In terms of other changes from the 2006 Local Plan, the terminology 'principal retail core' has been amended to 'primary shopping area' in order to reflect the definitions set out in Annex 2 of the NPPF which defines a primary shopping area as a 'Defined area where retail development is concentrated (generally comprising the primary and those secondary frontages which are adjoining and closely related to the primary shopping frontage)'.

3.135 The WYG Study also reviewed other town centre designations saved from the former Local Plan. These comprise the Houndhill Shopping Centre, a retail/café zone, a leisure zone, and a mixed-use zone. WYG concluded that these designations lacked clarity and no longer remain relevant with the NPPF and therefore we propose that, through the adoption of Part 2 of the Local Plan these designations are removed from the proposals map.

3.136 The proposed removal of the above designations will allow pubs and bars, in principal, within the remainder of the town centre (previously only permitted in the Leisure

Zone in the 2006 Local Plan) and is hoped to strengthen those areas of the town centre which are currently struggling with concentrations of vacant property some of which are long term. **It is important to note that any new bars serving alcohol are subject to strict licensing. The current licencing policy identifies a saturation zone and highlights that vertical drinking establishments are unlikely to obtain a licence.**

Amusement Centres, Betting Shops and Pawnbrokers in the Town Centre

3.137 Blackpool has a high concentration of betting shops, pawn brokers and amusement centres per capita compared to national averages.

3.138 The over representation of betting shops, pawn brokers and amusement centres can restrict the retail choices available and can have an impact on the health and finances of more vulnerable members of the local community, particularly in the Inner Area which suffers from significant levels of deprivation.

Policy DM13: Amusement Centres, Betting Shops and Pawnbrokers in the Town Centre

1. To ensure that Blackpool Town Centre's shopping areas (beyond the primary and secondary frontages) remain diverse and balanced, the council will seek to manage the concentration of amusement centres, betting shops and pawnbrokers.
2. Any proposal for a new amusement centre, betting shop or pawnbrokers will only be permitted where it can be demonstrated that the proposal:
 - a. will not impact adversely on the amenity, character and function of an area;
 - b. will not have a detrimental impact on the vitality of the town centre;
 - c. will not result in negative cumulative impacts due to an unacceptable concentration of such uses in one area.

3.139 To ensure that the Town Centre shopping areas remain diverse and balanced, the council is seeking to limit the amount and concentration of betting shops, pawnbrokers, and amusement centres within the Town Centre.

3.140 This will also help the council address strategic and borough wide objectives in relation to improving health and well-being and wider regeneration. The council will resist applications for such uses where they would cause unacceptable harm to the character, function and amenity of an area or negatively impact on the health and well-being of the borough's residents.

3.141 In assessing the likely impacts of a proposal, regard will be given to the type of use, proposed opening hours, size of premises and operation and servicing. The council will also consider whether the proposal is likely to increase or create a negative cumulative impact in the surrounding area (generally within a radius of 400 metres of the site). 400 metres is

considered to be a standard benchmark for walking distance equating to approximately a 5 minute walk.

3.142 Proposals will be resisted that would result in unreasonable negative cumulative impacts that cannot be adequately mitigated. The council's licensing policy will be a key consideration in assessing potential impacts of proposals.

3.143 The above uses will not be permitted in the Town Centre's primary and secondary frontages, as set out in policies DM11 and DM12.

Residential Use in the Town Centre

3.144 Residential use makes an important contribution to a town centre's vitality and viability, especially outside of the key operating times of many main town centre uses. It can increase footfall rates throughout the day and into the evening. Residential schemes are a key tool in regenerating towns and city centres across the country, and have led to the formation of sustainable developments that have good access to public transport, and utilise sustainable low carbon transport technologies.

3.145 Blackpool is in an enviable situation with significant regeneration projects taking place in the Town Centre; the cultural offer of the theatres, new cinema; and an improving restaurant and café offer. The town centre also has good links to rail, tram, bus networks and cycle routes.

3.146 Residential development is already proposed as an acceptable use on upper floors in the primary and secondary frontages in draft policies DM11 and DM12 and an element of residential is proposed as part of mixed use development providing an additional new apartment offer within the Central Business and Leisure Quarter Strategic Sites. Draft Policy DM14 below identifies further locations in the Town Centre where residential is acceptable in principle.

Policy DM14: Residential uses in the Town Centre

1. Proposals for upper floor residential use will be supported within the Town Centre as defined on the Policies Map provided they are in accordance with other policies in the Local Plan.
2. Proposals for ground floor residential use will only be supported in the following locations provided they meet the policy requirements of the remainder of the Local Plan:
 - Springfield Road
 - Cookson Street
 - Edward Street
 - Counce Steet – North Side only
 - Milbourne Street
 - Lord Street (1-15)
 - Abingdon Street (north of Talbot Road)
 - Queen Street (east of Abingdon Street)

3.147 The streets referred to in the policy are peripheral to the town centre and are considered the most appropriate to convert to residential, including the ground floors. This approach is further supported by the town centre health check in the WYG Study which acknowledged that many of the retail units located towards the Cookson Street and King Street areas are making a poor contribution to the town centre and suggested that consideration could be given to promoting alternative land uses such as residential.

3.148 It is vital that a high quality standard of accommodation is provided in accordance with the Council's New Homes from Old Places Supplementary Planning Document and other policies in the Local Plan. Proposals which do not satisfy these standards and do not result in good quality living accommodation will be unacceptable. Any proposals for new build residential development will need to accord with relevant policies in the Local Plan and New Build SPD design guidance.

District and Local Centres

3.149 Blackpool's district and local centres play an important role in providing shopping facilities and other services to the communities they serve. This is reiterated in Policy CS4 of the Core Strategy which provides the overarching retail policy for the Borough and sets out the Council's objectives to sustain and enhance the vitality and viability of these centres.

Policy DM15: District and Local Centres

1. The Council will support proposals that safeguard and enhance the role of the district and local centres shown on the Policies Map.
2. Proposals for A1, A2, A3 and A4 uses appropriate to the scale and function of the centre and which would reinforce the centre's role will be supported.
3. The expansion of shopping and other commercial uses into adjoining residential streets by the piecemeal conversion of individual properties will not be permitted. Proposals to extend the shopping frontage of these centres will only be allowed if they involve frontages that are abutting an existing shopping frontage, are in scale with the existing centre and can be achieved without harming residential amenity.
4. Proposals for non-A1/A2/A3/A4 uses (including residential and sui generis uses) will only be permitted in exceptional circumstances where they would not undermine the retail function, role and character of the centre. Any proposal that creates an over-concentration of non-A1/2/3/4 uses or has a significant adverse effect on the amenity of existing residents will not be permitted.
5. The impact of any proposal on the retail function of a centre will consider:
 - a. the use proposed and its compatibility with nearby uses;
 - b. the current vitality and viability of the centre;
 - c. the use proposed and whether it would lead to an over concentration of non-A1/A2/A3/A4 uses;
 - d. the site's location and prominence within the centre;
 - e. the level of vacancies within the centre;
 - f. the need to maintain a retail core within the centre;
 - g. the viability of the continued use of the property as an A1/A2/A3/A4 use;
6. Any proposal for an A5 Hot Food Takeaway use must also accord with Policy DM17 'Hot Food Takeaways'.

3.150 Blackpool's District and Local Centres will be identified on the Policies Map. On the whole, these centres operate successfully and this policy seeks to protect and enhance them.

3.151 However, there may be exceptional circumstances demonstrated when an appropriate alternative use may be considered. It must be robustly demonstrated that the proposal will not undermine the remaining retail/service function of the centre, having regard to the criteria set out in the policy.

District Centres

3.152 District Centres provide for a range of convenience shopping, comparison shopping, pubs/restaurants, office uses and other service uses. They are also a focus for social and community uses for the Borough.

3.153 The Town's main district centres will be shown on the Policies Map that accompanies the Local Plan Part 2 at:

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

3.154 The Blackpool Retail, Leisure and Hotel Study (2018) assessed the vitality and viability of the above District Centres and recommended the following changes to the existing 2006 designations:

- Amendment to the boundary of South Shore District Centre to remove Bond Street. Given its peripheral function and the long-term nature of the vacancy problems, the Study recommends that the boundary is consolidated to remove Bond Street from the district centre and direct retail towards vacant units on Waterloo Road whilst exploring the possibility of securing alternative uses on Bond Street for example, residential uses which would further support the vitality and viability of the centre.

Figure 11: Proposed South Shore District Centre amended boundary



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- Bispham Village – The Study recommended that the eastern section of Bispham district centre (Bispham Village) is re-designated as a local centre as it performs the role of a local centre and is physically separated from the district centre to the west by approximately 400 metres. Further justification for this proposed amendment can be found in the WYG Study.

Local Centres

3.155 Local Centres provide for day-to-day convenience shopping needs and other supportive uses readily accessible by a walk-in local catchment.

3.156 The Council has reviewed all the local centres identified in 2006 Local Plan and carried out assessments on their vitality and viability. A small number of local centres have been deleted due to a variety of factors including high vacancy rates, numbers of dwellings and site redevelopment. These have occurred to the extent that the designation no longer

functions as a viable centre. Any remaining shops are still able to operate however it provides flexibility for further changes of use.

3.157 Further information and justification can be found in the Local Centre Assessment September 2018 (www.blackpool.gov.uk/evidencebase)

3.158 The Council recognises the importance of retaining local convenience shopping which serve their immediate walk-in catchment. Proposals that would lead to the loss of convenience and other retailing from local centres would particularly disadvantage less mobile members of the population.

3.159 As set out in the 2018 Local Centres Assessment, the local centres to be identified on the Policies Map operate successfully and maintain an important range of convenience shops and services for nearby residents. However, where there is over-supply, high vacancy rates and other clear supporting evidence that shops are no longer viable, conversion of local shops to residential and other appropriate uses will be considered. Exceptional circumstances must be demonstrated that the proposal would not undermine the remaining retail function, role and character of the centre having regard to the criteria set out in the policy.

3.160 The Local Centre Assessment (2018) assessed the vitality and viability of all the Local Centres in the Borough and made a number of recommended changes:

- A new local centre is proposed at @theGrange, Bathurst Avenue, Grange Park
- The following Local Centre designations are proposed to be removed:
 - Easington Crescent
 - Cromwell Road
 - Chepstow Road
 - Dinmore Avenue
 - Egerton Road
 - Grange Road
 - St Leonards/Worcester Road
 - Newhouse Road
 - Waterloo Road (between Westfield Road and Eccleston Road)
 - Marton Drive
 - Squires Gate/Abbey Road
- Amendments are proposed to be made to the boundaries of the following Local Centres:
 - Fleetwood Road
 - Bispham Road/Low Moor Road

- Holmfield Road
- Dickson Road
- Counce Street
- Central Drive
- Westmorland Avenue
- Langdale Road
- Hawes Side Lane
- Harrowside
- Highfield Road (either side of Acre Gate)
- Common Edge Road
- Squires Gate/Clifton Drive

3.161 Full details with maps can be found in the Local Centres Assessment (2018)
(www.blackpool.gov.uk/evidencebase)

Threshold for Impact Assessment

3.162 The Blackpool Retail, Leisure and Hotel Study (2018) recognises that out of centre retail developments are greatly impacting on the vitality and viability of Blackpool Town Centre. This is reflected in the Town Centre's 9% reduction in comparisons goods market share since 2011. One of the reasons for this is increased attractiveness of out of centre shopping destinations such as Blackpool Retail Park.

3.163 The Study highlights the need to protect Blackpool's Town, District and Local Centres from further trade diversion and to drive up the market share of the Town Centre. It recommended the requirement for Local Thresholds for Impact Assessment for all new retail and leisure planning applications as set out in the draft policy below:

Policy DM16: Threshold for Impact Assessment

1. An Impact Assessment is required for proposals (including the formation of mezzanine floors) which include retail and leisure development which are not located within a defined centre where:
 - a. the proposal provides a floorspace greater than 500 sq.m gross; or
 - b. the proposal is located within 800 metres of the boundary of a District Centre and is greater than 300 sq.m gross; or
 - c. the proposal is located within 800 metres of the boundary of a Local Centre and is greater than 200 sq.m gross.
2. The scope and content of any Impact assessment shall be agrees with the Local Planning Authority

3.164 In accordance with the requirements of paragraph 89 of the NPPF 2018, it is appropriate to identify thresholds for the scale of edge of centre and out of centre retail and leisure development which should be subject to an impact assessment.

3.165 Based on the findings of the 2018 Study and the recommendations provided with regard to protecting Blackpool Town Centre from trade diversion and further shifts in shopping patterns to out of centre floorspace, it is proposed that a lower threshold than that set out in NPPF should be applied to Blackpool's Town Centre, District Centres and Local Centres.

3.166 In implementing a local threshold policy, it is considered more appropriate to apply a range of thresholds in accordance with the type of centre to which the proposed development is proximate. The thresholds will not only apply to new floorspace, but also to changes of use and variations of condition to remove or amend restrictions on how units operate in practice.

3.167 The supporting information and justification of the proposed thresholds can be found in the Blackpool Retail, Leisure and Hotel Study (2018) and the Local Centre Assessment Review (2018).

3.168 The extent and content of an impact assessment will be agreed with the Local Planning Authority at pre-application stage to ensure that an appropriate level of information is submitted with a planning application.

Hot Food Takeaways

3.169 Reducing health inequalities in Blackpool, including reducing obesity, is a key Council objective and one way this can be achieved is to encourage healthy eating. Living in an environment with large concentrations of hot food takeaways that provide cheap, convenient, energy dense food, encourages unhealthy eating habits.

3.170 It is acknowledged that Blackpool is a tourist destination and fast food such as fish and chips is synonymous with a popular seaside offer. However, local communities, particularly in and around the Inner Area, are exposed to exceptionally high numbers of hot food takeaways and this is having a detrimental impact on health.

3.171 Clusters of hot food takeaways in shopping frontages can also lead to poor quality environments and can be detrimental to the vitality and viability of the wider shopping offer.

3.172 This policy sits alongside other planning policies and local authority and public health initiatives to reduce obesity and improve the health and wellbeing of Blackpool's residents. The policy seeks to prevent the establishment of new hot food takeaways in areas where there are high levels of childhood obesity.

Policy DM17: Hot Food Takeaways

To promote healthier communities, the Council will prevent the development of A5 uses in or within 400 metres of wards where there is more than 15% of the year 6 pupils or 10% of reception pupils classified as very overweight²⁰.

3.173 The Foresight report '**Tackling obesities: future choices**' remains the most comprehensive investigation into obesity and its causes. It confirms that changing dietary behaviours to reduce excess energy intake is central to tackling obesity. Eating out of the home has been associated with higher intakes of energy and fat and lower micronutrient intakes. In particular, there is evidence that the consumption of hot food take-away foods and fast-foods are determinants of excess weight gain. The popularity and prevalence of eating out of home, including the consumption of take-away foods and fast-foods, has risen considerably over the last few decades.

²⁰ http://www.localhealth.org.uk/#v=map13;i=t2.obese_child_year_r;l=en;z=324629,455252,18707,31557

3.174 NICE (2010) Guidance on prevention of cardiovascular disease outlines that food from hot food takeaways and the 'informal eating out sector' comprises a significant part of many people's diet and indicates that local planning authorities should exercise their powers to prevent the establishment of new hot food takeaways, where there is local evidence that hot food takeaways are causing harm. It recommends that local planning authorities should be encouraged to restrict planning permission for hot food takeaways in specific areas as well as consider the concentration of hot food takeaways in specific areas to address disease prevention.

3.175 The NPPF confirms that planning policies and decisions should aim to achieve healthy, inclusive and safe places which enable and support healthy lifestyles where this would address identified local health and well-being needs.

3.176 One of the key objectives in the Core Strategy is to improve the health and well-being of Blackpool's residents and reduce health inequalities by maintaining good access to health care and encouraging healthy active lifestyles.

3.177 The National Child Measurement Programme (NCMP) records children's weight in year 6 and year 10 annually. Nationally, obesity levels have trebled in the last 30 years and in Blackpool, a quarter of reception age children, over a third of Year 6 children and three quarters of adults are either overweight or obese and these levels are significantly worse than the national averages.

3.178 Levels of childhood obesity are greater in the most deprived areas and it is in these areas where there are clusters of hot food takeaways. In Blackpool, rates of childhood obesity nearly double in the most deprived wards compared to the least deprived wards.

3.179 In England, there is an average of 96.5²¹ hot food takeaways per 100,000 head of population. In Blackpool, excluding hot food takeaways on the Promenade which primarily cater for tourists, there are 196.5 hot food takeaways per 100,000 head of population (as of March 2018). Including the units on the Promenade, Blackpool has 217 hot food takeaways per 100,000 head of population (as of March 2018).

3.180 Wards with the highest number of hot food takeaways (excluding units on the Promenade) include:

- Talbot ward which has **54 units serving a population of 6461 population** which equates to **804 units per 100,000**
- Bloomfield ward which has **48 units serving a population of 6712** which equates to **715 units per 100,000**.

²¹ 2018 figures

- Claremont ward which has **32 units serving a population of 7312** which equates to **438 units per 100,000**

3.181 These are the three most deprived wards in Blackpool and amongst the most deprived areas in the England and rates of childhood obesity in these wards is significantly above the national average (19.3%)²² by some 5 to 8%.

3.182 The approach many local authorities have taken, including local authorities in Lancashire, is to not allow new hot food takeaways in areas where 10% of reception children and 15% of children in Year 6 are classed as being very overweight; or within 400m of a school (400m is considered to be an average 10 minute walk).

3.183 There is little evidence in Blackpool that hot food takeaways around schools are a particular problem as there are no hot food takeaways within 400m of approximately half of schools in the town, yet rates of childhood obesity are still higher than the national average. However, restricting the development of new hot food takeaways in and around areas where there are high levels of childhood obesity is considered to be a robust approach in Blackpool.

3.184 In 2018, the Government announced ambitions to reduce childhood obesity nationally by 50% by 2030, which would result in approximately 5% of reception aged children and 10% of children in year 6 being obese nationally in 2030. We could adopt the national targets in Blackpool, but given the high levels of obesity in most wards and that this policy only restricts the locations of new hot food takeaways, this may be too ambitious in relation to this policy. As such, the Council will adopt targets that other authorities have adopted and restrict new hot food takeaways in or within 400m of wards where 10% of reception children and 15% of children in Year 6 are classed as being very overweight.

3.185 An over-concentration of hot food takeaways can also have a detrimental impact on the vitality and viability of local shopping centres and can also be detrimental to residential and visual amenity in terms of late night noise, odours, increased traffic, litter and vermin. These issues are covered by other policies in this document and the Core Strategy.

3.186 This policy has been informed by the Blackpool's Hot Food Takeaways Evidence Base which identified where hot food takeaways are located in Blackpool, excluding the Promenade within the Resort Core. The locations of the hot food takeaways were then compared with local ward data on deprivation and childhood obesity. The evidence base is available at www.blackpool.gov.uk/evidencebase

²² 2018 figures

Tall Buildings and Strategic Views

3.187 Local views of historic and distinctive buildings help to shape the identity of a place by creating visual amenity for the communities in and around the areas in which landmark buildings sit. New development should safeguard and enhance important views of landmark buildings and landscapes, particularly listed and locally listed buildings and buildings within Conservation Areas.

3.188 In and around Blackpool Town Centre, views of historic buildings such as the Winter Gardens, Blackpool Tower and the Grand Theatre are particularly sensitive to changes in their setting, as are new landmark buildings such as Festival House and public spaces such as the Tower Festival Headland and St Johns Square.

3.189 This policy aims to enable the appropriate development of taller landmark buildings in locations which enhance Blackpool's offer without detracting from established strategic views.

Policy DM18: Tall Buildings and Strategic Views

1. Tall buildings which rise above the predominant height of surrounding buildings will be acceptable where the building creates an appropriate landmark which provides architectural excellence in key locations and does not detract from existing important views. Landmark buildings are those which provide outstanding architectural quality and interest in key locations.
2. Unless the character of the site and its surroundings suggests that four storeys would be inappropriate, new buildings of less than four storeys in scale will not normally be permitted in the following locations:
 - a. within the Resort Core on the Promenade;
 - b. within the Town Centre;
 - c. on the edge of the Town Centre and on major routes into the Town Centre where appropriate in context;
3. Views of the following buildings and features are of strategic importance:

- a. Blackpool Tower – views from the seafront, from the piers and along main transport corridors leading into the Town Centre;
 - b. along the seafront and coastline;
 - c. into and within conservation areas;
 - d. views of listed and locally listed buildings.
4. Development that has a detrimental impact on these strategic views will not be permitted.

3.190 Whilst Blackpool has some instantly recognisable landmark buildings and structures such as Blackpool Tower, the Winter Gardens and the piers, for a large town, it has relatively few landmark buildings compared to other towns.

3.191 New development in key locations, such as within the Town Centre, the Promenade within the Resort Core and on major routes into the Town Centre should be of a scale and architectural quality to become a landmark building. Equally, landmark buildings will also be encouraged elsewhere on prominent corner plots, facing green space and public squares and along the full length of the Promenade.

3.192 The NPPF states that planning policy should seek to increase densities in Town Centres and other locations well served by public transport. By ensuring that all new development in the Town Centre, on the Promenade within the Resort Core and on major routes into the Town Centre is at least four stories in scale will ensure that new development can provide a range of functions, including opportunities for new housing on upper floors, in sustainable locations.

3.193 The NPPF also states that planning policy should ensure that new developments are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities). Policies should also require development to establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit.

3.194 The Tower is a nationally recognised landmark of significant historical and cultural importance that dominates Blackpool's skyline. It can be seen from many locations throughout the town and across the wider Fylde Coast area. Views of the Tower are particularly prominent from the seafront, from the three piers and on main transport routes leading into the Town Centre. New development that rises above the predominant height of

surrounding buildings should be sensitively designed and located so as not to obscure or interfere with these views.



3.195 Previous, inappropriate development has damaged views of significant historic buildings in the town such as views of St John's Church in St John's Square and views of the Winter Gardens on approach from Victoria Street.

3.196 The scale, mass or height of existing buildings and structures which detract from an important view will not be accepted as a precedent for their redevelopment where there is an opportunity to improve the view with more sensitively scaled and massed development.

3.197 New development which would improve and enhance strategic views will be supported, subject to other relevant planning policy requirements.

Extensions and Alterations

3.198 In addition to the requirements of Core Strategy Policy CS7 in terms of general design requirements and the 'Extending Your Home' SPD (or as updated), applications for extensions or alterations will be considered in relation to the existing building, adjoining properties and to the surrounding area.

DM19: Extensions and Alterations

1. Extensions and alterations must be well designed, sited and detailed in relation to the original building and adjoining properties. Past, unsympathetic alterations and extensions of other properties should not be regarded as a precedent for further similar proposals.
2. Materials will need to match or be complementary to the original building.
3. Roof lifts will not be permitted. Roof extensions will be acceptable where they will not:
 - a. be detrimental to the appearance or undermine the unity, roofscape or the townscape quality of the original and nearby buildings;
 - b. result in over-intensive development of a property with inadequate levels of private amenity space.
4. Rear extensions will not be permitted where they would result in inadequate levels of private amenity space being provided.
5. Front extensions beyond the main front wall of a property will not be permitted where they would disrupt a uniform building line.
6. Extensions which have an unacceptable impact on neighbour amenity in terms of loss of privacy, loss of outlook, loss of sunlight or daylight or have an overbearing impact will not be permitted.

3.199 The Council is committed to supporting development that allows everyone in Blackpool the opportunity to make the most of their property in a positive way. However, extensions and alterations should be designed in a way that positively responds to the

character of the host building and neighbouring properties and should respect locally distinct forms and detailing.

3.200 Some areas of Blackpool, particularly in the Inner Area neighbourhoods, are intensively developed with little or no private amenity space to the rear of properties. Proposals should not result in an inadequate level of private amenity space or exacerbate an existing deficiency. The creation of additional flat units by extensions to the rear or side of properties, or into the roof space will not be permitted in the defined Inner Areas.

3.201 Rooflifts have been used as a way of extending holiday accommodation by the addition of a further storey. Usually they consist of building up the outer walls of a property and replacing the pitched roof with a flat roof, sometimes at a higher level than the original ridge. Rooflifts are generally out of scale and character with the original property and particularly when used on front elevations, have a detrimental effect on the streetscene. Where upward extension of a property is acceptable, roof extensions should take the form of a dormer, where the use of roof space is allowed by the introduction of windows set within and framed by the existing roof. The dormer's materials and design should be in character with the existing building and roof style.

3.202 There are many examples of inappropriate front extensions and sun lounges in Blackpool, particularly on the Promenade and in current and former holiday accommodation areas. This type of inappropriate extension to the front of properties can be visually obtrusive and detract from the appearance of the original building. The existence of poor quality extensions and alterations will in no way set a precedent for further poor quality development.

Landscaping

3.203 The protection and improvement of the natural environment is one of the core objectives of the planning system, as is delivering sustainable development which contributes positively to creating healthy communities and making places better for people to live and work.

3.204 The NPPF confirms that good quality landscaping and green infrastructure can create visually attractive places with multiple benefits to the economy, the environment and health and can avoid increased vulnerability to the range of impacts arising from climate change.

3.205 Core Strategy Policy CS6 requires development to incorporate or enhance green infrastructure and where this isn't possible, financial contribution will be sought to make appropriate provision for open space and green infrastructure.

3.206 The following policy requires new development to enhance the Borough's green and blue infrastructure taking account of the requirements in the latest Green and Blue Infrastructure Strategy and Action Plan and the recommendations in the Open Space Assessment 2018.

Policy DM20: Landscaping

1. Development proposals are expected to contribute towards green and blue infrastructure and planning applications should include details of hard and soft landscaping. Development must:
 - a. ensure that existing landscaping features, trees and hedgerows are retained, and protected and wherever possible are enhanced through increased tree and shrub cover including soft edge and transitional areas of planting including prioritising the use of native species. Where the loss of trees is unavoidable, two replacement trees of a suitable species and level of maturity will be required for each tree felled;
 - b. include a landscape buffer of appropriate depth and length which includes native species, unless there are physical site specific constraints which indicate this requirement cannot be achieved. In such cases, the use of green walls and green roofs will be encouraged;
 - c. use landscaping to screen and soften the appearance of hard surfaced areas, including surface level car parks and servicing areas;
 - d. provide appropriate, high quality boundary treatments other than in open plan estates;

- e. contribute towards tree planting in the town on the basis of at least one tree per dwelling in residential developments and one tree per car parking space in other forms of development.
2. Where development proposals involve hard surfacing within residential curtilages, the hard surface should drain into a landscaping strip of at least 1 metre wide. Proposals involving the hard surfacing of more than 50% of a residential garden will not normally be permitted;
3. Contributions towards creating and enhancing green and blue infrastructure in the area, including urban greening and street tree planting in and around the Town Centre, along main transport corridors and across the Inner Area will be sought from all development where adequate onsite provision is not possible.
4. Proposals for major development and public spaces which will attract large crowds should include well designed Hostile Vehicle Mitigation (HVM) measures which are integrated sensitively and seamlessly into landscape

3.207 The term landscape does not just include the wider countryside and green spaces, but urban spaces such as civic squares, public realm, street trees and all other outside spaces at every scale, including residential gardens. Trees and other green infrastructure are integral in creating places with a sense of character and local distinctiveness

3.208 Quality landscaping goes hand in hand with good quality and sustainable design and landscaping should be included as an integral part of the overall design of a development and not an afterthought. The landscape and buildings need to be considered together from the beginning of the design process. Landscaping around buildings is important not only as a setting for the building in its context but also to provide amenity space, softening the appearance of car parking and servicing areas and assisting with surface water drainage. The economic benefits of good quality landscape which increases or introduces opportunities for biodiversity cannot be overstated and trees in particular are vital economic, environmental and social assets.

3.209 People are attracted to green and pleasant environments and are encouraged to stay longer, adding vibrancy to a place and increasing potential for commercial success. Having a diverse, well managed landscape can also increase house and property values and attract investment.

3.210 Good quality landscaping including incorporating public art and green and blue infrastructure can also encourage physical activity such as walking and cycling and can promote a sense of civic pride, wellbeing, reducing stress, reducing anti-social behaviour and increasing social interaction, all of which benefit physical and mental health.²³

3.211 Biodiversity has historically been undervalued and population growth and climate change are likely to increase pressures on our declining natural environment. It is vital therefore that development acknowledges and addresses these pressures and measures are put in place to protect and enhance the natural environment and minimises the impacts of development in both rural and urban settings.

3.212 Every development should take opportunities to protect, improve, enhance and link existing green infrastructure and should introduce well designed and robust landscaping to help 'green' the town, assist with surface water drainage and increase opportunities for biodiversity.

3.213 Providing landscaping (including within residential curtilages) which includes native species has many other important benefits such as enhancing biodiversity and encouraging pollinators, creating habitats, improving health and wellbeing, reducing pollution and mitigating the effects of climate change.

3.214 A shortage of green infrastructure in Blackpool has negative impacts on health, the local economy and the environment. The Green and Blue Infrastructure Strategy and Action Plan 2018 confirms that Blackpool has less tree cover than any other town and identifies the need to plant 10,000 trees and the need to 'green' the town centre and the Inner Area.

3.215 Adequate consideration should be given to trees and hedgerows that are present on or adjacent to a site. Development layouts should be designed to ensure that retained trees flourish and are able to reach maturity, thereby providing maximum environmental and amenity benefits, with minimum maintenance requirements. Retained trees, which are poorly related to buildings, can cause structural problems, distress or financial loss to occupants even if not affecting trees directly. Therefore, development layouts may not be acceptable if they would result in undue pressure for felling or unsightly, heavy pruning of trees in the future. In no circumstances should woodland or 'important' hedgerows be included within residential curtilage where their long term retention would be threatened.

23

https://www.landscapeinstitute.org/PDF/Contribute/PublicHealthandLandscape_CreatingHealthyPlaces_FINAL.pdf

3.216 The connectivity of habitats via green corridors is a key consideration and areas where there are hedgerows are particularly important.

3.217 Given this significant shortfall in green infrastructure and tree cover in Blackpool and the high environmental value of mature trees, where the loss of a mature tree is unavoidable, it must be replaced by two semi-mature trees of an appropriate species. Ideally the replacement trees would be planted on the development site but if this isn't practical, the trees may be planted off-site in the Town Centre, in the Inner Area or another agreed location depending on need at the time.

3.218 Protecting existing trees and requiring developers to provide onsite trees or contribute to the provision of offsite trees, will contribute towards the provision of an additional 10,000 trees locally and will also assist the Government to meet the objective of increasing overall tree cover to 12% in the UK by 2060, a policy which is outlined in the 23 Year Environment Plan.

3.219 Consideration should be given to incorporating green or living roofs or walls into new development or retro-fitting to existing buildings in cases of change of use developments. Not only are green roofs and walls attractive in terms of their aesthetic values and have obvious environmental benefits in terms of habitat creation, gains for biodiversity and improvements to air quality, but also have cost savings as they are highly insulating in terms of noise, heat loss and heat gain and will absorb rain water, reducing the amount of attenuation measures required in new developments.

3.220 Highly visible hostile vehicle mitigation (HVM) measures not only reduce the quality of the environment, it increases the public perception of risk which can reduce footfall and have a negative economic impact on the local economy. In the interests of public safety and good quality design, HVM measures should be designed sensitively around areas which will attract large crowds. A mixture of HVM Measures such as green and blue infrastructures including fountains and planters, street furniture, public art and retractable measures will be prioritised over more overtly defensive measures such as fixed bollard only solutions.

3.221 Along with well-designed buildings, high quality, attractive landscaping and public art can improve the environmental quality of the wider area and make Blackpool a better place in which to live, work and visit.

3.222 The Council will adopt a Greening Blackpool SPD which will provide further information and assist developers in incorporating, protecting and enhancing existing trees and landscaping in development.

Public Health and Safety

3.223 The planning system contributes to and enhances the natural and local environment by preventing development from contributing to, being put at unacceptable risk from or being adversely affected by unacceptable levels of air, soil, water or noise pollution.

3.224 Part 15 of the NPPF confirms that planning policies should seek opportunities to improve air quality or mitigate impacts on air quality, should ensure development has no significant adverse noise impacts on health and quality of life, should limit the impact of light pollution on local amenity and landscapes and ensure that a site is suitable for its proposed use taking account of ground conditions and any risks arising from land instability and contamination. The NPPF is clear that responsibility for securing a safe development rests with the developer and/or landowner.

Policy DM21: Public Health and Safety

Air Quality

1. All development proposals must consider air quality and air quality assessments will be required for development proposals where appropriate.
2. The cumulative impact of individual developments on air quality, including odours, fumes and dust and on the amenities of residents, visitors and other sensitive uses will be taken into account in determining planning applications.
3. Where necessary, adequate mitigation measures must be provided either on or off-site, depending on the specific site circumstances and the nature of the proposed development.

Noise and Vibration

4. The Council will seek to ensure that new noise/vibration sensitive development is located away from existing or planned sources of noise pollution or vibration. Proposals for potentially noisy development must suitably demonstrate that measures will be implemented to mitigate its impact.
5. A noise assessment will be required if the proposed development is a noise sensitive development, or an activity with potential to generate noise.

Light Pollution

6. Development proposals that include external lighting must mitigate potential adverse impacts from such lighting. Where appropriate, proposals need to be accompanied by details demonstrating that external lighting is:
 - a. Appropriate for its purpose in its setting;
 - b. Designed to minimise and provide protection from glare and light spillage, particularly to sensitive receptors such as residential properties and natural habitats, including watercourses; and
 - c. Energy efficient.

Contaminated Land

7. Proposals for new development must demonstrate that any risks associated with land contamination, including to human health and the environment, can be adequately addressed in order to make the development safe.
8. All proposals for new development on land which is known to be contaminated, or potentially contaminated, will need to be accompanied by a preliminary risk assessment to identify the level and risk of contamination and where appropriate, a risk management and remediation strategy.
9. Proposals for the development of new hazardous installations, or development of sites located within the vicinity of existing installations, will only be permitted where it is demonstrated that necessary safeguards are incorporated to ensure the development is safe.

3.225 It is the Council's duty to determine planning applications after taking account of advice on public health and safety. Many aspects of pollution control are already regulated through other legislation and statutory bodies and the planning authority will not seek to duplicate the functions of any pollution control authority.

3.226 In considering planning applications for developments that would have a potentially adverse effect on their surroundings, the Council will seek to control the location of such activities and land uses and restrict their development in close proximity to residential, educational, institutional, recreational and other environmentally sensitive areas. Where necessary the Council will require mitigating measures to be taken to minimise any

unacceptable effects of development. These might include remediating contaminated land, screening, landscaping or sound insulation.

Air Quality

3.227 Public Health England – Health Matters: Air Pollution (November 2018)²⁴ confirmed that air pollution has a significant effect on public health, and poor air quality is the largest environmental risk to public health in the UK. In 2010, the Environment Audit Committee considered that the cost of health impacts of air pollution was likely to exceed estimates of £8 to 20 billion. Epidemiological studies have shown that long-term exposure to air pollution (over years or lifetimes) reduces life expectancy, mainly due to cardiovascular and respiratory diseases and lung cancer. Major air pollutants that impact public health such as particulate matter (PM₁₀ and PM_{2.5}) and nitrogen dioxide (NO₂) can also combine in the atmosphere to form ozone, a harmful air pollutant (and potent greenhouse gas) which can be transported great distances by weather systems and contribute towards a warming climate.

3.228 National planning policy and guidance seeks to promote sustainable communities and sets out that local authorities should consider how to manage air quality in their area, such as by ensuring that new development contributes to reducing or mitigating air pollution by, for example, including tree planting or other green infrastructure within or nearby the proposed development.

3.229 An air quality assessment will be required for major development which would significantly increase the volume of traffic in the immediate vicinity of the proposed development site or further afield and for all development creating a new source of pollution such as industrial chimneys or energy generation from burning fossil fuels.

Noise and Vibration

3.230 Noise pollution can adversely impact on the amenity and health of building occupiers as well as the wider public and wildlife. The Council will seek to ensure that new development both minimises noise pollution and appropriately manages its impact. Noise sensitive development such as housing, schools and health facilities should be located away or appropriately separated from major sources of noise such as industrial or noisy leisure uses. Similarly, development which generates a lot of noise should not be located near to existing noise sensitive receptors such as wildlife habitats, health facilities and housing.

3.231 A noise impact assessment will be required if:

²⁴ <https://www.gov.uk/government/publications/health-matters-air-pollution/health-matters-air-pollution>

the proposed development will be sensitive to noise and is likely to be affected by existing noise sources such as a housing development near to a busy road, railway or commercial activity;

- the proposed development will create noise which may affect nearby noise sensitive uses such as proposals for new commercial activity near existing residential properties or a nature reserve.

Light Pollution

3.232 External lighting can offer many benefits and can help provide a safe environment for a range of activities such as walking and cycling. It extends opportunities for sports and recreation by enabling night time use of facilities. Lighting can also enhance the visual appearance of buildings and townscapes.

3.233 However, artificial lighting can have the potential to become light pollution or obtrusive light, such as when poorly designed fixtures project light where it is not intended or reflect light upwards into the night sky. Poorly designed lighting schemes can have an adverse impact on people's quality of life, on wildlife and on the townscape. The Council will therefore seek to control the use of external lighting, including for illuminated signs and advertisements, LED screens, security and floodlights and decorative lighting.

Contaminated Land

3.234 Environmental health legislation requires the Council to ensure that land is inspected for contamination and made suitable for current and future uses. The National Planning Policy Framework stresses the need for policies to ensure that new development is compatible with its location. The NPPF makes clear that developers and landowners are responsible for securing safe development where a site is affected by contamination.

3.235 This policy is designed to secure the reuse of unstable and contaminated land for appropriate uses whilst protecting against hazards associated with these types of land. In Blackpool, there are pockets of former landfill sites and these are the main sources of potential land contamination. A major problem associated with this type of contaminated land is the possible migration of methane from these former landfill sites. This should be remedied before development begins on or adjacent to the site. The disturbance of contaminated land can mobilise pollutants and either cause first time pollution or worsen existing problems. Leachates and drainage from contaminated land sites pose serious risks of pollution to watercourses and ground water.

Hazardous Substances

3.236 Certain sites and pipelines are designated as dangerous substances establishments by virtue of the quantities of hazardous substances present. The siting of such installations will be subject to planning controls, for example under the Control of Major Accident Hazards Regulations 2015, with the objective, in the long term, to maintain appropriate distances between establishments and residential areas and areas of public use. In accordance with the Town and Country Planning (Development Management Procedure) (England) Order 2015, the Council will consult the Health and Safety Executive (HSE) as appropriate about the siting.

3.237 The Borough already contains a number of dangerous substances establishments and major accident hazard pipelines. These are:

- Home Heat Gas Company Ltd. Squires Gate Pipeline
- British Gas Kirkham - Marton Pipeline.

3.238 Whilst they are subject to stringent controls under existing health and safety legislation, it is considered prudent to control the kinds of development permitted in the vicinity of these installations. For this reason, the Council has been advised by the HSE of consultation distances for each of these installations. In determining whether or not to grant planning permission for a proposed development within these consultation distances, the Council will consult the HSE about risks to the proposed development from the dangerous substances establishment in accordance with Town and Country Planning (Development Management Procedure) (England) Order 2015.

Shopfronts

3.239 Shopfronts within the Town Centre and district and local shopping centres play a key part in establishing and defining the visual character of the street scene; they add to the overall visual quality of a centre and assist in establishing a strong sense of place and an attractive environment to visit. In addition, good shop front design which respects the integrity of the existing buildings and the street scene as a whole can help to encourage further investment together with more visitors and shoppers, thereby boosting the local economy.

3.240 A key component in the NPPF and the Core Strategy is quality of design and this emphasis has therefore been placed on ensuring high standards of design for all shopfronts, whether traditional or modern, to create streets which have a pleasing appearance and are attractive for residents and visitors.

3.241 This policy aims to ensure that the Town Centre and other shopping destinations are well designed, welcoming places with distinct characters, which encourage shopping locally which will boost the local economy.

Policy DM22: Shopfronts

1. Applications for new shopfronts or alterations to existing shopfronts must:
 - a. have regard to the character of the building and the streetscene and create a positive visual impact;
 - b. have a complementary relationship with the upper floor(s) of the building where appropriate;
 - c. have a fascia depth proportionate to the shopfront, adjacent properties and the wider streetscene which retains or reinstates vertical breaks between buildings;
 - d. include signage only at fascia level and in proportion to the shopfront;
 - e. retain features such as pilasters, mullions, toplights, canopies/awnings, doors and stall risers which contribute to the character of the building or the wider area;
 - f. introduce features such as pilasters, mullions, toplights, canopies/awnings (where they would not obscure architectural details), doors and stall risers where appropriate unless proposals are appropriate and of a high quality, contemporary and innovative expression of design;
 - g. provide independent access to accommodation on the upper floor(s) where

- appropriate;
- h. retain recessed doorways to provide a transition between the street and to provide disabled access;
 - i. provide display windows and ensure glazing is not blanked out.
2. Shop units in corner properties should include shopfronts which wrap around corners and should be designed to have high quality elevations to both frontages to avoid blank walls in the streetscene.
 3. The use of standard, poor quality UPVC shopfronts, windows or doors will not be permitted within the Town Centre, District or Local Centres, on Listed or Locally Listed Buildings or in Conservation Areas.
 4. Automated Teller Machines (ATMs or cash dispensers) will only be permitted in larger shopfronts. An ATM on shopfronts that would be a dominant feature on the frontage will not be permitted. If the ATM is to be placed within a shop window, the ATM should be sensitively positioned and surrounded by clear glazing rather than a solid panel and should not interfere with or result in the removal of original features. Illuminated ATM surrounds will not normally be permitted in Conservation Areas or on listed or locally listed buildings.

3.242 The unsympathetic replacement of shopfronts and poor quality designs weaken the architectural merit of existing buildings and can detract from the appearance of a street. As a result, these changes can reduce the distinctiveness and appeal of the shopping environment.

3.243 The Council is committed to improving the public realm in the Town Centre, but if the Town Centre is to remain a thriving destination, private sector investment is also required in improving the quality of the shoppers' experience of the Town Centre. In a climate where town centres and high streets are facing a multitude of challenges to their future and viability, including reduced footfall, empty units, on-line shopping and out of centre retail parks, it is imperative that town centres and high streets are pleasant places to visit and this includes having quality shopping frontages.

3.244 In parts of Blackpool, shopping units and shopfronts have been developed in a piecemeal fashion with poor quality design and this has led to parts of the town becoming unattractive to shoppers, visitors and potential investors and as a result attracting a high turnover of low end retail uses.

3.245 In order to improve the appearance of shopping centres, high streets and the Town Centre, the Council will seek a reduction in the size of fascia's of excessive dimensions (height, width and depth), which are out of proportion or scale with the shopfront, cover original features or are considered to have a detrimental effect on the appearance of the building or the street scene.

Examples of a poor quality, cluttered shopfronts, inappropriately placed ATM, roller shutter housing boxes and refrigeration units.



3.246 Timber is the preferred option for new shopfronts, although powder-coated aluminium or steel frames are generally appropriate in more modern buildings. Good quality, well designed timber shopfronts boost the value of the property, raises the quality of the area and will last a great deal longer than uPVC.

3.247 uPVC shopfronts are poor quality and appear more chunky and clumsy compared to slimmer aluminium, steel or timber frames. uPVC shopfronts are also the least sustainable option, they have a much shorter shelf-life than more sustainable alternatives and need replacing more often as they are difficult to repair and maintain and are much more difficult to re-cycle than traditional materials.

Example of a good quality shopping frontages in Cedar Square and Abingdon Street.



3.248 To enliven frontages, enable passive surveillance and create interest in the streetscene, all shop frontages should provide good visibility and glazing and should not be blanked out with vinyl or other advertisements or ATMs. Providing and retaining display windows ensures visibility into the shop, provides animation at street level and assists in creating a pleasant and welcoming built environment which does not promote crime/fear of crime and anti-social behaviour.

3.249 The Council will publish a Designing Blackpool SPD which will provide more detailed guidance on shopfront design, security shutters and advertisements.

Security Shutters

3.250 The Council is aware that security is a concern for shop owners and keepers and insurance companies. Security measures, by their very nature, tend to be highly visible and therefore have the potential to impact upon the appearance of a building and the surrounding streetscene. The Council seeks to enhance the appearance of Blackpool's Town Centre and other high streets and shopping frontages in general to ensure they remain attractive and welcoming places, not just during the day but also during the evening and night time hours.

3.251 Well-designed security measures do not detract from the design of a shop front and the surrounding streetscene and will lead to the improved appearance of our Town and encourage investment.

3.252 This policy seeks to assist in creating pleasant and welcoming built environment in Blackpool which doesn't promote crime/fear of crime and anti-social behaviour and to protect active frontages in Blackpool which encourage footfall in shopping areas.

Policy DM23: Security Shutters

1. External shutters will not be permitted:
 - a. within the Town Centre, District Centres or Local Centres;
 - b. on the Promenade;
 - c. on listed or locally listed buildings;
 - d. in Conservation Areas;
 - e. in the Resort Core.
2. Outside of these locations on street frontages, shutters and grilles will be permitted subject to the following criteria:
 - a. the shutters are of an open brick bond design or similar which allow oblique views through the property;
 - b. the shutter, housing box and guides are integrated sympathetically within the fascia;
 - c. the shutter must not obscure architectural features of the building such as stall risers.
3. Solid roller shutters will not be permitted on any elevation of a building with a street presence other than on industrial/ business estates, on industrial buildings

or where such shutters are appropriate to the character of the building or the wider area.

3.253 As an attractive street frontage benefits trade and the local economy, it is essential that property owners use appropriate security measures which have the minimum adverse effect on the street scene.

3.254 The NPPF confirms that new development should add to the overall quality of an area, be visually attractive, should be sympathetic to local character and history, establishing or maintaining a strong sense of place by creating attractive, welcoming and distinctive places to live and visit. New development should also create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion.

3.255 Many modern security shutters were originally devised for the security of industrial premises. Whilst they can be fitted relatively easily and cheaply, they have a detrimental effect on townscape and the overall perception of an area and are not suitable in retail areas, on the Promenade, in Conservation Areas or on listed or locally listed buildings. Solid, or almost solid, external roller shutters have a range of negative effects which outweigh the perceived security benefits. These negative effects include:

- A forbidding, hostile and fort like appearance that gives the impression that the area is a high-risk area prone to crime, creating 'no-go' zones for pedestrians, reducing trade and passive surveillance and making properties more vulnerable to attack.
- The creation of unattractive blank frontages where window shopping is precluded during the evening and a deadening effect on the character of the property and the street.
- The reduction or preclusion of internal/external inter-visibility making premises safer for criminals once inside.
- Attraction of unsightly fly posting and graffiti, portraying an overall impression that the area is in decline.
- The concealing of important architectural features of the premises, to the detriment of the character of the host building and the surrounding area.
- Where security shutters are left down during the day, they can reduce the trading potential of surrounding businesses and reduce property values.

3.256 These effects are also particularly damaging for the image of the resort, such as on the Promenade and in the Resort Core, where large concentrations of commercial properties are secured by solid shutters outside operational hours or out of season.

3.257 The Council recognises that there may be instances where property has to be secured in the short term, either because the property is vacant, or due to acts of vandalism or storm damage. In such circumstances the Council are keen to work with the property owner to agree short term measures to secure the property.

3.258 The Council promotes 'Secured by Design' principles which include for example, measures such as good lighting, CCTV cameras and alarms and toughened or laminated glazing. Using toughened or laminated glass is a more appropriate security measure and the lighting of interiors allow the vitality of the street to continue out of hours. This improves the character and safety of the street to the benefit of the local community and retailers alike. These measures can help to increase security and do not normally require planning permission.

3.259 External roller shutters are considered to be the worst security option. They obscure architectural detail, remove the window element and display from the streetscene, invite graffiti, and can portray an overall impression of decline. As such, inappropriate roller shutters which would be highly visible in the streetscene and create dead frontages will not be permitted.

3.260 The Council will publish a Designing Blackpool SPD which will provide more detailed guidance on shopfront design, security shutters and advertisements.

Advertisements

3.261 Well-designed, proportioned and sited signs can complement both individual buildings and the overall character of the area. They can add vitality and life to a building, and can be used to enhance architectural features of the building when well sited.

3.262 Blackpool has a large amount of poor quality signage and large panel advertisements which harms amenity and local distinctiveness. Most of Blackpool town centre and parts of the promenade are subject to conservation area designation and poor quality advertisements and signage are identified as problematic in Conservation Area character appraisals such as those for Blackpool Town Centre and Foxhall.

3.263 This policy seeks to ensure that advertisements are well designed, placed and are appropriate in their setting and cause no harm to residential amenity or negatively impact on highway safety.

Policy DM24: Advertisements

Proposals for advertisements will be considered having regard to their size, design, position, range of visibility, location and any cumulative effects with existing advertisements.

1. Advertisements will not be permitted where they would:
 - a. detract from the appearance of buildings or the wider streetscene, hinder traffic or pedestrians or that would create other highway safety issues will not be permitted;
 - b. have an adverse effect on amenity in terms of their placement and/or illumination will not be permitted.
2. Internally illuminated box signs will not be permitted:
 - a. within the Town Centre, District Centres or Local Centres;
 - b. on the Promenade;
 - c. on listed or locally listed buildings;
 - d. in Conservation Areas.
3. No more than one projecting or hanging sign will normally be permitted on any building frontage or unit.

4. Signage panels or advertising vinyls which cover otherwise transparent display windows will not normally be permitted.
5. Any digital advert will only be permitted on leisure/amusement attractions on the promenade provided they are in accordance with parts 1 and 2 of this policy. Digital advertising will not normally be permitted in Conservation Areas or on or within the setting of listed/locally listed buildings. When assessing an application for advertisement consent, the cumulative impact of digital signage in the area will also be considered.
6. Existing poor quality signage on the host property or other buildings in the area should not be regarded as a precedent for further similar proposals.

3.264 It is acknowledged that outdoor advertising is essential for businesses in Blackpool and has a practical purpose of providing information about goods, services and events. However, this must be balanced with the need for such signs to be well designed and in the right place so that they make a positive contribution to the appearance and character of the streetscene.

3.265 The overall design of individual advertisements, their size, what they are made of, method of illumination, the style of type of the host building, positioning on the building, the appearance and setting of surrounding buildings and their cumulative effect are all important factors in the impact of a single advertisement on amenity and public safety.

3.266 A particular design may be appropriate in one location, on a particular building but the same design may appear discordant on a different building or in a different place.

3.267 Poor quality advertisements will detract from the architectural or design merit of a building and the character of the wider streetscene where they:

- constitute poor design, such as internally illuminated box signs;
- would obscure or cut across positive architectural features of a building;
- are in the form of a continuous fascia spanning two or more distinct buildings;
- are at a high level, unrelated to the use of that floor of the building, unless this is in the interests of amenity and public safety;
- would result in clutter;
- would result in a top heavy fascia which distorts the proportions of the buildings frontage;
- would obscure views into the building.

3.268 In certain circumstances safety can be prejudiced by signage that obstructs the highway or causes distraction to motorists.

3.269 Clutter on the forecourt of premises is a particular problem in Blackpool as are poor quality shop frontages and signage which are harmful to visual amenity and local distinctiveness and reduces the attractiveness of areas as shopping destinations.

3.270 In the Blackpool Local Plan, Part 1 – Core Strategy 2012-2027 there is a clear commitment to arrest decline and restore confidence in the town centre and to regenerate its centres and this includes securing positive improvements in the quality of the built, natural and historic environment and replacing poor design with better design. The control of advertisements has an important role in delivering these ambitions.

3.271 Please refer to the Council's Signage SPD which provides more detailed guidance on advertisements.

Public Art

3.272 Public art describes the work of artists who engage people with the economic, social and environmental development of cities, towns and the countryside. This includes the planning and creation of regenerated and new places, buildings, spaces and routes; and the exploration of issues of local significance. Public art is an expression of cultural wellbeing and includes all media, materials or process and can be permanent or temporary.

3.273 Blackpool is the home of British popular culture, with a proud heritage stretching back over 150 years. It is recognised historically as a place where all classes of society came to consume and enjoy the best culture of the day from variety theatre and the Illuminations to the circus.

3.274 The Council is committed to developing a strong sustainable cultural economy recognising the benefits this can bring in terms of skills development and better paid jobs for local people, a unique and attractive tourism offer and ensuring the well-being of local people. Investment in the town's cultural infrastructure and home grown creative talent and production are key priorities.

3.275 Blackpool is recognised nationally for the quality and reach of its cultural offer built on strong partnerships involving the Council, the cultural sector and key stakeholders locally, regionally and nationally, working together to benefit the town. Left Coast provides an example of this, one of the Arts Council England's flagship Creative People and Places projects.

3.276 Blackpool Council has also been proactive in working with artists on major regeneration projects in the town centre to create new quality public realm that is distinctive and imaginative including the internationally award winning Gordon Young's Comedy Carpet for the newly created Tower Headland on Blackpool's central promenade. Sited in front of the iconic Blackpool Tower, it refers to the work of more than 1,000 comedians, most of whom have performed in Blackpool from the early days of variety to the present. It also provides a stage for popular entertainment and is a visitor attraction in its own right. The Council aims to build on successes like the Comedy Carpet and LeftCoast by recognising opportunities as a new phase of regeneration moves forward in the town.

3.277 This public art policy responds to the NPPF which recognises that supporting the cultural wellbeing of places is part of the social role of the planning system and its aim of achieving sustainable development²⁵ and that policies and decisions should *'take into*

²⁵ NPPF Paragraph 8 (July 2018)

*account and support the delivery of local strategies to improve health, social and cultural wellbeing for all sections of the community'*²⁶. NPPG advises that 'Public art and sculpture can play an important role in making interesting and exciting places that people can enjoy using'.

3.278 Culture and well-being are embedded within the Blackpool Local Plan Part 1: Core Strategy, inherent in the Spatial Vision and Objectives, recognising the key contribution they make to the economic, social and environmental well-being of the town and its residents and visitors.

Policy DM25: Public Art

1. New developments will be required to support the cultural well-being of Blackpool and contribute to addressing positive social, economic and environmental outcomes through the provision of public art projects. Such projects can be part of an individual site and/or part of public realm and/or other infrastructure that is related to a number of sites.
2. Public Art projects will be delivered where appropriate, through the funding, management, development, implementation and maintenance of such projects by developers related to major development sites including:
 - a. major development sites within the Strategic Locations of Development identified under Policy CS1 of the Council's Local Plan, Part 1 Core Strategy;
 - b. major development sites within the South Blackpool Growth Areas.
3. Public Art projects proposed by individuals and organisations, including the Council, that are not related to major development, will be encouraged and supported with a particular focus on the following areas:
 - a. the inner area neighbourhoods of North Beach, Foxhall, South Beach, Claremont, Talbot and Brunswick, Revoe and St Heliers; and
 - b. Marton Moss Strategic site.
4. Public Art projects that are not related to major development must also accord

²⁶ NPPF paragraph 93 (July 2018)

with Part 1 of this policy.

5. Where it is not appropriate to deliver a public art project as part of a specific development, financial contributions will be sought to make appropriate provision for public art.

3.279 The Council's Public Art Policy supports the delivery of the requirements of the NPPF and NPPG, the Council Plan and Core Strategy by:

- Socially contributing to health, education and community development initiatives and services;
- Economically generating income from visitors and for the arts sector;
- Environmentally enhancing the design of and access to buildings and the public realm.

3.280 The strategic locations for development referred to in the policy are identified in Policy CS1 of the Core Strategy and comprise Blackpool Town Centre, The Resort Core and Neighbourhoods within the inner areas as a focus for regeneration with supporting growth in South Blackpool helping to meet wider housing and employment needs.

3.281 Blackpool Town Centre with a strong cultural infrastructure, offering exciting public art activities to engage and participate in, has a pivotal role to play in driving the local economy. A critical mass of vibrant cultural venues and organisations, such as the Grundy Art Gallery, Grand Theatre, Winter Gardens, LeftCoast, the new A B&B and Blackpool Museum will attract visitors and locals into the town centre; with local businesses benefiting from the additional spend generated. Commissioning investment will support these organisations in thriving and providing high quality public art programmes creating key memorable moments in Blackpool's cycle of events.

3.282 The three strategic sites within the town centre provide considerable opportunity for Public Art - the Central Business District (formerly Talbot Gateway), the Winter Gardens and the Leisure Quarter (the former Central Station Site).

3.283 Commissioning ambitious new public art (both permanent and temporary) can contribute significantly to Blackpool's reputation as a desirable place to live, work and visit. Quality spectacular and experiential public art events raise Blackpool's profile locally, regionally and nationally; making a major contribution to re-establishing Blackpool as the sub-regional centre for the Fylde Coast helping to boost the visitor economy.

3.284 The **Resort Core** extends 5km along the seafront and around 1km inland, connecting to the town centre. It contains the famous Golden Mile, Promenade and three piers, the majority of the resort attractions and facilities, holiday accommodation and major points of arrival. Bold and imaginative public art could be commissioned to engage our many visitors, in particular families and young people through playful, provocative and sensory interventions making the most of up to date technologies.

3.285 Many **Neighbourhoods within the inner areas** are amongst the 10% most deprived areas in England. Home for many low income vulnerable households these neighbourhoods present one of the most testing social and economic challenges in the country. The Council with partners is actively addressing these challenges, including the dysfunctional housing market and transient residential communities, to assist in making these neighbourhoods attractive sustainable places to live. Public art projects can enable Blackpool residents (including young people) to experience high quality cultural activities and provide opportunities to develop themselves as makers, participants, audiences and leaders in their community. It can create a space for debate and discussion and provide a way of capturing residents' ideas about the kind of neighbourhood they want to live in.

3.286 The Core Strategy does not identify any strategic sites within the Resort Core or the neighbourhoods in the inner areas, however major development sites may emerge in these locations in the future through redevelopment of existing sites and if this is the case the contribution that these sites could make to public art should be realised.

3.287 There may be circumstances where it is not appropriate to deliver a public art project as part of a specific development in these cases the Council will seek a financial contribution. The type of Public Art and level of contribution will depend on the nature of the development proposal, the characteristics of the site and its surroundings. This will also enable the delivery of public art through complementary strategies such as the Green and Blue Infrastructure Strategy and Action Plan.

3.288 The Core Strategy identifies major sites for employment and housing growth in **South Blackpool**. However, the housing sites have already obtained permission therefore the opportunity for Public Art projects lies within the employment sites of Squires Gate Industrial Estate and Blackpool Business Park which now form part of the **Blackpool Enterprise Zone** as well as employment sites on Preston New Road and Clifton Road.

3.289 Public art can contribute to the re-invention of the EZ area which has a rich industrial heritage, including the former Wellington bomber factory. Public art can also contribute to the health and well-being of employees working on the site creating spaces that people can enjoy during work breaks.

3.290 Major development sites will generate significant amounts of development, including housing, offices, shops, public realm, and transport infrastructure. Therefore, they will

provide opportunities for public art projects that support local cultural wellbeing, address the social, economic and environmental impacts of the sites and further the priorities and policies of the Council Plan and Local Plan and its associated planning documents. Examples of public art projects include:

- projects that expand the tourism, arts, heritage and cultural offer supporting the development of a year-round visitor economy that will further the regeneration and prosperity of the town;
- projects that are part of the planning and creation of places, buildings, spaces and routes supporting the protection and enhancement of the built and natural environment and the provision of high quality design; and
- projects that engage existing and new communities and enable them to celebrate and/or investigate local identity and/or local issues supporting social development, cohesion and wellbeing.

3.291 To ensure the provision of public art projects, and to provide further guidance on off-site financial contributions, the Council's Arts and Planning services will publish additional advice for developers.

Heritage

3.292 The Council places great importance on preserving the historic environment. Under the Planning (Listed Buildings and Conservation Areas) Act the Council has a responsibility to have special regard to preserving listed buildings and must pay special attention to preserving or enhancing the character or appearance of conservation areas. The NPPF states that in decision making local authorities should give great weight to conservation of designated heritage assets in a manner appropriate to their significance. The Council expects that development not only conserves, but also takes opportunities to enhance, or better reveal the significance of heritage assets and their settings.

3.293 Policy CS4 of the Core Strategy sets out the Council's strategic policy in relation to heritage and recognises Blackpool's rich social and built heritage, with the town's success founded on iconic Victorian landmarks.

3.295 The following section provides further detailed policy for proposals affecting Listed Buildings, Conservation Areas, Locally Listed Buildings, other Non-Designated Heritage Assets and sites with archaeological importance.

Listed Buildings

3.295 Blackpool has 49 buildings statutorily listed for their special historical or architectural interest that represent some of the most important seaside architecture in Britain. The Council's approach to how listed buildings are developed reflects the scarcity and national significance of these designated assets. In addition, Blackpool's Stanley Park is on Historic England's Register of Parks and Gardens.

Policy DM26 Listed Buildings

1. The Council will support appropriate development which seeks to maintain, sustain and enhance the significance and special architectural and historic interest of Listed Buildings in the Borough.
2. Considerable weight will be given to the protection of a listed building and its setting. Development of a listed building, or development within the curtilage or within the vicinity of a listed building or structure, should preserve and/or enhance its setting and any features of special architectural or historical interest which it possesses. The historic fabric and any features of architectural or historic interest should be retained in situ and repaired rather than replaced wherever

possible. Proposals should not adversely affect the listed building or its setting by virtue of design, scale, materials, or proximity or impact on views or other relevant aspects of the historic building fabric.

3. The change of use of part, or the whole, of a Listed Building will be supported provided that its setting, character and features of special architectural or historic interest would be preserved and/or enhanced. Consideration will be given to the long-term preservation that might be secured through a more viable use.
4. Development which would cause substantial harm to or loss of a listed building, including total or partial demolition, will only be permitted in exceptional circumstances. The Council will consider the following matters when determining such applications:
 - a. the nature of the listed building prevents all reasonable use of the site, no viable use of the listed building can be found through appropriate marketing that will enable its conservation and it can be demonstrated that charitable or public funding/ownership is not available to enable its conservation;
 - b. any harm or loss is outweighed by the benefits of bringing the site back into use.

3.296 Listed Buildings are protected by legislation and Historic England keeps an up-to-date register of all listed buildings and those at risk. Listing protects an irreplaceable part of our cultural heritage from unsympathetic changes and unnecessary destruction. Only a small proportion of buildings in England and Wales (about 2.5%) are Listed as being of special architectural or historic interest.

3.297 The interior of a listed building is often as important as the exterior and so it is essential that the custodians of these buildings are aware of their statutory obligations in respect of any planned changes. The Council recommends that custodians of listed buildings seek advice from the planning department at an early stage regarding any proposed development or alterations to a listed building.

Conservation Areas

3.298 Four conservation areas recognise the group value of buildings and streetscapes in significant areas of the town. The Council has prepared conservation area appraisals and management plans that provide further guidance on the character of these areas. We will

take these documents into account as material considerations when we assess applications for planning permission in these areas.

Policy DM27: Conservation Areas

1. Development within or affecting the setting of a Conservation Area, including views in or out, should protect, conserve, and wherever possible enhance the special interest, character and appearance of the Conservation Area.
2. Proposals will be required to:
 - a. Preserve and where possible enhance the existing historic fabric and features of the Conservation Area that contribute to its special interest, character and appearance;
 - b. Respect the existing local context and established character, with reference to existing building layouts, plot and frontage sizes, form, height, depth, scale, massing of existing buildings, spacing between existing buildings, established street layouts, materials, architectural and landscape features including historically significant boundaries and building lines, and be in keeping with the character and appearance of the conservation area;
 - c. Make a positive contribution to local character and distinctiveness.
3. Wherever possible shop-fronts of architectural or historical value should be retained.
4. Proposals to demolish existing non-listed buildings will be assessed against the contribution the existing building or structure makes to the significance of the Conservation Area including its special interest, character, and appearance, and the merits of any proposed replacement development. The opportunity to remove unsightly features or buildings which detract from the character or appearance of the Conservation Area will be encouraged. Where substantial harm would be caused to a Conservation Area's significance, the demolition of the existing building will be resisted unless exceptional circumstances or substantial public benefits outweighing any harm to the Conservation Area can be demonstrated. Where less than substantial harm would be caused by the demolition or partial demolition or alteration of a non-listed building, any public benefit caused to the overall character of the conservation area will be assessed as part of the pre-determination balancing exercise.

3.299 Conservation area status gives the Local Authority additional powers to ensure that development is in keeping with existing styles and the character of the area. Whilst Conservation Areas may contain Listed Buildings, all environmental elements that contribute to the special character of the conservation area, including buildings, walls, railings, open spaces and trees etc. should be protected. Careful consideration must also be given to when assessing land uses to ensure that they don't disrupt or prejudice the character of a conservation area.

3.300 Though individual buildings or structures may not be particularly important in themselves, collectively they may make a contribution to the overall character of an area. As such, demolitions can have a serious effect on a Conservation Area and it is important to control demolition properly.

3.301 In this respect the Council will generally seek to retain buildings or other structures which make a positive contribution to the character or appearance of a conservation area. Demolitions will only be allowed where the building or structure does not positively contribute to the character or appearance of the area, where it is beyond reasonable economic repair or where replacement proposals would make a greater environmental contribution. Even where demolition is appropriate, consent will not be given unless acceptable and detailed plans for a redevelopment or restoration scheme has been approved by the Council and a contract for the carrying out of those works has been entered into.

3.302 The four conservation areas within Blackpool include:

- Town Centre conservation area
- Stanley Park conservation area
- Foxhall area
- Raikes Hall area

3.303 Two further conservation areas are under consideration for designation including:

- North Promenade conservation area
- Marton Moss conservation area

3.304 Further details and the conservation area appraisals are available on the Council's website²⁷

²⁷ <https://www.blackpool.gov.uk/Residents/Libraries-arts-and-heritage/Blackpool-heritage/Conservation-areas-and-listed-buildings/Conservation-areas-listed-buildings-and-trees-conservation.aspx>

Locally Listed Buildings and Other Non-Designated Heritage Assets

3.305 The Council maintains a local list of over 200 non-designated heritage assets as part of our Local List. Impacts from development affecting non-designated heritage assets or their setting are material planning considerations.

Policy DM28: Locally Listed and other Non-Designated Heritage Assets

1. Proposals which would secure the repair and use of a locally listed or other non-designated heritage assets in a manner consistent with its conservation and which would retain features of architectural or historic value will be supported.
2. Development will be required to preserve the character and significance of locally listed and other non-designated heritage assets, their setting and any features of architectural or historic interest.
3. Proposals for the demolition of a locally listed heritage asset, and/or the loss or removal of important features of character will be assessed in the light of their significance and the degree of harm or loss.

3.306 Local lists are a way of helping conserve buildings of local, rather than national, importance which make a positive contribution to the character of our streets and the town's history. Blackpool's local list was initiated by the findings of the historic townscape characterisation exercise in 2008/9 which identified buildings of local architectural and/or historic interest in those areas covered by the project.

3.307 Subsequently the decision was taken to extend the local list to cover the whole borough so that the special interest of all buildings of local significance could be taken into account in planning decisions. The process for local listing has now been established, and the lists of buildings which have been formally adopted can be seen on the listings page.

Archaeology

3.308 The Council is committed to protecting remains of archaeological importance by ensuring acceptable measures are taken proportionate to the significance of the heritage asset to preserve them and their setting, including physical preservation, where appropriate. Despite being a predominately nineteenth century town, Blackpool does have sites of earlier development particularly around Foxhall and in Layton and Bispham. The town has yielded archaeological material from the prehistoric, Roman and medieval periods.

Policy DM29: Archaeology

1. To assess the likelihood of buried heritage, all planning application sites will be tested against the Lancashire Archaeological Service map detailing the Archaeological Potential of sites in Blackpool. Where significant sites are identified the Council will;
 - a. request test trenches and initial investigations where appropriate;
 - b. require archaeological watching briefs

3.309 Where buried heritage would be affected by development, planning permission is likely to be subject to a condition requiring the implementation of a scheme of archaeological investigation and recording approved by the LPA. This may include further stages of evaluation surveys, particularly if trial trenching has not been undertaken at the pre-consent stage; works to mitigate the loss of archaeological remains, such as a watching brief or excavation & mitigation; off-site analysis and publication of the results of the archaeological work; and deposition of the archive with a repository approved by the LPA.

Wind Energy

3.310 Policy CS10 of the Core Strategy sets out the requirements for renewable and low carbon energy and the policy highlights that where deemed suitable, Part 2 of the Local Plan will identify areas suitable for wind energy development to reflect the Ministerial Statement of 18 June 2015²⁸. In response to this and reflecting the specific reference in the NPPF that local planning authorities should recognise that even small-scale projects provide a valuable contribution to cutting greenhouse gas emissions, Policy DM30 identifies the whole of the Borough as an area of search for **small scale wind turbines** with proposals having to meet stringent criteria to gain planning permission.

Policy DM30: Wind Energy

1. The whole Borough is designated as an area of search suitable for small scale wind turbine development. Proposals for such development must meet the requirements of Core Strategy and Development Management policies and demonstrate that:
 - a. the proposed scale of the wind turbine(s) is efficient on power output and that this efficiency is not compromised at the proposed location by turbulence at low levels; and
 - b. there is no unacceptable impact on residential amenity and other sensitive users in terms of noise, shadow flicker, vibration and visual dominance; and
 - c. the impact on the natural environment including designated sites and the countryside area has been assessed and where necessary appropriate mitigation or enhancement provided; and
 - d. the impact on any heritage asset and their setting, including strategic views; has been assessed; and
 - e. the proposal takes account of the cumulative effect that would result from the proposal in conjunction with permitted and existing renewable energy schemes, including those in neighbouring authorities and there is found to be no significant adverse impact; and
 - f. the local road network can satisfactorily accommodate the development

²⁸ <https://www.gov.uk/guidance/renewable-and-low-carbon-energy#Do-local-people-have-the-final-say>

- proposed; and
- g. all impacts on air traffic safety, radar and communications have been assessed and consulted upon with the appropriate bodies; and
 - h. there is support from the local community where required, informed by pre-application consultation to ensure any planning impacts identified by the affected community have been fully addressed.
2. Where mitigation measures are required to make any identified impacts acceptable these will be secured through conditions or planning obligations.
 3. Where a proposal is permitted, a condition will be attached to the planning permission that will require the removal of redundant structures and/or equipment and for the restoration of the site should the site become non-operational.
 4. In assessing wind energy proposals, the Council will give positive weight to community-led initiatives or where there is direct benefit to community through their involvement.

3.311 Government policy for wind energy is set out in Chapter 14 of the NPPF which sets out revised national policy on wind energy development.

3.312 Opportunities for wind energy generation have been considered in the Blackpool Climate Change and Renewable Energy Study (2010) and in the Lancashire wide Renewable Energy Study undertaken by SQW and Maslen Environmental 2011/12.

3.313 Wind speeds across the Borough are favourable for wind energy generation. However, due to Blackpool's dense urban form and particular constraints, including Blackpool Airport and important strategic views of Blackpool Tower (a Grade 1* listed Building), the location of larger scale commercial wind turbines in the Borough is not appropriate.

3.314 With respect to small scale turbines, Blackpool currently has six, two located at the Solaris Centre south Promenade²⁹; one located south of the Sandcastle³⁰, two located at the Enterprise Centre on Lytham Road³¹ and one (non-operational) at St Mary's Catholic

²⁹ 11m to hub height, 13m to blade tip

³⁰ 14m to blade tip

³¹ 6.6m to hub height, 8.4m to blade tip

College³². A further 2 small wind turbines have been approved on the Promenade south of the Sandcastle³³

3.315 Small scale wind installations are defined as having a height of around 20m above ground level to blade tip; are viable at wind speeds of 4.5 m/s at 10m above ground level and typically produce enough energy to supply a small number of buildings.

3.316 Any proposal must meet the requirements of Core Strategy policy including CS6 – Green Infrastructure; Policy CS8 – Heritage; CS9 Water Management; and CS10 – Sustainable Design and Renewable and Low Carbon Energy. Other development management policies provide guidance in relation to residential amenity and the local road network. A detailed assessment will need to be submitted as part of any wind turbine proposal thoroughly addressing the requirements of Policy DM30.

3.317 The development of wind turbines has the potential to cause a variety of negative effects on aviation. These include (but are not limited to) physical obstructions; the generation of unwanted returns on Primary Surveillance Radar (PSR); adverse effects on the overall performance of communication, navigation and surveillance equipment; and turbulence.

3.318 Whilst it is generally the larger, commercial turbines that have the greatest impact on aviation, the installation of other equipment may also affect operations. Smaller turbines can also have a negative impact on aviation and so require assessment. Moreover, the cumulative effects of wind turbines on aviation need to be assessed if developments proliferate in specific areas. Wind turbine developers must understand the potential impact of developments on aviation, and fully engage with the aviation industry at an early stage in the development process, to address any potential problems and develop, where appropriate, suitable mitigation solutions. Due to the proximity of Blackpool airport, all areas in Blackpool fall within a consultation zone where discussions should be had with the aviation authorities.

3.319 Wind turbines can also affect Ministry of Defence operations including radar, seismology recording equipment, communications facilities, naval operations and low flying. Developers are required to consult with the Ministry of Defence if a proposed turbine is 11 metres to blade tip or taller and/or has a rotor diameter of 2m or more.

3.320 In addition it is important to highlight the proximity of arable and pasture land which surrounds Blackpool, but lies outside the authority's boundary. Land surrounding Marton Mere and Whyndyke Farm are important for foraging birds including Pink Footed

³² 11.75m to blade tip

³³ 2 turbines 15m to blade tip

geese, Whooper swan and Bewick's swan. The impact of any proposals in proximity to these foraging lands will need to be assessed and consulted upon with Natural England.

3.321 The Promenade is a key tourism asset for the resort and it has seen a multi-million pound programme of investment over the last decade to reconstruct the sea defences, provide high quality public realm and new event space. The siting of any wind turbines on the seafront will need careful consideration to avoid impacts on the setting and important strategic views of Blackpool Tower and the Promenade as a recreational activity and events space. Any proposal will need to enhance the Promenade contributing as a public realm feature including the integration of lighting to create visual effects.

3.322 There is a legal requirement to carry out pre-application consultation with the local community for planning applications for wind turbine development involving one or more turbines and following consultation, it must be demonstrated that any planning impacts identified by the affected local community have been fully addressed and the proposal has their backing.

3.323 Some sizes and types of wind turbines on domestic properties are covered by permitted development rights. This means that they do not need planning permission to be installed. The regulations which lay out these permitted development rights can be found at: http://www.legislation.gov.uk/uksi/2015/596/pdfs/uksi_20150596_en.pdf

The Coast and Foreshore

3.324 Blackpool's coastline and foreshore is one of the resort's key assets, well used by both local residents and visitors. Coastlines warrant special protection as they are often sensitive to development due to their open character and the fact that they provide habitats for certain species of plants, animals and birds. In addition, any development should not interfere with natural coastal processes, such as erosion and deposition.

3.325 In order to meet the new Bathing Water Directive, a significant amount of work has been undertaken by the Council, United Utilities and other stakeholders to improve water quality and reduce the risk of flooding. In 2017, all four of Blackpool's bathing waters passed the new European Directive, with Blackpool South being classed as 'excellent' and the beach given Blue Flag status.

Policy DM31: The Coast and Foreshore

1. The environment of Blackpool's coast and foreshore will be protected by:
 - a. supporting development proposals which secure further improvements to bathing water quality or flood protection.
 - b. resisting development that would adversely affect the appearance, integrity or environmental quality of the beach and foreshore.

3.326 The Council is committed to protecting and enhancing the environment of the coast to ensure that its appearance and environmental quality is maintained or improved. Proposals that would have a detrimental impact on Blackpool's coast and foreshore will be resisted.

3.327 Shoreline Management Plans (SMPs) are part of the Flood and Coastal Erosion Risk Management planning framework. The North West England and North Wales Shoreline Management Plan 2 SMP sets the long term policy for the management of the coast and is taken forward through shoreline strategies and schemes. The Management Plan seeks to 'hold the line' along the Fylde Coast which means maintaining the current standard of protection; and the Catchment Flood Management Plan seeks to manage run-off rates and minimise flood risk.

3.328 The Marine Management Organisation (MMO) was established following the Marine and Coastal Access Act 2009. As the marine planning authority for England the MMO is responsible for preparing marine plans for English in-shore and off-shore waters. The EU

Directive on marine spatial planning (2014/89/EU) requires marine spatial plans to be in place before 31 March 2021.

3.329 At its landward extent, a marine plan will apply up to the mean high water mark. Marine plans are being developed on a rolling programme. The North West Marine Plan, which includes Blackpool, will be delivered by 2021, with a 20 year view of activities. Each plan will be monitored with three yearly reviews.

Development in the Countryside

3.330 The only remaining countryside area in Blackpool is on the eastern edge of the Borough (between Newton Hall and Mythop Road) as identified in Figure 7. The area is predominantly in agricultural use and adjoins extensive areas of open countryside in neighbouring Fylde Borough. It forms a buffer between Staining and Blackpool and has an open character comprising fields and Biological Heritage Sites.

3.331 The countryside area at Marton Moss identified in the 2006 Local Plan will be deleted as it is now covered by Core Strategy Policy CS26: Marton Moss and CS25: South Blackpool Housing Growth.

Policy DM32: Development in the Countryside

1. The intrinsic value and rural character of Blackpool's remaining small area of countryside will be safeguarded and development in the countryside, shown on the Policies Map, will be limited to:
 - a. agricultural or horticultural purposes;
 - b. outdoor recreational uses appropriate to a rural area;
 - c. extensions and replacement dwellings providing they are in keeping with the scale and open character of the countryside. Extensions and replacement dwellings in excess of 33% of the original ground floor footprint of the building will not be permitted;
 - d. isolated new homes in the countryside which meet the criteria set out in paragraph 79 of NPPF 2018.

3.332 It is important that the countryside is protected from unacceptable development that would harm its rural character. The intrinsic value and rural character of the small area of countryside in Blackpool Borough needs to be protected. However, certain forms of development are necessary to support rural life and maintain or enhance the rural economy.

3.333 Outdoor recreational uses such as horse stabling and grazing appropriate to a rural area will only be permitted on sites where the use is unlikely to give the need for residential supervision or there is already a residential dwelling on site.

3.334 Enhancements of the wildlife features of the countryside areas that will promote the enjoyment of the natural environment by the public will be encouraged.

3.335 Modest extensions that are sensitively designed and relate well to the existing property and surrounding area will be permitted. Proposed developments that by virtue of their scale, design or materials would have an adverse impact on the visual amenities and remaining rural character of the designated Countryside Area will be resisted. To avoid over large and conspicuous dwellings, no proposals will be permitted exceeding 33% of the original ground floor building footprint. We have taken this approach as it aligns with that adopted by Fylde Council in their Local Plan bearing in mind that Blackpool Borough's countryside area forms part of the wider expanse of countryside in Fylde Borough. A restriction to the scale of extensions has been successfully applied since the adoption of the 2006 Local Plan and has consistently been supported by Inspectors at appeal.

Biodiversity

3.336 The Council is committed to maintaining and enhancing the biodiversity and natural distinctiveness of sites with conservation value.

3.337 Core Strategy Policy CS6 highlights that International, national and local sites of biological and geological conservation importance will be protected, having regard to the hierarchy of designated sites and the potential for appropriate mitigation. Measures that seek to preserve, restore and enhance local ecological networks and priority habitats/species will be required where necessary. This policy expands on policy CS6 to provide guidance for development proposals affecting SSSIs, the Local Nature Reserve, Biological Heritage Sites and Protected Species.

Policy DM33: Biodiversity

SSSIs

1. Development will not be permitted in or adjacent to a Site of Special Scientific Interest where it would adversely affect, directly or indirectly, its wildlife and nature conservation importance.

Other sites of nature conservation value (Local Nature Reserve and Biological Heritage Sites)

2. Development will not be permitted where it would adversely affect County Heritage Sites – biological or geological - and other sites of importance to nature conservation interests, including all ponds in the Borough. Where in exceptional circumstances the benefits of development proposals clearly outweigh the extent of ecological or geological harm, developers will be required to compensate for such harm to the fullest practicable extent compatible with the conservation interests of the site.

Protected Species

3. Development will not be permitted if it would have an adverse impact on animal or plant species protected under national or international legislation. Development proposals should ensure that species and habitats set out in the UK and Local Biodiversity Action Plans will be protected and where possible enhanced. Where development is permitted, adequate compensatory measures must be undertaken to sustain and enhance the species and its habitat.

SSSIs

3.338 Sites of Special Scientific Interest (SSSIs) are statutory sites of nature conservation value designated by Natural England and represent the best of the country's habitats.

3.339 Presently there is only one such site within Blackpool at Marton Mere. Marton Mere was declared an SSSI by the Nature Conservancy Council in 1979 and renotified in 1984 under the revised legislation contained in the Wildlife and Countryside Act 1981.

3.340 There are strict controls on the operation and use of land within the Council owned SSSI. The site covers 39 hectares and the water area of the Mere itself covers 18 hectares, which is one of the few remaining natural freshwater sites in Lancashire, supporting a great many species of birds throughout the year. The Council will seek to protect the SSSI and will consult Natural England on any planning applications likely to affect land in the SSSI.

Other sites of nature conservation value

3.341 Due to the highly built up nature of Blackpool, there are a limited number of sites of nature conservation interest which increases the importance of protection of any sites where nature conservation interests are identified.

3.342 Biological Heritage Sites make a significant contribution to the biodiversity of Lancashire and will be conserved and protected. Blackpool's Biological Heritage Sites are identified in the Nature Conservation Paper (2012).

3.343 The majority of the defined sites within Blackpool are within public open space or other areas of land allocated to remain open, many being ponds located on the periphery of the Borough along the town's eastern boundary.

3.344 The Council is committed to maintaining the biodiversity and local distinctiveness of sites of nature conservation interest and will endeavour to safeguard, conserve and enhance any further sites that are identified as adding to the wildlife and amenity value of the network of Biological Heritage Sites.

3.345 Development that could damage or destroy ponds or other local conservation sites will only be permitted if it can be clearly shown that the benefits of development outweigh both the nature conservation value and amenity value of the site.

3.346 Where in exceptional circumstances development is to be approved which could affect a conservation site, appropriate mitigation measures will be required to conserve, as far as possible, the biological value of the site and to provide for replacement habitats where damage is unavoidable.

Protected Species

3.347 Many species receive special protection under National, European and International legislation. This includes both flora and fauna. Protection by law is afforded to the species and new sites may be found or become important as habitats during the life of the Plan.

3.348 The presence of certain newts, bats, butterflies or other protected species is a material planning consideration when considering development proposals that would be likely to harm the species or its habitat. On such sites an expert on the relevant protected species should carry out a site survey, with recommendations on how to safeguard the site or how to mitigate the effects of development if this can be acceptably achieved without serious adverse harm to the species involved. In Blackpool, a substantial number of the already designated conservation sites are habitats of the Great Crested Newt and Water Vole, which are protected in the UK under the Wildlife and Countryside Act, 1981 and identified as a Priority Species under the UK Post-2010 Biodiversity Framework. The Great Crested Newt is also listed as a European Protected Species under Annex IV of the European Habitats Directive.

Allotments and Community Gardens

3.349 Allotments and community gardens have important recreational and health benefits, promoting healthy eating, physical activity and mental wellbeing as well as having nature conservation value.

Policy DM34: Allotments and Community Gardens

1. Planning permission will not be granted for development that would result in the loss of existing allotments and community gardens unless:
 - a. there is no demonstrable need for the allotments/community garden in terms of quality, quantity and accessibility or there is a need but compensatory provision can be made elsewhere nearby; or
 - b. where partial redevelopment of existing allotments/community garden is proposed this would result in more efficient use, and improvements to, the remaining allotments in a specific location.

3.350 The Council's allotments and community gardens will be identified on the Policies Map. The majority of allotment sites in Blackpool are managed by the Blackpool Federation of Allotments.

3.351 Development that results in the loss of allotments or community gardens will generally be resisted. Any application for the loss of allotments/community gardens will be considered taking into account the impact of losing an allotment/community garden site on the quality, quantity and accessibility of allotments and any deficiency regarding access to allotments and community gardens.

3.352 The emerging Open Space Assessment recognises a lack of allotment provision in the north of the Borough. The Council is therefore proposing to allocate an additional allotment site - land to the north of the Golf Driving Range, accessed from Fleetwood Road and identified in Site Allocation A1. The site forms part of the Warren Drive/Deerhurst Road Natural and Semi-natural greenspace category in the Open Space Assessment (2018). The quality assessment carried out as part of the Assessment concluded that the site overall is categorised as poor. Looking further at the ward information, Norbreck Ward has 3.33 hectares of natural and semi-natural greenspace per 1,000 population. When assessed against the proposed standard of 1.1 hectares per 1,000 population, it indicates there is very good provision in this area.

3.353 This land is currently identified as Urban Greenspace in the 2006 Local Plan. The proposed allocation will have little effect on the open character of the area. This new allotment will be delivered by Blackpool Council in partnership with the Allotments Federation.

3.354 Community gardens (single pieces of land gardened collectively by a group of people), such as those situated to the rear of Fulwood Avenue, rear of 3-15 Lostock Gardens and @theGrange also have an important role to play with health and wellbeing benefits to users and the local community. Such facilities are also protected under this policy.

Options Considered

3.355 The Council has considered a number of options for allotment sites. Other potential new allotment sites considered and discounted were:

- **Mossom Lane** – this site is currently allocated as public open space and has been subject to recent council investment to create an ecological meadow with a significant number of trees planted.
- **Bispham High Site** – the former school site is required in its entirety to address Blackpool’s housing need (see Site Allocation H3)
- **Green Belt land at Faraday Way** (south east of Ryscar Farm) – access issues related to the volume of traffic associated with the provision of 40 allotment plots , along with potential planning issues relating to associated buildings in the green belt have ruled out this site.

Open Land meeting community and recreational needs

3.556 Open land meeting community and recreational needs even if not generally accessible to the public, is an important feature of the urban environment. It contributes to the character and amenity of the different parts of the town and helps to meet the community's recreational needs, whilst contributing significantly to the town's green and blue infrastructure and biodiversity.

Policy DM35: Open Land meeting Community and Recreational Needs

1. Development of land shown on the Policies Map as open land meeting community and recreational needs will not be permitted unless:
 - a. the development enhances community or recreational use; and
 - b. the development maintains the open character and function of the land.

3.557 These lands identified in Figure 8 include substantial open lands owned by or on long-term lease from the Council comprising golf courses, cemeteries and other uses. Development of these sites will be resisted except where redevelopment of the site will enhance sports or recreational provision whilst maintaining the open character of the land. This designation also contains areas of nature conservation value protected under Policy DM33.

Changes from the 2006 Local Plan

3.558 The existing Urban Greenspace designation in the 2006 Local Plan will be changed to 'Open Land Meeting Community and Recreational Needs'³⁴. There appeared to be some overlap and unnecessary duplication between the two policies, so the amendment has been made in the interest of clarity.

³⁴ The future designation of the Warren Drive site (currently designated as Urban Greenspace and as Land at Warren Drive with existing planning permission for offices in the 2006 Local Plan) is dependent on the outcome of the current planning appeal.

Community Facilities

3.559 Community facilities provide for the health and wellbeing, social, educational, recreational, leisure and cultural needs of the community. Such facilities and services have an important role in developing and maintaining community inclusion and cohesion and help to create and maintain sustainable neighbourhoods. They provide the social infrastructure that is either essential for day-to-day needs or helps enrich people's lives.

3.560 A community facility might be a library, a community centre, an education or childcare centre, a health centre or surgery, a meeting hall, a park, open space or a recreation facility or a public house or club.

3.561 This policy seeks to ensure that local areas can provide good quality community facilities that people need in the interests of building healthy, sustainable and resilient communities.

Policy DM36: Community Facilities

Existing community facilities

1. Proposals that would lead to the loss of a community facility through demolition or change of use will only be supported where:
 - a. the existing facility would be relocated or replaced in a location to serve the same community, or;
 - b. another, more accessible facility can provide for the lost services to the same community, or;
 - c. the applicant can demonstrate that the use is no longer viable and that there is no longer a need for the facility in its current use and location or as an alternative community use.
2. Proposals that would lead to the reduction in size of a community facility will only be supported where it can be demonstrated that the reduction in the size would have an overall benefit to the facility and the community and would make the facility viable in the long term.

New community facilities

3. The Council will promote sites and encourage opportunities for new community and cultural facilities on derelict, vacant or underused or other appropriate sites, in areas where there is an identified shortfall of provision. Proposals for new local community facilities should be located on sites accessible by sustainable modes of travel.

Public Houses

4. Proposals that would lead to the loss of a public house through demolition or change of use will only be supported where:
 - a. the public house is no longer economically viable when considered against CAMRA's Public House Viability Test and that a range of measures have been undertaken to seek to improve viability;
 - b. the public house has been robustly marketed as a public house, at a market rate for public houses, for a continuous period of at least 18 months;
 - c. no alternative community use has been identified;
 - d. the redevelopment of the site would secure an overriding public benefit;
 - e. the proposal would not result in the loss of a facility of particular value to the local community in terms of its architectural, social, heritage or cultural importance;
 - f. the loss of the public house will not result in a shortfall of local public house provision in the area;
 - g. the proposal would not result in the loss of a heritage asset or harm the setting of a heritage asset.

Community Facilities

3.562 The NPPF seeks to guard against the loss of valued community facilities and to plan positively for new facilities and confirms that the planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities.

3.563 Policies CS11, CS12, and CS15 of the Core Strategy seek to protect and enhance existing community facilities and provide new community facilities where appropriate, in order to secure a better quality of life for residents and to deliver sustainable neighbourhoods.

3.564 The provision of adequate access to school places and other local facilities such as sports facilities are vital to support successful and sustainable neighbourhoods in Blackpool. It is central to the Council's strategy to promote social cohesion and inclusion and to tackle poor health, poverty and deprivation, raise education attainment and improve access to community facilities that benefit physical and mental health.

3.565 From time to time as needs and patterns of development change, land and buildings become surplus to operational requirements; or owners may see the opportunity for a more profitable use which creates development pressures. Given the limited supply of land in Blackpool for facilities and competing pressures to meet a wide range of needs, it is important to ensure that decisions about community facilities are made in the interests of the communities which they serve. Where development proposals would involve the loss or reduction in community provision, the first consideration should be whether there is still a need for the existing use and how suitable the facility would be for an alternative community use.

Public Houses

3.566 The loss of public houses over recent years has increased due to rising property values and older permitted development rights which allowed pubs to convert to retail use without planning permission. However, the Neighbourhood Planning Act 2017 now prevents the demolition of public houses, or their conversion to a different use without planning permission.

3.567 The importance of public houses as community assets has also been acknowledged through the NPPF which requires local authorities to 'plan positively' for such uses. There is also a body of evidence produced by organisations such as CAMRA (The Campaign for Real Ale), the All Party Parliamentary Beer Group and the Institute for Public Policy Research which also supports this view.

3.568 In 2012 the Institute of Public Policy Research (IPPR) report on Pubs and Places found that 23% of pub goers had made friends in their local public house with people "they would not normally mix with". This research details the social and community importance of public houses and their importance as hubs for development of social networks. It notes the significant long term consequences and associated costs for communities with a lack of social infrastructure which can support the wellbeing of individuals and communities.

3.569 With regards to public houses in Blackpool, the town has experienced increased pressures to convert public houses and social clubs, along with associated land such as bowling greens, to other uses. This is of concern to the Council as public houses can make a valuable contribution to the community by adding character to the area, providing local employment opportunities and a place for social interaction and activity. Public Houses provide important facilities/space for recreation and leisure such as live music performances

and community events. They have a valued and culturally important role and contribute positively to townscape and local identity and should be protected where ever possible.

3.570 An application for the change of use of a pub to an alternative use will need to be accompanied by CAMRA's Public House Viability Test³⁵ which demonstrates that despite measures undertaken to improve the pub's viability, it cannot be made viable in the long term. Measures to improve viability might include:

- Hosting quiz nights, craft fairs, live music or comedy;
- Food offer diversification;
- Renting out space for meetings, classes or community events;
- Maintenance, repair and visual improvements;
- Varied opening hours.

3.571 The Public House Viability Test does not seek to protect the continued existence of each and every pub. Times and circumstances do change and some pubs will find themselves struggling to continue. It does however provide a fact-based method to rigorously scrutinise and test the future viability of a pub against a set of well-accepted measures.

³⁵ <http://www.camra.org.uk/documents/10180/0/PHVT+for+website.pdf/77ad6aca-b3a1-4640-a8aa-f787d6c8ec13>

Blackpool Victoria Hospital

3.572 Blackpool Victoria Hospital is the main hospital facility for Blackpool and the wider Fylde Coast and provides vital medical services to the community it serves. This policy provides guidance on appropriate development within the hospital estate as identified in the figure below.

Policy DM37: Blackpool Victoria Hospital

1. Proposals for the further development and improvement of health facilities and supporting uses at Blackpool Victoria Hospital will be permitted within the area defined on the Policies Map.
2. Any redevelopment proposals must consider the need for further improved accessibility and parking on the hospital site.

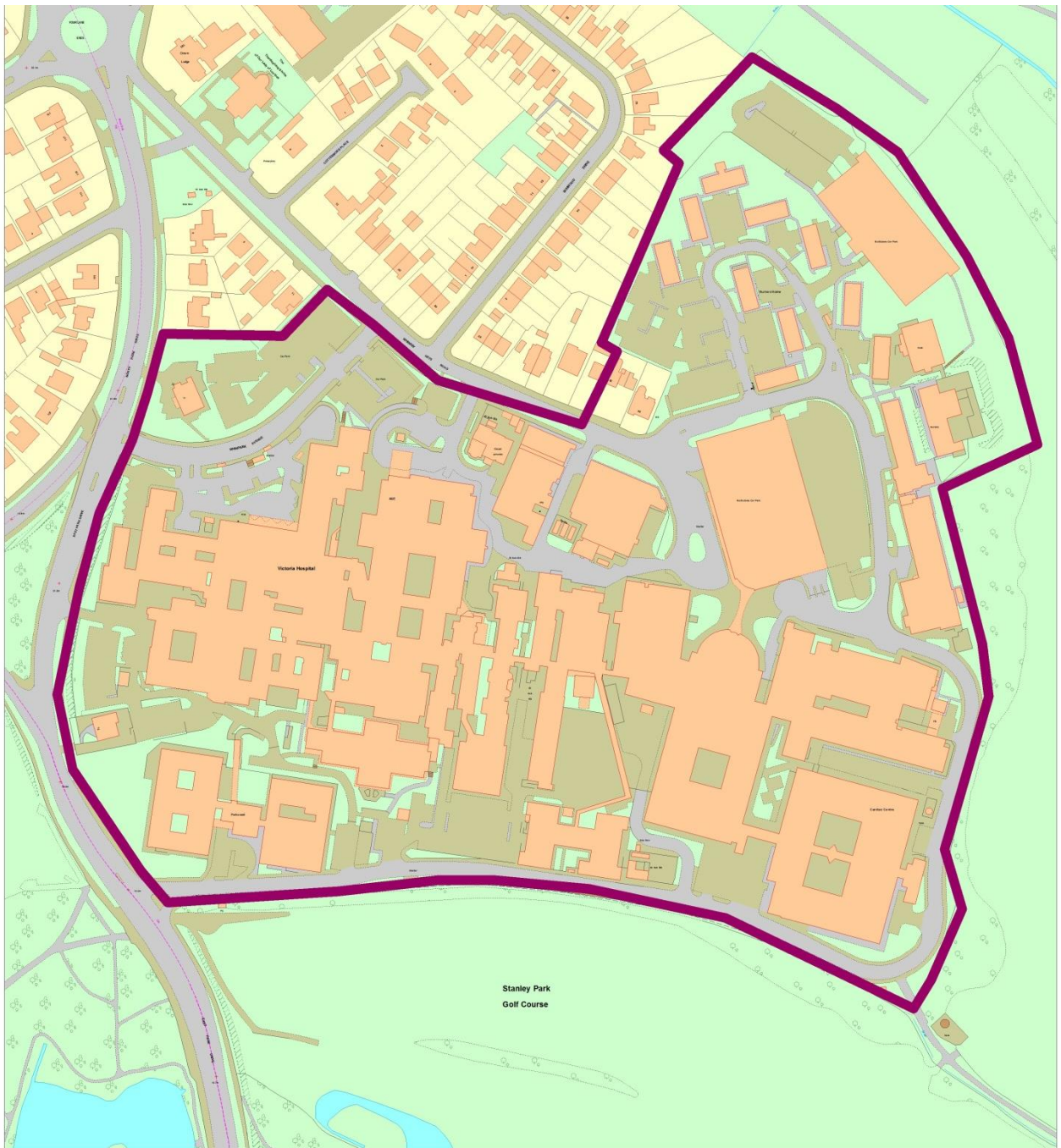
3.573 The hospital has undergone a number of improvements over the past decade including a new modern entrance facility and Cardiac Unit. Parking improvements have been made in the form of two multi-storey car parks and improved circulation around the hospital site.

3.574 The future strategy for the hospital includes the redevelopment and replacement of existing outdated facilities to make a more efficient use of the site. This includes facilities that support the main function of the hospital including improved medical staff accommodation and supporting office accommodation.

3.575 It will remain a priority that any further phased redevelopment must consider the need for continued improved accessibility and parking.

3.576 Figure 12 defines the hospital grounds boundary which incorporates a minor amendment to the Local Plan 2006 designation to correctly reflect the boundary between East Park Drive and Whinney Heys Road to exclude residential properties at this location.

Figure 12: Blackpool Victoria Hospital



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Blackpool and the Fylde College – Bispham Campus

3.577 Blackpool and the Fylde College is a key education provider in Blackpool and delivers both further and higher education courses. It is located on three sites within Blackpool borough; the University Centre, Bispham Campus and Gateway Campus.

Policy DM38: Blackpool and the Fylde College – Bispham Campus

1. Land shown on the Policies Map will be safeguarded for the future development and improvement of facilities at Blackpool and the Fylde College. Development for other purposes will not be permitted.

3.578 The Council recognises the importance of Blackpool and the Fylde College Bispham campus as a focus for further education and also as a social and recreational centre meeting the needs of Blackpool residents. The further development and improvement of existing facilities and of remaining land within the site for continued educational use will be supported. Development for other purposes not directly associated with the function of the College will not be permitted.

Transport

Transport requirements for new development

3.579 Core Strategy policies **CS5: Connectivity** and **CS27 South Blackpool Transport and Connectivity** promote a sustainable and efficient transport network for Blackpool. The following policy provides further highway and transport requirements in relation to new site proposals.

Policy DM39: Transport requirements for new development

1. New development will only be permitted where the access, travel and safety needs of all affected by the development are met. Proposals must ensure that:
 - a. safe and appropriate access to the road network is secured for all transport modes requiring access to and within the development;
 - b. convenient, safe and pleasant pedestrian access and cycle routes are provided. Where existing public rights of way, or cycle routes are severed, effective alternative routes must be provided,
 - c. appropriate provision is made for public transport;
 - d. traffic management measures are incorporated to reduce traffic speeds; give pedestrians, people with impaired mobility and cyclists priority; and allow the efficient provision of public transport;
 - e. car, cycle and motorcycle parking is provided in accordance with the parking standards set out in Appendix C1; including the provision of electric vehicle (EV) charging points; and the layout provides for sufficient levels of servicing and operational space where required;
 - f. additional mitigation measures are factored into the proposal where traffic generated will impact on the surrounding highway network in future years;
2. Transport Statements, Transport Assessments and Travel Plans will be required in accordance with the thresholds set out in Appendix C2.

3.580 This policy establishes the main principles relating to highways, transport and parking which will apply to all site development. Good accessibility to jobs, shops, education, community recreation and other facilities is fundamental to promoting sustainable communities and the ability to reach a site by different modes of transport and provide genuine choice is essential. Opportunities to promote walking, cycling and public transport use should be prioritised to reduce congestion and maximise environmental quality. Transport and highway issues should be considered from the earliest stages of the design process and should take into account the needs of all users, including people with disabilities, the elderly and parents with young children; be integrated with the local network and must adhere to best practice as agreed with the Local Highway Authority . Furthermore, developers should have high regard for highway safety, be mindful of traffic congestion, fully consider the access and parking needs (refer to Parking Standards in Appendix C1) of all users by all modes; and the impact on the environment and on people's health. The impact on local air quality should be taken into account in line with the requirements set out in policy DM21: Public Health and Safety.

3.581 The design of pedestrian access should ensure that pavements and crossing-points are well-designed and safe, particularly for use by children and those with mobility impairments. The development's pedestrian network should connect to the surrounding built and natural environment and improve these if necessary, providing effective connectivity to public transport and other community facilities.

3.582 Highway design should facilitate cycling by all potential users, particularly for children in housing developments. This will mean in appropriate cases the provision of specific cycleway facilities, or a speed limiting highway design. Such designs must be integrated with the surrounding road network, which should be improved if necessary, providing easy cycle access on and off the site. Appropriate provision for cycle storage for potential residents, staff and visitors will be required. Where cycle routes or other rights of way are to be severed, these must be re-provided including state of the art crossing facilities to a standard agreed with the Local Highway Authority.

3.583 Traffic management designs within the proposed development should favour a low speed vehicle environment intended to allow pedestrians, cyclists and people with impaired mobility to move about freely and safely within its environs. This is particularly relevant to children and their play, principally but not solely in residential developments.

3.584 Design proposals should accommodate bus (and where appropriate tram) movements and operations including bus stop siting and supporting on-road parking control. Bus services are generally most effective when operating through developments using separate entry and exit points and this model should be assessed as part of the development design process, where deemed appropriate by the Local Highway Authority. Larger developments need to consider the nature of existing bus routes and whether they

provide sufficient connectivity to relevant destinations, particularly in boundary or urban fringe locations.

3.585 To promote the use of electric vehicles (EV), provision of charging points should be accommodated in new development using the latest technology. Such charging provision should be made both within the properties' curtilage and public car parking. In the case of housing, all units must be fitted with an EV charging apparatus. In the case of commercial or retail premises staff and visitors should reasonably expect to be able to re-charge (top up) an EV.

3.586 Transport measures to mitigate the potential impacts of development will be required and developers will be expected to fund off-site works where this is deemed necessary. Any measures should be clear and agreed in writing with the Local Highway Authority and the Local Planning Authority as soon as possible in the planning process.

3.587 To help inform any mitigation measures, accessibility questionnaires, for both residential and non-residential development, should be submitted to the Local Planning Authority for major development³⁶; or where requested as part of the pre-application process. Accessibility questionnaires should be completed as accurately as possible; brief guidance is given at the bottom of the respective questionnaires, which can be found at Appendix C3 for residential development and Appendix C4 for non-residential development.

3.588 The thresholds for Transport Statements and Transport Assessments are set out in Appendix C2 and the latest Planning Practice Guidance should be used. All proposals of over 500m² gross floor area, or with ten or more residential units, will be expected to demonstrate how accessibility by walking, cycling and public transport can be enhanced to improve the accessibility and connectivity or address concerns in some other manner, for example by financially supporting a local bus service.

3.589 Through the travel planning process, businesses and other organisations can minimise car journeys in support of local and national objectives. The developer must commit to the travel plan process, identify how the Travel Plan will be delivered and by whom, with a further commitment to monitor the plan and review it on a regular basis, which should be specified from the outset. The council will seek funding from developers to support the travel planning process.

³⁶ All proposals of over 500m² gross floor area, or with ten or more residential units

Aerodrome Safeguarding

3.590 Aviation makes a significant contribution to national economic growth, including in relation to small and medium sized airports and airfields (aerodromes). NPPF (paragraph 104) recognises the importance of maintaining a national network of aerodromes and their need to adapt and change over time – taking into account their economic value in serving business, leisure, training and emergency service needs. Blackpool Airport, located on the edge of Blackpool’s southern boundary within Fylde Borough, is an officially safeguarded civil aerodrome.

3.591 Paragraph 115 of NPPF states that applications for electronic communications development (including applications for prior approval under the General Permitted Development Order) should be supported by the necessary evidence to justify the proposed development, including the outcome of consultations with organisations with an interest in the proposed development, in particular with the relevant body where a mast is to be installed within a statutory safeguarding zone surrounding an aerodrome.

3.592 The safeguarded area for Blackpool Airport (aerodrome) is determined in accordance with government circular 1/2003 - advice to local planning authorities on safeguarding aerodromes and military explosives storage areas (as updated).

Policy DM40: Aerodrome Safeguarding

The Blackpool Airport Authority will be consulted on all development proposals within the aerodrome safeguarding area shown on the Proposals Map.

3.593 This is necessary to ensure that the operation and development of Blackpool Airport is not inhibited by buildings, structures, erections or works which would infringe on protected surfaces, obscure runway approach lights or have the potential to impair the performance of aerodrome navigation aids, radio aids or telecommunication systems; by lighting which has the potential to distract pilots; or by developments which have the potential to increase the number of birds or the bird hazard risk. The safeguarded area has been certified by the Civil Aviation Authority.

3.594 Although Blackpool Airport is located within Fylde Borough, its safeguarded area stretches across Blackpool Borough’s boundary. Elsewhere in the Borough, proposed buildings and structures over a certain height will also be the subject of consultation with the airport authorities.

4 Appendices

Please refer to separate document