Blackpool Local Plan Local Development Scheme

July 2022



Contents

1.0	The Local Development Scheme	5
2.0	The Blackpool Local Plan	5
3.0	Proposed Timetable	7
4.0	Review of the Core Strategy	9
5.0	Neighbourhood Plans	. 11
6.0	Resources	. 11
7.0	Risk Assessment	. 13
ΔΡΡ	FNDICES	16

1.0 The Local Development Scheme

1.1 Local Planning Authorities are required by legislation to prepare and keep up to date a Local Development Scheme (LDS) to provide a timetable for the preparation of a Local Plan and any other Local Development Documents (LDDs) ¹. The LDS has to be publically available so that local communities and interested parties can keep track of Local Plan progress.

2.0 The Blackpool Local Plan

- 2.1 The Local Plan comprises various documents known as **Development Plan Documents (DPDs)** which set out the Council's policies for achieving economic, social and environmental objectives where they affect the development and use of land. These DPDs are statutory documents and are subject to rigorous procedures of community involvement, consultation and independent examination by the Planning Inspectorate on behalf of the Secretary of State. Once adopted decisions on planning applications must be made in accordance with these DPDs unless material considerations indicate otherwise.
- 2.2 In addition to the DPDs, the Council can produce **Supplementary Planning Documents (SPDs)**. These documents can cover a wide range of issues on which the planning authority wishes to provide further guidance to supplement the policies and proposals in their DPDs. They are not subject to independent examination but the preparation process does involve public consultation prior to adoption. The Planning Act 2008 removed the requirement to include SPDs within the LDS however, reference to existing and proposed SPDs has been included in this LDS to provide a full picture of planning policy coverage in Blackpool. The Council's adopted SPDs can be viewed on the Council's website.

2.3 The Council also has to prepare:

A Statement of Community Involvement (SCI)² – This document sets out the Council's approach to involving the community and other stakeholders in the preparation, review and alteration of all DPDs, SPDs and in development management decisions on planning applications. The SCI was updated in September 2020 and can be accessed on the <u>Council's website</u>. [PDF 1,185KB]

Authority Monitoring Reports – The Council has a statutory duty³ to publish an Authority Monitoring Report AMR to assess whether its policies are being delivered effectively and

¹ A Local Development Scheme is required under section 15 of the Planning and Compulsory Purchase Act 2004 (as amended)

² The Planning and Compulsory Purchase Act 2004

³ Section 113 of the Localism Act 2011

whether the policies themselves are effective. This enables the Council to see if there are any issues or problems with the delivery of policies and work to address them. The AMR also monitors the progress of the Council through the work programme contained in the LDS. The latest AMR can be accessed on the <u>Council's website</u> [opens a new window].

2.4 Table 1 below provides an overview of the documents that currently comprise the Blackpool Local Plan and planning policy framework.

Table 1 – Blackpool's Planning Policy Framework

Formal Planning Documents making up the Statutory Development Plan	 → Local Plan Part 1: Core Strategy [PDF 135.35MB]. This document was adopted by the Council in January 2016 and covers the whole of the Borough. The policies in the document partially replace policy in the Blackpool Local Plan (2006). A Review of the Core Strategy commenced in 2021. Further information can be found in Section 4 of this document. → Blackpool Local Plan (Adopted 2006) (saved policies only) [PDF 1.77MB]. The saved policies of the Blackpool Local Plan (2006) remain formal development plan policies for the Blackpool area at the time of preparation of this LDS. A list of the policies is set out in Appendix 1.* → Joint Lancashire Minerals and Waste Local Plan – Core Strategy [opens a new window] (adopted February 2009) and Site Allocations and Development Management Policies documents (adopted September 2013)
Other Planning Documents informing planning application decisions	 → Supplementary Planning Documents and Guidance → Conservation Area Appraisals

Minerals and Waste Local Plan

2.6 The Council has a joint arrangement with Lancashire County Council and Blackburn with Darwen Borough Council whereby the three authorities jointly produce Minerals and Waste planning policy. In practice, Lancashire County Council staff carry out the large majority of the work and the two unitary authorities make a financial contribution to the County Council. The process is steered at officer level by a technical officer group and a chief officer group consisting of one representative from each authority. At Member level, the process is steered by a Joint Advisory Committee. A separate Development Scheme exists for the joint Minerals and Waste planning documents. Information related to the Minerals and Waste Local Plan can be accessed on the Lancashire County Council website [opens a new window].

3.0 Proposed Timetable

3.1 This LDS sets out the timetable for the preparation of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies document; two new Supplementary Planning Documents – the Affordable Housing SPD and Public Art SPD; and the anticipated timetable for the review of the Blackpool Local Plan Part 1: Core Strategy.

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

- 3.2 The Council is preparing the Blackpool Local Plan Part 2 which when adopted will replace all the remaining 'saved' policies in the 2006 Blackpool Local Plan (Appendix 1 and 2 refer).
- 3.3 Part 2 of the Local Plan will set out:
 - **Site Allocations**: sites to be allocated for development for particular land uses, (for example, housing, employment, traveller sites). The intention is to provide clarity to planning applicants and the community regarding the land uses that, in principle, are acceptable to the council on specific sites.
 - Designations: land which should be safeguarded (e.g. for open space; areas of important biodiversity, transport infrastructure) or where specific policies apply for example local centres.
 - Development Management Policies: detailed planning policies, which will be used by the Council when assessing planning applications. The Development Management policies offer detailed, often criteria-based policies in areas of policy where further detail is needed beyond that contained in the Core Strategy. The development management policies do not cover all policy areas; where principles for development are addressed by the National Planning Policy Framework (NPPF) or Core Strategy policies, they are not repeated.

3.4 Table 2 sets out the overall timetable for the production of Local Plan Part 2 highlighting the DPD preparation stages and alignment with Town and Country Planning (Local Planning) (England) Regulations 2012.

Table 2 - Timetable for the Preparation of the Blackpool Local Plan Part 2

Task	Timescale
Evidence /Information gathering/stakeholder consultations and preparing a draft plan	September 2016 – February 2019
Consultation Scoping Document (Regulation 18)	June/July 2017
Informal Consultation Paper – Proposed Site Allocations and draft Development Management Polices	January/February 2019
Preparing the Publication (Proposed Submission) plan	March 2019 – January 2021
Publication Consultation (Regulation 19)	February/March 2021
Respond to representations and prepare for submission	March/April/May 2021
Submission to Secretary of State (Regulation 22)	June 2021
Examination (Regulation 23 and 24)	December 2021
Main Modifications Consultation	July/August 2022
Inspector's Report (Regulation 25)	October/November 2022
Adoption by Full Council (Regulation 26)	February 2023

Policies Map

3.5 The Policies Map illustrates land-use designations defined by planning policy such as Green Belt and site-specific allocations such as housing sites, employment sites and public open space. The updated Policies Map will be prepared alongside the Local Plan Part 2 following the same timetable.

Supplementary Planning Documents

- 3.6 Supplementary Planning Documents (SPDs) offer local planning authorities the opportunity to add more detailed guidance on how a particular policy should be implemented or site developed. SPDs that the Council have already adopted can be viewed on the Council's website [opens a new window].
- 3.7 SPDs are not subject to independent examination and there is no requirement for them to be included in the LDS however, as they support the Local Plan, a timetable for the new Affordable Housing and Public Art SPDs has been set out in Appendix 3.

4.0 Review of the Core Strategy

- 4.1 The Core Strategy was adopted by the Council on 20th January 2016 and is a key planning document for Blackpool, covering the whole of the Borough. It sets out where new development such as housing, employment, retail and leisure should be located to meet Blackpool's future needs to 2027. The Strategy also identifies those areas within Blackpool which will be regenerated, protected or enhanced; and sets out development principles, such as design and affordable housing.
- 4.2 There is a legal requirement⁴ to review local plan policies at least every 5 years from the date of adoption to ensure policies remain up to date and conform to national guidance. The review scoping process of the Part 1: Core Strategy document has highlighted that a full update is needed which will result in the production of a new local plan.
- 4.3 Table 3 below sets out the anticipated timetable for the full review.

Table 3 - Timetable for the preparation of the Core Strategy review

Task	Timescale
Evidence /Information gathering/stakeholder consultations and preparing a draft plan	July 2021 – September 2023
Consultation Scoping Document	November / December 2022
Consultation on Draft Plan (Regulation 18)	September / October 2023

 $^{^4}$ Regulation 10A of The Town and Country Planning (Local Planning) (England) Regulations 2012 as amended) and NPPF 2019 paragraph 33.

Task	Timescale
Preparing the Publication (Proposed Submission) plan	December 2023 – October 2024
Publication Consultation (Regulation 19)	September / October 2024
Respond to representations and prepare for submission	November / December 2024
Submission to Secretary of State (Regulation 22)	December 2024
Examination (Regulation 23 and 24)	March 2025
Main Modifications Consultation	July/August 2025
Inspector's Report (Regulation 25)	September / October 2025
Adoption by Full Council (Regulation 26)	December 2025

- 4.4 As part of the review, the LPA will engage with neighbouring authorities (to comply with the requirements of the Duty to Cooperate) and other agencies to determine the impact of the review with these bodies. It will be particularly important to consider the implications of any material changes in local housing need using the outputs of the standard methodology as a starting point.
- 4.5 In August 2020, the Government published its 'Planning for the Future' White Paper, which proposes radical changes to the planning system requiring changes to primary and secondary legislation. Subsequently, the Levelling Up White Paper published in February 2022 foreshadows provisions in the 'Planning for the Future' White Paper, such as those for encouraging the use of brownfield land and promoting 'Build Beautiful' and good design.
- 4.6 Following the White Paper, **The Levelling Up and Regeneration Bill** was published in May 2022. The measures set out in the Bill will have a significant impact on plan-making, including amongst other requirements, a new plan-making timetable of 30 months; national development management policies; additional 'gateway' checks prior to local plan

examinations; supplementary plans that are afforded more weight and the requirement for area wide design codes and guidance. Once the Bill is enacted and becomes law this LDS will be updated as appropriate.

5.0 Neighbourhood Plans

- 5.1 Neighbourhood plans provide an opportunity for local people to influence development in the areas where they live or work. Neighbourhood Plans become part of the development plan and the policies within them used in determining planning applications within the relevant Neighbourhood Plan Area. A key criteria for a neighbourhood plan brought forward in Blackpool is that it is in general conformity with the overarching strategic policies in the Blackpool Local Plan (or emerging Local Plan).
- 5.2 At the time this LDS comes into effect the following Neighbourhood Plan is under preparation:
 - Marton Moss Neighbourhood Plan
- 5.3 Further information on this plan can be found on the <u>Neighbourhood Planning page</u> [opens a new window] of the Council's website.

6.0 Resources

Staffing

- 6.1 The Blackpool Local Plan will be produced by the Council's Planning Strategy Team. The team comprises:
 - Head of Planning Strategy
 - 1 Principal Planner
 - 1 Senior Planner
 - 1 Graduate Assistant Planner
- 6.2 The team will take the lead role in developing the Local Plan and project managing its preparation. The Team will liaise closely with a number of other Council Services for expertise in developing the Plan including:
 - Development Management
 - Housing
 - Growth and Prosperity Team

- Economic Development
- Transport
- Culture and Heritage
- Public Health
- Education
- Leisure Services
- 6.3 Consultants will be engaged on specific projects where there is a lack of capacity or where specific external expertise is required. In the past this has included for example retail studies and Gypsy, Traveller and Travelling Showpeople Accommodation Assessments.
- 6.4 The Planning Strategy Team will be responsible for the following:
 - The preparation of the Blackpool Local Plan Part 2 Site Allocations and Development Management Policies, Core Strategy Review and Supplementary Planning Documents;
 - All monitoring required to prepare the Authority Monitoring Report;
 - The preparation of all supporting documents and evidence base work for the Local Plan;
 - Advising the Council's Development Management Team on the interpretation of planning policies and where necessary attending planning appeals;
 - Responding to new Government Planning Policy Statements and other Government strategies and plans;
 - Responding to planning documents produced by adjacent authorities and agencies;
 - Involvement in the preparation of other key Council strategies, documents and projects.

Budget

6.5 The cost of producing the documents within the LDS will be met from existing and future service budgets. Joint funding and support in kind will be actively sought by the department from external organisations, for example with neighbouring local authorities, wherever there is a mutual interest in the work being carried out.

7.0 Risk Assessment

- 7.1 The production of a Local Plan requires consideration of the potential risk involved in its preparation. These risks may be local matters such as changes in staffing levels or political / administrative changes to those of regional or national significance including publication of revised government guidance.
- 7.2 Table 4 below identifies the main risks to programme slippage their impact and likelihood of occurrence together with contingency and mitigation measures.

Table 4 - Risk Assessment

Risk		Likelihood	Impact	Mitigation
Change in Legislation	The Government has made numerous changes to the planning system over recent years, including plan making and revisions to the National Planning Policy Framework. It is highly likely that other changes and guidance will be forthcoming over the LDS period. These changes need to be addressed and can cause delay.	High	High	Liaising with the relevant Government department, keeping up-to-date with new policy and legislation and assessing how this may impact on the Local Plan. This is largely out of the authority's control however where possible await outcomes of various consultations and any pending changes at a national level where possible prior to commencement of regulatory stages; and ensure documents are updated to ensure compliance with legislation.
Capacity of the Planning Inspectorate	A lack of capacity within the Planning Inspectorate to cope with demand nationwide could cause delay to the examination of a DPD.	Medium	Medium	Keeping in touch with the Inspectorate and advise them of requests for Examinations at the earliest possible time. However, this risk is largely out of the authority's control.
Other External Bodies	The development of DPDs involves complex arrangements for cooperation, consultation, engagement and evidence gathering. Failure on the part of other bodies to respond on time or to provide inadequate responses which require	High	High	Programming work to accommodate likely delays. However, this risk is largely out of the authority's control.

Risk		Likelihood	Impact	Mitigation
	subsequent clarification could cause significant delay to work programmes.			
Problems arising from joint working; compliance with the duty to cooperate.	Difficulty of achieving joint working with neighbouring authorities on cross boundary strategic issues; evidence base and ensuring that the Duty to Co-operate is fulfilled. The NPPF has also introduced the requirement to produce Statements of Common Ground and by agreement, meeting neighbours unmet housing needs. Examining Inspectors are not able to 'correct' a failure to meet the Duty to Cooperate, so this could have a serious impact.	Low	High	Close working with neighbouring authorities at an officer and member level to detect issues early in the process; ensure clear, transparent working arrangements; include flexibility in the Local Plan timescales.
Staff resources/ turnover/absence	Under resourcing of staff, individual absences due to leave and personnel changes or sickness can cause delays in document production. Staff could leave the authority and could be difficult to replace, therefore causing delays to documentation production.	Medium	High	Local Plan timetable should be set on realistic basis taking into account the staff resources available; Re-appoint as soon as possible when a post is vacated; Ensure flexibility of staff within the Planning Service enabling secondment from other planning-related teams in the Council to help with workload; Some elements of work can be undertaken by consultants; Difficulties of staff recruitment and retention can be addressed by improving pay and reward packages.
Political Direction /Management	Change of members through local elections. Members requiring late	Medium	High	Early consultation and information sharing with Members including through the Members and Officer

Risk		Likelihood	Impact	Mitigation
	amendments to proposed documents.			Local Plan Working Group to ensure member 'buy-in' to the policies and proposals in Local Plan Documents and gain a better understand of the process to secure an up to date plan which is compliant with national guidance and to reduce the likelihood of late amendments being required.
Soundness	Local Plan DPDs or other supporting documents fail test of soundness which would significantly delay process.	Low	High	Seek advice from PINS at key stages; Ensure robust evidence base and have regard to the soundness self-assessment toolkit and procedural implications.
Legal Challenge	Legal challenge to document could see Local Plan DPDs quashed. Post adoption of a Local Plan, there is a six week challenge period. There is potential for newly adopted plans to be challenged, placing a degree of uncertainty over the status of the policies and proposals.	Low	High	Ensure procedures, Acts and Regulations are complied with to reduce risk of challenge. Resist challenges made through the Courts where they are not well founded.
Programme slippage	Unforeseen work unrelated to the Local Plan requires strategy team expertise and takes team resource away from progressing the plan.	Medium	High	Sufficient flexibility is included in the Local Plan timescales. Revise LDS where necessary. Ensure sufficient resources available to complete future stages.

APPENDICES

Appendix 1: Saved Local Plan (2006) Policy List

Local P	Plan Policy	Superseded by adopted Core Strategy Policy	Continues to be a Saved Local Plan Policy		
Reshaping the Resort					
RR1	Visitor Attractions		Saved		
RR2	Visitor Accommodation	CS21, CS23			
RR4	Amusement Arcades and Funfairs		Saved		
RR7	Promenade Frontages within the Resort	CS17, CS21, CS23			
RR8	Resort Neighbourhoods	CS12, CS21, CS23			
RR9	Resort Neighbourhoods - Development	CS12, CS22, CS23			
RR10	Proposals Involving the Loss of Holiday Resort Neighbourhoods - Change of Use to	CS12, CS23			
	Holiday Accommodation	, , , , , , , , , , , , , , , , , , ,			
RR11	Central Promenade and Seafront		Saved		
RR12	Other Promenade Areas		Saved		
RR13	Central Corridor	CS5, CS22			
RR14	Lytham Road / Bloomfield Road, Chapel Street, Central Drive and Dickson Road	CS5, CS22			
RR15	Blackpool Zoo		Saved		
	Norbreck Castle	CS23			
	shing a Thriving Sub-Regional Centre	1 3323			
SR1	Hounds Hill		Saved		
SR2	Winter Gardens	CS18			
SR3	Blackpool North Transport Development	CS19			
SR3A	New Car Park	Deleted			
SR4	Cookson Street / King Street	Deleted			
SR5	Principal Retail Core		Saved		
SR6	Retail / Cafe Zone		Saved		
SR7	Mixed Use Zone		Saved		
SR8	Leisure Zone		Saved		
SR9	Use of Upper Floors		Saved		
SR10	Town Centre Traffic Distribution and Access to Car Parking	CS5			
SR11	Pedestrian, Cyclist and Public Transport	CS5			
	Quality in the Built Environment	, 555	1		
LQ1	Lifting the Quality of Design	I	Saved		
LQ2	Site Context		Saved		
LQ3	Layout of Streets and Spaces		Saved		
LQ4	Building Design		Saved		
LQ5	Public Realm Design		Saved		
LQ6	Landscape Design and Biodiversity		Saved		
LQ7	Strategic Views		Saved		
LQ8	Energy and Resource Conservation	CS10,	Javea		
LQ9	Listed Buildings	C310,	Saved		
LQ10	Conservation Areas		Saved		

Local Plan Policy		Superseded by adopted Core Strategy Policy	Continues to be a Saved Local Plan Policy
LQ11	Shopfronts		Saved
LQ12	Security Shutters		Saved
LQ13	Advertisements and Signs		Saved
LQ14	Extensions and Alterations		Saved
LQ15	Telecommunications Development		Saved
Home	s for Every Need		
HN2	New Housing Allocations	CS2, CS25	
HN3	Phasing	CS2	
HN4	Windfall Sites		Saved
HN5	Conversions and Sub-divisions		Saved
HN6	Housing Mix	CS13	
HN7	Density	CS13	
HN8	Affordable and Specialist Needs Housing	CS14	
HN9	Gypsies and Travelling Showmen	CS16	
Balanc	ed and Healthy Communities		
BH1	Neighbourhoods	CS12	
BH2	Talbot and Brunswick Priority		Saved
вн3	Residential and Visitor Amenity		Saved
BH4	Public Health and Safety		Saved
BH5	Protection of Public Open Space		Saved
вн6	New Open Space Provision		Saved
BH7	Playing Fields and Sports Grounds		Saved
	Open Land Meeting Community and		
BH8	Recreational Needs		Saved
ВН9	Allotments		Saved
BH10	Open Space in New Housing Developments		Saved
BH11	Shopping and Supporting Uses - Overall	CS4	0 0.7 0 0.
BH12	Retail Development and Supporting Town	CS4	
BH13	District Centres		Saved
BH14	Local Centres		Saved
BH15	Change of Use of Premise Outside the		Saved
BH16	Shopping Development Outside Existing		Saved
	Restaurants, Cafes, Public Houses, Hot Food		
BH17	Saved Take-Aways		Saved
BH18	Amusement Centres		Saved
BH19	Neighbourhood Community Facilities		Saved
BH20	Provision of New Community Facilities	CS11, CS12, CS15	54754
BH21	Protection of Community Facilities	,,	Saved
BH22	Victoria Hospital		Saved
BH23	Blackpool and Fylde College		Saved
BH24	Residential Institutions and Community Care Residential Use		Saved
Divers	ifying the Local Economy	•	
DE1	Industrial and Business Land Provision		Saved

Local	Plan Policy	Superseded by adopted Core Strategy Policy	Continues to be a Saved Local Plan Policy		
DE2	Industrial Improvement Zones		Saved		
DE3	Mixed Use Industrial Zones		Saved		
DE4	Outside the Defined Industrial / Business		Saved		
Conse	rving the Natural Environment				
NE1	Development within Green Belt		Saved		
NE2	Countryside Areas		Saved		
NE3	Replacement Dwellings and Extensions in the Countryside		Saved		
NE4	SSSIs		Saved		
NE5	Other Sites of Nature Conservation Value		Saved		
NE6	Protected Species		Saved		
NE7	Sites and Features of Landscape, Nature Conservation and Environmental Value		Saved		
NE8	Urban Greenspace		Saved		
NE9	The Coast and Foreshore		Saved		
NE10	Flood Risk		Saved		
Acces	sibility and Safe Journeys for All	•			
AS1	General Development Requirements		Saved		
AS2	New Development with Significant Transport Implications		Saved		
AS3	Provision for Walking and Cycling		Saved		
AS4	Provision for Public Transport	CS5			
AS5	Traffic Management		Saved		
AS6	Road Schemes	Deleted			
AS7	Aerodrome Safeguarding		Saved		
Planni	Planning Obligations				
PO1	Planning Obligations	CS11			

Appendix 2: The Blackpool Local Plan 2001-2016 (Adopted 2006)

- A2.1 The Blackpool Local Plan 2001-2016 was adopted on 9th June 2006. The policies contained within this Plan were all automatically saved for a period of 3 years from adoption. The Secretary of State agreed that all but three of the policies in the Plan should be saved beyond June 2009. With the adoption of the Core Strategy in January 2016 some of the saved policy were replaced, whilst others continued to be saved and these policies still form part of the Development Plan until such time as they are replaced by policies contained within the new Blackpool Local Plan Part 2: Site Allocations and Development Management Policies.
- A2.2 Those polices which have been replaced by Core Strategy policy and the remaining saved policies from the Blackpool Local Plan (2006) are listed in Appendix 1.
- A2.3 Supplementary Planning Guidance (SPG) linked to 'saved' policies and adopted by Blackpool Council remain in force until the policies are replaced. The documents listed below can be found on the Supplementary Planning Documents and Guidance page of the Council's website [opens a new window]:
 - SPG2 Alterations and Extensions to Holiday Accommodation Premises 1992
 - SPG3 A3 Food and Drinks Uses 2004
 - SPG4 Private Day Nurseries 1992
 - SPG5 External Shutters 1994
 - SPG6 Shopfronts and signs 1995
 - SPG7 Forecourt Trading Canopies Lytham Rd. 1999
 - SPG11 Open Space Provision for New Residential Development and the Funding System – 1999

Appendix 3: Timetable for the production of Supplementary Planning Documents

Document Nam	е	Status		Expected Adoption Date	
Affordable Housin	ng Supplementary Planning Document	Under preparation	n	2022	
Geographical Coverage					
Document Details	I Role and Content: Provide further guidance on the delivery of affordable housing within market				
Timetable	Evidence /Information gathering and preparing a continuous co	draft SPD		mpleted	
	Consultation on Draft SPD		Au	gust/September 2022	
	 Response to representations and preparing final St 	PD	Sep	ot/Oct 2022	
	- Adoption by Council		No	v 2022	
Arrangements for Production	I Prepared by the Planning Strategy Leam				
Document Nam	e	Status		Expected Adoption Date	
Public Art Supple	mentary Planning Document	Under preparation	n	2022	
Geographical Coverage	Whole Borough				
Document Details					
Timetable			Cor	mulated	
	Evidence /Information gathering and preparing a control of the control of th	draft SPD		mpleted	
	Consultation on Draft SPD			gust/September 2022 ot/Oct 2022	
	Response to representations and preparing intains b			v 2022	
Arrangements for Production	nents Prenared by the Planning Strategy Team and the Council's Head of Arts				