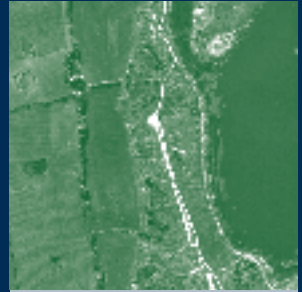


B L A C K P O O L C O U N C I L



P L A N N I N G A N D T R A N S P O R T A T I O N

Blackpool Local Plan 2001/2016

Adopted June 2006



2004-2005
Benefits Administration

Building a better community for all

Preface

BLACKPOOL LOCAL PLAN 2001-16

ADOPTED AND OPERATIVE JUNE 9TH, 2006

This is the adopted Blackpool Local Plan 2001-16 and provides a statutory planning framework for development in the Borough. The Plan comprises this Written Statement and the Proposals Map.

The Local Plan can also be obtained from the Council's website:

www.blackpool.gov.uk.

The Council would like to thank everyone who has made representations at any stage of the process and shown an interest in Blackpool's future development.

The Blackpool Local Plan is currently being replaced by the new Local Development Framework. Blackpool Council applied to save the vast majority of the Local Plan policies. The Government Office for the North West, on behalf of the Secretary of State, has issued a direction confirming which Local Plan policies will be retained and used when determining planning applications.

The policies which expired as of 9 June 2009 were:

RR3, RR6, HN1 (Note: Policy RR5 was deleted on 7 April 2008)

Chapter 1: Introduction and Strategy	1
Chapter 2: Reshaping the Resort	7
Chapter 3: Establishing a Thriving Sub-Regional Centre	31
Chapter 4: Lifting Quality in the Built Environment	45
Chapter 5: Homes for Every Need	65
Chapter 6: Balanced and Healthy Communities	81
Chapter 7: Diversifying the Local Economy	109
Chapter 8: Conserving the Natural Environment	117
Chapter 9: Accessibility and Safe Journeys for All	129
Chapter 10: Planning Obligations	141
Appendices	
Appendix A	145
Appendix B	147



Contents



Building a better community for all

1: Introduction

Purpose of the Plan

1.1 Blackpool is at a pivotal point in its long history when there are significant opportunities to turn Blackpool into a prime resort with a new future and a real need to address key issues.

1.2 The Council and its public service, private sector and community partners are committed to a long-term programme of measures to regenerate Blackpool as a place to live, work and visit.

1.3 That programme will be co-ordinated through the town's Local Strategic Partnership set out in Blackpool's Community Plan 2004-2020. New development and physical improvement of the town's facilities, public spaces, infrastructure and general environment will be a vital component in Blackpool's regeneration. It has therefore been timely that during the preparation of the Community Plan, the Council has been preparing a new Local Plan that sets out the Council's proposals and policies for the town's physical regeneration. This new Plan promotes investment in key sites and infrastructure and establishes the policies against which all applications for development will be judged. It is vitally important that physical changes that will have a profound impact on Blackpool's resident and business communities and on the experience of the resorts visitors are the subject of the widest possible public debate. They must also be a co-ordinated part of an agreed wider programme of initiatives to secure the wider economic and social regeneration of the town.

1.4 The First Deposit Draft Local Plan, published in January 2003, drew upon a wide-ranging consultation exercise to establish the key issues that the new plan should address. It also sought to reflect the

emerging vision for the future of the town centre and resort areas developed through the New Horizons Masterplan. The final content of this Plan has been influenced by many considerations but particularly by:

- The many formal representations received on the First Deposit Draft.
- Consultation on the Revised Deposit Draft, followed by Proposed Modifications after a Public Inquiry into the Local Plan.
- The development concepts incorporated in the Resort Masterplan published in March 2003, the public's response and ongoing detailed evaluation.
- Changes in national planning policy and in the strategic planning policy framework established in regional planning guidance and by the Joint Lancashire Structure Plan.

A Shared Vision

1.5 The vision of the Council and its partners in the Local Strategic Partnership, expressed in Blackpool's Community Plan 2004-2020, is that:

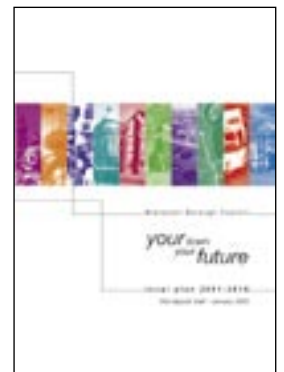
"Blackpool will have inclusive, healthy and safe communities, living in a regenerated, attractive and prosperous resort"

and that this should be achieved by delivering on six community themes. The Community Plan states that in 2020 we want the residents of Blackpool to have:

1. Quality education and training
2. Healthy lives
3. Safer communities



Chapter 1: Introduction



First Deposit Draft
- Jan 2003



Revised Deposit Draft
- Feb 2004



4. Quality homes in clean and green residential areas
5. Strong and vibrant communities
6. A prosperous town.

1.6 Within all these six themes are cross-cutting commitments, which are integral to the delivery of all six themes:

- to ensure a sustainable environment
- to support vulnerable people

The Local Plan establishes the framework within which the Council ensures that Blackpool's physical development contributes towards these ambitions.



Influences Shaping The Local Plan

1.7 The Community Plan has provided a broad local framework for developing the new Local Plan. The Plan's specific objectives, strategy, policies and proposals have also been shaped by a number of other key influences, in particular:

- existing and emerging national, regional and sub-regional planning guidance and policy
- other local strategies
- surveys, research studies and best practice
- public consultation.

National, Regional and Sub-Regional Policy

1.8 In preparing the Local Plan, the Council has taken account of national and regional planning guidance and to prepare policies that accord generally with the

provisions of the Joint Lancashire Structure Plan.

1.9 There have been considerable shifts in national guidance over recent years (set out in Planning Policy Guidance Notes [PPGs] and subsequent revisions in the form of Planning Policy Statements [PPSs]). The most fundamental have been in the emphasis on economy in the use of land (with priority to be accorded to previously developed, brownfield sites) and on achieving patterns of development that are sustainable. In preparing this Plan the Council has been particularly mindful of the radical changes to the Development Plan system provided through the Planning Bill, that came into force on 28th September 2004, and has sought to produce a Local Plan that, in its broad approach, is consistent with the proposed new system of Local Development Frameworks and as far as possible reflects guidance contained within PPSs.

1.10 Planning guidance at a regional level influencing the shape of this Plan is drawn from Regional Planning Guidance (RPG) for the North West, adopted in 2003. This guidance is currently under review; the Draft Regional Spatial Strategy (RSS) for the North West was placed on deposit for consultation in March 2006, with a view to an Examination in Public (EIP) in the Autumn of 2006. Throughout the formation of this Plan the adopted regional guidance has been RPG, which sets limits on future housing development within Lancashire that are substantially below past levels of development. Blackpool is identified as one of a number of Regeneration Priority Areas. Blackpool is also recognised as a tourist destination of national and regional importance and as a sub-regional centre for the Fylde Coast. It accepts that Blackpool needs high quality modern facilities to support these roles.

Building a better community for all

1.11 The Joint Lancashire Structure Plan 2001-2016 provides the sub-regional strategic planning framework for future planning policy within Blackpool. The plan strategy and development policies are designed to bring about a better balance of development within the County targeting housing and economic development at Regeneration Priority Areas such as Blackpool and the Wyre Peninsula.

1.12 The Structure Plan requires that Blackpool's Local Plan provides for future housing development within the borough at about two-thirds of recent build rates, a significant reduction but not as great as that set for many other parts of Lancashire. It also sets the amount of land to be allocated for business and industrial development.

Other Blackpool Strategies, Surveys and Studies

1.13 Local Plan policies have been influenced by a wide range of local strategies, initiatives and funding submissions being pursued by the Council and its partners. These include:

- Community Plan for Blackpool 2000-2005, and it's subsequent review – Blackpool's Community Plan 2004-2020.
- Blackpool Local Transport Plan 2000-2005.
- Housing Strategy 2000-2005.
- Regeneration Strategy for Blackpool 2000.
- Blackpool LA 21 Strategy 2000.
- Fylde Coast Light Rail Proposal.
- A Sea Change in Blackpool – Successful Bid for Economic Development Zone status and European Objective 2 funding October 2001.
- New Horizons, Blackpool Resort Masterplan 2003.
- Equal Chances – A Neighbourhood Renewal Strategy for Blackpool.
- Integrated Neighbourhood Improvement – a new initiative that has been successfully piloted in the Talbot Brunswick Area.
- The Blackpool Shopping Study (Hillier Parker, 1999) and the Blackpool Shopping Study 2004-2016 (Savills, 2004) assessing the "health" of the Town Centre and other district shopping centres within the borough and the need and potential for further retail development.
- Accommodating Change, Planning for the Future of Areas of Older Holiday Accommodation in Blackpool, CURS, University of Birmingham, January 2002.
- Urban Capacity Study 2002, and the subsequent updated version – Urban Potential Study 2004 – assessing the potential of the existing urban area to accommodate additional housing.
- Housing Land Availability Studies.
- Employment Land Availability Studies.



Chapter 1: Introduction



Community Involvement

1.14 Before developing new policies the Council undertook an extensive formal consultation exercise on the key issues that the new Plan should address.

1.15 In November/December 2001 resident households and businesses were sent a summary leaflet and associated questionnaire seeking their views on the manner in which the town should be developed. A more detailed discussion document was also made available and comment sought from a wide range of groups and organisations.

1.16 The report "Your Town, Your Future, Your Views" published in May 2002 summarises the response to that consultation and provided a useful basis from which to develop draft policies.

1.17 There was extensive publicity given to the publication of the First Deposit Draft Plan in January 2003. All residents and businesses were again sent a leaflet summarising the key provisions of the Plan and advising them how they could obtain further details and make their views known. This initiative, supplemented by extensive targeted consultation, and media publicity, prompted over 1,000 representations. Each of the representations was subject to detailed consideration in producing the Revised Deposit Draft Plan and written responses sent to every objector setting out the Council's position and any proposed amendments as a result of their representation.

1.18 In addition to this borough wide public consultation, policies have been significantly influenced by the Council's continuing dialogue with a wide range of local stakeholders large and small. These have included holiday accommodation

providers (through the Associations and area focus groups), Promenade and Town Centre businesses (through the Town Centre Forum and Quality Management Initiative), local residents and tenants groups (e.g. for the Talbot Brunswick Integrated Neighbourhood Improvement Area), landlords (through the landlords forum) and local service providers (transport, health etc).

1.19 A Public Inquiry into the Plan was held between November 2004 and March 2005. Following receipt of the Inspectors Report, the Council published Proposed Modifications to the Local Plan in 2006 and adopted the Local Plan on June 9th, 2006.

The Plan Strategy

1.20 The Local Plan affects all sections of Blackpool's community; it's residents, it's visitors and it's businesses, over the short, medium and long term.

1.21 The Plan strategy has four main physical components promoting and/or managing change:

1. Town Centre and Resort Regeneration - creating the development framework and conditions for early and fundamental physical changes to the Town Centre and the main resort areas that provide a compelling reason to come into the heart of Blackpool whether as a Fylde Coast resident, visitor or business investor. The proposed establishment of an Urban Regeneration Company to take forward Resort Masterplan proposals will help to drive forward such change.

Building a better community for all

2. Neighbourhood Development – bringing a strong neighbourhood perspective to planning decisions by:
 - Promoting development and change where this is most needed, in consultation with local communities. The Plan establishes a long term programme and commits the Council to working with local communities to develop Neighbourhood Local Development Documents as part of much wider Neighbourhood Action Area Plans for identified priority neighbourhoods within both residential and resort areas.
 - Managing change within all neighbourhoods in the interests of maintaining or moving towards more balanced and healthy local communities.
3. Resource Management – making the most of those resources, land and buildings/facilities, that contribute or could contribute positively to Blackpool as a place to live, work and visit. Getting the most from previously developed (brownfield) sites in meeting the towns development needs, from its transport infrastructure (e.g. the Tramway), from its key attractions and facilities, from its built and natural heritage, and from its open spaces.
4. Quality – raising all aspects of environmental quality for the resident, visitor and existing and potential future businesses. Low environmental quality is a widespread problem. Quality in the design and layout of new development is vital but can only deliver localised improvements. The Plan advocates a wider pro-active

approach to tackling the legacy of public and private land and buildings that detract from the enjoyment of Blackpool as a place to live work and visit and that are an obstacle to regeneration.

The Format of the Plan

Themes

1.22 Policy has been developed under the following eight themes:

- Reshaping the Resort
- Establishing a Thriving Sub-Regional Centre
- Lifting Quality in the Built Environment
- Providing Homes for Every Need
- Developing Balanced and Healthy Communities
- Diversifying the Local Economy
- Conserving the Natural Environment
- Providing Accessibility and Safe Journeys for All.

1.23 A cross cutting ninth theme of the Plan is that its policies and proposals individually and collectively should contribute towards:

- Achieving sustainable patterns of development and encouraging sustainable lifestyles.

1.24 To this end the First Deposit Draft Plan and the Revised Deposit Draft were subject to an independent Sustainability Appraisal by Blackpool Environmental Action Team (BEAT).



Chapter 1: Introduction



1.25 Central to the new Plan is the capacity to gauge whether proposals and policies are being effective in achieving progress under the key themes. Under each theme the Plan defines a number of objectives that proposals and policies are designed to achieve. These objectives will form the basis for monitoring the success of Plan policies through performance indicators and targets set out at the end of each policy chapter. These targets will be developed further as the Local Plan progresses.

1.26 The targets have been developed alongside corporate indicators included in the Corporate and Community Plans, as an integral part of the Council's monitoring of its overall aims and performance.



Policies and Proposals

1.27 Policies and proposals are presented in chapters 2 – 10 of the Plan under each of the eight plan themes (Chapters 2-9). Chapter 10 sets out a statement of the Council's policy towards the negotiation of developer contributions. The chapters begin with a brief introduction of the influences that have shaped the objectives under that theme and the associated policies and proposals. Although chapters may cover a particular type of development or part of the borough it is the policy framework as a whole that will provide the basis upon which development proposals are judged. For example many of the policies under Lifting Quality in the Built Environment will apply to all forms of development.

1.28 The policies that make up the statutory planning framework for the development of the borough are set out in each chapter in shaded boxes. Each

policy is followed by an explanation of the reasons for its inclusion.

1.29 Where policies relate to specific parts of the borough or specific sites these are identified on the Proposals Map. The Proposals Map comprises a 1:10000 plan of the whole borough and an inset plan at 1:2500 of the Town Centre.

1.30 Some policies refer in the supporting text to existing Supplementary Planning Guidance (SPG) or proposed Supplementary Planning Documents (SPDs). Such guidance provides more detailed advice on the manner in which borough or area wide policies will be applied or the appropriate form of development of a particular site (a development or planning brief) but does not form part of the statutory Local Plan. The Council will consult those affected by future adoption of such guidance before applying it in the consideration of development proposals.

Building a better community for all

2: Reshaping the Resort – Policies

Policy Number and Title	Page
RR1 Visitor Attractions	10
RR2 Visitor Accommodation	12
RR3 Conference/Exhibition Facilities	13
RR4 Amusement Arcades and Funfairs	14
RR5 Casinos	15
RR6 Key Tourism Investment Sites Within the Resort Core	18
RR7 Promenade Frontages Within the Resort Core	20
RR8 Resort Neighbourhoods	21
RR9 Resort Neighbourhoods – Development Proposals Involving the Loss of Holiday Accommodation	22
RR10 Resort Neighbourhoods – Change of Use to Holiday Accommodation	24
RR11 Central Promenade and Seafront	24
RR12 Other Promenade Areas	25
RR13 Central Corridor	26
RR14 Lytham Road/Bloomfield Road, Chapel Street, Central Drive and Dickson Road.	27
RR15 Blackpool Zoo	28
RR16 Norbreck Castle	29



Chapter 2: Reshaping the Resort



2: Reshaping the Resort



Introduction

2.1 The last three decades have seen changes in consumer spending and preferences that have had massive repercussions for the domestic, seaside holiday market.

2.2 Blackpool remains a mass visitor destination but today there is a stark contrast between those individual businesses and areas that are responding successfully to the changing tourism market and have the potential to adapt and grow, and those that do not.



2.3 In the face of rising competition, Blackpool's existing tourism offer is unlikely to reverse the trend towards declining visitor numbers. In recognition of this and associated wider problems afflicting the town centre and Inner Areas, the Council made a successful application in Autumn 2001 to have the heart of the Resort and the Town Centre designated an Economic Development Zone eligible for strategic European investment. This success paved the way for the appointment in Summer 2002 of international development and urban design consultants EDAW and the John Jerde Partnership to prepare a Resort Masterplan setting out a long-term vision for the future development of the core areas of the Resort between the Pleasure Beach and the Town Centre. Their emerging broad development strategy, was reflected in the resort policies and proposals included in the First Deposit Draft Local Plan published in January 2003. However the first draft plan acknowledged that plan proposals for resort development would need to be revised and refined once the Resort Masterplan had been published and its "proposals" had been made the subject of public scrutiny and detailed evaluation.



2.4 The New Horizons Masterplan was published in March 2003 shortly after the close of formal consultation on the first deposit draft local plan. Lengthy consideration has been given both to the formal representations made to the draft local plan and the wide ranging public comments on the Masterplan and to the merits and realism of its development ambitions.

2.5 Impetus has been given to those ambitions by the creation of an Urban Regeneration Company (URC) with substantial additional public funding at its disposal to facilitate future investment and development and Resort Regeneration. Some significant policy revisions have been made as a result of public comment on the First Deposit & Revised Deposit Draft Local Plan and the Masterplan but their purpose remains to help bring about the physical changes needed to improve all aspects of the visitor experience and to re-establish a strong, stable and resilient tourism economy.

Aims and Objectives

2.6 Aim

"To guide and encourage the reshaping of the resort in ways that will re-establish Blackpool as a successful and innovative entertainment and tourism destination and give it the potential and capacity to evolve and become self-sustaining".

2.7 Objectives

- To identify and promote opportunities for the development of major new tourism attractions which have the potential to be wider catalysts for Blackpool's regeneration.

Building a better community for all

- To safeguard and enhance outstanding buildings and structures that contribute to Blackpool's distinct character and appeal.
- To make the resort and its attractions conveniently accessible.
- To establish a stable and successful holiday accommodation sector.
- To raise quality in all aspects of the visitor experience from arriving to leaving the resort.
- To secure and enhance Blackpool's role as a major conference and exhibition resort.
- To develop and manage the resort in a way that ensures it maintains a broad appeal to a full range of holiday visitors.
- To ensure that regeneration creates a sustainable and inclusive resort.

the Resort Core that house most of the resort's visitor accommodation. It is to these Resort Neighbourhoods and the Promenade generally that the plan directs investment in new and improved visitor accommodation.

2.11 Tourism investment elsewhere needs to be confined to exceptional cases such as existing tourism attractions e.g. Blackpool Zoo or instances in which a new facility cannot be accommodated in the heart of the resort.



Chapter 2: Reshaping the Resort

Spatial Strategy

2.8 In order to reverse the current decline in visitor numbers and re-establish Blackpool as a thriving resort it will be necessary to renew and regenerate the established resort areas through targeted investment in comprehensive redevelopment and improvement schemes and the introduction of new and improved attractions, facilities and accommodation.

2.9 The Proposals Map identifies a Resort Core of about 140 hectares stretching between Blackpool Pleasure Beach and North Pier where the main attractions for the day visitor and holidaymaker should be concentrated.

2.10 It also identifies a series of Resort Neighbourhoods both within and outside



Policies

Locational Policies for Tourism Development

RR1 Visitor Attractions

Within the defined Resort Core the Council will permit and encourage proposals for the development, extension or improvement of tourism attractions that draw large numbers of visitors provided that such development meets all of the following criteria:

- (a) the proposal makes a strong positive contribution to the physical and economic regeneration of the Resort Core, targeting, as far as possible, those areas/sites in greatest need of investment and renewal
- (b) the proposal would increase the range and/or quality of facilities available to the visitor and contribute to safeguarding and growing Blackpool's visitor market
- (c) the development proposal and associated activities including trip generation can be accommodated satisfactorily in a manner that relates well to adjoining uses; other existing visitor attractions and facilities, holiday and residential accommodation
- (d) new attractions should reinforce the existing concentrations of such uses rather than leading to a dispersed distribution of attractions.

Visitor Attractions proposed in locations outside the Resort Core will be permitted only



- (a) where a site is specifically allocated for this purpose
- or where it can be demonstrated that all the criteria (b) to (e) below are satisfied:
 - (b) the use or uses making up the proposed development could not reasonably be accommodated collectively or individually on a site or sites within the Resort Core
 - (c) good public transport facilities are available or can be provided between the development site, Town Centre and the Resort Core
 - (d) the proposed development would be complementary to existing and proposed attractions within the Resort Core and be likely to generate additional trips thereto
 - (e) the proposed development would not undermine the pace and extent of regeneration within the Resort Core.

2.12 The attractions and facilities within the Resort Core such as the Pleasure Beach, three Piers, the Tower and Coral Island are the magnet that attracts most visitors, both day-trippers and staying guests, to the resort. However only limited new attractions have been developed in recent years apart from continuing investment at Blackpool Pleasure Beach.

2.13 It is the transformation of this Resort Core in terms of the quality of visitor attractions and of the whole visitor experience, that is the key to Blackpool's future as a major resort.

2.14 This is recognised in the designation of the Resort Core and the adjoining Town

Building a better community for all

Centre as an Economic Development Zone. The Resort Masterplanning process that has followed from this designation has generated a broad base of support for the pursuit of fundamental physical change within this area; from the local residential and business community, from the North West Regional Assembly and Development Agency and from National Government. That support is now being reflected in the provision of substantial public sector funding to facilitate the investment and development that is required to bring about that change. This includes assistance with the assembly of potential sites for major new tourism investment.

2.15 Targeting investment and development within the Resort Core will act as a catalyst for further investment and maximise the benefit to visitors and to the tourism economy.

2.16 Concentrating investment within this core is also more sustainable in that accommodation, attractions and other facilities are all close at hand and conveniently accessible on foot, by cycle or by public transport. Tourism development is a dynamic sector of the leisure market with major new visitor attractions in particular requiring very substantial capital investment in an extremely competitive and high risk market. In such an evolving sector it is very difficult to anticipate the precise physical requirements of potential future developments and to make specific site provision. Through the Resort Masterplanning process a number of Key Tourism Investment sites have been identified which are considered to present particularly significant opportunities for development of the new and improved facilities that Blackpool requires in order to arrest falling visitor numbers (see Policy RR6) These provide a useful focus for investment. However to facilitate tourism

investment within a densely developed resort such as Blackpool requires a planning framework that provides the flexibility to respond positively, where appropriate, to development proposals elsewhere within the Resort Core. This policy provides that flexibility whilst establishing appropriate safeguards that, together with other local plan policies, provide a basis for the refusal of inappropriate development that would undermine rather than support resort regeneration.

2.17 Where development proposals meet the policy criteria and other policies of the plan the Council will be prepared to assist in site assembly. The Council in applying the Policy criteria, will take account of the need to sustain and encourage Blackpool's existing family orientated day trip and visitor markets, as well as develop new attractions and seek to cater for new visitor markets.

2.18 The impacts of major tourism development proposals may be wide ranging. Where the overall impact is positive but there are some adverse effects as a result of development (e.g. more traffic) that cannot be "designed out" of the scheme itself, planning obligations* will be sought to address these "consequential costs" of developments (see Policy PO1).

2.19 For Promenade developments such obligations may assist schemes introduced through the Quality Management Initiative (QMI). The QMI has been set up to address those issues within the public realm which were identified as being of concern to the business community of the Town Centre and Central Seafront area (Pleasure Beach to The Metropole). The QMI has evolved into a board of members with a chairman who is a local business person. The intention is to establish a



Chapter 2: Reshaping the Resort



formal Business Improvement District (BID).

**Planning Obligations are undertakings from the developer to undertake or fund off-site works or service provision.*



RR2 Visitor Accommodation

(A) Proposals providing contemporary visitor accommodation in the form of redevelopment schemes, improvement schemes or mixed improvement/redevelopment schemes will be permitted:

- (i) within the identified Resort Neighbourhoods and the Promenade frontage**
- (ii) within Key Tourism Investment Sites where indicated**
- (iii) in the Town Centre**
- (iv) on other sites where specifically indicated in the plan.**

The Council will promote and seek to facilitate hotel development proposals that replace low quality, older holiday accommodation with new or improved accommodation of a high standard and that contribute to resort neighbourhood regeneration.

(B) Proposals for the development or extension of visitor accommodation outside these areas will only be permitted where:

- (i) there is a specific identified need for new accommodation ancillary to other major facilities that cannot be met within the areas set out above and**

- (ii) the site has not been identified to meet other development needs and**
- (iii) good public transport facilities are available or can be provided between the development site, the Town Centre and the Resort Core.**

All new accommodation must offer en-suite facilities in each bedroom and otherwise be of a high standard in terms of the size and layout of accommodation.

2.20 The decline in the number of staying visitors and the trend towards short breaks has led to a serious imbalance between the supply of and demand for accommodation. This mismatch is qualitative as well as quantitative. Low occupancy and tariff levels have prevented many hoteliers improving their accommodation and service to the standards now expected by staying guests. The vast majority of the resort's accommodation properties do not meet accreditation standards. This has undoubtedly contributed to a spiral of decline within the accommodation sector.

2.21 Improved attractions, facilities and services within a transformed resort environment can break into that spiral but it is essential that investment in visitor bed spaces be directed to existing accommodation areas and that such accommodation is of good quality. Not only is there a need for improved quality generally, the profile of Blackpool's accommodation stock has to change if it is to attract and cater for a broader cross section of visitors with more 3, 4 or 5 star accommodation. The Promenade frontage is the shop window of the resort and is particularly well placed to lead the way in the development of a stronger, high quality accommodation product.

Building a better community for all

2.22 The scale and pace of change in the accommodation sector needed to sustain resort regeneration requires a combination of new hotel development, and major improvements in the existing stock. The Council will be prepared to assist in site assembly where required to facilitate development that will provide a better mix/quality of visitor accommodation and is in accordance with plan policy (see also Policies RR6; RR8, SR2 and SR3).

2.23 In recent years the development of peripherally situated travel lodges and budget hotels has proved popular with consumers. These chains have prospered by offering quality and value within a secure environment. However they do not contribute to resort regeneration and encourage increased reliance on the car. With the wider investment and intervention now proposed there is no reason why quality, value and security cannot be offered within Blackpool's Resort Neighbourhoods. There would have to be exceptional circumstances to justify further peripheral hotel development.

2.24 This approach is supported by national and regional planning guidance and by Structure Plan policy.

2.25 Given the imbalance in the accommodation stock with a large supply of older, relatively low quality holiday accommodation, it is appropriate that all new visitor accommodation be of a high standard in terms of the size and layout of accommodation and that it include en-suite facilities. Supplementary Planning Documents will be issued setting out the standards required. Such guidance has already been introduced for the development of holiday flats. Proposals for the improvement of existing caravan parks are excluded from the requirements for en-suite bedroom facilities.

RR3 Conference/Exhibition Facilities

New conference/exhibition facilities should be located on sites within or on the edge of Blackpool Town Centre.

Conference and exhibition facilities in other locations will only be permitted where they are provided as an ancillary facility to hotel accommodation.

The former Central Station Site (RR6.1) is allocated for comprehensive redevelopment incorporating a new National Conference/Exhibition Centre.

2.26 Conferencing is vital to Blackpool's ambitions to maintain and extend its visitor season. It is essential that plans for Resort and Town Centre regeneration include proposals to retain and develop Blackpool as a national conference destination. In line with national planning guidance, new conferencing and exhibition facilities should be located within or on the edge of Blackpool Town Centre where there is convenient access by public as well as private transport, delegates have easy access to a wide range of town centre facilities, and their expenditure can help to sustain and enhance retail and service facilities to the benefit of Fylde Coast residents and other visitors.

2.27 Such an approach accords with the overall plan strategy of targeting major investment and regeneration to sites where it will provide the maximum benefit for resort and Town Centre regeneration.

2.28 Blackpool's continuing involvement as a major player on the national conference circuit and as the North of England's venue for political conferences is critically dependent upon the early replacement of the existing Winter



Chapter 2: Reshaping the Resort

RR3, RR6 & HN1 - Policies not saved beyond three year post adoption period



Gardens facilities. Listed Building considerations severely restrict the potential for redevelopment and are a serious obstacle to the Winter Gardens providing a national conferencing venue that bears favourable comparison with its competitors. Opportunities for an early new-build solution elsewhere within or close to the town centre are limited to the former Central Station site (see Policy RR6.1). The New Horizons Masterplan demonstrates that this edge of centre site could accommodate a national conference venue and the exceptional demands that this will place on the resort's transport infrastructure.



2.29 In tandem with developing proposals for replacement conference/exhibition facilities, the Council will seek to agree appropriate proposals for the re-use of the Winter Gardens safeguarding the future of this important listed building (see Policy SR2).

2.30 The restriction of conferencing/exhibition facilities to town centre/edge of centre sites does not apply to smaller conferencing/exhibition facilities provided by hotels as an ancillary facility rather than the main use and that cater generally for conference/event numbers on a scale commensurate with the size of the hotel (albeit that delegates may not be residents). The development and enhancement of facilities of this nature and of an appropriate scale (generally not exceeding 1,000 sq metres) will be permitted.



RR4 Amusement Arcades and Funfairs

Development proposals comprising or including Arcade Amusement Centres and Funfair rides will only be permitted:

1. In the following locations:

- (a) Blackpool Pleasure Beach**
- (b) the Piers (excluding the Promenade deck of North Pier)**
- (c) the Promenade frontage between its junctions with Adelaide Street and Princess Street.**

Or

2. As part of planned comprehensive development proposals elsewhere within the Resort Core.

Or

3. In the context of improvements to existing amusement centres.

2.31 Amusement arcades and funfair rides are an important and integral element of Blackpool's appeal to visitors of all ages. However it is important that careful control is exercised over the location and form of such development in order to maximise that appeal without spoiling the enjoyment of those drawn to the resort for other reasons and without affecting the amenity of residents and staying guests.

2.32 On both counts a policy of concentrating such uses in particular areas of the Resort Core has much to commend it and has served the resort well in the past.

2.33 Gambling deregulation could have a profound effect on Blackpool's existing traditional amusement arcades as these

Building a better community for all

respond to the increased competition that may result from the new gambling regime as it manifests itself in Blackpool or further afield. Other policies in the Local Plan (for example RR6) could result in the redevelopment of existing arcades for other tourism uses in parts of the 'Golden Mile' where many of the existing traditional arcades for tourists are concentrated. Policy RR4 is intended to provide a basis for the future planning of development proposals involving existing or new amusement arcades to serve tourists in the town.

2.34 For clarification, it is not the intention of this policy to restrict the provision of individual small scale outdoor children's rides and roundabouts in pedestrianised streets and public places in appropriate locations elsewhere outside these areas. The provision of small scale facilities on the forecourt ancillary to existing shops and associated uses is important in providing simple facilities for children and families and can and do enliven the street scene. Such small-scale provision of ancillary forecourt facilities is subject to highway authority control and does not require planning permission.

RR5 Casinos

Regional Casinos, which form part of a large scale mixed leisure development, will be permitted on the Former Central Station Site (RR6.1).

Any casino proposal for the site will need to:

- (a) make a strong positive contribution to the physical and economic regeneration of the resort, by introducing a diverse entertainment venue, enhanced high quality visitor experience,**

and wider regeneration benefits in addition to the benefit of the development itself

- (b) be well integrated with the adjoining buildings, uses and circulation patterns and contribute to a balance of attractions and facilities within the overall Resort Core that is consistent with developing the widest possible staying and day visitor market**
- (c) demonstrate that the proposed development and associated activities including trip generation can be accommodated satisfactorily in a manner that relates well to adjoining uses, other existing and proposed visitor attractions and facilities, holiday accommodation and residential areas**
- (d) be supported by assessments of the economic, environmental, transport and social impact of the development.**

No other casino development will be permitted in Blackpool except for the following:

- 1. large or small casino development at the Winter Gardens, and,**
- 2. small scale extension of and/ or improvements to existing casinos.**

2.35 Development of regional Casinos in Blackpool presents a unique opportunity to reposition the town in the UK leisure market and regenerate the Victorian resort core. Such development would form an integrated part of a broader resort strategy, which aims to turn Blackpool into a year-



Chapter 2: Reshaping the Resort

Following the Government statement dated 26th February 2008 regarding Regional Casinos, Policy RR5 was quashed by order of the High Court on 7th April 2008 (by consent).



round tourism destination with wide market appeal.

2.36 Regional Casinos will combine large-scale leisure, entertainment and cultural facilities within developments which would range from 7,500m² to 15,000m² floor area. To maximise the regeneration benefits, which will accrue from such development, the Council has identified 'The Former Central Station' site as the key site for such development. The site lies within/ on the edge of the Town Centre and within the Resort Core in accordance with the wider plan strategy (see Policy RR1).



2.37 Policy RR5 does not allow casino development of any scale on any other site with two exceptions. Large or small casinos may be developed at the Winter Gardens where this will assist in securing a viable use for this important Grade II* listed building in the town centre, which is an increasingly underused building. In addition to the exception of the Winter Gardens existing casinos will be able to continue to operate under 'Grandfather Rights' provided for through the new gambling legislation and improve and develop, provided such development is of small scale.

2.38 Underpinning this approach to casino development is the Council's ambition to promote a cluster of 'Regional Casinos' within the heart of the resort, which will act as a catalyst for much wider resort regeneration. Casino development of this scale will attract visitors from further afield ensuring Blackpool's revival as a national and international visitor destination thereby, fulfilling its role as identified in Regional Spatial Strategy, the Regional Tourism Strategy and Regional Economic Strategy. Smaller scale dispersed casino development within Blackpool would not provide wider regeneration benefits.

2.39 Applications for Casino development will be required to demonstrate that the proposed development will contribute to the physical and economic regeneration of the resort. It is important that the location, composition and physical form of the development does not create a one-stop visitor destination but is integrated into the wider resort. In addition where the development incorporates shopping facilities, such facilities will only be allowed where they are ancillary to the main use and take the form of speciality shopping which will complement rather than compete with the town centre. This approach accords with other provisions of the Plan and national planning policy.

2.40 The provision of a full range of impact assessments will be required in support of development proposals so that the Council can make an informed decision in the full knowledge of any likely significant effects of the proposed development upon the environment and the community. Where there is evidence that the proposed development is likely to give rise to issues of a physical, social, economic or environmental nature that can be resolved satisfactorily; planning permission will only be granted if the Council is satisfied that the adverse impact can be mitigated through the use of a planning condition or planning obligation.

2.41 A development brief for the Former Central Station site will be prepared by the Council to provide planning and urban design guidance for the comprehensive redevelopment of the site, to ensure that the development of the site fulfils its role as a catalyst for Blackpool's wider regeneration.

2.42 In addition, where casino proposals fully satisfy the criteria set out in this policy and other provisions of the Plan the

Building a better community for all

Council will be prepared to assist in site assembly in order to facilitate development.

Area and Site Specific Proposals

2.43 Falling visitor numbers will not be arrested unless Blackpool is successful in attracting major development and investment to the resort. Above all, Blackpool must offer compelling new reasons to visit the resort and ensure that the appeal of its existing major attractions is refreshed and enhanced.

2.44 Blackpool has suffered from a lack of large readily available development sites within the resort that could accommodate new “must visit” attractions. The absence of such sites has also led to pressures for development outside the resort (e.g. at Whyndyke Farm). These have posed a threat to resort regeneration as well as representing unsustainable forms of development.

2.45 It is important that the Local Plan promotes a range of future investment opportunities. This is necessary not only to accommodate potential major new attractions but also to enhance the wider visitor experience through the comprehensive upgrading of accommodation, the removal of inappropriate uses and worn urban fabric and improvements to the public realm.

2.46 The key tourism investment sites identified under policy RR6 below are intended to provide a range of such opportunities. Local Plan policy for these sites has been informed by local plan public consultation, by the New Horizons Resort Masterplan published in March 2003 and by the public’s response to that Masterplan.

2.47 The Masterplan development strategy proposes that the development and enhancement of major visitor attractions be based upon:-

- A radical restructuring of the Resort Core between Blackpool Tower and the Manchester Square area (including the introduction of a new concentration of major visitor attractions and facilities - the “Second Gate” - on land south of Rigby Road and either side of the Central Corridor).
- The consolidation and enhancement of “visitor attractions” in and around the site of Blackpool Pleasure Beach.

2.48 That development strategy has formed the basis for the site-specific development policies set out below.



Chapter 2: Reshaping the Resort



RR6 Key Tourism Investment Sites Within the Resort Core

Proposals for the development and improvement of the following Key Tourism Investment Sites will be permitted provided that such development accords with the following requirements for each site, and other policies of the plan:

RR6.1 Former Central Station Site

Main Development – National Conference/Exhibition Centre.

Supporting Development to Include:-

- Other Major Tourism Development that would complement and add value to Conference/Exhibition Centre development (including resort casinos, entertainment facilities and other forms of visitor attraction)
- Hotel Development
- Private and Public Car Parking and coach drop-off and pick-up facilities.
- High Quality Public Realm.

Individual development proposals will only be considered in the context of comprehensive proposals for the development/improvement of the whole site and must be supported by detailed assessments of all significant impacts associated with proposed site development.

Development of the site for other purposes, except to meet the reasonable requirements of existing occupiers/businesses, will not be permitted.



RR6.2 Rigby Road

Subject to committed schemes for the provision of replacement transport and illumination depot facilities, development will be permitted for the following uses:-

Main Development - Major Visitor Attraction(s)

Supporting Development to Include

- Other Major Tourism Development
- Hotel Development
- High Quality Public Realm
- Private and Public Car Parking
- Coach parking, drop-off and pick up facilities

Individual development proposals will only be considered in the context of comprehensive proposals for the development/improvement of the whole site and must be supported by detailed assessments of all significant impacts associated with proposed site development.

Development of the site for other purposes, except to meet the reasonable requirements of existing occupiers/businesses, will not be permitted.

2.49 Sites RR6.1 and RR6.2, both provide an opportunity to accommodate large new visitor attractions. At the heart of these sites are large space users that could beneficially be removed or relocated to accommodate major new tourism development (Central Surface Car Park, the Illuminations Depot, the Transport Depot, Gas-holders, Blundell Street Car Park).

RR3, RR6 & HN1 - Policies not saved beyond three year post adoption period

Building a better community for all

2.50 These large spaces adjacent to and accessible from the main Central Corridor access route and visitor parking areas provide an obvious and sensible focus for developing proposals to accommodate major new tourism development within the Resort Core.

2.51 However in both instances, these large space users are separated from the Promenade and Seafront by intervening hotel and/or holiday uses. It is fundamental to resort regeneration and to the success of new tourism attractions that integrated proposals are developed that include substantial investment within seafront areas. For this reason the key investment sites are defined to extend as far as the Promenade. Investment over the two more widely defined sites is likely to comprise a combination of redevelopment and of proposals for refurbishment and investment in existing properties and businesses.

2.52 The area immediately south of Blackpool Town Centre, bounded by the Promenade, Adelaide Street West, Bank Hey Street, Central Drive and Chapel Street (RR6.1) and including the extensive former Central Station site is considered the optimum location for the development of the National Conference/Exhibition Centre that Blackpool urgently requires (see RR3). However, as the Resort Masterplan demonstrates, this site has much wider potential for the development and improvement of other major tourism facilities. In particular it provides a prime opportunity for resort casino development.

2.53 The configuration of the Rigby Road site (RR6.2) has been amended and extended from that shown in the First Deposit Draft to include land to the east of the Central Corridor previously shown as a separate tourism/leisure development

allocation (Policy RR17 Central Drive/ Rigby Road in the First Deposit Draft). This amalgamation reflects the potential, illustrated in the Resort Masterplan, for a major new visitor attraction, that requires a particularly large site, to span the Central Corridor. The ambition here is to provide for a tourism attraction that would have broad family appeal. The Resort Masterplan illustrative proposals feature an indoor “waterworld” but development could take a variety of forms. The extended site is also sufficiently large to provide opportunities for other tourism development that could include a resort casino (west of the corridor), and hotel development.

2.54 The site takes in both the Illuminations and Transport Depots. These facilities are essential to both the tourism economy and the local residential and business community and would need to be relocated prior to development proceeding.

2.55 Creating a major new additional focus of visitor attractions at this location within the Resort Core will require the provision of substantial additional car parking, both public and private. The site north of Rigby Road, currently occupied by Gas Holders and Blundell Street Surface Car Park may, as the Resort Masterplan suggests, provide the opportunity for a major new car park but in the absence of a specific visitor attraction proposal(s) it would be unduly restrictive for plan policy to prescribe this form of development.

2.56 A Development Brief will be prepared for the site setting out key development and design principles and identifying those properties that would appropriately be the subject of redevelopment and those which could be retained and improved. The Council will also provide assistance with site assembly



Chapter 2: Reshaping the Resort



where required to facilitate appropriate schemes of development.

RR7 Promenade Frontages Within the Resort Core

Development Proposals, including changes of use, to introduce contemporary new Visitor Attractions, Accommodation and Facilities on the Promenade frontage within the Resort Core will be permitted and encouraged provided that they;

- (a) comprise high quality buildings of an appropriate scale**
- (b) provide an “active” frontage to the Promenade**
- (c) protect and enhance key pedestrian routes into the adjoining Resort Neighbourhoods**
- (d) reinforce the existing concentrations of such uses rather than leading to a dispersed distribution of attractions**
- (e) enhance the amenity, character and appearance of the area.**

Proposals must be supported by detailed assessments of all significant impacts associated with the proposed development.



many facilities have not evolved to keep pace with changing consumer demands and expectations. The current appearance and mix of uses on the Resort Core Promenade frontage is incompatible with the ambition to provide a 21st Century Central Promenade/Seafront that will appeal to a wide cross section of visitors.

2.59 Substantial investment and development is necessary if frontage development is not to detract from proposed improvements to the Central Promenade/Seafront areas (see policy RR11) and to assist in the regeneration of the adjoining Resort Neighbourhoods. Proposed redevelopment of the Key Tourism Investment Sites will have a major beneficial impact but there must be major development and investment in other areas. The Foxhall frontage is a prime example. The domestic scale of certain buildings is entirely inappropriate in design terms and severely restricts the range of uses that can be accommodated.

2.60 The Council will publish a Supplementary Planning Document establishing key development and design principles for development of Resort Core Promenade Frontages. It may also provide assistance with site assembly, where required, to facilitate such redevelopment.



2.57 Blackpool’s Promenade and Seafront is the Resort Core’s most precious resource. Raising the quality of its appearance, its attractions, accommodation and other facilities and its public realm is fundamental to regeneration of the resort.

2.58 The condition and appearance of a significant number of properties on the Promenade frontage and within the blocks immediately behind is poor. In addition

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The Resort Neighbourhoods

RR8 Resort Neighbourhoods

- (A) **Within the defined Resort Neighbourhoods, development proposals will be assessed in terms of their impact upon the neighbourhood. All development must safeguard or enhance liveability and the character and appeal of such areas as a visitor destination.**
- (B) **Neighbourhood Local Development Documents will be prepared, to secure the comprehensive improvement of the following Resort Neighbourhoods:**
- (i) **South Beach [Pleasure Beach to Adrian Street; Railway/Central Corridor to Promenade]**
 - (ii) **The Village [Adrian Street to Rigby Road; Central Corridor to Promenade]**
 - (iii) **Foxhall [Rigby Road to Chapel Street; Central Corridor to Promenade]**
 - (iv) **Palatine [Adelaide Street to rear of Palatine Road; Park Road to Central Drive]**
 - (v) **North Beach**
 - (vi) **Gynn**

2.61 The defined Resort Neighbourhoods include all the main concentrations of holiday accommodation within Blackpool. All have been affected by the decline in staying visitor numbers and the trend towards short breaks rather than longer holidays.

2.62 The Resort Neighbourhoods include not only areas that are primarily in holiday use but also adjoining mixed use and residential areas. This wider definition recognises that, whilst the latter areas may make only a modest contribution in terms of visitor accommodation and services, they have a direct and fundamental impact upon the overall visitor experience.

2.63 Multi-occupancy and marginal commercial use of former holiday premises have resulted in physical and social decay and contributed to falling visitor numbers and increasing problems for holiday businesses and local residents alike.

2.64 The Council and its partners are committed to working with local communities to secure improvements to the Resort Neighbourhoods. Consultation with local accommodation focus groups has emphasised that the extent and nature of problems and the action needed to establish long-term stability and success will vary between areas.

2.65 The future development and use of areas that have gone or may go out of holiday use needs to be carefully managed alongside measures to support adjoining areas of mainly visitor accommodation and facilities.

2.66 That management will involve action against properties that are in a condition or use that is likely to prejudice wider efforts to improve the appearance and character of the neighbourhood. The Council will consider the compulsory acquisition of properties where other action has been unsuccessful in addressing such problems.

2.67 Plans will be developed in partnership with the local business and residential communities. Neighbourhood Action Area Plans will identify how



Chapter 2: Reshaping the Resort



neighbourhoods need to change and the forms of intervention required to deliver that change. Neighbourhood planning guidance will be an important element of these Action Plans by bringing forward detailed policies and proposals shaping the physical development of neighbourhoods in accordance with local plan policies but reflecting the specific needs of the area and its local community. This local planning guidance may include proposals



- identifying and promoting opportunities for new tourism, residential or business development where this could contribute towards increased visitor numbers or a more stable mixed community
- lifting quality in the local environment, both through new development and in standards of existing accommodation and local facilities for both visitors and residents
- for securing the improvement, redevelopment or change of use of sites or premises, where their condition and appearance is a deterrent to visitors and to investment
- for better maintenance and management of public areas
- for traffic management/calming and for improved and better managed local parking facilities.



Where neighbourhood planning guidance brings forward detailed policies and proposals, it will be prepared as a proposed alteration to the Local Plan.

RR9 Resort Neighbourhoods Development Proposals Involving the Loss of Holiday Accommodation

- (A) Within Resort Neighbourhoods, including the Promenade frontage, changes of use or redevelopment of holiday accommodation for permanent residential use will only be permitted where:**
- (i) there are already permanent residential uses directly adjoining or abutting both sides of the proposed development and a significant incidence of such uses in the immediate vicinity; or**
 - (ii) there is already permanent residential use on one side and a substantial concentration of such uses in the immediate vicinity; and**
 - (iii) the proposal relates well in use, scale and appearance to neighbouring properties.**
- (B) The change of use or redevelopment of holiday accommodation anywhere on the Promenade frontage will only be permitted:**
- (i) where it can be demonstrated that the property has no viable future in holiday accommodation use, or,**
 - (ii) exceptionally where the loss of holiday accommodation forms part of wider redevelopment proposals that will deliver clear and substantial regeneration benefits.**

Building a better community for all

Permanent residential accommodation will only be permitted where proposals comply with the Council's floorspace and amenity standards.

The Council will require that applications for the conversion of holiday properties to residential use include appropriate proposals to establish residential character and maximise residential amenity. Such requirements may include the removal of extensions to the property where:

- (i) the extension is inappropriate to and out of character with use of the premises for residential purposes; and/or**
- (ii) this is necessary to improve residential amenity; and/or**
- (iii) this is necessary in order to minimise the number of additional dwelling units in areas where such conversion could result in or exacerbate problems associated with a combination of high household densities; and deficiencies in supporting community facilities.**

2.68 Over the last decade there has been a considerable contraction in the number of properties in holiday accommodation use. Research indicates that there remain more bedspaces within the resort than current levels of visitor demand can fully support and that this is undermining essential reinvestment in property maintenance and the upgrading of guest accommodation and services.

2.69 Even with the potential additional demand created by new attractions and improvements to the overall visitor offer the resort is unlikely to be able to sustain all the property currently in holiday

accommodation use. This is particularly the case where substantial contraction has already occurred and the character of an area has already changed.

2.70 A policy is needed that provides the flexibility to allow change of use to permanent residential accommodation in those areas where the market cannot support holiday accommodation as the primary use. However it is equally important that the character of areas that are well situated to reap the benefits of wider resort investment are not eroded by incremental changes from holiday use that can have a damaging effect on the viability of surrounding businesses. Determining change of use applications entirely on the balance and pattern of property use could result in a "domino" effect that tends to perpetuate contraction of accommodation areas.

2.71 Holiday Accommodation enjoying a Promenade frontage is uniquely well placed to attract guests and to benefit from any increased demand for accommodation arising from successful resort regeneration. As such it is vital that careful control be exercised over the loss of such accommodation not only within defined Resort Neighbourhoods but within Promenade frontages generally. The requirement that applicants demonstrate that the property has no viable future in holiday accommodation use or that the development proposed would generate substantial regeneration benefits, will ensure that this scarce land resource contributes fully to Blackpool's regeneration. Within Resort Neighbourhoods this requirement is in addition to those set out under criteria A of this policy.

2.72 Where the principle of change of use or redevelopment of holiday



Chapter 2: Reshaping the Resort



accommodation for residential use is acceptable it is vital that a good standard of residential accommodation is provided in accordance with the Council's floorspace and amenity standards set out in Supplementary Planning Guidance and that conversion is supported by appropriate proposals to establish residential character and enhance residential amenity.

RR10 Resort Neighbourhoods Change of Use to Holiday Accommodation

Within parts of Resort Neighbourhoods that are in mixed residential/holiday accommodation use, changes of use to holiday accommodation or the expansion of existing holiday accommodation premises will only be permitted where:

- (a) **there is already a localised concentration of holiday accommodation comprising a majority of premises in the immediate vicinity and**
- (b) **there would be no resulting significant loss of residential amenities and no detracting from the appearance and character of adjoining properties.**

Change of use to Holiday Accommodation will not be permitted within areas that are wholly or primarily in residential use.

2.73 It is important that investment in holiday accommodation be directed towards existing strong concentrations of such use where there is the greatest potential to halt decline and re-establish a thriving accommodation sector.

2.74 The creation of additional bedspaces in mixed-use areas with limited

visitor demand can erode the viability of other marginal holiday businesses without providing any confident prospect of long-term holiday use and ongoing property investment. It can also prejudice the difficult task of creating a stable residential community within former holiday accommodation areas.

The Promenade, Seafront And Piers

RR11 Central Promenade and Seafront

The Central Seafront from the Pleasure Beach to North Pier will be comprehensively improved and managed as an area for active leisure, in conjunction with the promotion of appropriate investment and development in adjoining Promenade frontages and the Piers. Improvements will establish a high quality public realm and include:

- **new sea defences incorporating improved beach access facilities**
- **a renewed and extended Tramway system**
- **a cycleway**
- **landscaping and public art**
- **a new Illuminations spectacle**
- **festival event areas**
- **improved information, toilet, seating and refreshment facilities**
- **limited provision of ancillary small-scale retail outlets**
- **traffic calming measures and improved pedestrian crossing arrangements**



Building a better community for all

- **a new Public/Private Quality Management Initiative.**

Development that would prejudice the implementation of these improvements or undermine the comprehensive improvement of the Central Promenade/Seafront Area will not be permitted.

2.75 The Promenade between the Pleasure Beach and North Pier is and should remain the main showcase for Blackpool's major visitor attractions. Its appeal to the visitor is fundamental to Blackpool's ambitions for regeneration of the wider resort and to its development strategy.

2.76 Coastal defence works supplemented by SRB, European funding and private sector investment will provide an opportunity to transform the tired existing appearance and condition of the Promenade and to re-establish this prime asset as a major visitor attraction in its own right.

2.77 The quality of environment and facilities created by this major investment will be sustained and enhanced by the Quality Management Initiative – an application of the principles of Town Centre Management to the wider Resort Core supported by a partnership of public and private stakeholders and by careful control over the nature and form of Promenade frontage development.

2.78 A Promenade masterplan and associated site development briefs (see Policies RR6 and RR7) will provide a detailed framework for future development within the wider Promenade area.

RR12 Other Promenade Areas

The Promenade and seafront to the south of Blackpool Pleasure Beach and to the north of the Town Centre will be managed as areas for predominantly informal/passive visitor recreation, catering particularly for the requirements of the staying visitor and of local residents.

New development on the Promenade seafront will be confined to that which is consistent with this role,

- **the provision of ancillary seafront shelter, seating, amenities, services and enhanced facilities for those walking along the Promenade and using the Beach**
- **environmental improvements**
- **improvements to the Tramway**
- **a cycleway on the South Promenade**
- **enhanced facilities at North Shore Boating Pool**
- **improved pedestrian crossing arrangements.**

2.79 These Promenade/Seafront Areas and associated holiday accommodation areas provide an important opportunity for visitors to enjoy the more traditional attractions of a short break or day trip at the seaside whilst still having easy access to the attractions in the Resort Core and Town Centre. They are also an important facility for local residents particularly those who do not have parks and open spaces close at hand.

2.80 The need in these areas is, above all else, to sustain this complementary role by lifting environmental quality, by



Chapter 2: Reshaping the Resort



improving facilities for informal outdoor recreation, including facilities for children, and by enhancing access to the Resort Core.

2.81 The New South Promenade has already contributed substantially to enhancing this role.

2.82 Improvements to the Promenade/ Seafront north of the Resort Core will be taken forward in part through Neighbourhood planning guidance prepared as part of Resort Neighbourhood Action Area Plans for North Beach and Gynn (see Policy RR8) and also through landscape enhancement schemes (see Policy NE7) utilising Lancashire Remade funding.



Visitor Gateways & Prominent Resort Frontages

RR13 Central Corridor

This area will be remodelled and comprehensively improved as an attractive visitor arrival and reception area. Improvements will include:

- **improved signage, lighting and security measures**
- **new visitor reception facilities**
- **landscaping**
- **improved links between the Corridor and Lytham Road**
- **improved facilities within, through and beyond the Corridor for pedestrians and cyclists.**

Development and redevelopment of land within and adjoining the boundary

of the corridor, including residential development, will be permitted where:

- (a) **it substantially enhances the setting of the car parking and reception areas**
- (b) **the proposal meets an identified local need and relates well to other adjoining sites in terms of use, design and appearance**
- (c) **it can be demonstrated that any changes in car parking provision are part of a wider package of measures that contribute positively to the resort's ability to accommodate visitor trips by all transport modes.**

Proposals for the Corridor will be developed as part of the Resort Masterplan.

2.83 For many car and coach-borne visitors to the resort their first and last experience of Blackpool is of Yeadon Way and Seaside Way and the Central Corridor parking areas.

2.84 The present condition and appearance of the car parks and reception facilities, of adjoining development, and of pedestrian routes to the Promenade and Town Centre do not assist in establishing a good impression. Neither do they create the sense of pleasurable anticipation that forms an essential element of any holiday or day out. The Resort Masterplan has illustrated how these problems might be addressed through the greening of the corridor, improved visitor reception facilities and transport links and by promoting further new development, including housing, along the margins of the corridor to transform views and help regeneration.

Building a better community for all

2.85 Funding to undertake and facilitate such improvements/development will be provided from a number of sources including European Objective 2, SRB and the North West Development Agency.

2.86 Coach access to the resort will require to be improved. Coaches will continue to take advantage of the direct access route to the resort provided by Yeadon Way/Seasiders' Way, but will have less space allocated within the Corridor for parking. This will mean provision of a more central drop-off/pick up facility closer to the resort core than the present Central Coach Park, together with off-site parking. Proposals for enhanced coach access to the resort will be developed through the Local Transport Plan, in consultation with coach operators' trade bodies.

2.87 A key element of proposals will be the enhancement of links between the Corridor car parking areas and adjoining holiday accommodation areas and the Promenade and Seafront. The Masterplan will consider pedestrian, cycle and vehicle links including the opportunity to create a new visitor gateway. There will be extensive public consultation as detailed proposals for the corridor are developed. Such consultation has already been undertaken on proposals for the enhancement of that section of the corridor between Waterloo Road and Bloomfield Road. Outline planning permission has been granted and improvement works commenced.

2.88 Necessary changes to current car parking provision on the corridor will be implemented without detracting from the resort's economic performance and potential for growth by implementing a transport/parking strategy comprising the following key elements:

- access arrangements which reserve use of Central Corridor for visitors;
- provision of new, local, off-street parking in resort neighbourhoods;
- conversion of coach to car parking, creating additional spaces;
- relocation of coach parking to suitable sites elsewhere and suitable drop off/pick-up provision and
- the provision of public and private parking facilities as part of major development schemes for Key Tourism Investment Sites (see RR6).



Chapter 2: Reshaping the Resort

RR14 Lytham Road/Bloomfield Road, Chapel Street, Central Drive And Dickson Road

Within the above mixed frontages, as indicated on the Proposals Map the Council will permit and promote proposals for development and improvement that:-

- (a) lift environmental quality, particularly through the removal of existing unsightly and poorly maintained property,**

and which,

- (b) replace existing marginal business uses with uses that meet the identified needs of residents and/or visitors.**

2.89 The above mixed frontages are on prominent vehicle and pedestrian routes into and within the Resort Core or Town Centre. They have suffered particularly badly as a consequence of declining visitor numbers and increasing retail and service sector competition. They include shops and services catering for local residents



as well as seasonal tourism uses. Vacant premises, seasonal and transient uses and inadequate property maintenance and investment are symptomatic of an overprovision of such facilities, reflecting levels and patterns of expenditure of decades past rather than the spending habits of today's visitors and residents.

2.90 A rationalisation of existing commercial uses, together with significant new investment and development is needed if these key routes are to attract rather than deter visitors, and assist in resort and community regeneration.



2.91 Proposals will be developed in partnership with the local resident and business community as part of Resort Neighbourhood Action Area Plans and published as Neighbourhood Local Development Documents.

Tourism Development Sites Outside The Resort Core

RR15 Blackpool Zoo

Development proposals for lands within or adjoining Blackpool Zoo 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.

The Council will promote and encourage proposals for the Zoo which provide:

- **an improved setting and facilities for the viewing of zoo animals**
- **for the proper care and welfare of zoo animals**

- **for the development of the site as a combined zoo and botanical gardens**
- **for visitor car parking, and ancillary visitor facilities including refreshment and small-scale retail outlets selling zoo related merchandise.**

Development for purposes not directly related to the main use of the site as a zoo will only be permitted exceptionally if it can be demonstrated that:

- (a) **the proposed development is an appropriate adjunct to the zoo use, would be likely to enhance its appeal as a visitor attraction, and would not occupy land that might reasonably be required for essential zoo development and visitor facilities**
- (b) **there is a need for the development that could not be met more appropriately on another site in accordance with Plan policy.**

2.92 Blackpool Zoo and Stanley Park provide an important and popular attraction for visitors to the resort and for Fylde Coast residents. Increasing visitor numbers to the Zoo over recent years have demonstrated the potential for this traditional attraction to play its part in the wider regeneration of the resort. Development that will assist in this aim should be encouraged but it is vital that the pursuit of additional visitor numbers should not undermine wider resort regeneration or sacrifice the qualities of the Zoo experience that differentiate it from Blackpool's other visitor attractions.

2.93 Any development must be integral or an appropriate adjunct to the main zoo

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use and not detract from the parkland setting of the Zoo and the character of the adjoining Stanley Park Conservation Area.

RR16 Norbreck Castle

The Council will permit comprehensive proposals for the Norbreck Castle site that,

- (a) intensify the Hotel Use, or,**
- (b) introduce a mixed hotel/residential development retaining Hotel Development as the primary use**

provided that such proposals expand the resort's stock of high quality visitor accommodation.

Development for purposes other than hotel accommodation and ancillary facilities or residential development will not be permitted.

2.94 The Norbreck Castle is outside the main resort core and not within the resort neighbourhoods identified in the Plan, but it remains an important part of Blackpool's holiday accommodation sector. The hotel has over 400 bedrooms, making it the largest in the resort, together with exhibition/conference facilities and other ancillary buildings. The site also includes a former petrol filling station, extensive forecourt and rear parking, and substantial areas of undeveloped backlands.

2.95 By virtue of its location, the Norbreck Castle, together with other smaller hotels in Bispham and Norbreck, potentially serves a slightly different but complementary sector of the Blackpool holiday market, whilst still having good access to the main attractions of the town centre and resort core (see also Policy RR12). In recognition of its scale and

importance it will be important to ensure that any development proposals for the wider site are appropriate and seek to retain, support and enhance the main hotel use of the site. Proposals for casino, retail, resort core leisure and other main town centre uses, which conflict with its existing role and character and would be contrary to other key policies of the Plan, will not be permitted.

2.96 The Council's Urban Potential Study identified some scope for residential development at the back of the Norbreck Castle Hotel. There may also be potential on some of the frontage land for appropriate high quality residential development. However, any development would need to relate well to the function and design of the hotel as well as safeguard the outlook and amenities of guests in the hotel. Proposals for residential development should take account of the needs and long-term future of the hotel and its environment as well as the appearance of the sea front.

Chapter Targets

- Planning Permission for Major Tourism Development within a Key Tourism Investment Site by 2007
- Planning guidance published as part of Action Plans for 2 Resort Neighbourhoods by 2007
- Development of a major new visitor attraction in the Resort Core by 2010
- Central Corridor comprehensively improved by 2007
- Central Promenade and Seafront improvements carried out by 2008.



Chapter 2: Reshaping the Resort

Building a better community for all

3: Establishing a Thriving Sub-Regional Centre – Policies

Policy Number and Title	Page
SR1 Hounds Hill	33
SR2 Winter Gardens	34
SR3 Blackpool North Transport Development Area	36
SR3A New Car Park	37
SR4 Cookson Street/King Street	38
SR5 Principal Retail Core	39
SR6 Retail/Café Zone	40
SR7 Mixed Use Zone	40
SR8 Leisure Zone	41
SR9 Use of Upper Floors	42
SR10 Town Centre Traffic Distribution and Access to Car Parking	42
SR11 Pedestrian, Cyclist and Public Transport Priority	43



Chapter 3: Establishing a Thriving Sub-Regional Centre



3: Establishing a Thriving Sub-Regional Centre



Introduction

3.1 The Council wishes to see Blackpool achieve its full potential as the main centre at the heart of the Fylde Coast urban area, for shopping and other town centre needs and with an expanded centre of employment. Some of Blackpool Town Centre's main attributes include being:

- the nearest major shopping and administrative centre for 300,000 Fylde Coast urban area residents
- a main destination for visitors and holiday makers for leisure, attractions, shopping, eating, drinking and nightlife
- a destination for evening entertainment, theatre, concerts, restaurants, pubs and clubs
- a destination for conferences
- a public and private transport hub.



3.2 However the centre currently suffers from a number of problems:

- Fylde Coast residents are increasingly opting to travel to other towns such as Preston
- Short stay visitors tend not to progress from the main sea front and spend less in the Town Centre
- Increasingly intense competition for conference business from other resorts and cities that can offer more modern facilities
- Crime and anti social behaviour.



3.3 These problems must be tackled. Blackpool is identified in Regional and Structure Plan guidance as having "key town" status and is a regeneration priority

area. This guidance seeks to ensure that "key towns and cities" are the focus for significant investment for the majority of new retail, leisure and mixed use development. Central Government guidance in PPS6 on "Planning for Town Centres" also seeks to direct trip intensive uses to town centre locations. The scope therefore exists to re-establish the Town Centre as the sub-regional centre for the Fylde Coast catering not only for shopping but providing other facilities and an expanded centre of employment.

3.4 To achieve this, the policies in this chapter seek to provide the development opportunities, facilities, access and environment to match those offered by Blackpool's competing centres, and to address the tensions which exist between its various roles. Proposals in the chapter have been further informed by the content of the New Horizons Resort Masterplan which contains illustrative suggestions of how Blackpool could emerge as the sub regional centre for the Fylde Coast. Proposals are also matched by a programme of measures to improve the quality of the environment and facilities in the town centre through the Blackpool Town Centre Forum, for example, the creation of a Business Improvement District for the town centre area.

Aim and Objectives

3.5 Aim

"To re-establish the Town Centre as the retail, commercial, administrative, entertainment and cultural centre for the Fylde Coast, meeting the needs of all its users in a secure, pleasant and accessible environment"

Building a better community for all

3.6 Objectives

- To re-establish the Town Centre as the first choice shopping destination for residents of the Fylde coast by significantly improving the range and quality of shopping provision.
- To develop a centre where tourism, leisure, culture and retail uses happily co-exist.
- To promote the development of a more broad based evening economy and reduce conflict between user groups.
- To promote the Town Centre as a location for offices and administrative uses.
- To promote easy access into the Town Centre for all users.
- To achieve a safe, attractive, user-friendly environment incorporating extended pedestrianised areas.

Policies

Site Specific Proposals

SR1 Hounds Hill

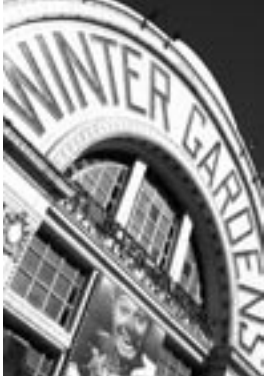
The Hounds Hill site is proposed as an extension to the Principal Retail Core. The redevelopment of this site for non-food retailing including multi storey public car parking will be permitted. Other supporting development could integrate appropriate leisure and hotel accommodation uses at upper floor level.

Rather than looking inward, any proposals for redevelopment should look outwards and create high street frontages that fully integrate with the surrounding shopping streets and the adjacent Grade II listed Winter Gardens.

3.7 The Town Centre must attract major development and investment to claw back some retail expenditure that is being lost to other destinations. Without new, higher quality stores to encourage shoppers from the outlying, more affluent areas, additional expenditure will not be drawn in and shoppers will continue to go elsewhere. The Council commissioned Hillier Parker in 1999 to undertake the "Blackpool Shopping Study" and subsequently Savills in 2004 to provide an updated "Blackpool Shopping Study 2004-2016" and to consider the potential for retail growth in the Town Centre. Both studies confirmed that Blackpool is under performing as a retail centre and is losing trade to out of centre stores and other centres particularly Preston. The "Blackpool Shopping Study 2004-2016" concluded that Blackpool could support a further 43,000sqms of non-food shopping floorspace by 2016.



Chapter 3: Establishing a Thriving Sub-Regional Centre



3.8 The Hounds Hill site is ideally located adjacent to the principal retail core and consists of two main existing uses – multi-storey and surface level car parks (eastern half of the site) and retail units including the Hounds Hill centre at the west of the site. The site is bounded by Bank Hey Street to the west, Albert Road to the south, Coronation Street to the east and Tower Street to the north. Part of the site now has planning permission for the construction of approximately 18,083 sq. metres of retail space consisting of a full line department store (8,920 sq m), 11 other retail units and reconfiguration of the existing malls and shops. After demolitions, the development would result in an increase of 14000 sq m of retail floorspace in the town centre. The development will also include the creation of 198 car parking spaces on the roof of the new department store, new public toilets within the mall to replace existing facilities and a new service yard. Proposals for the remainder of the site which are of high quality and complement the permitted development will be supported in principle.



3.9 The redevelopment of the Hounds Hill site for an anchor department store together with large modern units capable of meeting national multiple retailer requirements will play a key role in addressing pressures for out-of-centre development. It will help to signal a policy of ensuring that central locations become the preferred option for developers, and will sustain and significantly enhance the vitality and viability of the Town Centre.



3.10 The Council will, where necessary, exercise its compulsory purchase powers in assisting site assembly.

SR2 Winter Gardens

- (A) Future development/change of use proposals for the Winter Gardens will be permitted subject to meeting all of the following criteria:
- (i) the sites/buildings are dealt with comprehensively
 - (ii) the special historic and architectural quality of this Grade (II) Listed Building is respected and enhanced
 - (iii) any development is based on a fully researched Conservation Plan
- (B) Subject to the above requirements proposals for the following uses will be permitted:
- (i) retailing uses closely integrated with the adjoining retail core
 - (ii) appropriate leisure/casino/hotel and ancillary conference/exhibition development
 - (iii) improved and extended on-site public car parking.

3.11 Implementation of the Hounds Hill scheme would still leave identified potential for further non-food retailing of about 24,000sqms to 2016. The Winter Gardens complex has significant levels of underused floorspace, which could incorporate retail uses. It benefits from being immediately adjacent to the Marks and Spencer store and its main entrance faces Victoria Street, one of the Town Centre's busiest pedestrian routes.

3.12 Proposals for its development must reflect its listed building status and must not prejudice Blackpool's role as

Building a better community for all

a national conference venue. Approval for the introduction of large-scale retail, casino or leisure uses to the building would be dependent upon a committed development scheme for a replacement national conference/exhibition venue. Such proposed uses would also have to be based upon a design solution conserving the building's historic and architectural character and interest. The maintenance of character does not depend on physical building conservation alone. The Conservation Plan will be required to demonstrate that the uses proposed are consistent with the maintenance of the architectural, historic and internal spatial character and interest of the listed building.

3.13 The former Central Station site has been identified as the only site for Regional Casino development. In addition the Resort Masterplan identifies potential for the Winter Gardens to be developed as a casino and for related adjoining hotel development. It is considered that large/small casino development at the Winter Gardens as part of a mixed-use development may enable the architectural value of the building to be retained. It also provides a one-off opportunity for a casino to be located in a building of outstanding historic and architectural merit. It is therefore considered appropriate that, in these exceptional circumstances, casino and hotel development should be permitted even though such development would be outside the areas generally identified as appropriate for such development (the Resort Core and Resort Neighbourhoods/Promenade respectively).



Chapter 3: Establishing a Thriving Sub-Regional Centre



SR3 Blackpool North Transport Development Area (TDA)

The Council will permit the redevelopment of the Blackpool North Transport Development Area (TDA) for the development of a landmark; high density mixed use development. Acceptable uses on the site would include the following:

- public transport interchange (including tram, train, bus, coach and taxi facilities)
- major foodstore
- offices/civic uses
- public car parking
- civic space/open space
- non-food stores on that part of the site that is within the town centre
- residential
- hotel development
- replacement sport and recreation facility

Any non-food stores on this site would be expected to locate within the part of the site that is included in the town centre. Non-food stores will only be allowed in the edge-of-centre part of the site if there is a need for such floorspace and there are no suitable sites available in the town centre.

Proposals will need to be supported by a transport assessment/travel plan and associated proposals that:

- address the travel and parking needs of the development



- help improve the distribution of traffic around the Town Centre
- take into account the need for enhanced access to other Town Centre public car parking
- help facilitate the removal of unnecessary traffic from the Town Centre and Resort Core and
- are consistent with the Council's proposals for pedestrian, cyclist and public transport priority.

3.14 This site is one of the Town Centre's key "edge of centre" redevelopment sites and has a very important role to play in the future of the Town Centre. It stretches from Banks Street in the north to George Street in the south, Buchanan Street in the east and Topping Street/Dickson Road in the west. It currently contains a wide mix of uses including the bus station, railway station, car parking, leisure, retail, holiday accommodation and commercial uses. Its redevelopment would make the most of what is currently an under-utilised and very disparate transport interchange area transforming it into a prestige transport gateway for the north of the Town Centre and creating much improved town centre traffic distribution (see Policies SR11 & AS4). This would involve the demolition of visually unappealing and poor quality buildings such as Wilkinson's and the Talbot Road Car Park.

3.15 The Blackpool Shopping Studies in both 1999 and 2004 highlighted quantitative and qualitative deficiencies in Town Centre food shopping facilities and identified a potential for major foodstore development. The TDA site was recommended as the most appropriate location for such a foodstore. It is the closest site sequentially to the town centre that could accommodate a "major, quality"

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food store operator. This has since been reflected in interest from developers and major food operators in developing a new food superstore on this site.

3.16 The area to the east of the Town Centre close to Blackpool North railway station with potentially good access by both public and private transport would provide an ideal location for office development as part of a mixed use scheme. It is Government policy for local authorities to make the most of the development opportunities that such areas (known as Transport Development Areas) provide. In order to ensure that the viability and vitality of the existing Town Centre is not adversely affected, any non-food stores will be expected to locate within that part of the site within the town centre. The existing indoor bowls facility will need to be replaced unless it is either shown to be surplus to requirements, is relocated elsewhere or is replaced by a comparable facility in the redevelopment area.

3.17 The Town Centre Distributor Route designated in Policy SR10 will pass through the TDA. Development in this area will therefore be required to accommodate and provide for the route, links and junctions required for the Town Centre Distributor Route network. Any such provision will be designed to allow good access to all uses on the site and to minimise the danger of severance of adjacent residential areas from the Town Centre by providing high quality facilities for all pedestrian movements.

3.18 This site will require imaginative, high-quality design given its visual prominence. The creation of attractive, vehicle restricted, civic and open space will be promoted. A development brief will be prepared for the site and the Council will work together with the private sector and

landowners to facilitate its redevelopment, including if necessary the use of its powers of compulsory purchase.

SR3A New Car Park

The site at King Street/East Topping Street is proposed for a new public car park.

Development of this site for other purposes except for the reasonable requirements of existing businesses will not be permitted.

3.19 The key objective to re-establish Blackpool town centre as the first choice shopping destination for Fylde Coast residents (acknowledged in the Regional Spatial Strategy for the North West) is critically dependent upon the needs of car-borne shoppers being adequately catered for.

3.20 Despite concerted efforts through the Local Transport Plan to encourage the use of non-car modes, enhanced town centre shopping and other facilities and increasing car ownership will result in future short stay parking demand considerably exceeding the capacity of existing car parks that are attractive for short stay use. Furthermore the capacity of some existing short stay parking facilities will be affected by proposed redevelopment in particular Site SR3 Blackpool North and Site RR6.1 Former Central Station Site.

3.21 In addition to this future imbalance between supply and demand, the quality of many existing facilities is poor and their distribution does not relate well to the pattern of journeys into the centre. Almost half of all car-parking spaces are located to the south of the Town Centre and there is no large car park on or close



Chapter 3: Establishing a Thriving Sub-Regional Centre



to Church Street, which is the main corridor into the Town Centre from the east. This imbalance adds to cross-town congestion, especially on the Promenade, as people attempt to find suitable parking.

3.22 The initial identification of King Street/East Topping Street as the optimum location for a new public car park has been confirmed, as the local plan has progressed, through monitoring and review of existing and projected future patterns of car parking supply and demand, and through detailed consideration of other potential sites and of alternative solutions such as park and ride. The King Street site is large enough to provide a large new short stay multi-storey car parking facility. It is well located in terms of vehicle access/egress and convenient pedestrian access into the centre, and would help facilitate the proposed mixed-use redevelopment of adjacent Site SR3, which will involve the loss of short stay facilities.



3.23 This proposed new facility would be developed and operated by the private sector. The Council will work together with the private sector and landowners in facilitating the site's development, including using, if necessary, its powers of compulsory purchase in assisting site assembly.



SR4 Cookson Street/King Street

The redevelopment of this site for office use will be permitted. Other supporting development could include residential use as part of a mixed-use scheme.

The Council will encourage and promote proposals for large-scale development on this site.

3.24 Unlike many other sub-regional towns, Blackpool does not have any major office employers in its Town Centre other than the Council. Government offices such as National Savings, DSS and ITSA are all located outside the Town Centre. Employment in the Town Centre is therefore presently focussed around the retail, entertainment and food and beverage sectors, with office and administration employment playing a relatively minor role. Consequently many jobs in the Town Centre are low paid and seasonal. It is now widely accepted that office development within town centres is an important contributor to a commercially successful centre and sustainable in that it provides travel choice and accessible job opportunities and services for all the community.

3.25 An opportunity site for new office development is therefore proposed to consolidate and expand this potentially important employment sector. This proposed opportunity site is bounded by Cookson Street to the east, King Street to the west and Church Street to the south and is ideally located in close proximity to the Town Centre and the proposed public transport interchange. The flexibility to include offices and residential development is in line with Government policy to encourage a mixture of uses in any redevelopment schemes.

3.26 The Council will work together with the private sector and landowners to facilitate the site's redevelopment, including using, if necessary, its powers of compulsory purchase in assisting site assembly.

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Area Policies

3.27 The following five policies indicate the uses acceptable in principle in different parts of the town centre. They have sought to take into account changes to the Use Classes Order that came into effect during 2005, which introduced a new use class relating to public houses and bars (A4) and classified late night leisure as Sui Generis.

SR5 Principal Retail Core

Proposals for uses other than the following will not be permitted within the Principal Retail Core:

- (a) **retail uses; financial and professional services; restaurants and cafes**
- (b) **appropriate leisure, residential, hotel or office uses at upper floor level**
- (c) **civic space/open space**

Proposals, which would be detrimental to the retail function/character of these main shopping streets, will not be permitted. Public realm improvements in the area will be promoted and where appropriate contributions secured from development.

3.28 The Principal Retail Core of Blackpool is that part of the Town Centre which contains the main shopping streets and the majority of the large multiple retailers. It stretches from the west side of Bank Hey Street to the corner of Church Street/Abingdon Street and from West Street to the Hounds Hill Centre. It is focussed on the existing pedestrianised core of the Town Centre. All of the streets in the Principal Retail Core either already have traffic calming and environmental works establishing pedestrian priority

or such works are proposed for implementation in this Local Plan.

3.29 The Council recognises the importance of retaining the retail character and quality of these main shopping streets. It is important to achieve a concentrated pattern of shopping provision in the area, particularly at ground floor level, so that it can maintain its function as the primary Town Centre shopping core. Only those leisure uses, which are wholly compatible with the maintenance and enhancement of an attractive and secure shopping environment, will be permitted at upper floor level. This would exclude uses such as pubs, bars and nightclubs. Two of the major opportunities for retail development identified in the Local Plan, Hounds Hill and the Winter Gardens, are located within or adjacent to the retail core. Development in these locations will further consolidate this primary retail area.

3.30 The Resort Masterplan has highlighted the importance of introducing areas of civic space/open space into the town centre particularly within the Principal Retail Core. Proposals for civic space/open space will be encouraged.



Chapter 3: Establishing a Thriving Sub-Regional Centre



SR6 Retail/Café Zone

Proposals for comprehensive improvement comprising major redevelopment together with property improvement and refurbishment will be supported within the Retail/Café Zone.

Proposals which would be detrimental to the character of the area as one that caters primarily for the pedestrian/shopper/café user will not be permitted.

Improvements to the pedestrian environment, including measures to create civic space/open space and measures to increase pedestrian priority, will be promoted in this area and, where appropriate, will be secured from development.

The following uses will not be permitted within the Retail/Cafe Zone:

- (a) **offices at ground floor level**
- (b) **public houses, bars and night clubs.**



3.31 Small independent and specialist retailers/service outlets who are unable to command a position within the Principal Retail Core, can extend the range and variety of facilities which contribute to the Town Centre's overall attraction to the shopper. Non-retail service uses such as banks, building societies and cafes also play an important supporting role to the wide range and variety of shopping facilities which draw shoppers. The Retail/Cafe Zone which stretches from Talbot Road to Birley Street/St John's Square and from the east side of Market Street to Abingdon Street will help to fulfil this function. It is the focus of the Town Centre's secondary shopping area and, particularly along Birley Street, has developed a café culture. There may



be the opportunity to achieve significant improvements along the Talbot Road frontage through redevelopment/property refurbishment complementing proposals under Policy SR3 for the adjoining Blackpool North Transport Development Area. This could provide a particular opportunity for the provision of residential units as part of any redevelopment/refurbishment.

3.32 The character of the Retail/Café Zone as one catering for shoppers/pedestrians and café users will be enhanced by the Local Plan proposals to introduce pedestrian priority measures along Abingdon Street/St John's Square and to designate Talbot Road as a priority route for bus and tram use. The creation of attractive, vehicle restricted, civic and open space will also be promoted. Uses such as offices which do not provide services to visiting members of the public (if located at ground floor level) and pubs, bars and nightclubs would detract from this overall character and will not be permitted in this zone.

SR7 Mixed Use Zone

Proposals for public houses, bars and nightclubs will not be permitted in the Mixed Use Zone. Public realm improvements in the area will be promoted and, where appropriate, will be secured from development.

3.33 This zone does not have a single dominant land-use. It includes a wide variety of retail, leisure, cultural, service and business uses as well as some holiday and residential accommodation. The zone covers two separate areas. The first is centred upon the northern end of Abingdon Street and the eastern end of Queen Street. The second takes in the area

Building a better community for all

around Edward Street, Topping Street, Deansgate and part of Church Street.

3.34 A variety of uses will continue to be encouraged in this zone. In this way the prospects of investment will be improved and the Mixed Use Zone will continue to provide interest and a diversity of facilities to complement the attractions of the more specialised retail areas. Given the number of pubs, bars and nightclubs already located in this zone, it is considered that its character would be adversely affected by proposals for new pubs, bars and nightclubs. Any such proposals should be directed to the Leisure Zone.

SR8 Leisure Zone

This zone is located in the Resort Core where visitor attractions/tourism development proposals will be permitted subject to Policy RR1. This zone will also be promoted as the main location for the following uses:

- (a) public houses, bars and night clubs**
- (b) restaurants and cafes**

Contributions will be sought from all development towards the Quality Management Initiative including CCTV, wardens etc. The acceptability of proposals will have particular regard to public disorder issues for late night opening. New developments should include active frontage uses at ground floor level.

3.35 Pubs and clubs currently dominate the evening entertainment sector in the Town Centre. These facilities have become increasingly directed at stag/hen parties and other revellers and these large groups can offend shoppers and other Town Centre visitors. In order for Blackpool

to succeed as a mixed town centre, it is essential that action is taken to ensure the competing demands of shoppers, tourists and revellers can all be satisfactorily accommodated. This will involve both innovative management initiatives and Local Plan policies. There is a clear market led demand for pub/club/chameleon bar floorspace in the Town Centre which needs to be directed to appropriate locations.

3.36 The heaviest concentration of existing such facilities is to the west of the Town Centre close to the Promenade and at the north of the Town Centre around Talbot Square and Queen Street. A zone stretching from Springfield Road in the north to the southern boundary of the Town Centre and inland from the Promenade to include parts of Market Street/ Talbot Square, The Strand and Queen Street will therefore be promoted as the main location for such uses. Any new pub, bar, club uses will not be permitted elsewhere in the Town Centre where an ample range of facilities to meet residents needs are already provided. This approach will contribute towards wider efforts to safeguard and develop the character and primary function of the different Town Centre zones.



Chapter 3: Establishing a Thriving Sub-Regional Centre



SR9 Use of Upper Floors

The use of upper floors for appropriate leisure and hotel uses will be permitted in all of the town centre. The use of upper floors for office and residential uses will be permitted in those areas outside the Leisure Zone.

3.37 Non-retail uses such as office, leisure and residential accommodation bring a broad cross section of the community into the Town Centre to create a more lively, attractive and secure centre, particularly outside shopping hours. Where not required for retail/storage uses, the conversion of upper floors to offices, flats, hotels or appropriate leisure uses makes use of vacant accommodation and assists in the repair and maintenance of buildings. The Council will therefore encourage the use of vacant upper floors for appropriate leisure, hotel, office or residential use. In order to protect the amenity of the occupiers of such accommodation, proposals for office or residential use will not be permitted in the Leisure Zone. Only those leisure uses which are wholly compatible with the maintenance and enhancement of an attractive and secure shopping/town centre environment will be permitted at upper floor levels, outside the leisure zone. This would exclude the further development of uses such as pubs, bars and nightclubs.

3.38 Where conversion to residential use is proposed, it is vital that a good standard of accommodation is provided in accordance with the Council's Supplementary Planning Guidance and other policies in this Local Plan. Proposals which do not satisfy these standards and do not result in good quality living accommodation will be unacceptable.

Town Centre Transport Proposals

SR10 Town Centre Traffic Distribution and Access to Car Parking

Proposals for improved Town Centre traffic distribution have been developed to:

- **facilitate proposed Town Centre development**
- **enhance access to Town Centre car parking**
- **enable the removal of unnecessary traffic from the Town Centre and Resort Core**
- **support proposals for pedestrian, cyclist and public transport priority.**

To achieve this, a Town Centre Distributor Route will be established as indicated on the Proposals Map.

3.39 An integrated Town Centre Strategy is being developed through the Local Transport Plan. This centres on a more efficient distribution of traffic to car parks close to the point of arrival and the removal of through trips as far as possible from the Town Centre core. This will require improvement of the identified route and retention of provision of public car parking at suitable locations to facilitate access by traffic arriving from the east, west and south. Necessary improvements will include redesigned junctions at Grosvenor Street/Church Street and Cookson Street/Church Street (see Proposals Map). Wherever possible re-provision and improvement will be linked with development opportunities, especially

Building a better community for all

within the Blackpool North TDA site (Policy SR3).

3.40 The routing strategy will allow more of the highway network within the Town Centre retail core to have priority given to pedestrians, cyclists and public transport. This will include provision for access by people with limited mobility, better access to bus and taxi services, and allow for the efficient servicing of local businesses.

3.41 Improvements to the capacity, safety and accessibility of this distributor route will be brought forward in conjunction with proposed developments and through the Local Transport Plan, following full consultation with all stakeholders affected.

SR11 Pedestrian, Cyclist and Public Transport Priority

Traffic calming and environmental works giving priority to pedestrians, cyclist and public transport services will be introduced in the following areas:

- **Coronation Street**
- **Church Street**
- **Abingdon Street**
- **Cedar Square**
- **Talbot Road between the Promenade and High Street.**

3.42 An enhanced pedestrian network will play a vital role in improving and integrating transport in the town. Nearly all journeys involve a walk, regardless of other transport modes used. Blackpool Town Centre provides a wide range of shopping, tourist, leisure and community facilities all within easy walking distance. Within the Town Centre, considerable progress has been made in recent years

in creating a more pedestrian friendly environment, with pedestrianised streets within the centre and improved pedestrian crossings on approach routes. This has been accompanied by improvements to the street environment arising from a reduction in overall traffic and the exclusion of non-essential traffic for most of the day. It is therefore proposed to extend areas of pedestrian and public transport priority in this Plan, through a network of linked areas where only essential vehicles are permitted. In designing pedestrian schemes the Council will have regard to the servicing needs of existing businesses in the area.

3.43 Any action to improve the Town Centre as a major shopping, tourist and office/administrative centre must be accompanied by further improvements to the street environment, and enhanced pedestrian, cycling and public transport access within the centre. Central to this is an expanded role for the Tramway in a regenerated and more sustainable Blackpool Town Centre. Through the Local Transport Plan, it is proposed that the Tramway should be extended through the Town Centre to link with the new public transport interchange at Blackpool North station. This will open up a priority route for buses and trams, with access restrictions applied to general traffic and associated environmental works to improve pedestrian access and environment along and across the route.

3.44 Vehicle access restrictions around Cedar Square will enable the creation of a new attractive civic space, something which Blackpool Town Centre currently lacks. These pedestrian priority measures will be implemented through traffic regulation orders, which will also operate to encourage appropriate route selection by through and car park related traffic, in



Chapter 3: Establishing a Thriving Sub-Regional Centre



accordance with Policy SR10, freeing up road space for other users.

Chapter Targets

- Full planning permission for major non-food retail development by end of 2004
- Planning permission for major food store by end of 2007
- Planning permission for 7,500 sq metres (gross) of new office floorspace by 2007
- Completion of 20,000 sq metres (gross) of new retail floorspace development by 2007
- Traffic calming and environmental works to establish pedestrian priority to be completed in:
 - (a) Coronation St/Victoria Street by 2004
 - (b) Church St/Cedar Square/Abingdon Street by 2005



Building a better community for all

4: Lifting Quality in the Built Environment – Policies

Policy Number and Title	Page
LQ1 Lifting the Quality of Design	47
LQ2 Site Context	48
LQ3 Layout of Streets and Spaces	48
LQ4 Building Design	50
LQ5 Public Realm Design	52
LQ6 Landscape Design and Biodiversity	52
LQ7 Strategic Views	54
LQ8 Energy and Resource Conservation	54
LQ9 Listed Buildings	56
LQ10 Conservation Areas	57
LQ11 Shopfronts	58
LQ12 Security Shutters	59
LQ13 Advertisements and Signs	60
LQ14 Extensions and Alterations	61
LQ15 Telecommunications Development	62



Chapter 4: Lifting Quality in the Built Environment



4: Lifting Quality in the Built Environment



Introduction

4.1 Blackpool's success as a residential community and a visitor destination depends on the quality of its built environment. People have increasingly high expectations of the places they live, work and visit. Blackpool's buildings, streets, public spaces and parks must feel safe, be attractive to look at and be comfortable to use if the town is to thrive in a competitive marketplace.

4.2 Many aspects of Blackpool's built environment are failing to meet people's expectations. This was evident in a number of responses to the Local Plan key issues public consultation exercise, 'Your Town, Your Future'. An historic pattern of piecemeal development and a culture in which high quality design has had a low priority have contributed to the tired and unattractive appearance of some parts of the town.

4.3 The aim of this chapter is to encourage sustainable, high quality urban design in new developments and to promote enhancement of existing streets and spaces. Research has shown that good urban design brings better value by increasing the economic viability of development and by delivering social and environmental benefits. In particular, good design can:

- create well connected, inclusive and accessible places
- deliver environments with a broad range of facilities
- make attractive and memorable places
- enhance perceptions of safety and security



- boost civic pride
- create a more energy efficient and less polluting environment.

4.4 Major physical changes to Blackpool's built environment are set out in the Resort Masterplan vision and in proposals outlined in other chapters of this Plan. If Blackpool is to maximise the benefits of new development and create a climate where further investment is attracted, a high quality of design in new buildings and the spaces between them is essential. This applies to all new development. Even small developments can cumulatively change the image of a place dramatically.

4.5 The Plan recognises that Blackpool has a number of nationally important and unique buildings and streets such as the Tower, the Winter Gardens, the Piers and the Promenade. Other areas of the town also have a distinct and attractive character. It is essential that the positive character of such areas are protected and enhanced by new development.

Aim and Objectives

4.6 Aim

"To lift quality in the built environment by encouraging sustainable, innovative and high quality urban design in new developments and by promoting enhancements to the public realm."

4.7 Objectives

- To promote high quality development that lifts standards of design in Blackpool and provides new positive reference points for future developments.

Building a better community for all

- To create a visually attractive and safe public realm that is enjoyable for people to be in and use.
- To encourage the layout of developments and the design of buildings to maximise energy efficiency and incorporate renewable energy sources where possible.
- To promote the 'greening' of streets and spaces through the planting of trees and other forms of landscaping where opportunities arise.
- To protect and enhance the appearance and setting of historic buildings and areas.

Policies

Design in New Development

LQ1 Lifting the Quality of Design

All new development will be expected to be of a high standard of design and to make a positive contribution to the quality of its surrounding environment.

All planning applications for large-scale developments or smaller developments occupying prominent and/or sensitive locations, such as gateways and activity nodes must be accompanied by an 'Urban Design Statement'. This statement will need to set out the design principles of the development covering the following:

- (a) **site appraisal and context**
- (b) **layout of street and spaces**
- (c) **activity and movement patterns**
- (d) **building design**

- (e) **public realm design**
- (f) **landscape design, including wildlife and biodiversity issues**
- (g) **energy and resource conservation**
- (h) **other relevant design issues.**

For the purposes of this policy, large-scale developments are defined as residential schemes of 5 or more units or non-residential proposals in excess of 500 sqms. Sensitive and prominent locations are considered to be those within or adjacent to Conservation Areas, those directly affecting the fabric or setting of a Listed Building, those sites occupying landmark or nodal locations with the Town Centre, and any site within the Resort Core or Resort Neighbourhoods with any elevation fronting onto the Promenade.

4.8 There is a clear need to promote higher standards of design across Blackpool. Good design not only improves the appearance of a place but also attracts and retains investment and visitors and promotes civic pride. In Blackpool, a significant amount of past development has not met these standards and there are relatively few good quality reference points. Some areas of Blackpool will undergo major physical change over the Plan period and it is essential that new developments create quality places that establish a new standard for future development.

4.9 Planning Policy Statement 1 "Delivering Sustainable Development" advises that planning authorities should plan positively for good design to ensure creation of well-mixed and integrated developments. Where required an Urban Design Statement should include an appraisal of the site and its context and demonstrate how the proposed design



Chapter 4: Lifting Quality in the Built Environment



responds to the requirements of this chapter.

4.10 The Council intends to adopt an Urban Design Framework, as a Supplementary Planning Document, for the Town Centre, Resort Core and Resort Neighbourhoods that will provide that townscape context for information development control decision-making and the production of Character Area Appraisals and Development Briefs in these areas.

LQ2 Site Context

The design of new development proposals will be considered in relation to the character and setting of the surrounding area.

(A) New developments in streets, spaces or areas with a consistent townscape character should respond to and enhance the existing character. These locations include:

- (i) affecting the setting of a Listed Building**
- (ii) Conservation Areas**
- (iii) other streets, frontages and areas with a consistent townscape character.**

(B) New developments outside these locations should:

- (i) complement the prevailing design character of the surrounding area; and/or**
- (ii) be high quality contemporary and individual expressions of design.**

4.11 The character and setting of Blackpool's high quality buildings and

historic areas should be respected and enhanced by new development. Consideration should be particularly given to respecting and enhancing the established building line and the scale, massing, vertical and horizontal rhythms and materials of neighbouring buildings. Streets, frontages and areas with a consistent townscape character will be identified by the Council through Character Area Appraisals.

4.12 In areas where the townscape quality is lower, the poor quality of past development should not be regarded as a precedent for similar proposals. Developments should provide new positive reference points of quality. Contemporary and individual expressions of design will be encouraged but it may also be appropriate for designs to respond to the prevailing design character of the surrounding area.

LQ3 Layout of Streets and Spaces

(A) The layout of all new development will be expected to create or positively contribute towards a connected network of streets and spaces that:

- (i) creates direct and integrated routes through the site which provide well signed and easy access to the existing street network, nearby facilities and public transport**
- (ii) is designed in perimeter blocks where buildings and main entrances front on to streets or spaces and secure private space is located to the rear**
- (iii) creates distinctive useable spaces, including public open spaces, which are well-defined by**



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buildings, boundary treatments and landscaping creating a structure for habitat generation and migration

- (iv) promotes community safety and natural surveillance throughout the day and night by ensuring that streets, spaces, pedestrian and cycle routes, and car parking areas are overlooked by buildings**
- (v) utilises a range of building designs that are capable of creating enclosure and the definition of routes including units that turn internal and external corners in a robust way**
- (vi) provides or enhances a visually interesting environment through the creation of new landmarks, views and vistas**
- (vii) assimilates sensitively into the surrounding built form and/or landscape context**
- (viii) where possible, incorporates drainage requirements as features within the design in conjunction with sustainable drainage (SUDS) technology.**
- (B) Development that would prevent access to or otherwise prejudice the appropriate development of adjoining land will not be permitted.**
- (C) Layouts that will introduce a road dominated configuration will not be permitted.**

4.13 Successful places have a well-connected, visually interesting and varied network of streets and spaces defined through the arrangement of buildings.

4.14 New development should put the needs of pedestrians and cyclists first by creating direct routes that connect into the existing network. These are best provided by streets that are well defined, and overlooked by the front of buildings. Buildings should, wherever possible present their public face, including main entrances, to the street. This not only adds visual interest to the street and gives it life, but also promotes community safety by increasing the natural surveillance of public areas.

4.15 Larger-scale developments or sites in prominent corner locations will be encouraged to provide new local landmarks and create new views and vistas which help to make surrounding streets and spaces visually appealing and memorable. A variety of forms and densities will also be required on larger developments to support the creation of distinctive and identifiable areas that will help to promote ownership and aid navigation around the development.

4.16 The Council intends to produce a Supplementary Planning Document on Residential Layout and Community Safety to amplify the objectives of this policy for residential developments.



Chapter 4: Lifting Quality in the Built Environment



LQ4 Building Design

In order to lift the quality of new building design and ensure that it provides positive reference points for future proposals, new development should satisfy the following criteria:

(A) **Public and Private Space** - New development will need to make a clear distinction between areas of public and private space utilising appropriate landscaping and boundary treatments. Residential developments will be expected to achieve a connected series of defensible spaces throughout the development

(B) **Scale** - The scale, massing and height of new buildings should be appropriate for their use and location and be related to:

- (i) the width and importance of the street or space
- (ii) the scale, massing and height of neighbouring buildings.

Tall buildings which rise above the predominant height of surrounding buildings will be acceptable where the above criteria are satisfied and the building:

- (iii) creates a landmark where one is required
- (iv) does not detract from existing views of landmark buildings.

Buildings of a larger scale and height will be encouraged in the following locations:

- Promenade frontage and within the Resort Core - new buildings less than four storeys

or equivalent in height will not be permitted along the Promenade frontage of Resort Neighbourhoods

- Town Centre and edge of Town Centre - new buildings less than four storeys or equivalent in height will not be permitted within the Town Centre
 - major routes into and out of the Town Centre
 - 'gateway' developments and major sites
 - in and adjoining district centres.
- (C) **Design of Facades** - The detailed appearance of facades will need to create visual interest and must be appropriate to the use of the building. New buildings must have a connecting structure between ground and upper floors composed of:
- (i) a base, of human scale that addresses the street
 - (ii) a middle, of definite rhythm, proportions and patterns, normally with a vertical emphasis on the design and positioning of windows and other architectural elements
 - (iii) a roof, which adds further interest and variety
 - (iv) a depth of profile providing texture to the elevation.
- (D) **Materials** - will need to be of a high quality and durability and in a form, texture and colour that is complementary to the surrounding area.

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- (E) Mixed Uses - New buildings or groups of buildings should promote opportunities for mixed uses. Development of the ground floor of an existing building must not prejudice the effective use of the upper floors by restricting access from the street via the front of the building.**
- (F) Access and Servicing - Safe and convenient access and servicing into and around the building must be provided. Particular attention should be given to the needs of people with disabilities, the elderly and people with young children.**

4.17 Past development has left some areas of Blackpool with a legacy of poorly designed buildings that together have created unappealing and unwelcoming environments. New buildings will be expected to be well designed and to make a positive contribution to the surrounding area.

4.18 The design of new development must make a clear distinction between areas of public and private space. In particular, residential developments should include an area of private 'defensible' space to the front of the property. Where possible this should be defined by visually attractive boundary walls and/or railings that reflect any good examples found in the nearby vicinity. The positioning of details such as alarm boxes and service cabinets must also be incorporated as elements of an integrated design.

4.19 An historical pattern of piecemeal development means that buildings built at an inappropriate scale for their location are commonplace in Blackpool, parts of the Town Centre and the Promenade

being prominent examples. The height of buildings should relate to the width and function of the street or space they front. Larger scale buildings are more appropriate on wider streets such as the Promenade. The important function of the Town Centre should be emphasised by a larger scale than other parts of the town. Buildings of four or more storeys provide this emphasis with the additional space in the upper floors promoting opportunities for a mix of uses, particularly offices and residential, which are currently under represented. To maximise the opportunity for using the upper floors, developments should provide or maintain direct access from the street to the upper floor.

4.20 Buildings should be designed to be visually stimulating when viewed from near and afar. This should be achieved through the number and composition of architectural elements, such as windows, entrances and other architectural features, on the building's facade and the relationships between them. In particular facades should have a vertical emphasis and avoid exposing blank walls to the street. The base of buildings should be human in scale, maximising the number of windows and doors at street level.

4.21 Access into, around and within buildings must address the needs of everyone, and especially people with disabilities, the elderly and those with pushchairs. Detailed guidelines over these matters are included in Part M of the Building Regulations.

4.22 The Council intends to produce a Supplementary Planning Document on Building Design to provide guidance the developers on architectural design.



Chapter 4: Lifting Quality in the Built Environment



LQ5 Public Realm Design

New developments creating outdoor areas that will be used by the public will be expected to provide or enhance a co-ordinated, uncluttered and visually interesting public realm that is convenient for all its users. The design of the public realm must enhance the setting of surrounding buildings and will be expected to:

- (a) use materials, such as paving, which are robust, attractive and appropriate to the location**
- (b) provide adequate lighting designed for the needs of pedestrians**
- (c) include clear and distinct signage**
- (d) provide a variety of places for people to sit**
- (e) include other appropriate landscaping and street furniture.**

In major developments, the provision of public art will be encouraged.

4.23 The design of the spaces between buildings should be given as much consideration as the design of the buildings themselves. The public realm includes all areas that are available for use by everyone without special charge, whether publicly or privately owned. Such areas should be comfortable and stimulating places for people to pass through and use. The arrangement of paving, planting, lighting, shelter, signage and street furniture should be well co-ordinated and avoid excessive clutter. The design should give consideration to the future maintenance of space with the specification of materials demonstrating

high standards of visual attractiveness and durability.

4.24 Public art can make a significant contribution to giving a place character and identity. The negotiation of a “percent for art” within major development schemes has proved a successful basis for securing such contribution. Public Art is most effective where conceived and designed as an integral part of the wider design process rather than as a separate commission for a particular space. The Council will encourage public art to be provided in major new developments and to be considered from the outset in scheme development. Where Development Briefs are prepared these will, where appropriate, make reference to the incorporation of public art.

4.25 The Council intends to adopt a ‘Streetscape Design Guide’, as a Supplementary Planning Document, setting out the strategy for street furniture, signage, public art, street trees, surfacing and amenity lighting throughout the Borough, to assist developers in materials selection.

LQ6 Landscape Design and Biodiversity

New development will be required to incorporate appropriate landscaping and benefits to biodiversity wherever possible, that:

- (a) enhances the spaces between and around buildings, including new streets**
- (b) retains existing mature trees, shrubs, hedgerows and other landscape features and species, or habitats of ecological importance, within the site where**

Building a better community for all

possible and incorporates them into the overall design

- (c) makes provision for appropriate replacement planting or creation of features where the removal of existing mature landscaping or important ecological species or habitats is unavoidable**
- (d) provides new planting of appropriate specification, including the use of indigenous species and semi-mature planting, where appropriate**
- (e) avoids the creation of left over spaces**
- (f) provides an adequate buffer between obtrusive developments, such as industry, and other uses.**
- (g) avoids interference with the operation of public CCTV systems where in place.**

Development proposals will be required, where appropriate, to submit a suitable and comprehensive landscaping scheme, with clear proposals for implementation and maintenance, as part of the planning application.

4.26 Landscape design should be given adequate consideration at an early stage in the design process. Developments that include spaces between and around buildings will need to address landscape design issues as part of the planning application. A landscape design scheme should aim to integrate a development into its surroundings with minimal impact on the environment, whilst at the same time creating an attractive setting in the immediate vicinity.

4.27 As far as practicable existing mature landscape features and species or habitats of ecological importance should be retained and integrated within the design of the overall scheme. This will help to secure Blackpool's contribution towards meeting Lancashire Structure Plan Target 20.1 of no net loss of hedgerows through development between 2001-2016. Proposals that will lead to unacceptable tree, shrub or hedgerow loss will not be permitted. Where replacement planting is necessary it should aim to introduce species and create habitats which make a positive contribution to local biodiversity. The Council will also protect trees and groups of trees by making Tree Preservation Orders where appropriate. Removal of protected trees will only be allowed in exceptional circumstances, where trees endanger public safety or are diseased, and on condition that replacement planting takes place.

4.28 The Council intends to adopt a 'Landscaping and planting' design guide to assist developers to incorporate viable arrangements for landscaping and planting in their proposals.



Chapter 4: Lifting Quality in the Built Environment



LQ7 Strategic Views

Development that has a detrimental impact on strategic views will not be permitted.

Views of the following features and buildings are considered to be of strategic importance:

- (a) Blackpool Tower – views from the seafront and along main transport corridors leading into the Town Centre
- (b) along the seafront and coastline
- (c) into and within Conservation Areas
- (d) local views of other Listed Buildings.



4.29 The Tower is a nationally recognised landmark 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 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 these views.



4.30 Local views of historic and distinctive buildings help to shape the identity of a place. New development should safeguard and enhance important views of landmark buildings, particularly Listed Buildings and buildings within Conservation Areas.

LQ8 Energy and Resource Conservation

Developments should be designed in a way that minimises their overall demand for resources. Proposals for development will need to take into account:

- (a) the efficient and effective use of land, including the reuse of existing buildings where appropriate
- (b) the use of environmentally-friendly materials, including the re-use of construction materials and recycled aggregates, where appropriate
- (c) maximising the use of natural heat and light and minimising the use of non-renewable energy sources through orientation, siting and external and internal design of buildings and use of landscaping
- (d) the possible incorporation of photovoltaic cells, active solar panels and other small-scale sources of renewable energy
- (e) the potential need for measures that enable the development to collect, store and recycle rainwater
- (f) the provision of storage facilities for materials to be recycled.

4.31 Good design and the use of secondary and recycled materials from well-managed sources can help to promote sustainable development by minimising the overall demand for resources generated by new development.

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4.32 Land is a non-renewable resource and other policies of this Plan promote the development of vacant, derelict and underused brownfield sites before the further release of greenfield land. Where development opportunities arise it is important that proposals maximise the development potential of the site. Schemes that under-develop a site will be unacceptable.

4.33 The orientation and layout of development can take advantage of solar radiation. Daylighting reduces the need for artificial lighting and passive solar gain reduces the need for heating. The solar potential of a site can be optimised by broadly orientating buildings to the south, where the site characteristics allow.

4.34 The Government has set a target to see 10% of the UK's electricity requirements being met from renewable energy generation by 2010. Over the next few years Blackpool's contribution to this target is likely to come mainly from small-scale renewable energy sources that can be incorporated within buildings or groups of buildings. The Council particularly encourages new development to incorporate renewable energy technology within the proposed design. Photovoltaic cells are a rapidly developing technology that converts solar radiation directly into electricity whilst active solar panels heat water directly. Small wind turbines can also be incorporated on some non-residential buildings. Potential for large-scale renewable energy development, such as wind farms, is more limited in Blackpool because of the Borough's tightly drawn administrative boundaries. Government guidance and Joint Lancashire Structure Plan Policy 25 direct such development away from urban areas, green belts and sites of special scientific interest (SSSIs).

4.35 Managing water use reduces the demand on the water supply thus conserving precious water resources. Rainwater collection, from installing a simple water butt on a house to the use of large storage tanks in commercial buildings, can be used for watering gardens or other areas of landscaping. A Supplementary Planning Document will be prepared to supplement Policy LQ8, incorporating information on the provision of recycling facilities and technologies.



Chapter 4: Lifting
Quality in the Built
Environment

The Historic Environment

LQ9 Listed Buildings

(A) Demolition of a Listed Building

Listed Building Consent for the total or substantial demolition of a listed building will not be granted, other than in exceptional circumstances. Applications will be considered having regard to the following criteria:

- (i) the importance of the building, its intrinsic architectural and historic interest and its contribution to the local street scene
- (ii) the condition of the building and the cost of repairing and maintaining it in relation to its importance
- (iii) the adequacy of efforts made to retain the building in use
- (iv) the merits of alternative proposals for the site and whether they bring substantial public benefits for the community which decisively outweigh the harm resulting from demolition.

(B) Development Affecting the Setting of a Listed Building

Development which adversely affects the character or appearance of a listed building, or its setting will not be permitted.

(C) Alterations and Extensions to a Listed Building

Proposals for the repair, alteration or extension of a Listed Building will only be granted consent where:

- (i) the essential character of the building is retained, including any features of architectural or historic interest which contribute to the reasons for its listing
- (ii) the works proposed make use of original and/or sympathetic materials which match or are in keeping with those found on the Listed Building.

4.36 Listed Building Consent is required for the demolition, or any alteration to the interior or exterior, of a listed building which would affect its character as a building of special architectural or historic interest. There is a presumption in PPG15 'Planning and the Historic Environment', in favour of the preservation of Listed Buildings and against demolition.

4.37 Consent for the demolition, or substantial demolition, of a Listed Building will not be granted, other than in exceptional circumstances. Where consent for total or substantial demolition is sought an application will need to be accompanied by a 'statement of justification'. This must include an appraisal of the intrinsic architectural and historic value of the building, a condition survey, costings, and a marketing exercise. Consideration will also be given to the merits of proposals for the site, which should substantially outweigh the harm resulting from demolition, be designed to the highest standards and have wider community benefits.

4.38 The character and appearance of a Listed Building can be harmed by inappropriate alterations or extensions and also by insensitive development within its setting. Proposals that adversely affect the setting of the Listed Building, through their scale, design or siting will



Building a better community for all

be refused consent. Repairs, alterations or extensions to Listed Buildings will need to retain interior and exterior features of architectural and historic interest. Proposals to remove such features will need to be accompanied by a 'statement of justification'. Listed Building Consent will not be granted unless the 'statement of justification' demonstrates there are exceptional circumstances that require the removal of such features. Extensions must be designed in keeping with the Listed Building and use original and/or sympathetic materials.

LQ10 Conservation Areas

(A) New Development

Applications for development in Conservation Areas will be considered against the following criteria:

- (i) the development must preserve or enhance the character and appearance of the Conservation Area**
- (ii) the development will need to respect the scale, massing, proportions, materials and detailing of similar building forms within the Conservation Area**
- (iii) trees and other landscape features contributing to the character and appearance of the area must be retained.**

(B) Demolition

Permission for the demolition of any building or structure that makes a positive contribution to the character or appearance of a Conservation Area will not be granted, other than in exceptional circumstances.

Applications will be considered having regard to the following criteria:

- (i) the importance of the building or structure, its intrinsic architectural and historic interest and its contribution to the character and appearance of the Conservation Area**
- (ii) the condition of the building or structure and the cost of repairing and maintaining it in relation to its importance**
- (iii) the adequacy of efforts made to retain the building in use**
- (iv) the contribution any replacement building makes to the character and appearance of the Conservation Area.**

Development involving demolition in a Conservation Area will be permitted where the building to be demolished makes no positive contribution to the character and appearance of the Conservation Area.

Demolition will not be allowed before detailed proposals for re-use of the site, including any replacement buildings, have been approved.

(C) Talbot Square Conservation Area Extension

It is proposed to extend the Talbot Square Conservation Area to include those parts of Clifton Street, Abingdon Street, Edward Street, Cedar Square and Church Street defined on the Proposals Map. The emphasis within the extension will be on enhancement.

4.39 Conservation Areas have been designated in two areas of Blackpool,



Chapter 4: Lifting Quality in the Built Environment



Stanley Park and Talbot Square. These are areas of Blackpool with special architectural and historic interest that merit protection and improvement. Insensitive development, including extensions and alterations to existing buildings, can have a serious detrimental impact on the character of Conservation Areas.

4.40 Special consent must be obtained for the demolition of buildings in a Conservation Area. PPG15 states that there should be a presumption in favour of the preservation of buildings or structures that make a positive contribution to the character and appearance of the Conservation Area. For such buildings the same criteria used to assess applications for the demolition of listed buildings will apply. Where a building makes no contribution to the character or appearance of a Conservation Area, consent will be granted for demolition providing alternative proposals for the use of the site have been approved.



4.41 The Council is under a duty to review boundaries of existing Conservation Areas and consider the designation of new Conservation Areas in accordance with consistent standards and will carry out an assessment of the special interest of each area. The Plan proposes to extend the boundaries of the Talbot Square Conservation Area to include streets and frontages around key buildings in the Town Centre such as the Head Post Office, Winter Gardens and St John's Church. The Council has successfully bid for funding through the Townscape Heritage Initiative (THI), a grant-giving programme administered by the Heritage Lottery Fund that supports schemes to regenerate the historic environment in towns and cities, to help revive and restore the historic buildings and historic fabric of the extended



Talbot Square Conservation Area. The THI will have four main objectives:

- To facilitate the repair of historic buildings
- To reinstate architectural features which have been lost
- To bring vacant/underused floorspace back into use
- To undertake public realm works (streetscape improvements)

Detailed Design Considerations

LQ11 Shopfronts

Applications for new or alterations to existing shop fronts will be considered having regard to the character of the building and the street scene. Particular attention will be paid to:

- (a) **the relationship of the ground floor with the upper floors of the property**
- (b) **the retention of original features such as pilasters, mullions, toplights, doors and stall risers**
- (c) **the use of appropriate materials**
- (d) **the relationship with adjoining properties, in terms of fascia height, materials and design**
- (e) **the use of recessed doorways to provide a transition between the street and to provide disabled access**
- (f) **the provision for signage and security measures where appropriate.**

Building a better community for all

4.42 The Council is striving to improve the quality of Blackpool's shopping streets, to attract investment and improve the quality of the shopping environment for Blackpool's residents and visitors. Individual shops are of necessity under constant change or renovation, and it is important to ensure that such change contributes to the improved appearance of the Town Centre and district centres. The shop front is only part of a building and it should be seen as such, relating well to the overall proportions, architectural style and details of the whole property.

4.43 The Council intends to adopt a Supplementary Planning Document on 'Shopfront Design and Security' to provide guidance to applicants on the sensitive development of shopfronts.

LQ12 Security Shutters

- (A) Applications for external shutters will not be permitted, other than in exceptional circumstances:**
 - (i) within the Town Centre**
 - (ii) on Listed Buildings.**
- (B) Outside of the Town Centre, shutters and grilles will be permitted subject to the following criteria:**
 - (i) the shutter, housing box and guides are integrated sympathetically within the fascia**
 - (ii) the shutter is designed to integrate with the existing shop front, and must not obscure architectural features of the building such as stall risers.**
- (C) Solid shutters will not be permitted on properties within the following locations:**

- (i) local or district shopping centres**
- (ii) the Resort Core**
- (iii) Resort Neighbourhoods**
- (iv) the Promenade frontage.**

In these locations shutters should be of brick bond design or similar, which allow an oblique view through the property and the retention of a window display.

4.44 Security shutters can cause serious damage to the appearance of a building or area, particularly where they are not integrated into the design of the shop front or building. The vitality of Town Centre streets and the architectural and historic character of Listed Buildings would be particularly prejudiced by the installation of external shutters.

4.45 In the hours of darkness a proliferation of solid shutters can transform streets that are lively during the day into threatening environments that can increase the fear of crime. It is particularly damaging for the image of the resort that areas where visitors spend the majority of their time, such as the Promenade, Resort Core and Resort Neighbourhoods, contain large concentrations of commercial properties secured by solid shutters outside operational hours. Equally local and district centres, at the heart of many of the Borough's residential neighbourhoods, should not feel intimidating outside normal opening hours. In these areas security measures will only be acceptable if they are in a form that allows a view into the property from the street.

4.46 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



Chapter 4: Lifting Quality in the Built Environment



vandalism. In such circumstances the Council are keen to work with the property owner and agree short-term measures to secure the property. In particular:

- the property should be boarded in a sensitive manner, and should fit within the window and door openings where appropriate
- the boarding should be painted in a colour to be agreed by the Local Planning Authority
- a time-scale for the removal of the boarding, and any remedial works required, should be agreed in writing by the Local Planning Authority.



LQ13 Advertisements and Signs

Applications for the display of advertisements will be considered having regard to their size, design and location. Advertisements that would detract from the appearance of buildings or the wider streetscene, or hinder traffic or pedestrians will not be permitted.

4.47 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. Poor quality schemes will detract from the architectural or design merit of the property and the character of the wider streetscene where they:

- 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
- result in clutter.

4.48 In certain circumstances safety can be prejudiced by signage that obstructs the highway or causes distraction to motorists. Clutter on the forecourt of premises is a particular problem in Blackpool. Proposals for the display of illuminated poster cabinets on retail and commercial forecourts will be carefully controlled to ensure that they do not hinder pedestrians or detract from the appearance of the local area.

4.49 Proposals involving the erection of new buildings, or external alterations will need to consider signage as an integral part of any scheme.

LQ14 Extensions and Alterations

Applications for extensions or alterations will be considered in relation to the existing building, adjoining properties and to the surrounding area.

- (A) **Overall Design – 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 adjoining properties should not be regarded as a precedent for further similar proposals.**
- (B) **Materials will need to match or be complementary to the original building.**
- (C) **Roof extensions will be acceptable where they will not:**

Building a better community for all

(i) **be detrimental to the appearance or undermine the unity, roofscape or the townscape quality of the original and nearby buildings**

(ii) **result in over-intensive development of a property with inadequate levels of private amenity space.**

Roof lifts will not be permitted.

(D) **Rear extensions will not be permitted where they would result in inadequate levels of private amenity space being provided.**

(E) **Front extensions beyond the main front wall of a property will not be permitted where they would disrupt a uniform building line.**

4.50 Extensions and alterations to existing buildings account for a significant proportion of planning applications in the Borough. Well-designed extensions and alterations that are in keeping with the scale and character of the original building and neighbouring properties will be acceptable. In assessing how a proposal relates to neighbouring buildings consideration will be given to the original design and form of those properties.

4.51 Some areas of Blackpool, particularly the Resort Neighbourhoods and other 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.

4.52 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.

4.53 Inappropriate extensions to the front of properties can be visually obtrusive and detract from the appearance of the original building. In streets that are predominantly in holiday accommodation use, many properties have one-storey sunlounge extensions to the front. In such locations proposals for sunlounges should be designed to reflect the vertical alignment, spacing of windows and scale of the original building and the materials used should match or be sympathetic. Sunlounges will not be permitted where the two adjoining properties have not been extended at the front. The Council will require the removal of sunlounges, and the restoration of a frontage with a residential appearance, where permission is granted for the conversion of a property from holiday accommodation to permanent residential use.

4.54 Further detailed design guidance on standards for extensions and alterations will be set out in a revised Supplementary Planning Document.



Chapter 4: Lifting Quality in the Built Environment



LQ15 Telecommunications Development

Proposals for telecommunications development will be considered having regard to the visual impact on the built and natural environment and the technical and operational requirements of the equipment and will be permitted provided that:

- (a) **there is no available, suitable alternative site, structure or building that meets the technical and operational requirements and would result in a significantly reduced visual impact and that there is no reasonable possibility of sharing existing facilities**
- (b) **the development is sited and designed so as to minimise its visual impact**
- (c) **the scheme includes satisfactory proposals to ensure that the site would be restored to its original condition once the development ceases to be used and its use is unlikely to be resumed**
- (d) **applicants provide certification that the proposed development meets the ICNIRP guidelines for public exposure or any subsequent government guidelines.**

4.55 To limit visual intrusion the numbers of radio and telecommunications masts should be limited to the minimum consistent with the efficient operation of the network. Applicants for new masts should show evidence that they have explored the possibility of, firstly, sharing masts or sites and, secondly, utilising an existing structure or building. Only once these two options

have been explored, should the possibility of a new mast be considered.

4.56 Where a new mast is required it should preferably be located within industrial/business estates or other areas where the mast will be seen in the context of groups of substantial buildings, and where its visual impact on the streetscene will be minimal. Isolated new masts within sensitive environments such as the Green Belt, Marton Mere SSSI designated Countryside Areas, Site of Nature Conservation Value or other areas of public open space will require special justification beyond that required for new masts in other locations.

4.57 In considering the design of an individual development, and particularly any mast development, careful consideration should be given to screening and planting. Innovative design solutions will be encouraged.

4.58 Mobile phones and their base stations transmit and receive signals using electromagnetic fields (EMFs). The public have become increasingly aware of the presence of EMFs, and concerned that exposure may have possible adverse effects on health. Operators have responsibility under health and safety legislation. It is not for the Council to seek to replicate through the planning system, controls under the health and safety regime. The Health and Safety Executive are responsible for the monitoring of radiation levels and the safe operation of sites. Government guidance on telecommunications, set out in Planning Policy Guidance Note 8, also requires operators to ensure that all new mobile phone base stations meet International Commission on Non-Ionizing Radiation Protection (ICNIRP) guidelines for limiting exposure to EMFs. Applicants

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will be required to provide certification demonstrating that the proposed development will meet ICNIRP guidelines when operational.

Chapter Targets

- Development Control Quality Indicator Process to be fully established by 2006.



*Chapter 4: Lifting
Quality in the Built
Environment*

Building a better community for all

5: Homes for Every Need - Policies

Policy Number and Title	Page
HN1 Housing Requirement	67
HN2 New Housing Allocations	68
HN3 Phasing	69
HN4 Windfall Sites	70
HN5 Conversions and Sub-divisions	71
HN6 Housing Mix	73
HN7 Density	74
HN8 Affordable and Specialist Needs Housing	75
HN9 Gypsies and Travelling Showmen	78



Chapter 5: Homes for
Every Need



5: Homes for Every Need



Introduction

5.1 Everyone should have the opportunity for a decent home. The provision of sufficient housing to meet the needs of all the community is a key focus of the planning process.

5.2 The declining average size of households, fuelled by a growing elderly population, smaller families and more young people wanting their own homes, has led to a continuing increase in the demand for new houses that is far higher than the increase in population. Mirroring these trends, in the last 50 years Blackpool's population has shown little change, remaining at around 150,000, yet the number of homes has continued to grow substantially. The 2001 Mid Year Estimate of Blackpool's resident population is 142,300 and has declined by 4% since 1991, despite a 2,000 increase in the number of dwellings over the same period.



5.3 How future development needs should be balanced against the need to protect the countryside and open space is nationally a major dilemma. The need to make the best use of land is made more acute in Blackpool by the shortage of development land. The Plan reflects these concerns and national policies requiring housing to be focused on previously developed land.

5.4 The town's population has only remained stable because of people moving into the Borough, compensating for a natural decline in numbers. Blackpool's pattern of migration is distinct with a net outward movement to the adjoining districts of Fylde and Wyre and a substantial net inward movement from other parts of Lancashire and the major conurbations.



5.5 This pattern of migration affects the mix of Blackpool's resident population, particularly within its inner areas. The need is for housing investment that supports regeneration, retaining those who currently choose to move out of the Borough and addressing the problems caused by concentrations of poor quality flat conversions in the inner areas, particularly in former holiday accommodation.

5.6 The Council's objectives to meet Blackpool's housing needs reflect these factors and seek to provide for new housing development in a way that gives choice and contributes to the wider regeneration of the Borough.

Aim and Objectives

5.7 Aim

"To provide a range of high quality homes in sustainable locations to meet the community's needs and support the town's regeneration."

5.8 Objectives

- To ensure that sufficient land is made available throughout the Plan period to meet the requirements for new housing set out in the Joint Lancashire Structure Plan.
- To locate new housing development on brownfield sites in preference to the development of greenfield land.
- To promote sustainable patterns of development which use land efficiently and are close to local services.
- To create balanced communities by ensuring an appropriate mix of housing type, size and location.

Building a better community for all

- To secure well-designed housing for all sectors of the community, creating high quality living environments.

Policies

~~HN1 Housing Requirement~~

~~Proposals for residential development will be permitted on allocated sites and through other identified opportunities to provide for the development of 3,230 new dwellings between 2001-2016.~~

5.9 Regional Spatial Strategy for the North West seeks to focus growth on the Mersey Belt as part of the wider strategy for regeneration of the major conurbations. As a result the levels of planned housing development elsewhere across the Region have been substantially reduced.

5.10 The Joint Lancashire Structure Plan proposes that Blackpool should provide for an additional 3,230 dwellings over the Plan period to 2016, with an annualised requirement of 175 dwellings in the period 2001-06 and 235 dwellings in the period 2006-16, compared to 280 dwellings per annum through the 1990's. This reduced level of planned housing development provides no basis for any new greenfield housing development. This means that the Structure Plan target that at least 80% of new housing should be on previously developed land will be met.

5.11 Over the last 3 years (1998-2001) before the start of the current plan period over half of the new housing development in Blackpool took place on greenfield sites. Up to 2006 further development will continue on longstanding greenfield sites on Marton Moss and in north east Blackpool, but increasingly new sites coming forward for development are

located on brownfield land. The likelihood of this trend continuing over the plan period was assessed in the Council's 'Urban Potential Study 2004', which evaluated the potential sites and buildings within the Blackpool urban area to accommodate new housing development. The study utilised an approach consistent with the Government guide to better practice set out in 'Tapping the Potential' and followed the methodology set out in the NWRA guidance document: 'Exploring Urban Potential for Housing'. The study concluded that the housing requirement could be met by focusing further new housing development on brownfield land.

5.12 A total of 817 additional dwellings were completed in the period 2001-04. 92 of these represent off-site replacements for dwellings demolished in redevelopment schemes in which the full provision for replacement will not be made on-site. In accordance with Joint Lancashire Structure Plan policy these dwellings have not been counted towards meeting the housing requirement. The net contribution to meeting the housing requirement of 3,230 dwellings is therefore 725 dwellings, leaving a requirement of 2505 dwellings for the remaining period of the Plan (2004-16). Provision is accordingly made in the Plan to meet Blackpool's needs to 2016 from the following sources of supply:

Dwelling requirement (2004-2016)	2,505
Under construction (at 01.04.04)	290
Other sites with planning permission	694
Future allowance for conversions	800
Future allowance for windfall sites	600
Allocated for residential development	168
Total Dwellings	2,552



Chapter 5: Homes for Every Need

RR3, RR6 & HN1 - Policies not saved beyond three year post adoption period



5.13 Taken together the above sources make provision to meet Blackpool's housing requirement for the period 2004-2016 on a range of types and size of site whilst giving priority to the development of previously developed land and the conversion of existing buildings. The new housing sites allocated for development are set out in Policy HN2 of the Plan. The allocations include those sites identified in the 'Urban Potential Study' greater than 0.2 hectares in size, which are either available for development, or which form key components of regeneration initiatives proposed elsewhere in the Plan. The release of all sites for development is subject to the phasing mechanism set out in Policy HN3.



5.14 The estimate of 600 dwellings from windfall sites is in line with recent rates of provision and is supported by the results of the 'Urban Potential Study'. The allowance includes new housing development opportunities potentially arising through the Resort Masterplan.

5.15 The estimate of 800 dwellings from conversions is similarly based on the results of the 'Urban Potential Study'. The allowance is below the average over the past 5 years reflecting the anticipated effect of the more restrictive approach to the development of one bedroom units set out in Policy HN6 and potential limitations on the available supply of buildings suitable for conversion.

5.16 During the plan period housing renewal and other regeneration programmes may involve the clearance of housing to assist the wider regeneration of an area. The loss of existing dwellings in housing clearance or redevelopment schemes and the dwellings built to replace those demolished, whether provided on-

site or off-site, will not contribute towards meeting the overall housing requirement.

HN2 New Housing Allocations

New housing development will be permitted on the following sites allocated on the proposals map:

Site No	Location	Size (ha)
H1	Cornwall Place	0.8
H2	Lytham Road	0.2
H3	Rear of Westfield Avenue	0.6
H4	Coopers Way (Abattoir)	1.9
H5	Seymour Road	1.0
H6	Counce Street Sawmills	0.7
Total Area:		5.2

5.17 The allocated sites provide 5.2 hectares of brownfield land and all constitute vacant, unused, or underused land appropriate for residential development.

5.18 The Policy HN2 sites together have a potential capacity of 286 dwellings. This allows for high density development along the main transport corridor into the resort (site H17), with an assumed density of about 40 dwellings per hectare on other sites. In practice this may well be exceeded as higher densities are often achieved, particularly on smaller sites.

5.19 The allocation and active promotion of housing development on such smaller sites is important in the context of Blackpool's limited land supply and the already high density of development in the existing urban area, which limits the level of opportunities on larger sites.

Building a better community for all

5.20 In line with national planning guidance, in determining the order for the development of allocated sites, the presumption is that previously developed sites (or buildings for re-use or conversion) should be developed before greenfield sites. All of the allocated housing sites and other potential housing sites were subject to an accessibility appraisal which assessed their locations against a variety of factors including accessibility to shops, schools, open space, public transport and employment.

5.21 The sites identified under policy HN2, together with other existing committed brownfield and greenfield sites will provide sufficient land to accommodate Blackpool's housing requirements, including a range and choice of types and size. Ongoing monitoring will inform whether there is any need in future to introduce restrictions on the release of new windfall housing sites.

5.22 In considering planning applications for all the above sites, due regard will be given to a high quality design and layout of new housing, the environmental value of sites and the provision of adequate open space in accordance with the other policies in the Plan.

HN3 Phasing

The release of housing sites, including windfalls and conversions, will be controlled in such a way as to deliver new housing at a rate that is consistent with annualised housing requirements set out in paragraph 5.12. The intention will be to ensure that a five year supply of housing commitments is available that takes into account the cumulative effect of past decisions and rates of delivery in relation to the annualised housing requirements for earlier years

as well as the annualised requirements for the next five years.

Where annual monitoring indicates that there is a need for planning permissions for new housing to be restricted to ensure that the housing requirement for the following five year period is not exceeded, planning permission will only be granted for development, including windfalls and conversions, that meets one or more of the following criteria:

- **supports regeneration initiatives, particularly within identified priority areas**
- **has special townscape or conservation benefits**
- **brings derelict or contaminated land, or long term empty or neglected buildings into beneficial use**
- **meets a specifically identified local need such as affordable or specialist housing**
- **forms a key element of a mixed use regeneration project**
- **would convert houses in multiple occupation or reduce the over-supply of lower standard holiday accommodation, securing their replacement with high quality residential units.**

5.23 Regional Spatial Strategy for the North West requires local authorities to adopt a phasing mechanism for managing the release of previously-developed and greenfield sites for housing in line with the 'plan, monitor and manage' approach set out in national planning policy (PPG3). The objective of a phasing mechanism is to secure the development of previously



Chapter 5: Homes for Every Need



developed land and buildings in urban areas as a first priority and to help ensure that new housing is delivered at a consistent rate throughout the plan period. In the first instance therefore priority will be given to the development of previously developed land before further development of greenfield land.

5.24 A key element of the ‘plan, monitor, manage’ approach is the regular monitoring of planning permissions and completions of new housing development. Monitoring enables the potential amount of house-building for future years to be identified. At any one time there will be a stock of outstanding permissions – that is permissions granted in previous years (which have not lapsed) and where completions have yet to occur. Where annual monitoring indicates that outstanding permissions will deliver more than five years supply of housing completions the Council will introduce restrictions on further new development of previously developed land and buildings. This will take into account any under or over-supply of new housing earlier in the plan period against the annual requirement set out in the Joint Lancashire Structure Plan.



5.25 Where a restrictive approach is required, priority will be given to housing development which brings regeneration or conservation benefits, or which meets a specifically identified local needs for affordable or specialist housing. Such development may be important to the delivery of wider plan objectives, such as resort and town centre regeneration, or bring environmental benefits to local neighbourhoods. In the event that a restrictive approach is introduced more detailed guidance will be set out in monitoring advice notes informed by the latest available housing monitoring data.



5.26 In order to give priority to the development of previously developed land and buildings, greenfield sites allocated under Policy HN2 will not be released unless there is under five years supply of housing available from other sources of supply. The assessment of availability from other sources of supply will take into account the following:

- under or over supply of new housing completions earlier in the plan period
- the stock of outstanding planning permissions
- undeveloped sites on previously developed land allocated under Policy HN2
- an allowance for housing development on windfall sites and through conversions.

HN4 Windfall Sites

Housing development will be permitted on derelict, vacant, underused and previously developed land within the urban area, providing:

- (a) **the land is not needed to maintain amenity or correct deficiencies in the character or amenities of an identified priority neighbourhood; and**
- (b) **the land is not identified as being safeguarded for another use in the Local Plan and the need for that safeguarding still exists.**

5.27 In addition to the housing sites already identified, other windfall sites may become available for housing development where the Council will grant planning permission for housing. Such sites will, in the main, be previously developed urban land, although vacant urban sites with

Building a better community for all

no known previous use may also arise. Development of such land for residential use will be considered having regard to the characteristics of the site and other development needs.

5.28 Blackpool's intensely built up urban area and shortage of development land makes it important to make appropriate use of derelict or underused sites. Bringing sites back into beneficial use will also uplift the appearance of an area.

5.29 Windfall sites provide an important contribution to Blackpool's housing requirement with an allowance of an estimated 600 dwellings to be completed on such sites in the Plan period, including sites arising from the Resort Masterplan. If monitoring in the future shows that the amount of new housing development coming forward exceeds the housing requirement, consideration may need to be given later in the plan period to introducing restrictions on the development of new windfall housing sites (see Policy HN3).

5.30 Residential development will not be permitted on sites that could have important wider amenity and environmental benefits for the community to address deficiencies in priority neighbourhoods identified in the Plan. Housing development will also not be permitted on sites safeguarded for other uses such as employment uses. Sites to be safeguarded to help address other specific needs (such as for open space or community facilities) may also be identified in proposed Local Development Documents (See Policies BH1 and BH2).

HN5 Conversions and Sub-divisions

Proposals for the sub-division and/or change of use of existing buildings for residential use will be permitted providing:

- (a) units are all fully self-contained and satisfy the Council's floorspace and amenity standards**
- (b) the building is not safeguarded for another use**
- (c) the size and layout of properties proposed for single family or household use is consistent with such occupation**
- (d) applications for the conversion of properties from other uses to residential use include appropriate proposals to establish residential character and maximise residential amenity.**

Proposals for the conversion of existing dwellings or other buildings into houses in multiple occupation will not be permitted.

Inner Areas:

Within the defined Inner Areas proposals for conversion or sub-division for residential use involving extensions to the property or into the roof space will not be permitted.

Proposals for conversion or sub-division for residential use will not be permitted which would further intensify existing over-concentrations of flat accommodation and conflict with wider efforts for the comprehensive improvement of the neighbourhood as a balanced and healthy community.



Chapter 5: Homes for Every Need



5.31 Blackpool has a substantial number of older properties where there is potential demand for conversion. Concerns to make the most efficient use of land and maximise the re-use of existing buildings, however, need to be carefully balanced, with problems arising from the town's already intensively built up inner areas.

5.32 In particular, the continuing contraction of the stock of holiday accommodation has led to the creation of a large reservoir of low standard accommodation in the Inner Areas. Approximately half the new dwellings created from conversions in recent years have been from holiday accommodation use.



5.33 The Council recognises that the conversion of houses, upper floor space above shops and other buildings provide an important source of additional housing. However, the conversion of holiday properties into large numbers of one bedroom flatted accommodation has undermined the character of declining holiday areas, providing poor condition housing 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 Areas. Given the intensively developed nature of the Inner Areas and the considerable dwelling potential from conversion of the existing building stock, property extension for the purposes of conversion is considered unacceptable.



5.34 Reflecting these issues, allowance is made in the Plan for a further 800 new dwellings to be created through conversions over the remaining period of the plan. This will allow for a continuing level of conversion of existing housing and other buildings, but a reduction in the level of conversion from holiday use reflecting

the Plan's proposals for the regeneration of the resort.

5.35 Policy RR9 seeks to protect and safeguard the remaining concentrations of holiday accommodation in the resort neighbourhoods and resist proposals for changes out of holiday accommodation use contrary to the character of the area. Other policies of the Plan seek to safeguard shopping, employment and other uses. Elsewhere conversions are generally encouraged and will be permitted having regard to the suitability of the design and layout of premises for conversion and other land use and amenity considerations.

5.36 All future applications for conversion to residential use will need to accord with Policy HN6 requiring a mix of housing and with the Council's Supplementary Planning Guidance for residential conversions and sub-divisions. The Guidance sets out the Council's standards for accommodation including floorspace, layout, amenity space and parking standards and ensures any changes to residential use result in good quality self-contained living accommodation. Applications for the conversion of properties from other uses will need to include appropriate proposals to establish residential character and maximise residential amenity, including the removal of inappropriate elements and extensions of existing buildings. No proposals will be permitted for the conversion of any buildings to houses in multiple occupation.

5.37 Within the defined Inner Areas, conversions and sub-divisions may be subject to further separate policy advice. Detailed assessments will be made of the existing mix of properties and Local Development Documents will be prepared for the application of stricter controls over

Building a better community for all

further conversions and sub-divisions where justified to create more balanced and healthy communities.

HN6 Housing Mix

New housing development will be required to provide an adequate mix of house types and sizes taking into account the local context and the site characteristics:

- (A) Sites of greater than 1 hectare**
 - a mix of house types and sizes will be required within the site.
- (B) Sites of between 0.2 and 1 hectare**
 - a mix of house types and sizes should be provided within the site or the type of housing proposed should contribute towards the mix of housing provision in the wider local area.
- (C) Where a mix is required the Council will permit the provision of no more than 60% of the total number of dwellings to be of:**
 - (i) any one house type (i.e. flats/terraces/semi-detached/detached)**
 - (ii) any one house size (i.e. number of bedrooms).**
- (D) Flat developments including conversions**

Inner Areas:

- (i) in developments creating up to 3 units not more than one of the units may have less than two bedrooms;**
- (ii) in developments creating 4, 5 or 6 units not more than two of the**

units may have less than two bedrooms;

- (iii) in developments creating 7, 8 or 9 units not more than three of the units may have less than two bedrooms;**
- (iv) in developments creating 10 or more units not more than one third of the units may have less than two bedrooms (with fractions of a unit counting a whole unit).**

Within the defined Inner Areas, proposals for new flat developments will not be permitted which would further intensify existing over-concentrations of such accommodation and conflict with wider efforts for the comprehensive improvement of the neighbourhood as a balanced and healthy community.

Elsewhere in the Borough:

- (v) in developments creating 3 units, at least one unit containing two or more bedrooms should be provided**
- (vi) in developments creating 4 or more units, at least 50% of the units should contain two or more bedrooms.**
- (E) All new housing developments throughout the Borough will be required to be self-contained and satisfy the Council's floorspace and amenity standards.**

Exceptions to the above requirements may be made for developments of sheltered or supported housing.

5.38 A mix of house types and sizes is an essential component of creating successful residential environments. A community with a good housing mix can be home to people



Chapter 5: Homes for Every Need



of different ages, economic status and lifestyles.

5.39 The Plan will require a mix of housing to be provided within new housing developments, including the conversion of existing buildings. A mix of housing within the site may be more readily achieved in larger developments, defined as over 1 hectare in size (or approximately 40 houses). On smaller sites (between 0.2 and 1 hectare) a mix of house types and sizes within the development will be desirable. The characteristics of the site (shape, topography etc.) may be such that an on-site mix is impractical in which case a development of house types and sizes that contribute to a mix of housing provision within the wider local area will be acceptable. On sites of over 1 hectare, developments will be expected to include a significant proportion of units such as terraced houses or flats.



5.40 Trends in Blackpool over recent years have resulted in a significant number of former holiday accommodation premises being converted into permanent residential use. Many of these conversions have created small one-bedroom flats or bedsits. One-bedroom flats provide an affordable first step into the housing market but an over-concentration of such accommodation has contributed to the problems associated with some inner neighbourhoods of Blackpool, particularly the high level of transience. Larger flats can be more flexible in meeting needs, encouraging a wider range of people into properties who may stay longer and develop more of a 'stake' in the local community.

5.41 To encourage a greater mix, flat conversions and new-build flat developments will be expected to provide increased numbers of units with two or more bedrooms. In the inner

areas where there is already a high concentration of existing one bedroom flats, the development of single bedroom units will be further restricted. Within the defined Inner Areas Local Development Documents will be prepared where justified for the application of stricter controls over new flat developments to help create more balanced and healthy communities.

HN7 Density

All new housing developments should make efficient use of land, having regard to location, design and any constraints of the site. Housing developments should seek to achieve a net density of 30-50 dwellings per hectare.

However, in order to promote more sustainable patterns of development, net densities of more than 50 dwellings per hectare will be permitted in the following locations:

- (i) along public transport corridors with a frequent service; and/or**
- (ii) close to the town centre, district centres or local centres.**

5.42 Government guidance encourages housing development that is built at 30-50 dwellings per hectare. Building housing at higher densities makes a better use of limited land resources and helps to sustain local facilities and services. Higher densities of 50 or more dwellings per hectare are particularly sought at more accessible locations within walking distance of town, district and local centres and along public transport corridors. There will be some instances, particularly on very small sites, where location, design and site configuration constraints outweigh density considerations.

Building a better community for all

5.43 Blackpool's compact urban area means that most of the Borough is well served by public transport where a higher density requirement of 40 dwellings per hectare is appropriate.

5.44 The density requirement refers to net site density. Therefore access roads within the site, car parking areas, gardens, incidental amenity space, and small housing playspaces are included in the density calculation.

HN8 Affordable and Specialist Needs Housing

To make sufficient provision to meet the needs of Blackpool residents for affordable and specialist needs housing.

The Council will require new housing developments on sites greater than 0.5 hectares or of more than 15 dwellings to make provision of a minimum of 30% of the total number of dwellings as affordable housing comprising:

- **On-site provision of affordable housing, either as discounted low cost social housing, shared ownership social housing or replacement social housing to rent**

or

- **Off-site social housing provision to buy or rent directly linked to housing renewal action in Blackpool's housing priority neighbourhoods (to reduce the amount of poor quality rented accommodation).**

Proposals for affordable and special needs housing including sheltered housing for the elderly should be

located close to public transport, local shops and other community facilities, and provision should be mixed throughout the development site.

The Council will ensure that where discounted and affordable social housing is provided, it remains affordable to successive occupiers by:

- **developers entering into a legal agreement**
- **imposing appropriate planning conditions on any consent granted**
- **ensuring that initial rents or sale prices are subject to agreement by the council and index linked thereafter.**

5.45 It is a priority of the Council to ensure there is an adequate supply of good standard housing which people can afford to buy or rent.

5.46 In the previous Plan period to 2001 there has been a mix of new house building across the Borough. The town's large stock of terraced and semi-detached housing led to new build in the 1990's including higher proportions of both smaller flats and detached dwellings.

5.47 In overall terms, however, much of the new private sector housing development recently built in Blackpool has been lower cost market housing, particularly in the inner areas. Additionally, most of the sites allocated in the currently adopted Local Plan were in Council ownership and around 500 new homes have been built by housing associations, much of it on land specifically released by the Council to meet affordable housing needs.



Chapter 5: Homes for Every Need



5.48 The Council has also continued to co-operate with housing associations to assist the acquisition and refurbishment of existing premises for social rented housing, in good quality self-contained accommodation in accordance with the Council's standards. Measures to increase low cost home ownership are also being encouraged by the Council.

5.49 The allocation and availability of sites 2001-2016 means future housing development will take place on a wider range of generally smaller sites, most of which will be privately owned rather than under the Council's own estates control.



5.50 A comprehensive new survey of the housing needs of Blackpool residents was undertaken in 2004 and has further informed the Council's understanding of the local housing market and the need for affordable housing.

5.51 The results of the survey showed that Blackpool's social stock is only 11.2%, just over half the national average, with an annual need for around 300 more affordable homes than the existing annual supply. The survey indicated strongly that there is an affordability problem when assessing local incomes against the realistic supply of the cheapest stock available, with a key requirement to develop a more balanced housing stock.



5.52 The town's large private rented stock particularly in the central area was found to provide an initial base for a large proportion of in-migrant households on low incomes, with a very close link between the private rented sector, in-migration and regeneration strategy. The report concluded there is a need to deliver radical change in the nature and quality of housing, focussed on the inner areas and

that large-scale resources will be required to achieve successful renewal.

5.53 The Council's Housing Strategy, Neighbourhood Renewal Strategy and the Resort Masterplan provide a coordinated approach to the range of problems in the inner area. The findings of the survey support an increased level of discounted low cost/ shared ownership housing, with future levels of provision of social rented housing linked to housing regeneration in the priority areas.

5.54 The Survey concluded the overall affordable housing target should be 30% on new development sites. It advised that:

- around half of provision should be as low cost market (intermediate) housing delivered at a cost below the cheapest entry level costs and available on a similar basis to subsequent purchasers
- around half of units should be for social rent to address problems of households within regeneration areas, with neighbourhood renewal strategies the primary driver in creating both better economic and social balance in the Borough.

5.55 Reflecting these circumstances Policy HN8 therefore seeks to secure a 30% level of provision of affordable housing on all housing schemes over 0.5 hectares, including both low cost housing and social housing for sale or rent. The Council is focussed on delivering more balanced and healthy communities which best meet local residents needs, with any further on-site provision required either as discounted low cost or shared ownership social housing. Alternatively the Council will seek to encourage and actively promote provision in partnership

Building a better community for all

with Housing Associations, as part of an agreed programme for renewal action to replace, improve and reduce the amount of poor quality rented accommodation and provide a more balanced mix of properties in Blackpool's inner areas.

5.56 It is recognised that site configuration, location and the need to incorporate an appropriate mix of dwellings might together undermine the ability of developers to provide a good quality and mix of market and affordable housing on certain sites. In such circumstances in accordance with the Policy any under provision on site can similarly be met by off-site provision as part of an agreed programme for renewal action.

5.57 The Council will ensure affordable social housing will remain affordable to successive as well as initial occupiers, secured via legal agreements and planning conditions.

5.58 The private sector can also make an important contribution to the provision of sheltered accommodation for the elderly/specialist needs housing. Blackpool has by far the largest number of elderly people in Lancashire and in previous years the Council's own programme of house-building included making significant provision for Blackpool's elderly population. The Blackpool Housing Needs Survey states the retired will comprise 21% of the population by 2021, with the 80+ group growing by 14% having increased care and support needs. The findings suggest a substantial requirement for sheltered accommodation, both for older people living in the Borough and in-migrants.

5.59 It will be important to assess the convenience of potential affordable housing and sheltered/ specialist needs

housing for public transport, local shops and other community facilities.

5.60 A Supplementary Planning Document will be prepared utilising the results of the housing needs survey to provide more detailed guidance on the delivery of the types of affordable housing provision required in Blackpool. Information on the annual delivery of affordable housing and the operation of affordable housing policy will be monitored on an annual basis.



Chapter 5: Homes for Every Need



HN9 Gypsies and Travelling Showmen

- (A) Applications for new sites for caravans providing accommodation for gypsies or travelling showmen will only be permitted where there is an identified need and where:**
- (i) the applicants can demonstrate that they are either:**
 - (a) Gypsies as defined in the Caravan Sites and Control of Development Act, 1960;**
 - or**
 - (b) Travelling Showmen benefiting from exemption from site licensing requirements**
 - (ii) the proposed site is suitable for the proposed use and can provide an acceptable living environment**
 - (iii) the proposed site is close to shops, schools and other community facilities**
 - (iv) the site is well designed and landscaped to give privacy between pitches and between the site and neighbouring properties**
 - (v) the site does not cause demonstrable harm to the quality and character of the landscape taking account of the cumulative impact of other authorised sites in the vicinity**
- (B) The development of new Gypsy sites will not be permitted in the following locations:**
- (i) within the Green Belt**

- (ii) on the best and most versatile agricultural land**
- (iii) in other areas where it is likely to have an adverse impact on the distinctive characteristics of the landscape**
- (iv) within the defined area of Marton Moss**
- (v) where it is likely to have an adverse impact on an SSSI, or other ecologically sensitive area.**

5.61 Local Planning Authorities are required to make adequate Gypsy site provision in their development plans in the light of quantitative assessments of requirements and having regard to their needs.

5.62 Blackpool currently makes provision for Gypsies on both a Council owned and a private owned site. In addition three further smaller sites have recently been permitted within the Marton Moss Countryside Area.

5.63 Official figures provide no evidence of any unmet need and no new sites are identified in the Plan. Any new applications will be required to demonstrate a specific need for a new site.

5.64 Marton Moss is Blackpool's only remaining substantial area of countryside land, the character of which has been significantly affected by its historical importance as a horticultural area (see Policy NE2). Reflecting its specific character, more restrictive policies exist on the Moss than in typical open countryside areas and new residential development is not permitted other than for agricultural or horticultural purposes. Reflecting the need to safeguard its remaining rural character and consistent with the policies on the

Building a better community for all

Moss generally, no further Gypsy sites will be permitted on Marton Moss.

5.65 Where there is an identified need, any other sites to be provided must be well related to services, access, and facilities and consistent with amenity and environmental interests of the surrounding area.

Chapter Targets

- 875 additional dwellings to be provided 2001 to 2006
- 60% of new homes to be on previously developed land between 2001 and 2006 (based on rolling 3 year average)
- 66% of new homes on previously developed land to be new build (3 year rolling average)
- At least 80% of new dwellings in Blackpool to be on previously developed land, including conversions of buildings, 2001-2016.



Chapter 5: Homes for Every Need

Building a better community for all

6: Balanced and Healthy Communities – Policies

Policy Number and Title	Page
BH1 Neighbourhoods	84
BH2 Talbot and Brunswick Priority Neighbourhood	86
BH3 Residential and Visitor Amenity	88
BH4 Public Health and Safety	89
BH5 Protection of Public Open Space	91
BH6 New Open Space Provision	92
BH7 Playing Fields and Sports Grounds	92
BH8 Open Land Meeting Community and Recreational Needs	94
BH9 Allotments	94
BH10 Open Space in New Housing Developments	94
BH11 Shopping and Supporting Uses – Overall Approach	95
BH12 Retail Development and Supporting Town Centre Uses	96
BH13 District Centres	98
BH14 Local Centres	99
BH15 Change of Use of Premise Outside the Defined Centres	100
BH16 Proposed Shopping Development Outside Existing Frontages	101
BH17 Restaurants, Cafes, Public Houses and Hot Food Take-Aways	101
BH18 Amusement Centres	102
BH19 Neighbourhood Community Facilities	102
BH20 Provision of New Community Facilities	103
BH21 Protection of Community Facilities	104
BH22 Victoria Hospital	104
BH23 Blackpool and Fylde College	104
BH24 Residential Institutions and Community Care Residential Use	105



Chapter 6: Balanced and Healthy Communities



6: Balanced and Healthy Communities



Introduction

6.1 A balanced and healthy community should provide for a mix of age groups, incomes and lifestyles in a safe and clean environment, with a full range of local shops, open space, education, health, leisure and other supporting community facilities accessible to all.

6.2 Away from the Town Centre and seafront Blackpool is predominantly residential in character. From pre-1920 terraced housing and inter-war mainly semi-detached, suburbs through more modern estates on the periphery of the town, housing is the dominant built form. Even within holiday areas a large proportion of hotels and guesthouses are domestic in scale and appearance and are permanent homes to hotel proprietors and their families as well as a temporary residence for visitors.



6.3 Blackpool has a wide range of local shops, schools and supporting community facilities dispersed throughout the Borough, and some large and impressive areas of parkland and open space. However Blackpool's residential neighbourhoods house a range of different communities living in widely contrasting local conditions and circumstances.

6.4 Some neighbourhoods in particular, including much of Blackpool's inner areas, fall well short of the ideal of a balanced and healthy community. They have neither a high standard of housing and residential environment nor an appropriate range and quality of local facilities. Unsurprisingly the residential community within such areas tends to be drawn from a narrow mix of age groups, incomes and lifestyles and to exhibit high levels of social and economic deprivation.



6.5 It is vital that new development generally should contribute to achieving more balanced and healthy local communities across Blackpool as a whole but particularly that development and investment take place to address the problems of these areas. This chapter considers the wide range of development policies and proposals required to achieve these aims.

Aim and Objectives

6.6 Aim

“To shape the future physical development of neighbourhoods in a way that encourages more balanced and healthy local communities and promotes social inclusion.”

6.7 Objectives

- To facilitate a choice of property type, size and tenure in each neighbourhood.
- To reduce high levels of transience and increase owner occupation within the Inner Areas.
- To prevent new or increased concentrations of property in multiple rented occupation.
- To protect and improve areas of green space and increase their accessibility to local residents.
- To encourage better use of the wider public domain, including the highway, to enhance its appearance and provide a safe and cleaner environment.
- To facilitate the provision and retention of land and buildings for health, education, and other

Building a better community for all

community facilities that meet neighbourhood and wider needs.

- To ensure that the range and distribution of shopping facilities meets the needs of all sectors of the community minimising reliance upon car use.



Chapter 6: Balanced and Healthy Communities



Policies

Neighbourhoods

BH1 Neighbourhoods

Development proposals will be assessed in terms of their impact upon their local neighbourhood, and the extent to which they contribute to the pursuit of a more balanced and healthy local community.

(A) Inner area neighbourhoods

- Central Drive
- St Heliers
- Claremont

Within inner area priority neighbourhoods, the identified need is to promote and permit development and investment which:

- (i) Contributes towards a more balanced pattern of house types, sizes and tenures in the neighbourhood
- (ii) Provides new, or improves existing, local facilities
- (iii) Addresses deficiencies in the provision of open space and sports and recreational facilities
- (iv) Improves the accessibility of the neighbourhood to key destinations by a range of transport modes
- (v) Reduces the impact of non-essential traffic and provides sufficient parking for local residents



- (vi) Creates a safer and more attractive public realm
- (vii) Secures the improvement, redevelopment or change of use of site or premises, which by virtue of their use, condition or appearance are seriously detrimental to the amenity of residents or an obstacle to comprehensive improvement.

(B) Outer estates

- Grange Park
- Mereside

Within outer estate priority neighbourhoods, the identified need is to promote and permit development and investment which:

- (i) Contributes towards a more balanced pattern of house types and sizes in the neighbourhood
- (ii) Provides new, or improves existing, local facilities
- (iii) Improves the accessibility of the neighbourhood to key destinations by a range of transport modes
- (iv) Improves the quality of open space and sports and recreational facilities
- (v) Reduces the impact of non-essential traffic
- (vi) Creates a safer and more attractive public realm
- (vii) Secures the improvement, redevelopment or change of use of site or premises, which by virtue of their use, condition or appearance are seriously

Building a better community for all

detrimental to the amenity of residents or an obstacle to comprehensive improvement.

6.8 If Blackpool is to move towards the aspiration of balanced and healthy communities, a more explicit and detailed consideration of the impact of planning and other decisions at neighbourhood level is needed. In January 2001 the Government published its National Strategy Action Plan – “A New Commitment to Neighbourhood Renewal” and the new Planning Bill advocates a neighbourhood focus to the formulation and application of planning policy.

6.9 Adopting a more focused neighbourhood approach to planning decisions across the Borough will complement the wider initiatives promoted by Blackpool’s Local Strategic Partnership in its recent Neighbourhood Renewal Strategy ‘Equal Chances’.

6.10 Neighbourhoods vary in size but tend to be made up of several thousand people, focusing on local shops and other facilities that might be considered part of an identifiable community. The Council is committed to producing neighbourhood profiles which will define the boundaries of individual local neighbourhoods, describe their physical characteristics, and identify their strengths and weaknesses in terms of the range and quality of housing, the wider residential environment, local facilities and accessibility. The profiles will help to inform decisions on both public sector investment and development and the consideration of development proposals. They will be published as separate technical documents supporting the implementation of Plan policy.

6.11 The neighbourhood approach will inform decisions throughout the Borough

but is most urgently needed in regenerating the Borough’s priority neighbourhoods which are most badly affected by social, economic and environmental decline. In these areas the profiles will be used as a basis for developing Neighbourhood Action Area Plans and monitoring their success. Neighbourhood Action Area Plans will identify how neighbourhoods need to change and the forms of intervention required to deliver that change. They will encompass a wide range of initiatives across a number of public sector agencies and services. An integrated approach to neighbourhood development is essential if the objectives of this chapter of the Plan are to be successfully achieved. Neighbourhood Action Area Plans will be prepared in a phased programme in partnership with local residents and businesses.

6.12 Neighbourhood Local Development Documents will be a key component in bringing forward detailed policies and proposals to secure the comprehensive improvement of the defined inner area and outer estate priority neighbourhoods. The guidance will reflect the specific needs of the area and its local community and be adopted, either as a Supplementary Planning Document, or, where it brings forward detailed new policies and proposals, as part of a Neighbourhood Action Plan DPD. Blackpool’s priority neighbourhoods share common problems associated with high levels of deprivation but equally have their own distinctive problems. The inner area neighbourhoods, in particular, have little or no public open space, high levels of transience associated with a large supply of private rented housing and small converted flats and bedsits, and limited off-street car parking for residents. In the outer estates, Grange Park and Mereside, there is a need to improve local facilities and the



Chapter 6: Balanced and Healthy Communities



accessibility of the neighbourhoods to jobs and services throughout the Borough. The presence of properties or sites that have been neglected and fallen into disrepair, or of existing uses that are not appropriate for a residential area, can cause particular problems for residents and can deter prospective investors. Neighbourhood guidance will therefore include proposals to secure the improvement, redevelopment or change of use of such premises.

6.13 Neighbourhood planning guidance for the Talbot and Brunswick Priority Neighbourhood has been prepared and provides an indication of the type of additional guidance to applicants/prospective developers that other neighbourhood guidance will provide (see Policy BH2 below).



BH2 Talbot and Brunswick Priority Neighbourhood

Within the Talbot and Brunswick Priority Neighbourhood the Council will permit and promote development and investment which:

- (a) contributes towards a more balanced pattern of house types, sizes and tenures in the neighbourhood**
- (b) helps to reduce transience and vacancy rates and removes poor quality, private rented accommodation**
- (c) reduces the number of houses in multiple occupation and property which is sub-divided into small flats**
- (d) results in the refurbishment or redevelopment of obsolete and neglected properties for the benefit of the neighbourhood**



- (e) improves the accessibility of the neighbourhood to the town centre and other key destinations by a range of transport modes**
- (f) improves the provision of local community, leisure and health facilities**
- (g) reduces the impact of heavy vehicles and non essential traffic on the neighbourhood**
- (h) provides convenient parking for residents**
- (i) removes or reduces the impact of bad neighbour uses**
- (j) provides employment opportunities in locations where there is no conflict with residential amenity**
- (k) improves the overall image of the neighbourhood through quality design**
- (l) addresses deficiencies in the provision of open space**
- (m) greens the neighbourhood and improves the appearance of the street scene**
- (n) facilitates the effective storage and collection of refuse.**

Development which conflicts with these objectives and undermines wider efforts to create a more balanced and healthy local community will not be permitted.

6.14 Talbot and Brunswick is the first priority in Blackpool's Neighbourhood Renewal strategy and has been the pilot area for developing the integrated improvement approach, looking with the community at all aspects of life within the area and agreeing a Neighbourhood Action

Building a better community for all

Plan setting out specific local objectives and a wide range of improvement initiatives in pursuit of those objectives. This approach is fundamental to the wider goal of creating more balanced and healthy local communities. The lessons learnt from Talbot and Brunswick will be applied in the preparation, with other local communities, of Neighbourhood Action Area Plans for their areas (See BH1 above and RR8).

6.15 As stated in paragraph 6.12 above, the preparation of neighbourhood planning guidance will be a vital component of wider Neighbourhood Action Area Plans. The locally agreed objectives for the Talbot and Brunswick area will not be achieved through physical development and improvement alone. However their achievement will rely upon investment to improve local facilities and environmental quality and appropriate planning policies to ensure that new development supports rather than undermines other initiatives being pursued through the Neighbourhood Action Area Plan.

6.16 The detailed work that has been undertaken in Talbot and Brunswick and extensive local consultation indicate that, in this particular priority neighbourhood, future development should be required to contribute towards one or more of the above objectives. As importantly, it must not undermine any of those objectives. Without the improvement initiatives now being pursued and careful control over future development, levels of privately rented accommodation and transience could increase resulting in a spiral of decline with an increasingly unbalanced local community with fewer stakeholders; and less community identity and local pride.

6.17 Neighbourhood planning guidance has been prepared explaining how the local development criteria set out under Policy BH2 above and other local plan policies will be taken into account in reaching decisions on development and investment within this priority neighbourhood.



Chapter 6: Balanced and Healthy Communities



Amenity, Public Health and Safety

BH3 Residential and Visitor Amenity

- (A) Developments will not be permitted which would adversely affect the amenity of those occupying residential and visitor accommodation by:
- (i) the scale, design and siting of the proposed development and its effects on privacy, outlook, and levels of sunlight and daylight; and/or
 - (ii) the use of and activity associated with the proposed development; or by
 - (iii) the use of and activity associated with existing properties in the vicinity of the accommodation proposed.
- (B) residential units will need to provide a rear or side garden, or other area of outdoor private amenity space, of sufficient size to meet the needs of their occupiers. Exceptionally flat developments without private amenity space will be acceptable where:
- (i) the characteristics of the site and/or surrounding built form preclude the provision of private amenity space;
 - (ii) the development is in a highly accessible location;
 - (iii) the development would have wider regeneration benefits or would re-use vacant space above



commercial premises in shopping centres; and

- (iv) **adequate provision is made for the storage of refuse and materials for recycling.**

6.18 The ability for people to enjoy their homes, or their stay in the resort, will be an important consideration in determining planning applications for development. To this end the Plan will protect the environment of residential and visitor accommodation areas from over-intrusive development.

6.19 Development should respect the privacy, outlook and levels of sunlight and daylight received by existing properties and ensure that adequate amenity standards are provided for the occupiers of new properties.

6.20 In mixed use areas, the activities generated by the commercial use of a property, particularly those carried on outside normal office hours, can cause disturbance to the occupiers of neighbouring properties. Development that is likely to cause unacceptable disturbance will not be permitted or, where appropriate, planning conditions will be attached to permissions limiting the intensity of use or hours-of-use of the site. Similarly, new housing or visitor accommodation will not be permitted in close proximity to existing commercial uses that are likely to cause disturbance to the potential occupiers, unless adequate mitigating measures are provided.

6.21 Provision of an adequate sized area of private amenity space is essential to creating a high quality residential environment. For houses this would be expected to take the form of a rear or side garden that is not unduly overlooked or

Building a better community for all

overshadowed by surrounding properties. In flat developments, private amenity space can take the form of a shared courtyard/ garden or, in appropriate locations, private balconies or roof gardens. Exceptions may be made for high quality flat developments in highly accessible locations, for example in or on the edge of the town centre, which would have wider regeneration benefits and where the site characteristics preclude the provision of any form of private amenity space.

6.22 The Council intends to produce a Supplementary Planning Document on Residential Layout and Community Safety that will develop standards for the provision of private amenity space in all forms of residential development.

BH4 Public Health and Safety

Developments which are considered likely to be detrimental to public health and safety will not be permitted:

- (a) **Developments should as far as possible contribute to the improvement of air quality and mitigating measures should be taken where there will be an increase in air emission levels.**
- (b) **Noise and vibration generating development will not be permitted if it would create or worsen noise levels above acceptable standards.**
- (c) **Light pollution should be minimised and not harm residential amenities.**
- (d) **Proposals for the development of potentially unstable or contaminated land will only be permitted following a satisfactory site investigation and the**

remediating of any identified hazards.

- (e) **Developers must demonstrate that development will not cause or increase pollution of water or groundwater resources.**

6.23 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.

6.24 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 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 screening, landscaping or sound insulation.

6.25 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 Planning (Control of Major Accident Hazards) Regulations 1999, 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 Office of the Deputy Prime Minister Circular 04/2000, the Council will consult the Health and Safety Executive (HSE) as appropriate about the siting



Chapter 6: Balanced and Healthy Communities



of any proposed dangerous substances establishments.

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

- British Gas Site, Princess Street
- British Gas Marton Holder Station, Clifton Road
- Home Heat Gas Company Ltd. Squires Gate Pipeline
- British Gas Kirkham - Marton Pipeline.



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 Circular 04/2000.



6.27 This policy is also designed to secure the reuse of unstable and contaminated land for appropriate uses whilst protecting against hazards associated with these types of land. A major problem associated with unstable or contaminated land is the possible migration of methane, particularly from 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.

6.28 This policy will be implemented through the development control process including site investigations by potential developers. Where it can be demonstrated that proposed developments will not cause or increase pollution and that necessary measures to remedy problems have been taken, then proposals for appropriate uses will be permitted provided they relate well to the existing character of an area.

Open Space, Sports and Recreational Facilities

6.29 All neighbourhoods should desirably be easily accessible to at least one significant area of greenspace that is attractive, safe and useable.

6.30 Blackpool's historical pattern of development means that there is very little open space in many inner areas. Healthy neighbourhoods should contain:

- a range of children's play areas (Housing Playspace, Local Playgrounds)
- smaller areas of informal open space
- safe pedestrian and cycle access to larger local parks.

6.31 The Plan proposes to improve the quantity and quality of open space and recreational facilities in Blackpool through the following policies:

Building a better community for all

BH5 Protection of Public Open Space

Development of public open space will not be permitted unless:

- (a) the proposal would support existing sport or recreational uses, or would provide facilities for new sports or recreational uses; and**
- (b) it is incorporated sensitively into its surroundings, maintaining or enhancing the character of the open space; or**
- (c) provision is made for a replacement area of open space that is at least as accessible to current and potential users, and is at least equivalent in terms of size, usefulness, attractiveness and quality.**

6.32 An audit of existing open space has identified the level of open space provision and the range of recreational facilities across the Borough. The existing level of public open space in Blackpool represents 1.6 hectares per thousand population, against the National Playing Fields Association's standard of 2.4 hectares. The use of this national standard provides a useful guide but in practice the appropriate level of provision must also reflect the specific demand for different types of open space and recreational facilities, site opportunities and the accessibility of facilities to residents. In accordance with the guidance in PPG17, a more detailed assessment of recreational needs will be undertaken which will examine the quantity, quality and accessibility of specific types of open space and sports and recreational facilities and develop local standards of provision for Blackpool.

6.33 A quarter of the town's open space is provided in and around Stanley Park, which is one of the largest parks of its kind in the country, providing a full range of recreation facilities that are of more than town-wide significance. There are eight other principal parks, and numerous playing fields and other smaller recreation grounds distributed throughout the town. Provision has been significantly increased in recent years with the laying out of new areas of open space in north east Blackpool and around Herons Reach. Within the Town Centre and the inner areas however there is very limited provision of open space of all types.

6.34 Open space within the urban area has important recreational, sports and visual amenity benefits and is highly valued by local communities. Open space also provides opportunities for enhancing nature conservation, which is beneficial to biodiversity, this the Council will safeguard all existing open space from inappropriate development. Small-scale structures, such as interpretation centres, toilets, refreshment facilities and changing rooms, which would support existing recreational uses or would provide facilities for new recreational uses will be acceptable development, providing they are incorporated sensitively within the open space, and do not impact on existing nature conservation interest.

6.35 In certain cases, it may be possible to substitute one area of open space for another to allow the development of a site, or part of a site, for a non-recreational use. This will only be acceptable where the alternative provision would be better than, or at the very least the equivalent of, that which would be lost in terms of its size, usefulness, attractiveness, quality and its accessibility to current or potential users. This requirement will ensure that the



Chapter 6: Balanced and Healthy Communities



value of the open space to local residents is not eroded whilst providing a degree of flexibility.

BH6 New Open Space Provision

The following further areas are allocated for public open space:

Gorton Street	0.4 hectares
Highfield Road/ Yeadon Way	4.8 hectares
Lawson Road extension	1.4 hectares

The Council will promote and encourage other opportunities for new open space and sport and recreational facilities on appropriate sites, particularly in areas where there is an identified shortfall in provision.



6.36 The Council will seek to take opportunities to improve provision where there is potential to do so. In particular there is a clear need for increased provision in the inner areas of the town where the preparation of Neighbourhood Local Development Documents will help in identifying needs and opportunities. The Resort Masterplan also identifies a number of potential new areas of open space within and adjacent to the Town Centre and Resort Core.

6.37 A new area of public open space is proposed between Gorton Street, George Street, Victory Road and Counce Street within the Talbot and Brunswick neighbourhood, an area with no public open space at present. The proposals will involve the clearance of a block of mixed residential and commercial properties and will be developed in conjunction with a

'Health Village', which will include a multi-use games area.

6.38 The land at Highfield Road/Yeadon Way forms part of an area of 32 hectares now substantially developed for housing. Some localised provision of open space is being made within the new housing areas, with this land meeting the wider open space needs of the development.

6.39 The allocation of additional land adjoining the Lawson Road playing fields is proposed in conjunction with residential development in this locality, following the demolition of the mushroom farm and its redevelopment (see Policy HN2). This would also enable the improvement of existing drainage and enhanced facilities for the existing sports pitches.

BH7 Playing Fields and Sports Grounds

Development that would result in the loss of existing playing fields and sports grounds, including school playing fields and playgrounds, will not be permitted unless:

- (a) it is ancillary to such use and does not adversely affect the quantity or quality of pitches and their use;**
- (b) it only affects land which is incapable of forming a playing pitch (or part of one)**
- (c) the playing fields or sport ground that would be lost would be replaced by equivalent or better quantity and quality of provision in a suitable location**
- (d) it is for an outdoor or indoor sports facility of sufficient benefit**

Building a better community for all

to outweigh the loss of the playing field or sports ground; or

(e) in the case of school playing fields or playgrounds:

- **the land is needed for the expansion of school facilities, and,**
- **a sufficient area of playing fields/ playground is retained to meet existing and future school needs, and,**
- **the land is not required to meet other existing or potential future community needs and its development is supported by the wider community.**

6.40 The Borough's playing fields are located within areas of existing public open space (see Policy BH5) and within school sites. The policy also applies to other sport grounds, generally in private ownership, which provide an important recreational resource used by the public. School sites and other sports grounds are shown on the Proposals Map. In order to ensure that there is no reduction in the supply of conveniently located, quality playing fields for sport to satisfy current and likely future demand it is important to protect playing fields and sports ground from inappropriate development. Playing fields also serve an important amenity function as open land within the urban area, even where they are not publicly accessible.

6.41 Development adversely affecting the quantity or quality of playing field or sports ground provision will only be permitted where there are wider community benefits and the development is supported by the wider community. This may include the development of a playing field or sports ground for an alternative outdoor or indoor

sport facility or, in the case of school playing fields or playgrounds, for expanded school facilities, providing a sufficient area is retained to meet the school's existing and future needs and that land is not required to meet other existing or potential future community needs. The Council will consult Sport England about all proposed developments that affect land used as playing fields. Where development would result in the loss of a school playing field that has a secured agreement for use by the wider community, replacement provision will need to be made in a suitable location.

6.42 The Council will continue to seek to increase community use of playing field and supporting school sports facilities, with major recent and planned expansions of dual use provision at secondary schools in both the north and south of the Borough.

6.43 For the purposes of this policy a "playing field", including land last used as a playing field, is defined as the whole of the site which accompanies at least one playing pitch. A "playing pitch" is defined as a delineated area which, together with any run off area, is of 0.4 hectares or more, and which is used for association football, American football, rugby, cricket, hockey, lacrosse, rounders, baseball, softball, Australian football, Gaelic football, shinty, hurling, polo, or cycle polo.



Chapter 6: Balanced and Healthy Communities



BH8 Open Land Meeting Community and Recreational Needs

Development of land shown on the Proposals Map as other open land meeting important community and recreational needs will not be permitted unless:

- (a) the development only covers a small part of the site and enhances community or recreational use; and
- (b) the development maintains the open character of the land.

6.44 Other urban greenspace, even if not generally accessible to the public, is an essential 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. This land also contains areas of nature conservation value protected under Policy BH8.

6.45 These other lands include substantial open lands owned by or on long-term lease from the Council comprising golf courses, cemeteries and other uses. Sites within the urban area are shown on the Proposals Map, with those sites outside the urban area protected by Policy NE2. Development of these sites will be resisted except where redevelopment of a small part of the site will enhance sports or recreational provision whilst maintaining the open character of the land.



BH9 Allotments

Alternative uses of allotment sites will not be permitted unless:

- (a) a suitable alternative site of equivalent size and quality is provided; or
- (b) there is no identified need and it has been underused or derelict for a long period.

6.46 Council allotments form an important part of leisure provision and will be safeguarded from development. Alternative uses for allotments will not be permitted unless there is clearly surplus land having regard to long-term vacancy levels and future needs. Allotments can also have wider importance as open land within the urban area. Reflecting this, other types of open space and recreational facilities may be an appropriate alternative use of surplus allotment land.

BH10 Open Space in New Housing Developments

New residential development will need to provide sufficient open space to meet the needs of its residents in accordance with the Council’s approved standards.

All developments should provide open space on site where possible to do so. Where site constraints preclude making the full rate of provision on-site, developers may instead pay a commuted sum based on the net shortfall to improve open space provision and meet the needs generated by the development.

6.47 New housing development generates further demand for a range of types of open space which will be used by its residents. These include parks, outdoor

Building a better community for all

sports pitches and facilities, amenity greenspace and play spaces for children and teenagers. It is reasonable to expect all new housing development to provide adequate open space to meet the needs they generate.

6.48 Provision should be incorporated in developments at the planning stage having regard to the Council's approved standards. These are currently set out in Supplementary Planning Guidance on "Open Space provision for new Residential Development" (SPG 11) which reflects the National Playing Fields Association's standard of 2.4 hectares of formal open space per 1000 population. The Council intends to review these standards based on a detailed assessment of needs and opportunities for future open space provision of all types across the Borough. The assessment will follow Government guidance set out in Planning Policy Guidance Note 17 'Planning for open space, sport and recreation' and its companion guide 'Assessing Needs and Opportunities' taking into account the quantity, quality and accessibility of provision. The precise standards for each type of open space that will be applied to new housing development will reflect Blackpool's particular needs and will be set out in a future revision to SPG 11.

6.49 The provision of public open space also provides opportunities for enhancing nature conservation, which is beneficial to biodiversity and the well-being and quality of life of residents.

6.50 The policy will apply to all new residential developments of 3 or more dwellings, and will apply to conversions from non-residential use resulting in an increase of 3 or more dwellings. Where sites offer no reasonable scope to provide public open space on site, developers may

instead enter into an agreement to pay a commuted sum to the Council towards the alternative provision of open space. This will be calculated with regard to the number of bedrooms per dwelling.

6.51 Children's play facilities to be of value must be provided within the immediate catchment of the development they serve, but other types of open space can be provided within a wider area.

6.52 In respect of new development providing specialised accommodation for the elderly such as sheltered housing, the Council will only require the provision of amenity space conveniently located within or close to the development.

Community Facilities

BH11 Shopping and Supporting Uses - Overall Approach

The Council will maintain and enhance a hierarchy of centres shown on the Proposals Map in order to provide access to a wide range of shops, services and other activities accessible to all sections of the community, with the town centre the focus for major new development.

New retail, cultural and community development and other key town centre uses will be permitted in Blackpool Town Centre, the district centres and local centres appropriate to the scale, role and character of each centre.

6.53 The Council fully recognises the importance of district and local centres which, complementing the Town Centre, play a vital role in maintaining the quality and range of shops and other services for Blackpool's residents. A substantial proportion of the town's shopping



Chapter 6: Balanced and Healthy Communities



floorspace is located in these centres catering primarily for top-up shopping from the local community. They are readily accessible by a variety of means of transport, including walk-in shoppers.

6.54 The Plan recognises the vulnerability of local centres to competing out-of-centre provision and their importance in the social fabric of their local communities. Development proposals which would lead to the loss of food and other general retailing from district and local centres disadvantages residents, particularly the less mobile. The Plan policies seek to safeguard and enhance the range of centres in Blackpool's shopping hierarchy commensurate with their role, character and catchment. Neighbourhood Action Area Plans will help identify more specific needs, improvements and opportunities in the resort and residential areas.



BH12 Retail Development and Supporting Town Centre Uses

Proposals for the development of retail, cultural, community and other key town centre community uses which attract a lot of people, including extensions and changes of use, will be focussed on Blackpool Town Centre, and in other existing centres appropriate to their scale and catchment. Such uses will only be permitted elsewhere where all the following criteria are met:

- (a) **There is a demonstrated need for the development.**
- (b) **The proposal either by itself, or cumulatively with other recent and committed developments, would not cause material harm to the vitality and viability of**

Blackpool Town Centre, district and local centres, or any other nearby town centre.

- (c) **The development would not undermine the Council's strategies and proposals for regenerating such centres.**
- (d) **The proposal is located in accordance with the sequential test, having regard to the need for flexibility of format, design and scale. First preference is for locations in appropriate existing centres, followed by edge of centre sites, and only then out of centre sites.**
- (e) **More local facilities in accordance with their scale and catchment and consistent with the above hierarchy will be appropriately located within other smaller local centres.**
- (f) **The site is readily accessible by a choice of means of transport, and is well served by public transport.**

6.55 In determining development proposals, the Council's objectives are to sustain and enhance the vitality and viability of the existing Blackpool Town Centre and supporting district and local centres. This approach applies to shopping and all key town centre type uses which attract a lot of people, including office, commercial, restaurant and leisure developments. The Council is undertaking a co-ordinated programme of action to arrest decline and restore confidence and vitality in Blackpool Town Centre, and wishes to promote and safeguard investment in local centres to ensure that facilities are located where they are readily accessible by residents and visitors.

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6.56 Need - Developers proposing developments outside the existing Town Centre will be required to assess the need for development and consider the extent to which it could more appropriately be accommodated in the Town Centre or other established centres.

6.57 What constitutes a demonstration of need will vary dependent on the use having regard to:

- the location
- the type of use
- its function and potential catchment
- the degree of overlap with other existing or planned provision in the town, district or local centres.

6.58 In terms of major retail development, the Blackpool Shopping Study in 1999 and the 2004 Blackpool Shopping Study both identified a clear and specific need to improve provision in Blackpool Town Centre. The 2004 Study found that since 1999 Blackpool's market share has fallen, with continuing leakage to other major competing centres outside the sub-region and a substantial loss of trade to out of centre facilities within the town's immediate urban area. The Study identifies substantial capacity for 43,000sqms of additional non-food retail floorspace by 2016 and also confirms a need to bolster Blackpool town centre's poor market share in food shopping. The Study concluded retail growth should therefore be directed to the existing town centre, with sufficient sites already identified in the Local Plan to meet most of the identified need, and no need for allocation of any further sites elsewhere in the urban area.

6.59 Impact - There are a range of indicators of the health of centres recognised and supported by government guidance. In assessing the impact of proposals it will be important to consider the role and character of the nearby centres that may be affected, taking account of factors such as the level of vacancies, signs of recent investment and closures, pedestrian flows, the range and quality of uses, and the attractiveness of the centre.

6.60 Proposals which on their own or cumulatively would result in any significant reduction of services or potential investment which would undermine the vitality of these centres will not be permitted. If there is a potentially significant retail impact, a retail impact assessment will be required.

6.61 Sequential Assessment of Sites - New developments should support the Government's and this Council's objectives of sustaining and enhancing existing centres. There is therefore a need to adopt a sequential approach in identifying sites and considering proposals for development. Proposals for out-of-centre locations will not be permitted unless it can be demonstrated there are no more centrally located sites available, with preference for the Town Centre, district and then local centres. The test as to whether there are suitable alternative sites will be applied flexibly in terms of the size and format of development and how it can be accommodated.



Chapter 6: Balanced and Healthy Communities



BH13 District Centres

These 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 district.

The Town's main district centres are shown on the Proposals Map at:

- **South Shore**
- **Bispham (Red Bank Road and Bispham Village)**
- **Highfield Road**
- **Whitegate Drive (north)**
- **Layton (Westcliffe Drive).**

Proposals for retail and other active frontage uses appropriate to their scale and function and which would reinforce their role will be permitted.

Proposals for ground floor residential use or other uses that will undermine their role and function will not be permitted.

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 contiguous with an existing shopping frontage, are in scale with the existing centre and can be achieved without harming residential amenity.

6.62 The centres at South Shore, Bispham, Layton, Whitegate Drive and

Highfield Road have no major comparison goods shopping function, but play a vital role providing convenience shopping facilities for sizeable catchments, together with a range of other service and facilities.

6.63 The South Shore centre is the largest district centre serving a wide area of south Blackpool, but also benefiting from trade from visitors being located close to the Promenade, Pleasure Beach, and large numbers of holiday accommodation premises. The strong influence of the tourist trade is reflected in the mix of shops and businesses in the immediate vicinity, but the main centre functions as an all year round shopping destination. However, the centre has suffered from a lack of investment in recent years and congestion and conflicts between vehicles and pedestrians reduce its attractiveness.

6.64 The Bispham centre is split between Red Bank Road (extending east from the Promenade) and Bispham village. Red Bank Road is dominated by Sainsburys that serves a wide north Blackpool catchment, with only a limited supporting comparison shopping function. The shops closer to the seafront are more tourist-based.

6.65 Bispham village is a compact centre formed around a small central car park. It performs a strong local convenience shopping role with a selection of small supermarkets, supporting shops and facilities. Layton, Highfield Road and Whitegate Drive are smaller district centres devoted mainly to the sale of convenience goods, but with a wider mix of shops in the Whitegate Drive centre closer to the Town Centre.

6.66 All the district centres are conveniently located to serve their substantial local catchments, including



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walk-in shoppers, and well served by public transport. They form an important part of Blackpool's shopping provision and the Plan seeks to protect and enhance these centres against pressures for change of use or decline.

6.67 Accordingly the conversion of properties in district centres to residential and other non-active frontage uses will not be permitted. Proposals for uses such as offices, restaurants, community/leisure facilities and other service outlets which reinforce the role of the centres will be permitted. Such active uses should provide direct public front access and an open display window frontage.

6.68 During the Plan period the Council will seek to reduce conflicts, improve parking and carry out supporting environmental improvements in the district centres which will support and strengthen their role.

BH14 Local Centres

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

The Plan will seek to safeguard and enhance the role of the local shopping centres shown on the Proposals Map:

- (a) Proposals for retail and other active frontage uses which reinforce the role of the local centres will be permitted.**
- (b) 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 frontages of these centres will only be allowed if they involve frontages that are contiguous with an existing shopping frontage, are in scale with the existing centre and can be achieved without harming residential amenity.

- (c) Proposals for new development and changes of use from shopping to other uses (including residential) will be permitted where they would not undermine the retail function, role and character of the centre.**

The impact of a proposal on the retail function of a centre will be determined having regard to:

- **the type of use proposed and its compatibility with nearby uses**
- **the site's location and prominence within the centre**
- **the number and proximity of nearby units not occupied by retail or allied uses**
- **the level of vacancies in the centre and whether there is an over-supply of shop premises in the area**
- **the need to maintain a retail core within the centre**
- **the suitability of the premises for use as a viable shop.**

6.69 Local shops form an important part of the town's shopping provision, but the trend over the last 30 years has been for their numbers to decline as a result of increasing provision of out of centre shopping, particularly the large freestanding major food superstores.



Chapter 6: Balanced and Healthy Communities



However, a significant proportion of Blackpool's shopping provision remains located in local centres such as Anchorsholme, Devonshire Road, Dickson Road (Gynn), Ansdell Road, Whitegate Drive (south), and the Oxford; and in smaller shopping centres and shopping parades throughout the Borough.

6.70 The Council wishes to encourage and retain local convenience shopping which serve their immediate walk-in catchment. Developments that would lead to the loss of food and other retailing from local centres would particularly disadvantage less mobile members of the population.



6.71 Shopping development proposals intended to serve a local catchment will be restricted to developments within and appropriate to existing local shopping frontages (see Policy BH16). Where the defined local centres on the Proposals Map continue to fulfil an important retail function, the conversion of properties to residential or other non-active frontage uses will be resisted.

6.72 The Plan recognises that the vast majority of local centres identified on the Proposals 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. In such circumstances it would need to 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 and proposals for ground floor residential use will not be permitted in the main shopping core.

BH15 Change of Use of Premise Outside the Defined Centres

Outside the defined town, district and local centres proposals for the change of use from shops to commercial, residential or other appropriate uses will be permitted providing proposals are compatible with nearby uses and would have no adverse impact on residential amenities.

6.73 In addition to the town, district and local centres, there are other extended ribbons of mixed shopping/commercial uses such as Dickson Road, Church Street, Counce Street, Coronation Street and Central Drive that are not separately identified on the Proposals Map. These together comprise a substantial proportion of the shopping floorspace outside the Town Centre, but in recent years there has been evident decline in the numbers of shops with continuing over-provision on certain frontages.

6.74 As a result the extended secondary frontages of these and other fringe Town Centre streets have been subject to ongoing conversion and change. Certain frontages have also been more specifically affected by the declining holiday trade, with increasing evidence of an historical over-supply of seasonal outlets on Lytham Road, Bolton Street, and other frontages closer to the seafront.

6.75 The local shopping on Dickson Road and Central Drive is safeguarded by Policy BH14. Appropriate changes of uses of properties will be permitted in these areas. Where conversion from shops/commercial use to housing is proposed it will be necessary to consider whether a satisfactory residential environment can be

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created and detailed design matters will also need to be considered.

BH16 Proposed Shopping Development Outside Existing Frontages

The development of new local shopping facilities outside existing shopping frontages will only be permitted where:

- (a) **there is a demonstrable need for the development with no convenient existing local shopping provision**
- (b) **the proposed development is appropriate in scale and function to the immediate walk-in local catchment.**

6.76 The array of shopping centres defined on the Proposals Map shows that the town is generally well provided with local shopping facilities to meet resident's needs. Reflecting this the development of new local shops outside existing shopping frontages will not normally be permitted. New provision, such as a small new convenience foodstore, will only be permitted where it can be shown there is no convenient and appropriate scale of existing local shopping provision. Generally, a distance of 400 metres is considered within easy walking distance to serve a local area.

BH17 Restaurants, Cafes, Public Houses and Hot Food Take-Aways

Proposals for development of hot food take away shops, restaurants, snack bars, public houses or similar uses will be directed to existing shopping frontages and will not be permitted where they would have adverse effects on the amenities of neighbouring premises or residents in the surrounding vicinity.

6.77 When considering applications for hot food take-aways, restaurants, cafes, snack bars, and public houses, the Council will consider the type of use, the location, and the likely impact of the noise, smell, activity and traffic on neighbouring premises and the surrounding vicinity.

6.78 Applications for development of such uses outside the Town Centre will be directed to the district and local shopping frontages. Applications that would have a significant adverse effect on the amenities of neighbouring premises and the residential amenities of an area will not be permitted. Where applications are permitted, conditions will normally be imposed by the Council to protect neighbouring amenities. To clarify the position for applicants, the Council has produced Supplementary Planning Guidance (SPG3 Food and Drink Uses).



Chapter 6: Balanced and Healthy Communities



BH18 Amusement Centres

Development Proposals for amusement centres will only be permitted within:

- (a) the district centres
- (b) the main local centres
- (c) the main concentrations of secondary shopping east of and on the edge of the Town Centre.

No further amusement centres will be permitted in the South Shore District Centre or in the Dickson Road (north) main Local Centre.



6.79 Amusement centres are an accepted part of the shopping scene. They differ from the characteristically more boisterous holiday amusement arcades in that they have a display window frontage and cater for all year round resident shoppers. They are most appropriate in secondary shopping and mixed commercial development areas and should be appropriate in scale and character.

6.80 Blackpool's status as a major holiday resort makes the town unique in its massive level of provision of amusement arcade facilities to cater for the needs of visitors. There is a need to continue to focus and direct arcade type provision to the main core of the resort.



6.81 There is a parallel need to protect the character of the main shopping areas of the town most frequented by visitors, where amusement centres would inevitably attract substantial numbers of holiday makers contrary to the retail character and amenities of the shopping area. Reflecting this, development proposals for amusement centres will be permitted within the district and main local centres, but no further provision will be permitted

within South Shore District Centre and the Dickson Road Local Centre within the defined resort neighbourhoods where there is already sufficient provision to meet residents needs.

6.82 Amusement centres will similarly only be permitted in the eastern edge of the main Town Centre away from the areas most frequented by visitors and will also be permitted on Topping Street within the Town Centre and on other main secondary shopping streets such as Church Street, Counce Street, King Street and Cookson Street outside and immediately east of the Town Centre. Each application will also be considered having regard to matters such as the general level of activity in the area, neighbouring uses, the proximity of residential property, and highways issues. Planning permissions for amusement centres will generally be subject to conditions requiring soundproofing from adjacent properties and limiting open hours.

BH19 Neighbourhood Community Facilities

The Council will promote and encourage opportunities for new community facility provision on derelict, vacant, underused or other appropriate sites in areas where there is an identified shortfall in provision. Proposals for new local community facilities should be located in accordance with the sequential approach and their scale and catchment:

- firstly, sites within or adjoining the district and main local centres,
- then sites within other smaller centres,

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- then sites well served and easily accessible by a range of transport, including cycling and walking.

A site is proposed for the development of neighbourhood community facilities within the Talbot Brunswick area at Gorton Street.

6.83 In parallel with the approach for shops and other town centre uses, proposals for new community facilities attracting large numbers of people should be located in accordance with the sequential approach, with larger facilities focused on the main Town Centre (see Policy BH12).

6.84 Smaller community facilities should be located in district or local centres or otherwise on sites which have good public transport and are easily accessible by cycling and walking.

6.85 Generally community facilities can be located on appropriate sites throughout the urban area and are best integrated with other existing neighbourhood facilities. The Council will seek to take opportunities to improve provision, particularly in the inner areas where the preparation of Neighbourhood Action Plans will help identify needs and sites. A scheme is being taken forward for the provision of improved community facilities as part of a new 'health village' in the Action Plan for the Talbot and Brunswick area.

BH20 Provision of New Community Facilities

Where there is an identified need for new school or other local community facility provision, commuted sums will be sought from developers to improve provision to meet the needs of their development.

6.86 The provision of adequate opportunities for access to school and other local facilities such as community halls is vital to support the social fabric of Blackpool's residential areas. People should be able to walk or cycle to local facilities and appropriate facilities should be provided for children, young people, adults and the elderly. It is a central part of the Council's wider strategy to tackle poverty, reduce social exclusion, raise educational standards and improve access to community facilities and services.

6.87 Where there is major new development or where the neighbourhood profiles of facilities identifies a specific need for new education, indoor sports, or other local community facilities, new developments will be required to contribute towards their provision. The ways and means of meeting any deficiencies in the existing level of provision will also potentially be considered in the neighbourhood action plans and where appropriate the Council will use compulsory purchase powers to bring forward development.

6.88 Planning obligations may also be sought from developers for a range of other purposes including transport and public open space set out elsewhere in the Plan (see Policies BH10, AS1, and PO1).



Chapter 6: Balanced and Healthy Communities



BH21 Protection of Community Facilities

Proposals which would lead to the loss of, or reduction in the size of, a community facility will not be permitted unless:

- (a) the facility is appropriately replaced; or**
- (b) the applicant can demonstrate that there is no longer a need for the facility or its alternative use to meet other community needs.**



6.89 The services of education, social services and waste disposal are the responsibility of Blackpool Borough Council. Police and fire services are separately provided across Lancashire. A wide range of other supporting facilities are provided by other organisations and by the private sector, including health services, childcare, community halls and public houses.

6.90 From time to time as needs and patterns of provision change, land and buildings become surplus to operational requirements or owners may see the opportunity for a more profitable use. 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 facility.

6.91 Given the limited supply of land for facilities and competing pressures to meet a wide range of needs, it is important to ensure that decisions about community service provision are made in the broader context of need, including opportunities for new or shared use of existing facilities. If facilities are no longer required for their existing purpose, they should first

be considered positively as a potential opportunity to help meet other needs.

BH22 Victoria Hospital

Proposals for the further development and improvement of health facilities at Blackpool Victoria Hospital will be permitted within the area defined on the Proposals Map. Any phased major redevelopment proposals must provide substantially improved accessibility and parking on the Hospital site.

6.92 There is an ongoing capital building programme for the redevelopment and replacement of existing outdated facilities and the provision of major new facilities at Blackpool Victoria Hospital. The hospital site, however, is already intensively developed and there have been longstanding problems of on site congestion. Some improvements have been made and there are further proposals to improve parking and circulation around the hospital site. It will remain a priority that any further phased redevelopment must provide substantially improved accessibility and parking.

BH23 Blackpool and Fylde College

Land shown on the Proposals 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.

6.93 Provision is made within the existing site area for the further development of the main college complex at Bispham, and the land is allocated for such purposes on the Proposals Map. The College has a wide variety of further education courses to meet general educational and vocational

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demands. The Council recognises the importance of the complex 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 its facilities is supported and development for other purposes will not be permitted.

BH24 Residential Institutions and Community Care Residential Use

The development of old peoples homes/residential institutions (Class C2 uses), community care residential developments and other similar uses will be permitted in appropriate premises and locations subject to:

- (a) the type of use applied for
- (b) a demonstration of local need
- (c) the intensity of use and its effect on adjacent properties
- (d) the suitability of the premises and the location
- (e) a management plan for the operation of the premises.

Such uses will not be permitted in those parts of the resort neighbourhoods where the majority of the premises are in holiday accommodation use and where changes to residential use will not be permitted in accordance with the Plan.

Old peoples homes and nursing homes will be permitted in appropriate former holiday premises in those parts of the resort neighbourhoods where there is a mix of uses and residential use otherwise accords with the Plan.

Elsewhere, in order to protect the character and amenities of residential areas and avoid any undue concentration of C2 or other community residential uses:

- (i) no more than about 10% of properties in any one block will be permitted in such use
- (ii) no community residential uses meeting specialist needs will be permitted within 400 metres of existing properties meeting similar needs.

6.94 A Class C2 use 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'. The policy recognises the desirability of integrating such uses within the community, but aims to ensure that Class C2 uses are not located where they would be inappropriate and cause undue harm to the existing character of an area or the amenities of residents.

6.95 In line with the current national policy to provide for greater provision of care within the community, increasing numbers of care premises now comprise self-contained flat accommodation rather than shared institutional facilities. For such premises where on-site management/ community care is provided, the requirements of this policy remain equally relevant.

6.96 In Blackpool there are a substantial number of existing community care uses distributed throughout the Borough, the vast majority being old peoples homes. Holiday accommodation and residential care accommodation are not generally compatible neighbours and the natural



Chapter 6: Balanced and Healthy Communities



boisterousness of holidaymakers can cause annoyance to or, equally can be inhibited by the presence of old or sick 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 Policy RR9). For these reasons, the Council's policy is not to permit C2 and other community residential uses in the resort neighbourhoods where holiday accommodation is the dominant use.

6.97 It is recognised that over the last decade there has been considerable contraction in the numbers of holiday premises and within parts of the resort neighbourhoods there is a much more mixed pattern of uses. Old peoples homes can generally be appropriately located in mixed areas of holiday accommodation. Where there is limited visitor demand, conflict would be reduced and the scale of former holiday premises may be equally or more appropriate for conversion to an old peoples home than changing to residential flats, high concentrations of which already exist in Blackpool's inner areas.

6.98 Elsewhere in residential areas within and outside the resort neighbourhoods, C2 or other similar community care uses are generally appropriate. The level of concentration in any one locality will, however, be restricted having regard to the type of use proposed, the need for the use and the suitability of the site and premises.

6.99 Whereas old peoples homes will be appropriate in most kinds of properties, in the interests of those living in residential homes and of neighbouring residents, specialist uses such as bail hostels, drug or alcohol recovery units and problem family homes require sensitive consideration. Such uses are more likely to normally

require detached premises, or alternatively the part to be so used should not directly adjoin other dwellings.

6.100 The level of provision should reflect the needs of the community they serve and it is also in the interests of the amenities those living in community care homes that they should also not be concentrated in any one location. Accordingly the policy is designed to ensure a spread of such accommodation throughout the Borough in locations which can best meet residents needs in terms of the suitability of premises and required access to local shops, amenities and other facilities.

6.101 No more than about 10% of properties in any one block will therefore normally be permitted and no similar specialist uses will be permitted within 400 metres of similar existing premises. The level of provision should ensure that need of Blackpool residents for specialist residential uses are met within their own local area. A demonstration of local need will conversely also be required to ensure that local areas do not make a disproportionate level of provision to meet needs which emanate from outside the Blackpool area.

6.102 For some specific uses there may be overriding reasons to justify more of a concentration of properties in one location and the policy may be applied more flexibly. The provision of student accommodation near to the College for example may justify a closer concentration of provision.

6.103 In a similar vein, sheltered residential accommodation for the elderly is generally appropriate throughout Blackpool's residential areas and is not subject to this policy.

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Chapter Targets

- Complete Neighbourhood Profiles by end of 2007
- 2 Neighbourhood Action Plans prepared by end of 2006.



Chapter 6: Balanced and Healthy Communities

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7: Diversifying the Local Economy – Policies

Policy Number and Title	Page
DE1 Industrial and Business Land Provision	111
DE2 Industrial Improvement Zones	113
DE3 Mixed Use Industrial Zones	113
DE4 Outside the Defined Industrial/Business Estates	114



Chapter 7: Diversifying the Local Economy



7: Diversifying the Local Economy



Introduction

7.1 Blackpool has a population of 142,300 and a workforce of 67,000. The town is heavily dependent on employment in the service sector, reflecting the importance of the tourist industry and Blackpool's status as the Fylde Coast sub-region's main shopping centre. The town is also an important administrative centre, accommodating a number of large Government offices. Although there is no tradition of heavy industry, the town's small manufacturing sector includes local specialisms in vehicles, food and drink and plastics.



7.2 The dominance of the service sector and the traditionally low wage economy of many resorts are reflected in Blackpool's GDP being amongst the lowest in the UK at only 71% of the national average and the town also ranks 32nd in the Index of Deprivation. The decline in the resort's holiday accommodation sector and in Blackpool's importance as a major shopping centre have heightened the need to improve opportunities and diversify the local economy.

7.3 Reflecting these problems the Council has taken major steps to bring forward land for development and Blackpool now provides an attractive base for future industrial and business expansion.

7.4 Proposals in this chapter also need to be seen in conjunction with the policies to re-establish the Town Centre as a thriving sub-regional centre, including promoting the Town Centre as a location for office and administrative uses.

Aim & Objectives

7.5 Aim

"To develop new dimensions and diversity in Blackpool's business economy through regeneration and modernisation to increase employment quality and opportunities."

7.6 Objectives

- To provide sufficient opportunities on high quality sites to increase take-up and attract new inward business development.
- To meet the development and expansion needs of small and medium size firms and increase the provision of new start up units.
- To enhance the environment in which businesses operate and regenerate the infrastructure and environment of older employment estates.
- To make Blackpool Town Centre a stronger focus as a main employment location.
- To make the best use of the limited supply of land by maximising the use of brownfield land.

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Policies

DE1 Industrial and Business Land Provision

Land within the defined industrial/ business estates set out below will be retained for industrial/business use. Proposals for new development or redevelopment of existing premises will be permitted in accordance with the specified uses for each estate:

- (a) Major B1a office development will only be permitted if there is no suitable available site within or adjacent to the Blackpool Town Centre.
- (b) Car showrooms, car hire, vehicle storage and similar uses will only be permitted within estates specified for B8 warehousing use.
- (c) Development of retail or other non-class B uses will not be permitted.

The defined industrial/ business estates comprise:

A: Offices

B: Offices, research/development

C: Offices, research/development, light and general industry

D: Offices, research/development, light/general industry, warehousing

Site	Available Land	Permitted Uses
E1 Blackpool Business Park	14.0H	C
E2 Nth Blackpool Technology Park	2.8H	C
E3 Preston New Road	4.7H	B
E4 Clifton Road (5 sites)	6.1H	D
E5 Vicarage Lane/ South Shore Bus. Park	1.7H	D
E6 Moor Park/ Bristol Avenue	1.7H	D
E7 Mowbray Drive	0.3H	D
E8 Chiswick Grove	0.2H	D
Devonshire/ Mansfield Road	-	C
Blackpool Fylde Estate	-	D
Squires Gate/ Sycamore Estates	-	D
Warbreck Hill	-	A
Total	31.5H	



Chapter 7: Diversifying the Local Economy

7.7 The Joint Lancashire Structure Plan sets out a requirement to provide 40 hectares of land to meet Blackpool's future development needs 2001- 2016. A total of 8.2 hectares of land was taken up for industrial land business development in the period from mid-2001 to November 2003. The above sites provide a further 32.1 hectares of land to meet this identified requirement of business and industrial land.

7.8 Blackpool as a Regeneration Priority Area, has been allocated a higher requirement for employment development land than warranted by past levels of take-up (1.6 hectares per annum since 1991).



This is considered essential to provide a good supply of employment land and ensure Blackpool is in a position to attract both local business growth and future inward investment.

7.9 In the past industrial land take-up has been severely constrained by an acute shortage of good industrial land but in the 1990's the Council made extensive efforts and successfully identified and assembled new lands to address the shortage of quality employment sites. These lands principally comprise the Blackpool Business Park adjoining the Airport in the south of the Borough and the new north Blackpool Technology Park, both providing large quality sites with new links direct to the motorway and trunk road network.



7.10 These sites together with sites at Clifton Road, Preston New Road, Vicarage Lane and other smaller sites provide a sufficient supply of industrial/ business lands in a range of types and sizes to meet Blackpool's current development needs. Further sites on directly adjoining land on the Blackpool Business Park and Blackpool Fylde Estate in Fylde Borough also help meet Blackpool's needs, and the Council cooperates to promote employment sites across the Fylde Coast Sub-Region.

7.11 Take-up will continue to be closely monitored. It is an essential part of the Development Plan strategy to ensure Blackpool has a good supply of employment land and that development opportunities are not lost through the lack of suitable sites. There is also a specific need to ensure there is a sufficient provision of small workspace units, geared to the needs of Blackpool's economy.

7.12 Proposals for major B1(a) office developments in excess of 2,500sqms gross floor area, will first be directed

towards the town centre and edge of centre locations in accordance with the established application of national planning policy for key town centre uses and Local Plan objectives (to promote the Town Centre as a location for offices and administrative use – paragraph 3.6 and to make Blackpool Town Centre a stronger focus as a main employment location – paragraph 7.6). Other policies in the Plan specifically promote the redevelopment of town centre sites for office use.

7.13 Office sites promoted in Policy DE1 will generally be suitable for office development of a lesser scale or for major office development where there is no suitable site for such use in or adjacent to the town centre. Small-scale office development of purely local significance may be appropriate in other locations (see Policy DE4).

7.14 Whilst seeking to provide for new development, the Council is equally concerned to encourage the retention, further development and expansion of firms and businesses on existing industrial estates. There are 12 main industrial estates identified on the Proposals Map that are safeguarded for industrial/business use. Retail and other uses will not be permitted on the estates. Proposals for car workshops and similar uses will be considered appropriate on certain industry/ business sites.

7.15 Policy DE1 identifying available sites for business/industrial development and protecting existing industrial/business areas are complementary elements of providing choice and diversity in the context of Blackpool's otherwise heavy reliance on the service sector.

7.16 The majority of the defined industrial/ business estates are within

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'accessibility corridors' well served by public transport. Where developments are proposed on sites with poorer accessibility and potentially employing substantial numbers of people, contributions will be sought from developers towards accessibility improvements (see Policies AS1 and AS2).

7.17 The presence of protected species on adjoining lands in north east Blackpool will be a material consideration for development proposals on sites E2 and E6 (see Policies NE5 & NE6). Industrial/ business development of site E9 is proposed in conjunction with part development of the site for housing (see Policy HN2) and is shown as a mixed allocation on the Proposals Map.

DE2 Industrial Improvement Zones

The Squires Gate and Sycamore Estates are designated as an Industrial Improvement Zone, with potential for major redevelopment and enhancement as an integral expansion of the Blackpool Business Park.

7.18 The Squires Gate and Sycamore Estates are part of a major concentration of employment in south Blackpool together with the adjoining Blackpool Business Park and Blackpool Retail Park with good access to the M55. Recent levels of take-up and continuing developer interest mean it is anticipated the Blackpool Business Park will be fully developed during the Plan period.

7.19 The potential exists for major redevelopment and enhancement of the older estates as an extension of the Blackpool Business Park to provide modern quality premises to help attract

inward investment and expansion space for existing local firms.

7.20 An Improvement Zone plan will be prepared for the two estates and adjoining lands in consultation with existing owners/ occupiers and set out a strategy for their enhancement and retention as a prime business location.

DE3 Mixed Use Industrial Improvement Zones

The Cocker Street and Hoo Hill Estates are identified as mixed use industrial improvement zones where Action Plans will be prepared setting out measures to improve amenities, increase business efficiency and retain job opportunities.

Action Plans will be prepared as Supplementary Planning Documents, the purpose of which will be:

- to guide future regeneration and improvement of the estate for employment use
- to encourage the removal of uses which have an adverse effect on neighbouring amenities
- to improve traffic management and circulation
- to identify opportunities for residential development of parts of the estates.

7.21 The Cocker Street and Hoo Hill Estates are older estates within the built up area that primarily meet the needs of smaller/medium sized businesses and local needs. There is potential for housing redevelopment of part of each estate, including underused or adjoining land.



Chapter 7: Diversifying the Local Economy



7.22 Action Plans will be prepared for both estates. Redevelopment of any parts of the defined improvement zones for housing will only be permitted as part of a co-ordinated plan to assist delivery of wider improvements to the layout, environment and efficiency of the estates, retaining and safeguarding the main parts of the estates for industrial/business use.

DE4 Outside the Defined Industrial/Business Estates

Outside the defined industrial/business estates, further development or redevelopment of existing industrial/business sites/premises, the reuse of appropriate existing buildings or other small-scale industrial/business development will be permitted. Other larger new industrial/business development outside these areas will not be permitted.

Development of existing industrial/business premises for other uses will only be permitted where resulting environmental and wider community benefits outweigh the loss of employment capacity.

7.23 About three quarters of Blackpool's manufacturing sector is concentrated on the main industrial estates defined on the Proposals Map. A quarter of the town's manufacturing jobs together with builders yards, car servicing workshops and an array of other uses are located in smaller concentrations of firms throughout the urban area.

7.24 Many such business and industrial premises are located in back street locations within residential or holiday areas. Mostly they are long established premises within the densely built older inner areas of the town and many have

limited site space that can give rise to environmental problems.

7.25 However, the Council fully recognises that such premises continue to provide important job opportunities. Established uses will be able to improve their circumstances providing it can be displayed that an overall gain to the community will result, without causing an unacceptable impact on the environment. Similarly, the reuse of appropriate existing buildings and small-scale new businesses (including small-scale office development of purely local significance) will also be acceptable unless there are specific and significant noise, safety, traffic or other adverse effects.

7.26 The Urban Potential Study identifies a substantial number of existing industrial premises as potential opportunities in physical terms for residential development. These include a number of premises whose use or appearance gives rise to environmental problems. However, the Council generally wishes to avoid the loss of commercially viable employment sites. Reflecting this, the development of other existing industrial/business premises for other non-employment generating uses will only be permitted where it is evident the resulting loss of employment capacity will be outweighed by wider community or environmental benefits.

7.27 Where there are clear environmental problems due to the appearance, noise, smell, and activities generated by industrial and commercial uses which have an adverse effect on neighbouring amenities, the Council will permit their redevelopment for other uses.



Building a better community for all

Chapter Targets

- Take up of 10ha of business/ industrial land between 2001 and 2006
- Ensure 5 year supply of available land based on past rolling average of take up
- Preparation of Industrial Improvement Zone Plan for Squires Gate and Sycamore Estates by end of 2006.

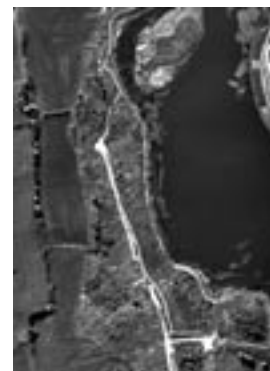


*Chapter 7: Diversifying
the Local Economy*

Building a better community for all

8: Conserving the Natural Environment – Policies

Policy Number and Title	Page
NE1 Development within Green Belt	118
NE2 Countryside Areas	119
NE3 Replacement Dwellings and Extensions in the Countryside	120
NE4 SSSIs	121
NE5 Other Sites of Nature Conservation Value	121
NE6 Protected Species	123
NE7 Sites and Features of Landscape, Nature Conservation and Environmental Value	124
NE8 Urban Greenspace	125
NE9 The Coast and Foreshore	126
NE10 Flood Risk	126



Chapter 8: Conserving the Natural Environment



8: Conserving the Natural Environment



Introduction

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

8.2 Blackpool's limited areas of underused/derelict land equally constrain opportunities to create new landscaped areas and increase the emphasis that needs to be placed on existing site enhancement.



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

8.4 Consistent with these aims, Blackpool's own Local Agenda 21 Plan addresses a wide range of transport, housing, economic and other development issues and the Local Plan seeks to focus new development to sites within the existing urban area.



Aim & Objectives

8.5 Aim

"To maintain and improve open land and natural environments within the Borough through protecting and enhancing landscape quality and nature conservation value."

8.6 Objectives

- To protect the existing Green Belt.

- To control/resist development in the Marton Moss and Preston New Road Countryside Areas.
- To protect areas of ecological importance and conserve other important natural features.
- To minimise and mitigate any adverse impacts of development on the natural environment.
- To enhance the nature conservation and landscape value of open land resources and sensitive habitats by actively managing their restoration and improvement.

Policies

NE1 Development within the Green Belt

To safeguard the open character of the Green Belt, planning permission will not be given for the construction of new buildings or the change of use of existing buildings other than for:

- (a) **agriculture or in relation to re-use of buildings, on-farm agricultural diversification which is appropriate to the rural area and does not compromise the objectives of the Green Belt.**
- (b) **essential facilities for outdoor sport/recreation, cemeteries or other uses appropriate to a rural area**
- (c) **limited extension, alteration or replacement of existing dwellings.**

8.7 Much of Blackpool is already built up and there are intense pressures for development to meet needs generated by the urban area. Within the tightly defined boundaries of the Borough, a prime role

Building a better community for all

of the Green Belt is to define the limits of development and prevent Blackpool merging with neighbouring settlements. The Council will maintain the Green Belt land shown on the Proposals Map between Blackpool and Carleton and between Blackpool and St Annes.

8.8 The Green Belt between Blackpool and Carleton comprises mainly open farmland and Carleton Cemetery together with school playing fields adjoining the Borough boundary north of Garstang Road. The Green Belt between Blackpool and St Annes comprises playing fields and sports grounds and forms part of a larger area of Green Belt on land at Blackpool Airport within Fylde Borough.

8.9 The essential permanence of the Green Belt should be secured for as far as can be seen ahead. North West Regional Spatial Strategy states that development needs in Lancashire as a whole can be accommodated without any changes in Green Belt. The boundaries in Blackpool remain unchanged from those designated in the previous Local Plan (1991-2001).

8.10 The Policy sets out that new development other than that which maintains the openness of the Green Belt will not be permitted and seeks to ensure that any development of existing buildings or change of use of land within the Green Belt is totally appropriate in land use terms.

NE2 Countryside Areas

To retain their existing rural character and prevent peripheral urban expansion the following areas are designated as Countryside Area:

2.1 Land at Marton Moss

Within the Marton Moss Countryside Area, new development, including the conversion or change of use of existing buildings, will not be permitted except for:

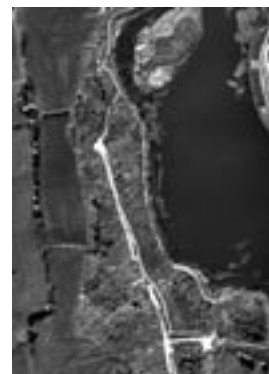
- (a) **agricultural or horticultural purposes**
- (b) **outdoor recreational uses appropriate to a rural area.**

New dwellings will not be permitted unless essential in relation to the agricultural or horticultural use of the land. Infill development and the change of use/conversion of buildings for other uses will not be permitted.

2.2 Land between Newton Hall and Preston New Road

Within the Newton Hall/Preston New Road Countryside Area new development will not be permitted except for agriculture, horticulture or other uses appropriate to a rural area. The re-use or conversion of existing buildings for other uses will be permitted provided that their scale, form and general design are consistent with the character of the area.

8.11 The designation of Countryside Areas in conjunction with the Green Belts defines the limit of urban development. Their protection has environmental benefits for residents and encourages investment and development within the urban area,



Chapter 8: Conserving the Natural Environment



where sufficient land is identified to meet future development needs.

8.12 The Countryside Areas at Marton Moss and on the eastern edge of the Borough (between Newton Hall and Preston New Road) are predominantly in agricultural use and adjoin extensive areas of open countryside in neighbouring Fylde Borough.



8.13 The former high concentration of glasshouses on Marton Moss resulted in a very concentrated form of development, different from typical countryside areas. The amount of horticultural use has declined, with the Moss now mainly used for a mix of horse grazing land, glasshouses, and dwellings set in large gardens, but it remains open and rural in character. The majority of the Moss is designated as high quality Grade 2 agricultural land.

8.14 In order to safeguard existing agricultural and horticultural holdings and avoid the adverse impact of the further intensification of development on the remaining rural environment, the Council's longstanding policy is to restrict other forms of development. New residential development, including the change of use of existing agricultural or horticultural buildings will not normally be permitted on the Moss unless the applicant is able to establish a bona fide need and intention to use the dwelling in connection with an agricultural or horticultural holding.



8.15 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 rise to the need for residential supervision or there is already an existing dwelling on the site. Enhancement of the wildlife features of the countryside areas will be encouraged,

as will developments leading to their enjoyment by the public.

8.16 Reflecting the fragmented nature of the Moss with its many smallholdings, the Council's restrictive approach to development means infill development and conversions to residential and other non-agricultural uses which are normally considered appropriate in other countryside areas are not permitted on the Moss.

8.17 The drainage system on the Moss is only adequate to cater for existing development, together with new development required in connection with agriculture and horticulture use. The public sewers available to deal with foul and surface water drainage from new development have inadequate capacity. The cumulative effect of further new development would have an adverse impact on the ability of the existing drainage system to cater for existing development.

NE3 Replacement Dwellings and Extensions in the Countryside

Extensions and replacements for existing dwellings in the countryside will only be permitted if in keeping with the scale and open character of the designated Countryside area or Green Belt. Extensions and replacements for existing dwellings in excess of 35% of the original ground floor footprint of the building will not be permitted.

8.18 Consistent with the Council's policy to resist new residential dwellings, extensions to existing buildings will not be permitted that are clearly in conflict with the open character of the designated Countryside Areas and Green Belt.

Building a better community for all

8.19 Modest extensions that relate well to neighbouring developments and are carried out sensitively will be permitted. The Council's restrictive policies controlling new housing development in the countryside, however, potentially encourages applications for large extensions and replacement dwellings. 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 Areas and Green Belt will be resisted. To avoid over large and conspicuous dwellings, no proposals will be permitted exceeding 35% of the original ground floor building footprint.

NE4 SSSI's

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.

8.20 Sites of Special Scientific Interest are statutory sites of nature conservation value notified by English Nature and represent the best of the country's habitats. 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.

8.21 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 English Nature on any planning applications likely to affect land in the SSSI.

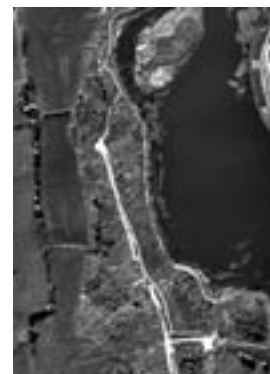
NE5 Other Sites of Nature Conservation Value

Development will not be permitted that would destroy or 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.

8.22 Apart from the statutorily designated SSSI, the highly built up nature of Blackpool limits the number of sites of nature conservation interest, increasing the importance of protection of any sites where nature conservation interests are identified.

8.23 In June 1991, the Council formally declared the Marton Mere Local Nature Reserve. The boundaries of the Local Nature Reserve shown on the Proposals Map include the SSSI and further land on the southern shoreline of the Mere and within the Marton Mere Caravan Park. A Management Plan has been prepared by the Council in consultation with English Nature and other interests, to manage, enhance and promote the Reserve. The Plan recognises the paramount nature conservation interests of the Mere, whilst providing footpaths, signs and supporting facilities for the enjoyment and education



Chapter 8: Conserving the Natural Environment



of the public and is subject to regular review.

8.24 Biological Heritage Sites are derived from a County-wide project undertaken by officers of English Nature, the Lancashire Wildlife Trust and Lancashire County Council which identified a network of key wildlife sites across the Joint Structure Plan Area. The list is reviewed annually at the BHS Annual Review meeting. Designated Biological Heritage Sites identified for protection in Blackpool were at the last revision in April 2003:

- 8.1 Robins Lane Pond Cluster, Bispham
- 8.2 Field pond west of Bispham Road
- 8.3 Bispham Marsh
- 8.4 Queens Promenade Coastal Grassland - North Shore Boating Pool to Little Bispham
- 8.5 Carleton Cemetery pond cluster
- 8.6 Heron Way pond (Whitemoss)
- 8.7 Salisbury Garden, Woodside Drive
- 8.8 Island in Stanley Park Lake
- 8.9 Broad Oak Lane Field ponds
- 8.10 Herons Reach Golf Course, Marton Mere, Habitat Complex
- 8.11 Blackpool South Railway Line - Squires Gate Station to Lytham Road Bridge
- 8.12 Holyoke Reed Bed, Warbreck
- 8.13 Rough Heys, north of Yeadon Way (Planning permission exists for housing development on this site)
- 8.25 Nearly all 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.

8.26 Ponds are particularly important landscape features in the Fylde and provide important freshwater habitats (see also Policy NE6), but substantial numbers have been lost in the last 40 years. A high proportion of the remaining ponds in Blackpool are now designated Biological Heritage Sites. All other ponds are considered to be of local nature conservation interest and also safeguarded from development. The largest concentration of ponds is on the edge of the Borough in north-east Blackpool.

8.27 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.

8.28 Where proposals are made for development of Biological Heritage Sites, careful attention will be given to assess whether the proposal makes an important contribution to recognised key planning objectives which cannot be more satisfactorily achieved elsewhere.

8.29 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.

8.30 Where in exceptional circumstances development is to be approved which could affect a conservation site, appropriate

Building a better community for all

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. Given the large number of ponds which have been lost in the Borough over the last 40 years, the Council will require the creation of two ponds for every pond lost through development. In addition the creation of other new ponds in association with any new development will be supported, especially where this would also contribute to Sustainable Drainage Systems.

NE6 Protected Species

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.

8.31 Many species receive special protection under National, European and International legislation (see Appendix A for a list of the main relevant legislation and regulations.) 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. The Lancashire Biodiversity Action Plan produced in April 2001 offers further guidance on what can be done at a local level to maintain and enhance Lancashire's wildlife.

8.32 The presence of certain newts, bats, butterflies or other protected species is a material planning consideration when considering development proposals which 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.

8.33 In Blackpool a substantial number of the already designated conservation sites are habitats of the Great Crested Newt, which is a specially protected species. New sites have been found in north east Blackpool and full steps have been taken to safeguard their habitat including new pond creation in both north and south Blackpool.



Chapter 8: Conserving the Natural Environment



NE7 Sites and Features of Landscape, Nature Conservation and Environmental Value

The Council will protect and retain sites and features of landscape, nature conservation and environmental value. Particular importance is attached to:

- **sites within the densely built-up inner areas**
- **prominent road/railway frontage sites that provide attractive open breaks**
- **groups of trees and hedgerows that contribute to public amenity and/or are of nature conservation importance**
- **watercourses**
- **other habitats listed in the Lancashire Biodiversity Action Plan (BAP) or supporting species listed in the BAP.**

Development proposals must ensure that these sites and features are protected and where possible enhanced. The Council will identify suitable sites for landscape enhancement and use its powers to promote and encourage their renewal, including maximising benefits for nature conservation using available grant resources.

8.34 Blackpool's intensely built-up urban area means much of the remaining open land has important landscape, nature conservation and environmental value and increases the importance of optimising the amenity value of remaining undeveloped land. Substantial development proposals or any proposals affecting prominent or

sensitive sites should have regard to their landscape character and include an assessment of their potential impact on the open and urban landscape.

8.35 A large amount of open land is protected from development by other policies of the Plan, including public open space, sites of nature conservation value, Green Belt and Countryside Areas. Churchyards, school grounds, wasteland, neglected sites and even railway embankments and roadside verges can also have wider amenity and environmental benefits for the community. Where such sites are identified as of importance, the Council will seek their conservation.

8.36 Particular importance is attached to the retention and enhancement of any well-located sites within the inner areas of the town where existing open space is at a premium. Prominent open sites on main road frontages contribute significantly to the character of an area and should be safeguarded wherever possible. Blackpool's urban nature and exposed coastal location also increases the importance of the few wooded areas and hedgerows that add interest and enjoyment to the local environment. The Council will seek to protect significant trees through Tree Preservation Orders.

8.37 In addition there are numerous small derelict, untidy or underused backland sites. Often sites provide very little opportunities for meaningful use due to size, configuration or access problems, with such sites becoming untidy dumping grounds rather than being of amenity benefit to residents.

8.38 As part of the response to tackle dereliction there are a range of county, regional and nationally based landscape enhancement grants and programmes to

Building a better community for all

invest in such sites for the benefit of the community. The “Remade in Lancashire” initiative is a major new approach focussing on the improvement of derelict, underused or neglected land (DUN land). The Council will seek to access such programmes and engage with the local community in identifying and delivering improvements to a range of sites across the Borough.

8.39 The Council will actively seek to unlock the potential for such sites and improve the natural environment for local residents. Potential measures include landscape renewal, wildlife habitats, footpaths, tree planting and community woodlands as well as more formal and informal provision of recreation facilities. Any tree planting will help to secure Blackpool’s contribution towards meeting Joint Lancashire Structure Plan target 20.1 which seeks to increase the area of native woodland in the County by 15% by 2016.

NE8 Urban Greenspace

The following sites are identified as important open landscape areas which contribute significantly to the character of the surrounding area and which will be safeguarded as urban greenspace:

E8.1 Warren Drive

Within the site:

- **proposals for landscape enhancement including new planting will be pursued**
- **open aspects across the site will be retained**
- **public access will be retained to the Warren Drive frontage and along the west and east of the site.**

E8.2 Geldof Drive/Warley Road

Within the site:

- **proposals for landscape renewal will be pursued to create a natural ‘wild’ greenspace**
- **open recreational access will be provided from adjoining residential areas.**

8.40 The Warren Drive site has changed little in the past 40 years, comprising undeveloped fenced grazing land with informal footpath links along the site frontage and flanks of the site through to the wider open lands on Fleetwood Road and Whiteholme playing fields. The land is greatly valued by local residents as an attractive open break that contributes significantly to the character of the surrounding area.

8.41 The site was previously identified for office use within a high quality landscaped setting and prior to that as a secondary school site, both recognising the need to retain the open character of the site. With sufficient land identified elsewhere to meet Blackpool’s needs to 2016, there is no requirement to develop this prominent greenfield site.

8.42 The Geldof Drive site comprises the unused Council owned playing fields adjoining the Holy Family Junior School and formerly used by Claremont Primary School. The land is surplus to requirements and has been adversely affected by earlier mineral workings and controlled tipping on the site. There is no current public access to the land.

8.43 Reflecting their character and landscape value the Warren Drive and Geldof Drive sites are safeguarded as important urban greenspaces in the Plan.



Chapter 8: Conserving the Natural Environment



Proposals for landscape renewal and enhancement will be pursued to enhance the landscape interest and value of the sites. The retention and management of the sites can also contribute to the delivery of Biodiversity Action Plan targets.

8.44 The Warren Drive site will be retained as private open space, with the views across the site providing one of the most extensive open vistas in the Borough, acting as a valuable green lung within the urban area.

8.45 Within the Geldof Drive site landscape renewal proposals will be pursued to maximise its potential as a natural 'wild' greenspace with open recreational access from adjoining residential areas.



NE9 The Coast and Foreshore

The environment of Blackpool's coast and foreshore will be protected by:

- giving favourable consideration to development proposals to secure further improvements to the quality of seawater and beaches
- resisting developments that would adversely affect the appearance and environmental quality of the beach and foreshore.

8.46 Blackpool's coastline and foreshore are well used by local residents and intensively used for tourism. The Council wishes to protect and enhance the environment of the coast.

8.47 The resort's large expanse of sandy beaches are an essential part of the seaside holiday environment. Pollution of the coastline and seawater has in the past been a problem, but major improvements

in sewage treatment have ensured that the seawater now reaches the standard of the EC directive for the quality of bathing water. Measures that lead to further improvements will be encouraged and fully supported by the Council.

8.48 This Council is committed to maintaining and protecting the large expanse of beaches. The Council will continue to monitor beach levels, and will resist any proposed development that would be likely to threaten the Blackpool sands.

NE10 Flood Risk

Development in areas at risk from flooding (including tidal inundation) will only be permitted where appropriate flood alleviation measures already exist or are provided by the developer. Developments will not be permitted which would increase run-off that would overload storm drains or watercourses. Sustainable drainage systems will be used in new developments unless it can be demonstrated to the Council's satisfaction that such a scheme is impractical.

8.49 It is essential to ensure that new development will not be liable to or increase the risk of flooding. Government Guidance requires local planning authorities to adopt a risk based sequential approach to proposals for development taking account of the area liable to flooding, its likelihood and extent. In accordance with PPG25 (Development and Flood Risk) applications in areas at risk of flooding should be accompanied by an appropriate flood risk assessment, which complies with Appendix F of PPG25.

8.50 The watercourses in Blackpool are incapable of accepting any increase

Building a better community for all

in surface water and it therefore needs to be ensured that any new development is drained in accordance with PPG25 guidance. There have been longstanding drainage constraints on the Moss. In the north of the Borough, despite earlier improvements, there has been storm water flooding in residential areas.

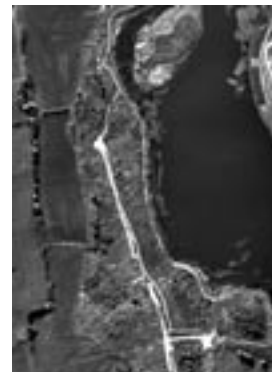
8.51 All built development increases flood risk by preventing water from soaking into the ground and thus increasing run off. New developments will be permitted where there is adequate drainage capacity and should seek to minimise surface water run-off. Sustainable drainage systems (SUDS) can help to reduce the impact of built development while traditional drainage techniques using underground pipes increase the rate of run-off. SUDS involve techniques which control the rate of surface water run-off as close to its source as possible, slowing the water down and allowing it to sink into the ground. Physical elements can include basins, ponds, wetlands, permeable areas and swales (very shallow channels). Consultations will be undertaken with the Environment Agency on all relevant proposals as appropriate

8.52 To alleviate problems of seawater flooding, the Council commenced a massive programme of sea defence and coast protection works in 1981, planned for completion in 2008, covering the length of the Promenade from Anchorsholme to Starr Gate. The next section of work covers the core resort frontage area between North and South Piers. With rising sea levels and potential climate change, it will be important to ensure the maintenance and renewal of the sea defences, with much emphasis now also on improving the appearance and environmental quality of the seafront as a mainstay of the resort's tourism offer.

8.53 Flood Zones showing those areas likely to be at risk of flooding have been prepared by the Environment Agency and are to be included in a supplementary planning document.

Chapter Targets

- Undertake full survey of potential landscape enhancement sites by 2005
- Commence programme of site enhancement by 2007.



Chapter 8: Conserving the Natural Environment

Building a better community for all

9: Accessibility and Safe Journeys for All - Policies

Policy Number and Title	Page
AS1 General Development Requirements	131
AS2 New Development with Significant Transport Implications	132
AS3 Provision for Walking and Cycling	134
AS4 Provision for Public Transport	135
AS5 Traffic Management	136
AS6 Road Schemes	138
AS7 Aerodrome Safeguarding	138



Chapter 9: Accessibility and Safe Journeys for All



9: Accessibility and safe Journeys for All



Introduction

9.1 The economic vitality of Blackpool and the quality of life of its residents are closely linked to the effectiveness of the transport infrastructure. Personal mobility is essential for everyone. It is integral to achieving many of the Local Plan's objectives such as diversifying the local economy, establishing a thriving sub-regional centre, reshaping the resort, developing balanced and healthy communities and conserving the natural environment.



9.2 The main highway network within the Borough comprises a grid of north-south and east-west routes. Of the 12 million people who visit Blackpool annually, 70% travel by car arriving mainly via the M55. The Town Centre, main tourist areas and access routes can become heavily congested during the holiday season, detracting from the amenity and safety of pedestrians and local residents and causing wider environmental problems. Particular problems arise at junctions around the periphery of the Town Centre where traffic entering or leaving conflicts with traffic moving through the urban area along the north-south routes. Such problems do not follow the traditional morning and evening peak hour patterns of most towns and cities.



9.3 In contrast to visitor travel patterns, an estimated 42% of Blackpool's resident population and 34% of staying visitors have no access to a car. They rely on other modes primarily public transport, walking and cycling to move about and beyond the Borough. The Council is committed to facilitating access for all by a variety of modes to key destinations. The policies in this chapter are therefore aimed at:

- providing an integrated transport system
- reducing the need to travel by car and
- making it safer and easier for people to access jobs, shopping, leisure facilities and services by public transport, walking and cycling.

9.4 This is also a key objective of Government Guidance. Planning Policy Guidance Note 13 on Transport seeks to improve access whilst reducing the need to travel (particularly by private car).

9.5 Local Transport Plans have a central role in co-ordinating and improving local transport provision and the contents of the Blackpool Local Transport Plan are closely linked to the policies in this chapter to ensure that the strategies of the two plans are complementary.

Aim and Objectives

9.6 Aim

"To promote good accessibility by a variety of modes to key destinations, through the integration of development and transport systems."

9.7 Objectives

- To focus new development where there is a choice of travel modes, thus reducing dependency on the private car
- To improve road safety and reduce the impact of vehicular traffic and traffic emissions on the health of the community and on the environment

Building a better community for all

- To promote walking and cycling by residents and visitors particularly for short trips
- To provide an integrated public transport system that is an attractive alternative to the private car
- To maintain and exploit the full potential of Blackpool's existing road, rail and tramway infrastructure
- To ensure that the elderly, disabled and people with young children have access to all buildings, public spaces and means of transport
- To promote travel plans among employers, schools and hospitals that minimise car journeys and road freight.

Policies

AS1 General Development Requirements

New development will only be permitted where the access, travel and safety needs of all affected by the development are met as follows:

- (a) convenient, safe and pleasant pedestrian access is provided
- (b) appropriate provision exists or is made for cycle access
- (c) effective alternative routes are provided where existing cycle routes or public footpaths are to be severed
- (d) appropriate access and facilities for people with impaired mobility (including the visually and hearing impaired) are provided

- (e) appropriate provision exists or is made for public transport
- (f) safe and appropriate access to the road network is secured for all transport modes requiring access to the development
- (g) appropriate traffic management measures are incorporated within the development to reduce traffic speeds; give pedestrians, people with impaired mobility and cyclists priority; and allow the efficient provision of public transport
- (h) appropriate levels of car, cycle and motorcycle parking, servicing and operational space are provided, in accordance with standards set out in Appendix B.

Where the above requires the undertaking of offsite works or the provision of particular services, these must be provided before any part of the development comes into use.

9.8 This policy establishes the main principles relating to highways, transport and parking which will apply to all development. Good accessibility to jobs, services and facilities is fundamental to an effective planning system. The ability to reach a site by different modes of transport and provide genuine choice is an essential factor in considering the suitability of sites for development. This is important for all, but especially for those who do not have regular use of a car and to promote social inclusion.

9.9 New development should therefore be concentrated in town and district centres and on other sites which have or will have good access to those centres by a variety of modes (including for,



Chapter 9: Accessibility and Safe Journeys for All



pedestrians, cyclists and users of public transport). Appropriate access and facilities for the mobility impaired (including the visually and hearing impaired) should reflect guidance in the Disability Discrimination Act 1995. The emphasis is on integrating land use, public transport and walking/cycling. Links to nearby existing or proposed pedestrian and cycle routes should be included where such an opportunity exists. In addition each development must have regard to the existing road network and ensure adequate and safe access onto the classified road system. The term “appropriate” will be defined by the Planning/Highway Authority in accordance with a Transport Assessment or simplified Transport Assessment (see Policy AS2).



9.10 The inclusion of the “home zones” concept in new residential developments will be supported. This involves the sharing of road space between drivers of motor vehicles and other road users, with the wider needs of residents (including people who walk and cycle, the elderly and children) being accommodated. “Home Zones” allow the introduction of other elements into the street scene, including areas for children to play, cycle parking, larger gardens or planting such as street trees and facilities such as seats, at which residents can “meet.”



9.11 Achievement of enhanced access may require infrastructure investment by the Highway Authority or public transport providers. In circumstances where improvements directly related to the proposal are required, the developer should contribute to the costs through “planning obligations” under Section 106 of the Town and Country Planning Act 1990 (as amended). Such improvements might include improvements to the frequency of a bus service or development of a

cycle route, which goes near to the site, or pedestrian improvements, which make it easier and safer to walk to the site from other developments or from public transport.

AS2 New Development with Significant Transport Implications

New developments which would generate significant levels of travel will only be permitted in locations which have good access to the existing main highway network and which are well served by sustainable modes of transport. All proposals at or exceeding 500sqms gross floor area will be required to be supported by a simple Transport Assessment. A comprehensive Transport Assessment and a Travel Plan will be required for all proposals at or exceeding the thresholds set out in Appendix B.

Where the above requires the undertaking of offsite works or the provision of particular services, these must be provided before any part of the development comes into use. The Council will refuse development which generates excessive or inappropriate traffic in the locality.

9.12 Government guidance in PPS6 on “Planning for Town Centres” emphasises the importance of adopting a sequential approach to locating new developments. Major generators of travel should be located in existing town or district centres where access by a choice of means of transport is easy and convenient.

9.13 Transport Assessments should be prepared and submitted alongside the relevant planning applications for development. The coverage and detail of

Building a better community for all

the Assessment should reflect the scale of the development and the extent of the transport implications of the proposal. Simple Transport Assessments are tick box based forms of three pages in length with limited supporting documentation. Comprehensive Transport Assessments should be wide-ranging documents analysing all aspects of current and proposed accessibility to the site. They should include modal split targets and identify measures by which these are to be achieved.

9.14 The Highways Agency is the highways authority for the Strategic Trunk Road Network including the M55 and A585. The Agency will seek comprehensive Transport Assessments, which clearly identify the impact upon the trunk road network including the cumulative effect of development in the area, and if appropriate, proposed mitigation measures.

9.15 Travel Plans should have clear targets for car use and parking and should set out how these targets will be achieved. They will involve major employers undertaking staff surveys to identify travel patterns and attitudes and pursuing initiatives to encourage use of alternatives to the private car. Some or all of a Travel Plan for a proposed development may be made binding either through conditions attached to a planning permission or through a planning obligation. Both Travel Plans and Transport Assessments should be prepared in line with the guidance incorporated in Joint Lancashire Structure Plan SPG "Access and Parking".



*Chapter 9: Accessibility
and Safe Journeys for All*



AS3 Provision for Walking and Cycling

(A) Walking

The following improvements to the pedestrian network are proposed:

- (i) the development of “walk in” zones in and adjacent to the Town Centre to make walking the preferred mode of transport for most trips
- (ii) the improvement of pedestrian links between the Central Corridor Visitor Parking Area and the Promenade
- (iii) the application of the “walk in” concept to provide safe, convenient pedestrian routes to other key destinations
- (iv) the enhancement of the Public Rights of Way network by the creation of new public footpaths within the open lands of the Borough.

(B) Cycling

The following improvements to encourage cycling are proposed:

- (i) the completion of Blackpool’s contribution to the National Cycle Network as identified on the Proposals Map
- (ii) the identification and development of Strategic Cycling Network linking key destinations
- (iii) the provision of convenient and secure cycle parking facilities at key destinations including the Town Centre, main shopping

areas, at railway stations, schools and near places of employment.

Development which would prejudice such improvements will not be permitted. Where appropriate, planning conditions will be imposed and/or planning obligations sought from developments in order to secure their implementation.

9.16 The Council is committed to improving facilities for sustainable travel modes, which include walking and cycling to key destinations such as residential areas, educational facilities, workplaces, shopping areas, visitor attractions, accommodation areas and public transport interchanges. Pedestrian and cycle routes have not been developed and promoted in a way which realises the potential in Blackpool for walking and cycling trips by both car and non-car owning households and visitors.

9.17 “Walk in” zones are intended to create a network of convenient, safe and attractive daytime and night-time routes by improving lighting, signing, footway maintenance, crossing facilities and environmental quality. The Council also proposes to improve pedestrian and cycle accessibility to areas within easy walking and cycling distance of district centres, major centres of employment, buses and the Tramway. The existing Public Rights of Way network forms an important and valued network of routes throughout the Borough. The Council will seek to extend the existing network where appropriate and ensure that all routes are appropriately surfaced, sign posted and kept free from obstruction.

9.18 Cycling is a popular mode of travel for some and like walking is healthy, pollution free and makes relatively small

Building a better community for all

demands on land. It is the Council's view that cycling should be encouraged as a transport and recreational opportunity with associated steps to improve provision, safety, convenience and environmental quality for the cyclist. To this end, a Strategic Cycling Network will be identified and developed through the Local Transport Plan process. A draft of the network is shown on the Proposals Map and will be subject to an extensive consultation exercise.

AS4 Provision for Public Transport

(A) Bus

The following improvements to bus provision as identified on the Proposals Map are proposed:

- (i) the provision of a high quality public transport interchange as part of the redevelopment of the Blackpool North Transport Development Area (TDA)
- (ii) the development of a network of Quality Bus Corridors
- (iii) improved interchanges at Victoria Hospital, Corporation Street/Market Street, Abingdon Street, Layton Square, Waterloo Road/Lytham Road, Lytham Road/Highfield Road and at other locations identified through the Council's Local Transport Plan process.

(B) Train

Development that would inhibit the provision and improvement of the rail network and associated facilities including the electrification of the

Blackpool – Preston – Manchester line will be resisted.

Improved interchange between rail and other modes will be achieved at key public transport nodes. The following measures are proposed:

- (i) redevelopment of Blackpool North station as part of a high quality public transport interchange in the Blackpool North TDA
- (ii) providing and promoting quality interchange facilities at existing railway stations
- (iii) improving pedestrian, public transport and cycle access to railway stations.

(C) Tram

The following improvements to the tram system are proposed:

- (i) upgrading of the existing tramway to modern light rail standards
- (ii) creating a new on-street route to link to Blackpool North station and developing a new link to the South Fylde rail line to enable through trams to St Annes and Lytham and potentially to serve Blackpool Airport.

No development will be permitted which is likely to adversely affect the upgrading of the system or prejudice the provision of associated infrastructure.

9.19 Car ownership levels in Blackpool are the lowest in Lancashire. A vibrant, successful public transport network is therefore essential in delivering affordable mobility to the local population and in



Chapter 9: Accessibility and Safe Journeys for All



providing them with access to employment, education, retail and leisure opportunities.

9.20 Blackpool generates significant levels of all-year bus passenger movement. The result is a self-sustaining high frequency bus network with few parts of the Borough far from a reasonable bus service. Blackpool is also the home of Britain's oldest electric tramway. However despite these extensive networks, public transport is not used to its full potential capacity. Problems exist with the obsolescence of some of the infrastructure and vehicles and the quality of interchange arrangements is poor.



9.21 It is proposed to make a significant enhancement to the local bus network through investment in Quality Bus Corridors along the main radial routes. A major bus/tram/coach/rail interchange based on Blackpool North station will be created as well as less formal interchange points within the Town Centre and at other key points throughout the Borough.

9.22 Similarly, continued investment in rail infrastructure is seen as essential to sustain and promote Blackpool as the UK's principal seaside resort. The establishment of a modern light rapid system emerging from the current Tramway will form the backbone of a Fylde Coast integrated public transport network.

9.23 The Council wishes to bring forward Tramway Phase 1 as its main priority and is awaiting a decision from Government in response to the major scheme funding bid submitted in July 2001. It expects to have completed three Quality Bus corridors by the end of the current Local Transport Plan period. The Council will press the rail industry and stakeholders to bring forward rail service and interchange improvement during the period of the Government's

Ten-Year Plan. However it accepts that electrification of the line to Preston and Manchester will be a longer-term priority.

AS5 Traffic Management

The Council will manage traffic in a way that recognises that residents, visitors and businesses using the road network have different requirements and their demands vary at different times.

Traffic management schemes will be introduced to secure appropriate use of the road network in accordance with the following defined road types and functions as indicated on the Proposals Map:

- (a) **Primary Distributor routes** – providing the main links to and from the strategic trunk and principal road network. These are the routes most likely to be used by visitors to the town.
- (b) **Secondary Distributor Routes** – providing the main links to and from key destinations, in particular the Town Centre. These are routes likely to be used by both Fylde Coast residents and visitors.
- (c) **Tertiary Distributor Routes** – providing the links between the two higher level routes and more localised attractions, such as hotel/guesthouse and residential areas.
- (d) **Local Distributor Routes and Local Access Roads** – providing access to adjoining land uses.

Such schemes will include traffic calming; measures to assist public transport; measures to give pedestrians, cyclists and people

Building a better community for all

with impaired mobility priority and other demand management measures. Road safety will be an important consideration in all scheme development.

9.24 The effective management of the highway network is essential for the efficient and safe movement of people and goods around the Borough. A well-managed network is also essential for the effective distribution of traffic entering Blackpool from the rest of the country. This relies on the efficient functioning of the core trunk road and motorway networks, for which the Highways Agency is the highway authority. These strategic routes sit above the levels of road in the local hierarchy, though they do not directly intrude within the Borough boundary. The above route hierarchy (recently revised to be more comprehensive and realistic) has been developed in Blackpool's Local Transport Plan, based on the function each is intended to serve. The purpose of the route hierarchy is to focus limited resources onto the routes performing the most important functions.

9.25 Traffic management measures (including traffic calming and measures aimed at pedestrians) can greatly improve the quality of life of residents. Certain routes may be adapted to be more pedestrian and cyclist friendly and at the same time offering space for meeting, play and relaxation. The non-essential use of unsuitable routes by motor vehicles will be discouraged, whilst at the same time maintaining direct access to properties. An adequate public transport system is also a vital part of any traffic management scheme. Ensuring the effective operation of buses will normally be an important consideration in the design of any traffic calming measures.

9.26 The introduction of the "home zones" concept on residential streets may be considered appropriate. This is being piloted in part of the Talbot/Brunswick Integrated Neighbourhood Improvement area and involves the sharing of the road space between drivers of motor vehicles and other road users, with the wider needs of residents (including people who walk and cycle, the elderly and children) being accommodated. Introducing a "home zone" allows greater scope for a wider range of activities in street space that was formerly considered to be for exclusive use by motor vehicles. This approach will be considered further in the development of other neighbourhood action plans.



Chapter 9: Accessibility and Safe Journeys for All



AS6 Road Schemes

- (A) Major highway improvements will only be supported in the following instances:
- (i) they are essential to facilitate other investment and regeneration proposals within the Town Centre or elsewhere in the Resort Core; and/or
 - (ii) they provide benefits for more sustainable transport modes.
- (B) All road schemes will be designed to facilitate walking and cycling by the provision of safe and effective alternative pedestrian/cycle routes where existing routes are to be severed and by the inclusion of new routes along their alignment.

9.27 The M55 motorway provides Blackpool and the Fylde Coast with a link to the national motorway network. The A585 Trunk Road linking Fleetwood with the M55 is currently operating close to capacity with journey times becoming increasingly unreliable and there is a need to greatly improve the distribution of traffic north and south from the M55 terminus junction. Increasingly high traffic flows and congestion on the principal roads are having a significant impact on the local economy, restricting access to the Port of Fleetwood and holding back the regeneration of Blackpool.

9.28 A longstanding proposal for a Fylde Coast Easterly Bypass was designed to solve two problems; to relieve local villages in Fylde and Wyre and to reduce congestion and provide increased capacity along the A585 and the key north south routes in Blackpool. The Bypass proposal is no longer included in the

Plan and alternative solutions need to be sought to the growth of north-south traffic movements in the Norcross M55 Corridor.

9.29 The Highways Agency Route Management Strategy for the A585 identifies relatively small-scale improvements which will ease traffic flows along this route.

9.30 Blackpool Council in consultation with other affected local authorities is assessing on-line improvements to the main easterly north-south road corridor.

9.31 Major highway schemes will only be supported where the main purpose of the scheme is to facilitate development and regeneration in the Town Centre or elsewhere in the Resort Core or where they are necessary for more sustainable development.

AS7 Aerodrome Safeguarding

Blackpool Airport will be consulted where appropriate, on proposed development within the Borough. The Airport will be consulted on all developments within the aerodrome safeguarding area shown on the Proposals Map.

9.32 Certain civil aerodromes including Blackpool airport are officially safeguarded through Circular 1/2003 – “Safeguarding Aerodromes, Technical Sites and Military Explosive Storage Areas.” This is necessary to ensure that their operation and development are not inhibited by buildings, structures, erections or works which would infringe 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

Building a better community for all

by developments which have the potential to increase the number of birds or the bird hazard risk. The maps showing the safeguarded areas are certified by the Civil Aviation Authority.

9.33 Although Blackpool Airport is located within Fylde Borough, its safeguarded area stretches across Blackpool Borough's boundary. All planning applications within the area shown on the Proposals Map will be the subject of consultation with the operator of the airport. Elsewhere in the Borough, buildings over a certain height will also be the subject of consultation. There may be restrictions on the height or detailed design of buildings or on development which might create a bird hazard.



*Chapter 9: Accessibility
and Safe Journeys for All*

Chapter Targets

- Completion of Blackpool's contribution to the National Cycle Network by 2005
- Provision of 50 secure cycle stands per year over the period to 2006
- Provision of improved bus interchange facilities at three key locations including Blackpool North by 2008.

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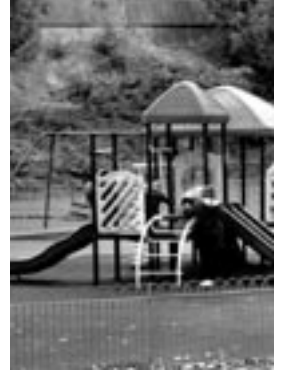
10: Planning Obligations - Policies

Policy Number and Title

PO1 Planning Obligations

Page

142



Chapter 10: Planning
Obligations



10: Planning Obligations



Introduction

10.1 The consequences of development upon the community are a vitally important consideration in the determination of planning applications. It is fundamental to the achievement of the objectives of the Local Plan that the impact of development proposals is fully assessed. Where developments will have potentially significant implications, applicants will be required to submit such an assessment in support of their development proposal.

10.2 Where assessment indicates that there are impacts associated with a proposal that conflict with Plan policy the Council will not approve such development unless these are addressed through changes to the proposal or by the incorporation of measures on or off-site that resolve such conflict.

Aim

10.3 Aim

“To ensure development delivers community benefits not costs.”



Policies

PO1 Planning Obligations

Development will only be permitted where existing infrastructure, services and amenities meet the needs of the proposal or where the developer is willing to enter into a legal undertaking or agreement to enable these needs to be fulfilled.

Where appropriate, planning conditions will be imposed and/or planning obligations sought in connection with a development to ensure that:

- (a) the particular facilities required for the proposed development including the provision of necessary infrastructure, services and community facilities are met**
- (b) any damaging impact on the environment or local amenity arising from the proposed development can be overcome.**

In some cases it may be appropriate for a number of developers to contribute jointly to an improved facility.

10.4 The Council will seek to ensure that development does not create, exacerbate or consolidate deficiencies or problems. Where a proposal for development is acceptable but nonetheless gives rise to additional social, environmental and infrastructure costs upon the community, developers will be required to compensate for the consequential costs of such development. In order to secure such compensation, conditions will be imposed on planning permissions and planning obligations sought, where appropriate.

Building a better community for all

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

- accessible housing
- affordable homes
- ecology and nature conservation
- environmental improvements
- flood defence works
- health and educational facilities
- highway works
- improved pedestrian access
- landscaping
- provision of physical infrastructure
- public transport facilities
- sport and recreational facilities etc.
- street furniture (including litter bins)
- sustainable urban drainage systems (SUDS)
- travel plans.

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

10.7 DOE Circular 1/97 sets out existing Government Policy on planning obligations.



Chapter 10: Planning Obligations

Building a better community for all

APPENDIX A

List of Main Nature Conservation Legislation as of June 2006

International Law and Directives

- Ramsar Convention, 1971
- Convention on International Trade in Endangered Species of Wild Flora and Fauna (CITES) 1975
- Bonn Convention on Migratory Species of Wild Animals, 1979
- EC Directive 79/409 on the Conservation of Wild Birds
- Bern Convention on the Conservation of European Wildlife and Natural Habitats
- EC Directive 85/337 on the Assessment of the Effects of Certain Private and Public Projects on the Environment
- EC Directive 92/43 on the Conservation of Natural Habitats and of Wild Fauna and Flora.

The government of the United Kingdom has published the following programmes intended to fulfil its obligations under the Rio Earth Summit (1992) Conventions:

- UK Biodiversity Action Plan, 1994
- Lancashire Biodiversity Action Plan, 1995
- Climate Change: the UK Programme, 1994
- Sustainable Development - the UK Strategy
- Sustainable Forestry - The UK Programme.

Central Government Guidance

- Planning Policy Statement 9: Biodiversity and Geological Conservation
- Planning Policy Guidance 13: Transport
- Planning Policy Guidance 17: Planning for Open Space, Sport and Recreation
- Planning Policy Statement 23: Planning and Pollution Control.

Statutes

- National Parks and Access to the Countryside Act 1949
- Forestry Act 1967
- Countryside Act 1968
- Town and Country Planning Act 1971
- Local Government Act 1972
- Nature Conservancy Council Act 1973
- Forestry Act 1981
- Wildlife and Countryside Act 1981
- Acquisition of Land Act 1981
- Town and Country Planning (Minerals) Act 1981
- Derelict Land Act 1982
- Wildlife and Countryside (Amendment) Act 1985
- Agriculture Act 1986
- Environmental Protection Act 1990

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- Town and Country Planning Act 1990
 - Water Resources Act 1991 & Water Industry Act 1991
 - Protection of Badgers Act 1992
 - Environment Act 1995
 - Hedgerow Regulations 1997 (SI No. 1160)
 - Countryside & Rights of Way Act 2000
 - Planning & Compulsory Purchase Act 2004
 - Natural Environment & Rural Communities Act 2006.

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APPENDIX B

Car Parking Standards

Land Use	Level of Centre	Baseline Standard (per m ² gross floor area)	
		Gross floor area <500m ² or Low Accessibility	Gross floor area >500m ²
A1 Shops Food	1&2	1:16	1:17-1:19
	1&2	1:22	1:23-1:26
A2 Financial and Professional Services	1&2	1:35	1:37-1:41
	1&2	1:8	1:8.5-1:9.5
A3 Restaurants and Cafes Restaurants Snack Bars Cafes	Same standard for all levels of centre	1:8	1:8.5-1:9.5
	Same standard for all levels of centre	1:8	1:8.5-1:9.5
A4 Drinking Establishments Pubs and Bars	Same standard for all levels of centre	1:8	1:8.5-1:9.5
	Same standard for all levels of centre	1:8	1:8.5-1:9.5
A5 Hot Food Takeaways	1&2	1:35	1:37-1:41
	1&2	1:35	1:37-1:41
B1 Business B1a) & b) Office (including call centres) & Research and Development B1c) Light Industry Stand Alone Business Parks	1&2	1:40	1:42-1:46
	1&2	1:40	1:42-1:46

Land Use	Level of Centre	Baseline Standard (per m ² gross floor area)	
		Gross floor area <500m ² or Low Accessibility	Gross floor area >500m ² Medium accessibility Reduce baseline by 5-15% High accessibility Reduce baseline by 15-35%
B2 General Industrial	Same standard for all levels of centre	1:45	1:47-1:53 1:53-1:69
B8 Storage and Distribution	Same standard for all levels of centre	1:200	1:210-1:235 1:235-1:308
C1 Hotels Hotels, boarding and guest houses	Same standard for all levels of centre	1 bedroom including staff Coaches – minimum 1 space for 30 beds +	Reduce pro-rata Reduce pro-rata
C2 Residential Institutions Nursing Homes	Same standard for all levels of centre	1 per 5 residents	Reduce pro-rata Reduce pro-rata
Residential Schools, Colleges, Residential Training Centres and Halls of Residence	Same standard for all levels of centre	Training centres and colleges - 1 per bed (short courses); 1 per 2 beds (longer courses) - over 1 month duration Residential schools - as day schools + 1 space per 20 beds Coaches – minimum 1 space for Training Centres of 1000m ² +	Reduce pro-rata or as part of Travel Plan Reduce pro-rata or as part of Travel Plan
Hospitals	Same standard for all levels of centre	1 per bed including those used for short stay operations	Reduce as part of Travel Plan Reduce as part of Travel Plan

Building a better community for all

Land Use	Level of Centre	Baseline Standard (per m ² gross floor area)	
		Gross floor area <500m ² or Low Accessibility	Gross floor area >500m ² Medium accessibility Reduce baseline by 5-15% High accessibility Reduce baseline by 15-35%
D1 Non-Residential Institutions Medical/Health Facilities	Same standard for all levels of centre	4 per consulting room	Reduce pro-rata Maximum of 3 per consulting room
	Same standard for all levels of centre	1.5 per 2 staff plus drop-off zone (in or outside curtilage) of 1 space per 10 children	Reduce pro-rata
Crèche/Day Nurseries/ Day Centres	Same standard for all levels of centre	1 per classroom/activity area	Reduce as part of Travel Plan
	Same standard for all levels of centre	1 per classroom/ activity area	Reduce as part of Travel Plan
Primary and Secondary Schools	Same standard for all levels of centre	1 per 2 full-time staff (any residential element addressed under C2)	Reduce as part of Travel Plan
Sixth Form	Same standard for all levels of centre	1:35 Coaches – minimum 1 space for Training Centres of 1000m ² +	1:41-1:54
Further and Higher Education	Same standard for all levels of centre		Reduce as part of Travel Plan
Training and Conference Centres	Same standard for all levels of centre		Reduce as part of Travel Plan

Building a better community for all

Land Use	Level of Centre	Baseline Standard (per m ² gross floor area)		
		Gross floor area <500m ² or Low Accessibility	Gross floor area >500m ²	
			Medium accessibility Reduce baseline by 5-15%	High accessibility Reduce baseline by 15-35%
Art Galleries, Museums and Libraries	Same standard for all levels of centre	1:30 Coaches – minimum 1 space for Galleries & Museums of 2 500m ² +	1:31-1:35	1:35-1:48
		1:10 Coaches – minimum 1 space for Public Halls of 2 500m ² +	1:10.5-1:12	1:12-1:15
Public Halls/Places of Worship	Same standard for all levels of centre	1 per 8 seats Coaches – minimum 1 space for Concert/theatre facilities of 2 500m ² +	1:8-1:9	1:9-1:12
		1:25 Coaches – minimum 1 space for facilities of 2 500m ² +	1:26-1:29	1:29-1:38
D2 Assembly and Leisure Cinemas and Concert facilities	1&2	12 per ha pitch area	Reduce pro-rata	Reduce pro-rata
Other D2 including Leisure (buildings)	1&2	1 per 15 seats for all seated stadiums; non seated stadiums on basis of Transport Assessment Coaches – minimum 1 space for each 1,500 seats or standing spaces	Reduce as part of Travel Plan	Reduce as part of Travel Plan
D2 Outdoor Playing pitches	Same standard for all levels of centre			
Stadia	Same standard for all levels of centre			

Land Use	Level of Centre	Baseline Standard (per m ² gross floor area)		
		Gross floor area <500m ² or Low Accessibility	Gross floor area >500m ²	
			Medium accessibility Reduce baseline by 5-15%	High accessibility Reduce baseline by 15-35%
Miscellaneous Uses				
Cash and Carry	Same standard for all levels of centre	1:40	1:42-1:46	1:46-1:54
Wholesale Car Sales	Same standard for all levels of centre	1:50 internal showroom area	1:53-1:59	1:59-1:76
Vehicle Repair and Service Stations	Same standard for all levels of centre	1:50	1:53-1:59	1:59-1:76
Taxi booking offices	Same standard for all levels of centre	1 per 1.5 cars operating from the business, to be located within 100 metres of the office	No reductions	No reductions
Fuel Filling Stations	Same standard for all levels of centre	1 car space. Where retail element involved use retail standards counting each pump as a parking space	Pro-rata	Pro-rata

Building a better community for all

Further Guidance

Accessibility Reductions

For medium and high accessibility developments over 500m² gfa Local Planning Authorities should determine the appropriate parking level based on:

- the score obtained from the Accessibility Questionnaire;
- information provided in the Transport Assessment and Travel Plan (where -appropriate);
- the Parking Strategy of the Council or where this has not been prepared, the approach set out in draft SPG “Access and Parking”.

Greater reductions may be made, such as in town centre locations.

For A1/D2 uses with medium/good accessibility in sequentially suitable locations accessibility reductions may not be required. In such circumstances the applicant will be required to demonstrate through a Transport Assessment, to the satisfaction of the Highways Authority, that the proposal would cater for linked trips and would not conflict with the overall Parking strategy for the town.

All proposals of over 500m² gfa with low accessibility will be expected to demonstrate how accessibility by walking, cycling and public transport can be enhanced to at least medium accessibility level.

Mobility Parking

Unless otherwise specified parking for the mobility impaired & parent/child should be made at a minimum level of 1 per 10 car spaces as part of overall provision. Additional mobility spaces than indicated by overall provision may be required at locations such as Health Centres while less may be necessary for other uses. Provision at less than 1:10 should be agreed following consultation with disability groups on individual applications and subject to suitable alternatives being available.

Bicycles

The minimum level is 1 per 10 car spaces. Long-stay covered, secure cycle parking will be required on all developments employing 30 or more full or part-time staff.

Motorcycles

A minimum of 1 per 25 car spaces is required. Long-stay covered, secure parking will be required on all developments employing 30 or more full or part-time staff.

Operational Parking

Operational parking necessary to business, e.g., goods vehicles and deliveries, should be provided in addition to these standards and should be demonstrated in the Transport Assessment.

Note: Detailed guidance on the calculation of parking provision and quality of facilities required can be found in Supplementary Planning Guidance “Access and Parking”.

Parking Level Reductions in Areas of Good Accessibility

Table B: Parking Level Reductions

Low Accessibility:
No change to baseline level

Medium Accessibility:
Reduce baseline by 5-15%

High Accessibility:
Reduce baseline by 15-35%

The definition of low, medium and high accessibility is intended purely for calculation of parking standards. It is not a definition of how accessible the site is in broader planning terms.

the use of planning agreements and/or conditions. If this cannot be achieved, or is not considered to be appropriate in the individual case, this should be clearly justified. Local Planning Authorities will consider all proposals against broader locational policy, including the sequential approach to development advocated in PPS6.

Note: Accessibility reductions for retail (A1) uses only are at the discretion of Local Planning Authority (see parking standard table note).

B.1 The reductions in Table B apply to all developments of over 500m² gross floor area. For proposals of under 500m² gfa no changes to the baseline figures are required. Local Planning Authorities may, however, at their discretion, apply accessibility reductions for proposals below the 500m² threshold in areas of good accessibility, such as town centres.

B.2 Table B sets out a range of reductions in parking levels, which should be applied in medium and high accessibility locations. Local Planning Authorities should determine precise reductions based on the score obtained, the Parking Strategy of the Council or where this has not been prepared, the approach set out in SPG "Access and Parking". Greater reductions to those indicated in Table B may be made, such as in town centre locations.

B.3 Where a site of over 500m² gfa is calculated to have low accessibility, developers will be required to demonstrate how accessibility can be enhanced to at least medium level, in particular through

Building a better community for all

Table C: Accessibility Questionnaire - Non-Residential Development

<i>Site Description:</i>					
<i>Application Reference:</i>					
<i>Access Type</i>	<i>Criteria</i>	<i>Criteria Scores</i>	<i>Score</i>	<i>Sub-Score</i>	
<i>Walking</i>	<i>Distance to nearest bus stop from main entrance to building (via direct, safe route)</i>	<i><200m</i>	<i>5</i>		
		<i><300m</i>	<i>3</i>		
<i><500m</i>		<i>1</i>			
<i>>500m</i>		<i>0</i>			
	<i>Distance to nearest railway station from main entrance to building</i>	<i><400m</i>	<i>3</i>		
		<i><1km</i>	<i>2</i>		
		<i>>1km</i>	<i>0</i>		
<i>Cycling</i>	<i>Proximity to define cycle routes</i>	<i><100m</i>	<i>3</i>		
		<i><500m</i>	<i>2</i>		
		<i><1km</i>	<i>1</i>		
<i>Public Transport</i>	<i>Bus frequency of principal service from nearest bus stop during operational hours of the development</i>	<i>Urban/Suburban</i>	<i>5</i>		
		<i>15 minutes or less</i>	<i>3</i>		
		<i>30 minutes or less</i>	<i>1</i>		
		<i>Villages and Rural</i>	<i>Hourly or less</i>	<i>5</i>	
			<i>2 Hourly or less</i>	<i>2</i>	
			<i>1 or more per day</i>	<i>1</i>	
		<i>Number of bus services serving different localities stopping within 100 metres of main entrance</i>	<i>4 or more localities served</i>	<i>5</i>	
			<i>3</i>	<i>3</i>	
			<i>2</i>	<i>2</i>	
			<i>1</i>	<i>1</i>	
	<i>Train frequency from nearest station (Mon-Sat daytime)</i>	<i>30 minutes or less</i>	<i>3</i>		
		<i>30-59 minutes</i>	<i>2</i>		
		<i>Hourly or less</i>	<i>1</i>		
	<i>Drive to nearest station</i>	<i>10 minutes or less</i>	<i>2</i>		
		<i>15 minutes or less</i>	<i>1</i>		
<i>Other</i>	<i>Travel reduction opportunities</i>	<i>Facilities on site or within 100 metres that reduce the need to travel:</i>			
		<i>* food shop/cafe</i>	<i>1</i>		
		<i>* newsagent</i>	<i>1</i>		
		<i>* crèche</i>	<i>1</i>		
		<i>* other</i>	<i>1</i>		
Total Aggregate Score					

Accessibility Level:

High: 24-30

Medium: 16-23

Low: 15 or less

C.1 Table C is intended to form a template for Local Authorities to use to ascertain the relationship between parking and accessibility. It is not intended to replace a full analysis of the suitability of the site in accessibility terms in respect of PPS6 and PPG13.

C.2 The Table takes a generic approach to all land uses and locations. Local Authorities may choose to give greater weight to elements of the table where this is relevant to the application and modify for their own use. For example, buses may be of greatest significance for retail developments, or rail for offices.

C.3 The developer or their consultant should undertake completion of the form as part of the submission of the Transport Assessment for the proposal.

Notes:

- *Trams should be counted as buses.*
- *Train frequency scores 0 if distance to station exceeds one kilometre.*
- *Extra parking other than indicated may be allowed where the applicant has demonstrated a multi-modal approach and other extenuating circumstances, e.g. an otherwise acceptable site in a rural area.*
- *This table appears as Table F in SPG 'Access and Parking'.*

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Table D: Parking Hierarchy

Application of standards by levels of centre for land use classes A1, A2, B1 & D2 only.

All settlements not identified in this Table, plus rural areas, are classified as Level 4.

<i>Level 1</i>	<i>Level 2</i>	<i>Level 3</i>	<i>Level 4</i>
Blackburn Preston <i>Bamber Bridge</i> <i>Lostock Hall</i> <i>Penwortham</i> <i>Walton-le-Dale</i> <i>Whitebirk</i> <i>Wilpshire</i>	Blackpool Burnley Lancaster	Accrington Clitheroe Cleveleys Chorley Darwen Morecambe Nelson Ormskirk Rawtenstall St Annes Skelmersdale <i>Aughton</i> <i>Brierfield</i> <i>Church</i> <i>Clayton-le-Moors</i> <i>Haslingden</i> <i>Heysham</i> <i>Oswaldtwistle</i> <i>Thornton</i>	Colne Fleetwood Lytham Leyland <i>Adlington</i> <i>Bacup</i> <i>Barnoldswick</i> <i>Burscough</i> <i>Carnforth</i> <i>Garstang and</i> <i>Catterall</i> <i>Great Harwood</i> <i>Kirkham & Wesham</i> <i>Longridge</i> <i>Padiham</i> <i>Poulton-le-Fylde</i> <i>Rishton</i> <i>Whalley and</i> <i>Billington</i>

Towns shown in Bold are the main centres in each category.

For each town in Levels 1-3 shown in italics, the standards appropriate to that category will apply apart from developments of less than 1,000m² where Level 4 Standards will apply.

Note: This Table appears as Table D in SPG 'Access and Parking'.

Transport Assessment And Travel Plan Thresholds

Table E: Transport Assessment (TA) and Travel Plan (TP) Thresholds

<i>Use Class</i>	<i>Comprehensive TA threshold (m² gross floor area unless specified)</i>	<i>TP threshold (m² gross floor area unless specified)</i>
<i>A1 Food Retail</i>	<i>1,000</i>	<i>1,000</i>
<i>A1 Non Food Retail</i>	<i>1,000</i>	<i>1,000</i>
<i>A2 Financial and Professional Services</i>	<i>2,500</i>	<i>2,500</i>
<i>A3 Restaurants and Cafes</i>	<i>1,000</i>	<i>*</i>
<i>A4 Drinking Establishments</i>	<i>1,000</i>	<i>*</i>
<i>A5 Hot Food Takeaways</i>	<i>1,000</i>	<i>*</i>
<i>B1(a) Offices</i>	<i>2,500</i>	<i>2,500</i>
<i>B1(b) and (c) Light Industry, Research and Development</i>	<i>2,500</i>	<i>2,500</i>
<i>B2 General Industry</i>	<i>5,000</i>	<i>5,000</i>
<i>B8 Storage or Distribution</i>	<i>10,000</i>	<i>*</i>
<i>C1 Hotels</i>	<i>1,000</i>	<i>*</i>
<i>C2 Hospital</i>	<i>2,500</i>	<i>1,000</i>
<i>C2 Residential College/School</i>	<i>250</i>	<i>500</i>
<i>C3 Dwelling Houses</i>	<i>100 dwellings</i>	<i>*</i>
<i>D1 Primary Schools</i>	<i>1,000</i>	<i>*1</i>
<i>D1 Secondary Schools</i>	<i>2,500</i>	<i>*2</i>
<i>D1 Further Education</i>	<i>2,500</i>	<i>500</i>
<i>D1 Medical</i>	<i>2,500</i>	<i>*</i>
<i>D1 Conference Facilities</i>	<i>1,000</i>	<i>1,000</i>
<i>D1 Other</i>	<i>2,500</i>	<i>2,500</i>
<i>D2 Cinemas</i>	<i>1,000</i>	<i>1,000</i>
<i>D2 Stadia</i>	<i>1,500 seats</i>	<i>1,500 seats</i>
<i>D2 Other</i>	<i>1,000</i>	<i>1,000</i>

¹ Will be required for all developments involving an increase in numbers on school roll

² ibid

* This indicates that need for a Travel Plan should be agreed with the Highways Authority on a case-by-case basis

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E.1 Comprehensive Transport Assessments should be documents that analyse all aspects of current and proposed accessibility to the site. They should include modal targets and identify measures by which these are to be achieved. Details of the content should be agreed with the Planning/Highways Authorities.

Note: Simple Transport Assessments are tick-box based forms of 2-3 pages in length with limited supporting documentation to be agreed with the Planning/Highways Authorities

E.2 Simple Transport Assessments will be required for all developments of 500m² gross floor area or more. This includes extensions to existing buildings where the cumulative floorspace will exceed 500m² and changes of use.

E.3 Comprehensive Transport Assessments rather than simple forms should be provided where the proposal for cumulative floorspace or change of use exceeds the thresholds in Table E.

E.4 Travel Plans should be submitted at or above the specified thresholds. They should demonstrate how the measures proposed will achieve modal shift, and include mechanisms for monitoring, review and enforcement. Levels for Hospitals and Educational uses are set at a low level because of the particular transport implications of these land uses.

Where a comprehensive Travel Assessment or Travel Plan has previously been prepared for a site any subsequent application will not require a complete new submission. The scope of any supplementary work required should be agreed with the Local Planning and Highways Authorities.

These thresholds may be modified subsequent to release of DCLG guidance on Transport Assessments.

Application of Standards - Guidance

General Notes Relating to A1, A2, B1 and B2 Uses

F.1.1 Retail and business parking in or adjacent to town centres will be subject to parking management agreements made through Section 106 obligations. These should accord with the Town Centre Parking Strategy.

F.1.2 Where additional short stay retail/leisure parking for town centre “linked trips” is sought over and above the standards the developer will be expected to demonstrate the following:

- There is an existing shortage of parking within the town centre, in particular within 500 metres walk of the site entrance.
- Existing rate of use of off-street spaces is high.

The amount of additional parking permitted shall not exceed 25% of the overall maximum level permitted.

All retail and leisure developments of over 1,000m²gfa should incorporate taxi drop-off and pick up points as close to the main entrance as feasible.

Explanatory Note on Non-Food Retail

F.2 Some non-food developments such as garden centres, DIY warehouses and building material companies incorporate substantial exterior sales areas, e.g. for plants, garden furniture. Where the same parking standard is used as for interior floorspace this can substantially increase the amount of parking applicable to the development. Exterior floorspace should therefore be calculated as a maximum of

50% of the standard relevant to that within buildings. Thus the baseline standard for external areas would be a maximum of 1:40 per m² gfa in Level 3 and 4 centres and 1:44m² per m² gfa in Level 1 and 2 centres. No accessibility reductions will be applied to external areas.

Explanatory Note on Hospitals

F.3.1 The Standard for Hospitals is based on the number of beds within long stay wards and those utilised for short stay operations e.g. day care and out-patients.

F.3.2 Where Hospitals propose substantial teaching elements or residential accommodation on site the appropriate standards for those uses should be utilised when considering new applications. Care should, however, be taken to ensure that double counting is avoided.

F.3.3 At least one ‘drop-off/pick-up space’ should be provided close to the main entrances of the buildings used for short stay operations and Accident and Emergency. Provision should also be made for taxi waiting areas at each main entrance.

F.3.4 Operational parking should make particular provision for the manoeuvring and parking of ambulances and ensure that conflicts with other users are minimised.

F.3.5 Travel Plans are particularly relevant to Hospitals due to the large amount of traffic generated. Hospitals should develop Parking Strategies for their site and immediate proximity covering the location of parking; prevention of ‘displaced’ parking; staff or visitor usage; definition of long and short stay and management issues, including charging.

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Explanatory Note on Dwelling Houses

F.4.1 Residential parking – The figures identified for residential parking are maximum figures. The principles included within “Places, Streets and Movement: a companion guide to Design Bulletin 32” should form the basis for examining options for “off-plot” parking. The Residential Accessibility Questionnaire (Table G in the SPG ‘Access and Parking’) should be utilised, at the discretion of Local Planning Authorities, to identify opportunities to increase accessibility and/or reduce parking levels on individual housing developments.

F.4.2 The main focus of residential parking standards is to improve urban design and densities while at the same time avoiding on street parking problems. The calculation of average parking densities i.e. the 1.5 spaces per house figure should be based on new dwellings across the whole Local Authority area. However, with larger housing developments i.e. over 30 dwellings, the application of this figure to the whole development would be appropriate. Local authorities should use their discretion in calculating parking provision for larger residential properties with large curtilages, particularly in the countryside. It is recommended that monitoring of residential parking levels is undertaken for new residential developments following implementation of the proposal.

F.4.3 Individual garages, of minimum dimensions of 6 x 3m, count as one parking space. Double garages count as two parking spaces. Parking on driveways or under ‘car ports’ should be calculated on the basis of the number of vehicles that can easily be accommodated allowing for opening of any gates.

F.4.4 At least one secure cycle space should be provided for single bedroom residential properties and two where more than two bedrooms are to be provided. These may be provided in cycle sheds strategically located within the development. A standard size garage (6 x 3m) is considered capable of accommodating two cycles. Where no garage is provided alternative covered lockable provision should be made on or within 100 metres of the property.

Explanatory Note on mixed-use Development

F.5 Where mixed-use development is proposed (e.g. food and non-food retail), the total amount of parking should reflect the ratio of uses on the site, where uses have the same peaks of demand. Where peak demands occur at different times the dominant land use will form the basis for calculation. Opportunities for joint parking should be maximised wherever possible.

Bus and Rail Stations/Interchanges

F.6.1 Provision of short/long stay parking should be based on:

- The size of the Station/Interchange in relation to Lancashire, Blackpool and Blackburn Local Transport Plans (LTP) Interchange category.
- Existing and anticipated parking pressures identified by the rail/bus industry.
- Measures for parking management at town centre/edge of centre sites.
- A minimum of 5 parking spaces shall be provided at all rail stations of Lancashire LTP Category B and above where this is physically feasible.

F.6.2 **Limited Waiting:** “drop-off/pick-up” points should be provided for a minimum of three vehicles at Category A and B Interchanges. This is defined as being for a maximum of 30 minutes.

F.6.3 **Taxi parking/waiting:** A minimum of one space shall be provided at LTP Category C and Rural Interchanges, 2 at Category B Interchanges and 3 at Category A Interchanges.

F.6.4 **Motorcycles:** A minimum of two motorcycle anchor spaces/bars shall be provided at Category C and rural Interchanges with Category A and B Interchanges decided on merit.

F.6.5 **Bicycles:** A minimum of 2 cycle lockers should be provided at Interchange categories C, D (rail only) and R. Category B and A Interchanges will be decided on merit. All cycle and motorcycle parking shall be at well-lit locations close to the main pedestrian entrance to the station.

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