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1 Introduction

Background

1.1 The Fleetwood-Thornton Area Action Plan (AAP) looks ahead to the year 2021, setting out a comprehensive vision and spatial planning framework for the Fleetwood-Thornton area, within Wyre Borough. The AAP addresses the key issues facing the area, and in particular, focuses on delivering significant growth and development to secure the sustainable regeneration of this strategically important site. The boundaries of the land (the ‘Area’) to which the AAP relates are shown in Figure 2.1. Once adopted by Wyre Borough Council, the AAP will form part of Wyre’s Local Development Framework (LDF) thus affording it significant material weight in any decisions on planning applications within the Area.

1.2 The decision to bring forward the AAP conforms to a long-standing planning priority, at both regional and local level. This is evidenced by the inclusion of Fleetwood Docks-North East Thornton as a ‘Strategic Location for Development’ (SLD) in the Joint Lancashire Structure Plan (adopted in March 2005). Both the Structure Plan and adopted Wyre Borough Local Plan (1999) recognise the strategic importance of the regeneration of this site, and the need to identify that development should provide for a variety of new uses to take place within the context of a comprehensive approach to improve the Area.

Planning Framework Context

1.3 The Planning and Compulsory Purchase Act 2004 requires Local Planning Authorities to produce a Local Development Framework (LDF) for their area. LDFs are intended to provide a spatial planning strategy for promoting and managing change.

1.4 The Wyre Borough Council Local Development Scheme (LDS) (adopted in April 2007), sets out a timetable for the production of the proposed Local Development Documents, which together will comprise the LDF, and includes the AAP.

1.5 The LDS identifies the requirement for the Fleetwood-Thornton AAP to be prepared in advance of work on the Core Strategy. This is considered to be necessary in view of the need for a clear planning framework to be put in place to control development in this area, the regeneration of which is a key priority for the Borough Council. Successive Inspectors, when considering appeals for development within the Area have maligned the lack of a clear vision to assist in decision making for the Area. It is therefore considered an urgent imperative that an Area Action Plan be adopted which gives clear direction to landowners and developers within the Area. The programme and approach set out in the LDS have been agreed with Blackpool and Fylde Borough Councils, so that the respective DPDs can be prepared to the same timescale and to enable joint commissioning of background studies. A copy of the Local Development Scheme can be found at: http://www.wyrebc.gov.uk/Find/46746.
Requirements for Spatial Framework for Fleetwood-Thornton

1.6 As required by PPS12, a key feature of AAPs should be the focus on implementation. In the case of Wyre, the purpose of the AAP is to set out a spatial strategy for the regeneration of the Fleetwood-Thornton Area, looking to 2021.

1.7 Historically, development within the Fleetwood-Thornton Area has taken place in a piecemeal way rather than conforming to an overall strategic approach, and the area has become characterised by lack of investment, dereliction and vacant land. With a focus on regeneration, the aim of this AAP is to provide a comprehensive vision and spatial planning framework for the Fleetwood-Thornton Area as a whole, in order to build confidence in the area, guide investment and support planning decisions.

1.8 The LDS identifies that the regeneration of this area of change constitutes the key planning issue and main priority for the Borough. In addition, the Sustainable Community Strategy vision highlights the need for prioritising the regeneration of the Fleetwood-Thornton corridor (see paragraphs below).

1.9 Current and previous use of land for heavy industrial use in the AAP area has resulted in severe contamination of large areas of land. However, this land provides the majority of the previously developed (brownfield) land available within Wyre Borough. National, regional and local planning policies prioritise the development of brownfield land over the release of greenfield sites. The target set out in the published North West Regional Spatial Strategy (RSS) is that 65% of all new housing development should be accommodated on brownfield land. In order to achieve this target in the Borough, it is imperative that the sites in the Area are brought forward for development.

1.10 The formulation of development proposals for the Area through the AAP process enables consideration of additional related issues to be considered, including traffic congestion on the A585(T), flood risk, protection and enhancement of the European Marine Site, as well as the provision of enhanced community facilities.

1.11 The Area is ready for development in terms of public expectations and developer interest. In this respect, it should be noted that the majority of land within the AAP is owned by the two key landowners who have expressed full support for the initiatives and policies within the AAP (refer to Preferred Options responses received from ABP and NPL, and associated correspondence contained in Appendix K). There is, therefore, reasonable confidence that the strategy for development can be achieved, as both landowners are supportive of the proposals and eager to contribute to the regeneration of Fleetwood and Thornton.

1.12 Accordingly, the AAP has been produced in advance of the Core Strategy, in order to stimulate investment and prevent further deterioration of the Area.
1.13 The AAP will guide development in the Area over the next 15 years and will be reviewed as necessary in the future to reflect any material changes in the needs of the Area, or those of the local community.

1.14 Having full regard to the Area’s physical, social and environmental characteristics and the issues arising, it is considered that the early production of this highly focussed Development Plan Document meets a current need which would not prejudice or pre-empt the development of options and policies of the Core Strategy for the Borough. This has been endorsed by the Government Office for the North West who has agreed the Council’s Local Development Scheme (LDS), which prioritises the preparation of the AAP (ref PPS12 paragraph 2.9).

Planning Policy Context

1.15 The plan must be considered within the context of the Council’s saved policies, the Regional Spatial Strategy for the North West – September 2008, which will provide the regional spatial framework for the preparation of the Borough Council’s LDF, and also national planning policy guidance. The RSS has provided a key consideration in setting a regional focus for the formulation of a spatial framework for the AAP. The AAP is considered to be in general conformity with these plans and policies which are detailed in Appendix O. It is not the intention of the AAP to repeat these policies, however, the following section sets out the broad policy framework for the AAP. Currently the development plan for Wyre comprises:-

- The North West of England Plan Regional Spatial Strategy to 2021 (September 2008)
- The Lancashire Minerals and Waste Local Plan, adopted December 2001; and

1.16 The North West Regional Spatial Strategy (RSS) has replaced RPG 13 and the Joint Lancashire Structure Plan (with the exception of Policy 29 which has been saved) on its publication in September 2008. As set out above, the RSS has thus been afforded increasing material weight through the preparation of the AAP.

1.17 The existing Wyre Borough Local Plan was adopted in July 1999. The Plan was automatically saved upon commencement of the Planning and Compulsory Purchase Act 2004 for a period of 3 years, until 27 September 2007. In order to avoid a policy vacuum, the Borough Council sought, and the Government Office agreed, to re-save those policies contained in the Local Plan (adopted 1999) that are in accordance with Local Development Framework principles and conform with national and regional guidance. The AAP must be considered within the context of these saved policies, a schedule of which is contained in Appendix L, and is also available at: http://www.wyrebc.gov.uk/Find/46967.
1.18 The published RSS (September 2008) requires the concentration of most new development in the region within the urban areas of the Regional Centres, Regional Towns and towns and cities identified, in a manner that enhances urban quality and contributes to the enhancement of the natural setting within and around growth centres. Policy RDF1 in the RSS concerns main development locations and states that ‘In making provision for development plans and strategies should accord with the following priorities, taking into account specific considerations set out in Sub Regional Chapters.... the first priority ...should be the regional centres of Manchester and Liverpool; the second priority should be the inner areas surrounding these...the third priority should be the towns/cities in the 3 city regions: (list includes Blackpool). Development in larger suburban centres within the city regions would be compatible with this policy provided the development is of an appropriate scale and at points where transport networks connect and where public transport accessibility is good’. The RSS Policy CLCR2 ‘Focus for Development and Investment in Central Lancashire City Region’ identifies Blackpool as one of the primary locations for development within a city region. Additionally, through policy CLCR2, it is noted that Blackpool is the centre of a wider Fylde coast urban area including Fleetwood, Thornton and Cleveleys.

1.19 Other key policies include RDF 3 (The Coast) which requires plans and strategies to enhance the economic importance of the coast and the regeneration of the coastal communities to address issues of environmental and socio-economic decline. Policy RT6 of the RSS requires that plans and policies should support the economic activity generated and sustained by the Region’s major ports.

1.20 In achieving policies in the North West RSS and actions stated in the North West Regional Economic Strategy (RES; adopted 2006), the Area will contribute to serving the wider needs of the Borough of Wyre, through the regeneration and re-use of brownfield land and the provision of enhanced community facilities including housing, employment, recreational and retail facilities.

1.21 The Joint Lancashire Structure Plan (JLSP) has now been superseded by the RSS with the exception of policy 20 relating to Sites for Gypsy and Traveller Families. The former JSLP identified the AAP as a strategic location for development and set targets of 103 hectares for business and industry and a total of 900 dwellings. It required that development should take place in the context of a comprehensive approach to the area, incorporating elements such as phasing infrastructure, public transport, environmental interests and the needs of nature conservation.

1.22 Saved policy SP2 ‘Strategic Location for Development’ in the Wyre Local Plan is superseded by the AAP. The remaining saved Local Plan policies continue to be applicable within the AAP where relevant. Since the AAP is a more recent development plan than the Local Plan, where specific allocations made in the Local Plan are in conflict with proposals in the AAP, allocations within the AAP will take precedence.
Whilst the AAP focuses on Fleetwood-Thornton, the document should not be considered in isolation from other planning policies and strategies for the Borough and the wider region, especially given the Area’s recognised strategic significance.

Other Strategies

North West Regional Economic Strategy

The AAP serves a wider need for the Wyre Borough, and has taken into consideration other planning policies and strategies for the Borough and wider area as identified in Appendix O and Appendix K. In this context, as mentioned above, the North West Regional Economic Strategy (RES) is an important consideration, which encourages the development of new uses for brownfield land, including housing and the creation of new strategic green infrastructure.

The Needs of the Wyre District - Wyre Sustainable Community Strategy

In accordance with Government requirements the Fleetwood-Thornton AAP has been prepared with regard to the Wyre Sustainable Community Strategy (SCS). The Wyre SCS (i) was adopted in October 2007 and it has been prepared alongside the Fleetwood-Thornton AAP. The Vision from the SCS has been important in guiding and producing the AAP.

The Vision from the SCS states,

‘By valuing, listening to, respecting and empowering the people of Wyre, together we will build safe, healthy, skilled, planned and diverse communities, based upon the principles of sustainability, enterprise, civic pride and fair trade.’

The section “Wyre’s places” specifically highlights spatial issues. It describes Wyre in 2025 as:-

A place where new buildings exhibit a respect for the past and have developed local distinctiveness through high quality design, which is in keeping with historic styles. The Green Belt is protected in line with national guidance and new development on greenfield sites has largely been to promote sustainable communities in rural areas. The heritage of the Borough is used to promote its future.

Self reliant, diverse communities have a range of housing types to meet the needs of all. Appropriate, small-scale development has allowed for the creation of sustainable communities, catering for all sections of the population.

(i) Wyre Sustainable Community Strategy (October 2007)
Fleetwood has reinvented itself based on its unique historic development and built form, its new tourism offer and the regenerated docks. The market towns of Poulton and Garstang are thriving with an economic revival based on promoting their unique qualities. The development at Hillhouse has led to Thornton becoming a thriving but contained community. The concept of fair-trade has extended to all producers in Wyre. There is a rise in low impact and sustainable tourism enterprises throughout the Borough.

The river Wyre and the coast are well managed to guard against flooding. Open spaces are accessible and well maintained and there are good walking and cycling routes to promote healthy lifestyles.

1.28 The vision of the Wyre SCS has informed the aims and proposals of the Area Action Plan. Table 1.1 below sets out the themes of the Community Strategy and how these will be delivered through policies contained in the Fleetwood-Thornton AAP. The AAP vision is on page 16.

1.29 Section 7 of the Fleetwood-Thornton AAP provides a number of monitoring indicators to measure whether the aims of the AAP are being met. This in turn, will indicate how the delivery of the AAP will contribute to the achievement of each of the Community Strategy aims as set out in Table 1.1.

Table 1.1 Relationship between the Community Strategy and the Submission AAP

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<tr>
<td>Housing</td>
<td>Policy 2, Policy 3, Policy 4, Policy 5, Policy 9</td>
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Preparation Process of the AAP

1.30 In line with the requirements of PPS12, the preparation of the AAP has followed a clear, robust process. This has involved establishing baseline conditions for the Area through data collection and an examination of the planning policy context. This in turn has informed the development of a vision for the Area, and a series of development options, leading to the identification of a preferred option, which provided the focus for policy formulation. Both the development options and the preferred option for the Area, were thoroughly tested through a process of continued consultation, Sustainability Appraisal (SA), and Appropriate Assessment (AA) (Appendix E and F respectively). The key stages of the preparation process are outlined below. Further details are contained in the Consultation Statement in Appendix K.

Baseline Report

1.31 The first stage of the AAP process involved the production of a Baseline Report (Appendix O). The Baseline Report is intended to provide a starting point for the identification of the key issues to be addressed and the development of the options. The report also includes detailed evidence and assessments of the key issues within the Area, and contains other relevant plans and strategies that have informed the preparation of this AAP.

1.32 In order to ensure the evidence base is up to date and considers the consultation responses, based on current best practice, additional evidence has been prepared since the Baseline Report, notably updated transport work and the Strategic Flood Risk Assessment.

Strategic Flood Risk Assessment (SFRA)

1.33 The SFRA (Appendix C) undertaken in line with Planning Policy Statement 25: Development and Floodrisk (PPS25), covers the whole Borough but concentrates on the AAP area from Fleetwood along the tidal River Wyre to Stanah. The SFRA indicates that most of the residential areas in the Borough are at risk from flooding, with properties falling within Flood Zone 3a (defined in PPS 25 as urban areas where there is a greater than 0.5% risk of flooding from tidal sources or greater than 1% for fluvial sources).

1.34 A number of specific policy measures are set out in the SFRA which seek to control forms of development across the Area, stipulating where development is allowable, subject to site specific flood risk assessment and the implementation of appropriate mitigation.
Issues and Options

1.35 The evidence base informed the development of the Issues and Options Report (October 2006). This Report set out a broad vision as to how the Area should develop and identified three broad General Development Options as a basis to guide future development within the Area. The Report also established a number of Development Principles through which the ‘Vision’ for the Area could be achieved.

1.36 The details of the consultation and a summary of responses is contained in Appendix K.

1.37 **Option 1 - ‘Minimum Development’** envisaged some small-scale development with only limited opportunities for large-scale development and growth. It made provision for small-scale housing development (approximately 730 dwellings) in the Area. Existing employment uses will be retained within the Area, though there would be potential for additional employment through speculative office development. Given the levels of development anticipated, it was considered that this option would take place within a relatively short timescale.

1.38 **Option 2 - ‘Moderate Development’** proposed the encouragement of continued small-scale development within the Area with some intervention and encouragement of further growth to create a balance between the limited development and growth opportunities. Provision for approximately 1,000 dwellings. Employment land within the Area would continue to be retained and put to best use and additional employment opportunities would have been created as part of mixed-use development schemes.

1.39 **Option 3 - ‘Maximum Development’** proposed that a larger scale of development would take place within the Area, with a strong encouragement of further growth. As part of this option it was proposed that development opportunities associated with the Area would be maximised to their full potential. Approximately 1,300 dwellings were proposed. Existing employment land within the Area, including allocated employment sites, would be retained, and employment-related activity would be intensified. In addition, further employment opportunities would be created through mixed-use development schemes.

1.40 Given the scale of development that was envisaged to take place under Option 3, significant improvements would need to have been made to improve the strategic highway network, along with major improvements to improve public transport provision, the requirement of pedestrian and cycle links and links to and from the wider area. There would also have been a need to introduce additional service facilities to serve the local community and to serve the increase in population. Option 3 would also have included the ambitious and innovative remodelling of land at Fleetwood Docks to provide for a comprehensive mixed-use development. Given the large-scale development proposed under Option 3, it was envisaged that physical development in the area would take place over a long timescale.
1.41 The three options presented in the Issues and Options Report were further evaluated against the background of the consultation responses and were appraised in detail through a SA and AA. Further details of the SA and AA process and how these was undertaken in connection with the preparation of this AAP are set out below. The Preferred Options document that was subsequently prepared set out how the three options presented in the Issues and Options Report (October 2006) had been evaluated to develop a preferred option for the Area. The Preferred Option was a combination of the housing element of Option 3 and the employment element of Option 2.

1.42 In accordance with Regulation 26 of the Town and Country Planning (Local Development) England Regulations 2004, the Preferred Options Report was issued for formal consultation (Appendix K). The consultation ensured that the Borough Council was able to consider all the possible alternatives and views, to ensure these informed the preparation and submission of the final document.

1.43 Following evaluation of the overall vision of the AAP in light of representations received (Appendix K) and the findings of the Sustainability Appraisal (Appendix E), it was considered that development opportunities arising in the Area should be optimised to their full potential having regard to economic, social and environmental considerations. A summary of the responses to the Preferred Option and the resultant amendments made to the AAP document are detailed in Appendix K.

1.44 Of these amendments, key issues include those arising from discussions with the Highways Agency and Lancashire County Council, which have led to additional work being undertaken, inter alia on the proposed junction improvements to the A585(T), and demand management, which is contained in Appendix B.

1.45 In line with the responses, particularly from Natural England and the results of the SA, it was deemed essential that policies within the AAP should recognise the need to protect and enhance the Area’s natural and environmental assets, and were amended accordingly. Natural England has confirmed they have no objections to the AA (Appendix K), with a recommendation that the use of security lighting in new development be controlled to reduce any potential harmful effects on birds.

1.46 The provision of schools was examined through the Review of Community Infrastructure Report (Refer to Appendix O), where it was found that there were a number of unfilled primary and secondary school places in both Fleetwood, Thornton and Cleveleys. This issue was addressed through the formulation of the Preferred Option. The Primary Care Trust and Local Education Authority have been, and will continue to be, consulted throughout the AAP preparation and have helped form the basis of the Submission Document.
Sustainability Appraisal

1.47 The AAP is required by PPS12 to be subject to an SA, which should be fully integrated into the plan making process. The SA is a parallel but integral part of the preparation of the AAP and has informed the vision and proposals set out in this document. The SA prepared in respect of the AAP can be found in Appendix E.

1.48 The findings of the SA, indicates that overall the AAP is likely to have significant positive effects on most social and economic objectives. Significant positive effects are predicted in relation to:-

- Improving health and reducing health inequalities; meeting identified housing needs;
- Improving access to employment, health, education, leisure, retail, parks and open spaces and community facilities;
- Improving educational achievement; promoting the enjoyment of the Borough’s open spaces; increasing energy efficiency and the use of renewable energy; and
- Making the best use of previously developed land; improving the competitiveness of local businesses and improving employment and access to employment opportunities.

1.49 Negative effects highlighted by the SA include the likely significance of flood risk, particularly the increase of impermeable surfaces due to development. To offset this negative effect, the AAP has sought to maintain open space, further details of which are contained in Appendix E.

1.50 In addition, the SA identified that increased development could also negatively affect air quality and greenhouse gas emissions. It is considered that these effects could be offset through the provision and integration of public transport improvements, which form a key consideration in the AAP, along with measures to enhance general movement, for example, through the introduction of a continuous multi-user route.

1.51 The SA also shows a potential negative effect regarding both the enhancement of landscape and townscape character, through new infrastructure development for transport, movement and access, and a general increase in buildings for housing and business and renewable energy. To offset such possible adverse effects of new development the ‘Development Principles’ contain a reference to the requirement for the need to set a standard for good design.

1.52 The potential negative impacts highlighted by the SA during the Preferred Options stage have largely been taken into account through the identification of mitigation measures and recommendations, which would apply to all new development in the area.
Appropriate Assessment

1.53 An Appropriate Assessment (AA) has also been prepared (see Appendix F) in conjunction with the AAP. The Wyre Estuary Site of Special Scientific Interest (SSSI), which is immediately adjacent to Fleetwood, is a component part of the Morecambe Bay Special Area of Conservation (SAC), the Morecambe Bay Protection Area (SPA) and the Morecambe Bay Wetland of International Importance (Ramsar). An AA is required to be undertaken where an AAP contains proposals, which are likely to have a significant effect on a SPA, SAC or Ramsar.

1.54 The AA concluded that there are five potential issues where development activity may result in significant adverse effects on the integrity of the SAC/SPA/Ramsar as a result of the AAP proposals. These were found to be the potential of direct loss of habitat outside the designated site(s); increased disturbance of wintering and migratory birds due to increased human activity; disturbance to birds during construction works; increased disturbance of the breeding Sandwich tern population; and contamination from emissions to water as a result of increased industrial use or increased housing density.

1.55 The proposed mitigation measures set out in the AA have been fully addressed and incorporated within the AAP, thus reducing the potential adverse effects to levels whereby they are unlikely to cause a significant effect on the integrity of the designated sites, either alone, or in-combination with other plans and projects. Mitigation measures would also be enforced through the planning control process operated by the Borough Council as proposals come forward in planning applications. A number of these measures would also require future developers or the Borough Council to consult with Natural England, British Trust for Ornithology, Royal Society for the Protection of Birds and Fylde Bird Club, which should ensure that any potential adverse effects are mitigated. Natural England has confirmed in writing that they would raise no objections to the AA (Appendix K). However, they recommend that security lighting of new housing should be controlled to minimise any potential impact on birds using the SPA/Ramsar site. The AA was amended accordingly in March to address this issue.
2 Site Location and Description

2.1 The Borough of Wyre lies in north-west Lancashire and consists of two distinct parts. The western part of the Borough includes the urban areas focussed around Fleetwood, Thornton, Cleveleys and Poulton-le-Fylde; and the remainder is predominantly rural in character. The defined area (the Area) is located within the north-west of the Borough.

2.2 The Area covers a total of approximately 512 hectares (See figure 2.1) of land stretching from the north-east of Thornton to Fleetwood and is bordered to the east by the Wyre Estuary. It is diverse in character and encompasses a variety of land uses including housing, retail, employment and recreation, extensive tracts of vacant, derelict and contaminated land, and also areas recognised for their importance for nature conservation.

2.3 Broadly the Area can be described as comprising of zones of “Open Coastal Marsh (18c Wyre Marshes)” and “Coastal Plain (15d The Fylde)” in terms of its landscape character (ii). Areas of open coastal marsh (the Marsh) comprise expansive areas formed on marine alluvium and include saltmarshes and intertidal flats, separated from the wider area primarily by man made sea dykes. Despite the proximity of the urban areas of Fleetwood and Thornton to the west, the Marsh is relatively inaccessible to recreational users and the saltmarshes have been reduced in size by encroaching industrial development and landfilling.

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2.4 The saltmarshes and mudflats are of ecological significance for their vegetation as roosting and feeding grounds for wildfowl and wading birds. They are recognised as an area of international, national and county nature conservation importance, being designated as a Biological Heritage Site, SSSI, SPA, SAC and Ramsar site.

2.5 In land-use terms, the Area can be divided into sub-areas, each containing different land-uses and activities (refer to Land Ownership Plan – Appendix G). In the north of the Area is the Harbour Village, which includes the Freeport Retail Outlet Village and the established area of housing comprising largely flats and terraced properties. To the south of the Harbour Village lies Fleetwood Docks, which remain in active use as a port for fishing...
vessels and as a marina for leisure craft. The Docks area remains the focus for Fleetwood’s fishing industry where development related to the port and fishing industry are located. Adjacent to the Dock area are extensive tracts of derelict, vacant and underused land.

2.6 Further south is the Fylde Coast (United Utilities) Wastewater Treatment Works, which treats up to 200 million litres of wastewater and rainfall a day. The waste transfer station operated by Wyre Waste lies to the east of the Treatment Works. Further to the east is Fleetwood Nature Park, which is bounded to the south by the Jameson Road Landfill Site, still actively used for the tipping of household waste for the foreseeable future. The steep landform of the landfill site contrasts with the remainder of the Area, which is relatively flat in profile.

2.7 A further non-operational landfill site is situated to the south of Jameson Road and includes lagoons, which were subject to an incomplete landfill operation undertaken by ICI in connection with disposal of waste from the Hillhouse Chemical Works.

2.8 To the west of the Jameson Road landfill site are two established caravan sites, the Broadwater Holiday Centre and the Cala Gran Holiday Park, which are situated within land designated as Green Belt in the adopted Wyre Borough Local Plan. Further south again, the Hillhouse industrial estate forms a major land use component of the Area and still remains a major focus for industrial related activity in the Borough. The Hillhouse site is dominated by large scale industrial buildings, which have been a prominent feature within the Borough.
for many years. A major use of the Hillhouse site relates to chemical based industry and provides a significant contribution to employment opportunities within the Area and to the local economy.

2.9 Surrounding Hillhouse to the west is the district of Burn Naze, which forms the main residential component of the Area and includes Poolfoot Farm. To the southern boundary of the area, beyond the Hillhouse site is a caravan park (Kneps Farm), which lies adjacent to the Wyre Estuary Country Park.
2.10 Throughout the Area, access and movement are major issues, the main transport route being from the M55 (Junction 3) via the A585(T) trunk road, which is congested at times. A disused railway track extends from the station at Poulton-le-Fylde northwards to the Docks. The track is currently safeguarded from development within the adopted Joint Lancashire Structure Plan (Appendix O) and saved policies in the Wyre Borough Local Plan (Appendix L).

2.11 The Wyre Way is a long distance footpath providing pedestrian access to the southern periphery of the Area stretching from Stanah in the south and running along the east side of the Hillhouse works where pedestrians can enjoy views across the Wyre Estuary and the surrounding countryside.
2 Site Location and Description
3 Vision

3.1 The development of the Vision for the AAP has been informed by the evidence in the Baseline Report (Appendix O), Issues and Options Report and Preferred Options Report. Aspirations have also been included from the Wyre SCS. Through this basis the Vision has provided the foundation and strategy for the development of policies within the AAP.

3.2 Consultation responses to the Issues and Options and Preferred Options Papers were generally supportive of the vision proposed. While it is difficult to encompass all aspirations within a broad vision statement, consultation responses from the local community along with key stakeholders and statutory bodies have identified the following key issues, which provide the basis for the Vision:

- The importance of improvements to the road infrastructure both inside and outside of the area;
- The regeneration of business activity;
- The importance of environmental protection and enhancement; and
- The need for improved provision of community facilities and for sustainable patterns of development as major aspirations for the future of the Area.
Statement 1

Vision for the Fleetwood Thornton Area Action Plan

“The Fleetwood-Thornton Area will be an accessible, diverse and vibrant location for mixed development; an area which encourages distinctive enterprise in an established quality location attracting a range of high profile businesses and investment. Through consolidation and further growth, the Fleetwood fishing and port related industries and specialist industrial sector at the Hillhouse site will continue to be important to the economic functioning of the Area providing a significant contribution to the region’s prosperity.

The Fleetwood-Thornton Area will offer an attractive place to live, work and visit, a location for development, which utilises, enhances and protects its own natural and environmental assets. There will be an emphasis on creating sustainable patterns of development and the encouragement of renewable forms of energy. Consequently development will provide a growing proportion of its energy needs on site.

High standards of urban design and an attractive gateway into the Area (comprising a landmark development) will contribute to the achievement of a high quality environment for all and a prestige location for business investment. The distance in which people have to travel by car will be minimised through the provision of an integrated public transport system and there will be a strong emphasis on the use of a variety of transport modes to achieve quicker and more environmentally friendly movement throughout the locality, including good linkages to Fleetwood town centre. Travel times and distance will also be reduced through the location of housing and employment sites being in proximity to each other.

The local community will be served by an excellent range of leisure, retail, health and educational facilities. A variety of opportunities will exist for informal recreation, capitalising on the areas’ natural assets, including a continuous multi-user route along the Wyre Estuary, which will be a major recreational attraction for use by pedestrians, cyclists and horse-riders. This, together with an integrated network of footpaths, will increase access throughout the area.”
4 Objectives of the Area Action Plan

4.1 To realise the Vision for the AAP Area, several objectives have been identified through the associated consultation on the Issues and Options and Preferred Option stages. These seek to encourage further growth and maximise development opportunities within the area to their full potential. The objectives also seek to help implement the vision of the SCS.

4.2 In summary the Plan Objectives of the AAP seek to:

Plan Objective 1: Protect and enhance the natural and built environment

- Create an attractive and high quality urban and natural environment, ensuring that good design is a fundamental aspect of all new development and redevelopment makes a positive contribution to the local environment, whilst maintaining, restoring and enhancing biodiversity and geological conservation interests (Policy 1)

- Protect and enhance biodiversity and landscape character for its own right and to mitigate the effects of new development on the various nature conservation interests associated with the Area and its surrounding environment (Policy 1)

- Give careful consideration to flood risk, the effects of flooding and the design of flood mitigation measures (Policy 1)

Plan Objective 2: Encourage housing choice

- Meet identified housing needs and to encourage housing development of a suitable scale and mix of tenure with a priority towards housing development on appropriate brownfield sites. A total provision of up to 1300 dwellings will be allocated within the Area (Policy 2)

Plan Objective 3: Encourage Employment Opportunities

- Develop the local economy by encouraging distinctive enterprise and attracting a range of high profile businesses and investment together with the consolidation and further growth of the Fleetwood fishing and port related industries and the specialist industrial...
sector at the Hillhouse site. Further employment opportunities will be encouraged through mixed-use schemes particularly at the Fleetwood Docks Mixed Use Development Area (Policy 3)

- Encourage, the creation of an attractive gateway into the Area (comprising a landmark development) within the Fleetwood Docks Mixed Use Development Area which will contribute to the achievement of a high quality environment for all and a prestige location for business investment (Policy 3)

**Plan Objective 4: Improve accessibility and movement throughout the Plan Area**

- Give high priority to improving accessibility through existing transport infrastructure within the locality and linkages to the surrounding area including Fleetwood Town Centre (Policy 5)

- Give high priority to public transport infrastructure generally in the development of the Area and seek improved services that link the Area with nearby towns including Fleetwood Town Centre (Policy 5)

- Support the development of rail services to Fleetwood via Thornton and Poulton in order to link the Area to the wider sub-region (Policy 5)

- Improve opportunities for access and movement throughout the Area (Policy 6) for all sectors of the community

**Plan Objective 5: Ensure provision of accessible local services and facilities**

- Provide the local community with convenient access to a range of leisure, retail, health, educational and other associated community facilities such as a community centre and place of worship to promote cohesive communities (Policy 7, Policy 8)

**Plan Objective 6: Encourage recreational activity and tourism**

- Provide opportunities for informal and formal recreation throughout the Area (Policy 6, Policy 7, Policy 9)

- Introduce new tourist attractions by capitalising on the Area’s natural, environmental and heritage assets in order to attract more visitors to the area (Policy 11)
Plan Objective 7: Encourage sustainable patterns of development

- Promote sustainable patterns of development within the Area and to encourage energy related development including reduced CO² emissions through the encouragement of renewable forms of energy in new developments (Policy 10)
Objectives of the Area Action Plan
5 Development Principles

5.1 A series of development principles and related policies is set out below to promote and guide development in the Area in line with the identified AAP objectives. Each policy is preceded by relevant background and analysis information. Specific information on how these policies will be implemented and monitored (including relevant indicators and targets) is set out for each policy in Section 6: Implementation Framework and Section 7: Monitoring.

Policy 1: Environmental Quality and Protection

Background

5.2 Large parts of the Area have nature conservation interests including some of international and national importance. There are also a number of designated Biological Heritage Sites within its boundaries (please refer to Appendix I). These designations aim to protect key ecological or archaeological features of local importance. In addition the Area abuts a European Marine site where there are requirements to conserve and manage the status of habitats and species. Land associated with the Wyre Estuary to the eastern boundary of the Area includes nationally and internationally important sites of nature conservation value.

5.3 The Area, as stated above, has archaeological features of local importance. The Area has probably been utilised since prehistoric times although the date of the first settlement is not known. Roman activity has been recorded here and the Fleetwood area or the Wyre estuary may be the site of a Roman port.

5.4 The majority of the Area is also at risk from fluvial or tidal flooding. PPS25 ‘Development and Flood Risk’ states that Local Planning Authorities should consult the Environment Agency and other relevant bodies in their Local Development Documents (LDDs) on flood risk management and in relation to areas potentially identified as at risk of flooding.

5.5 PPS25 requires that a Strategic Flood Risk Assessment (SFRA) should be carried out by the local planning authority to inform the preparation of its LDDs, having regard to catchment-wide flooding issues, which affect the area. When allocating land in LDDs for development, a sequential approach should be applied to demonstrate that there are no reasonably available sites in areas with a lower probability of flooding that would be appropriate to the type of development or land use proposed. The SFRA will provide the information needed to apply the sequential approach in order to determine the suitability of land for development in flood risk areas.

5.6 In accordance with the principles outlined in PPS25, a SFRA has been carried out to inform the preparation of the AAP. The SFRA covers the entire Area and beyond. It is contained in Appendix C.
5.7 A planning application (ref: 07/01210) has been received from the Environment Agency for remedial works to the Stanah Sea Defence Scheme and associated works. Currently the existing embankment is in a very poor state of repair, which currently only affords a 1 in 5 year standard of protection. The planning application proposal will provide a 1 in 200 year standard of flood protection for both Stanah and Thornton, thus meeting the current requirements of national guidance for the alleviation of flood risk.

5.8 In terms of other environmental constraints, large parts of the Area are vacant and derelict particularly land associated with Fleetwood Docks to the north and NPL Estate’s land to the south of the Area (refer to land ownership plan in Appendix G), where it is generally vacant and underused contributing to a poor quality urban environment. In addition, former and current industrial processes have, in some cases, caused land contamination.

5.9 An area of land to the west of the Area is designated as Green Belt which national planning policy guidance seeks to maintain and protect from inappropriate development. Accordingly, this area will remain safeguarded as Green Belt; additionally Policy RDF4 North West RSS states that the general extent of the Region's Green Belt will be maintained (Appendix O). As a consequence, this area will be protected from all further development unless it is in accordance with green belt policy.

Analysis

5.10 Careful consideration needs to be given to the effect of new development on the various nature conservation interests associated with the Area and its surrounding environment. However, the outstanding environmental qualities of the Area can also be seen as an opportunity for nature conservation and for recreational use and not just a constraint to future development. Policy RDF3 of the RSS seeks to enhance the economic importance of the coast in ways which safeguard, restore or enhance and make sustainable use of the natural, built and cultural heritage of the North West Coast.

5.11 There are significant opportunities, through the comprehensive development and redevelopment of the Area, to create an attractive and high quality urban environment. This can be achieved through the recycling of currently vacant and derelict land to appropriate uses, ensuring that good design is a fundamental aspect of new development and that all forms of development make a positive contribution to the local environment. There is also the opportunity for an attractive gateway into the Area at the entrance to the Docks in order to improve the image and visual attractiveness of the Area. Appendix O contains a spreadsheet which sets out the ecological features of Fleetwood and the potential impact on species and habitats in relation to the proposed policies.
5.12 The aim is to achieve development which both protects and where possible enhances biodiversity in the Area and to secure the remediation of contaminated sites. Maintaining and enhancing biodiversity will also contribute to the long term health and well-being of the community.

5.13 In the longer term, it is envisaged that following the restoration and after use of the two landfill sites around Fleetwood Marsh and the lagoons to the north of the Hillhouse site, an extensive open area will be created between the settlements of Fleetwood and Thornton and Cleveleys, contributing to an improved environment within the Area and the restoration of the Open Coastal Marsh landscape character type, in accordance with the Landscape Character Assessment document (iii).

5.14 The lagoons within the landfill area (which were subject to an incomplete landfill operation undertaken by ICI) will be subject to remediation as identified in the Sustainability Appraisal (Appendix E), under the AAP proposals to reclaim the lagoons for nature conservation and recreational use. As the lagoons are understood to contain unsafe levels of contamination their remediation has the potential to cause direct habitat loss or damage in the short term.

5.15 As the lagoons within the landfill area are only a small proportion of the overall habitat available to the over-wintering and migratory birds and it is unlikely that the damage or loss of these lagoons will have a significant effect upon the integrity of the SPA/Ramsar (refer to the AA in Appendix F for further findings).

5.16 It is recognised that flooding is a major environmental constraint in the Area, it is therefore important to consider flood mitigation measures and the principles of PPS25 in the design and allocation of new development. New development should therefore incorporate soft landscaping and sustainable drainage systems to contribute to flood mitigation in addition to mitigating against other effects of climate change such as the provision of carbon sinks. As part of the SFRA a sequential approach needs to be taken to demonstrate the availability of sites.

5.17 This sequential risk-based approach to determining the suitability of land for development in flood risk areas is central to PPS25. It aims to steer new development to areas at the lowest probability of flooding and its application at all levels of the planning process is required, particularly in relation to the identification of land for development. An exceptions test is introduced for situations where the sequential test has shown that it is not possible for the development to be located in zones of lower probability of flooding.

5.18 As stated above an SFRA has been carried out to inform the preparation of the AAP which is shown in Appendix C. The majority of the Area falls within flood zone 3a. In accordance with the principles of PPS25 the sequential test has been applied as has an
exceptions test (Appendix D) which demonstrates that the development proposed passes the Exceptions Test as detailed in Appendix D and PPS25 paragraph D9. If the decision was taken not to develop this area, then alternative sites for housing development elsewhere in the Borough may result in the release of greenfield land in less sustainable locations.

5.19 An Appropriate Assessment has also been undertaken to inform the preparation of the AAP and is available in Appendix F. The response from Natural England recommended that security lighting in new development be controlled to reduce potential impacts on birds using the SPA / Ramsar site.
Policy 1

Environmental Quality and Protection

New development should contribute towards an attractive and high quality urban and natural environment.

1. Designated sites of nature conservation interest within or adjoining the Area will be protected and, where possible, enhanced. Consideration should be given to the effect of new development on such sites. Planning applications will be required to be accompanied by appropriate surveys or assessments to assess the direct and indirect impacts of the proposals on habitats and protected species and to include a detailed plan of mitigation;

2. In considering planning applications for development, sites of nature conservation interest will be protected and, where possible, enhanced. Commuted sum payments will be sought from developers towards ecological mitigation measures where appropriate, having regard to the nature of the development proposed and the tests in Circular 05/2005;

3. Development should contribute towards improving the quality, quantity and/or connectivity of important habitats and, where possible, seek to integrate biodiversity into the design, including the enhancement of wildlife corridors, such as the disused railway line, Wyre estuary, hedgerows and ditches;

4. Planning applications for development, which could result in contamination of the estuary and/or affect the SPA / SAC / Ramsar site in other ways should be subject to a screening for a separate Appropriate Assessment. Any development that is considered to have a significant effect on the integrity of the designated site, whether alone or in combination with other policies or plans, will not be permitted;

5. Appropriate contributions will be sought from relevant development towards the reclamation of the lagoons. Lagoon habitats which are lost will be replaced by areas of water equal or greater in size. Remediated and replacement lagoons will be designed so they are beneficial to over-wintering or migratory bird populations;

6. New development should respect the Open Coastal Marsh landscape character type and ensure areas of cultural heritage importance are not adversely affected;

7. Planning applications for development affecting known and suspected sites or features of archaeological importance should be accompanied by a detailed assessment to ensure the archaeological implications are understood and recorded,
any adverse impacts are mitigated, and any important remains are protected. The assessment should define the locations, extent, character, condition, significance and quality of any remains and the measures needed to mitigate impacts or protect them;

8. The use of Sustainable Drainage Systems (SuDS) should be included in all new developments unless it is demonstrated that they are inappropriate;

9. All new development should minimise carbon emissions and incorporate, where practical, soft landscaping and renewable energy;

10. Consideration should be given to the risks of flooding in new development. Planning applications for vulnerable development within Flood Zones 2 and 3a will need to be supported by a Sequential Assessment (where the site is not allocated in this Plan) and a site-specific Flood Risk Assessment in accordance with PPS25 and its Practice Guide. Vulnerable development will not be permitted in Flood Zone 3b where the EA maintain an objection;

11. Consideration should be given to the issue of contamination affecting new development. Development on or near to contaminated sites will not be permitted without securing measures to remEDIATE the land to a standard that is suitable for the proposed use and the production of evidence that remediated land is suitable for such uses;

12. A high quality gateway building/s should be provided to mark the entrance to the Fleetwood Docks Mixed Use Development Area to help achieve a high quality environment and be a prestige location for business investment;

13. Restoration and after-use of the two landfill sites within the Area should enhance the open area between Fleetwood and Thornton. Proposals should be in accordance with an ecology and landscape plan (to be prepared by Lancashire County Council) to incorporate habitats which are designed as an extension of the SPA / SAC / Ramsar site;

14. Security lighting in new development will be controlled within a buffer zone of the SPA / SAC / Ramsar site, the extent of which will be agreed with Natural England;

15. Green Belt, as shown on the Proposals Map, will continue to be safeguarded from inappropriate development;

16. All relevant development should be of high quality design in accordance with published best practice taking account of 'Building for Life' and 'Secured by Design' guidance.
Policy 2: Housing Provision

Background

5.20 The RSS for the North West sets a requirement of 3700 dwellings to be provided in Wyre from 2003 to 2021 (an average annual rate of 206 dwellings per year during this period). The RSS also requires that 65% of these dwellings should be provided on previously developed land and buildings. As at 31st March 2007, the Borough’s housing land availability figures show that there is an identified shortfall of 2,536. Taking into account current land with planning permission outside the AAP (994 dwellings), the proposed sites within the AAP (1,300 dwellings) and other deliverable sites identified in the SHLAA (191 dwellings), the overall residual RSS requirement is only 51 dwellings. A housing trajectory has been completed which examines the contribution of sites within the AAP towards RSS requirement (Appendix N).

5.21 In accordance with the RSS the housing figures are not maximum figures and may be exceeded where justified by evidence of need, demand, affordability and sustainability issues. Housing land supply and the delivery of the AAP housing allocations will be monitored annually through the Annual Monitoring Report to ensure the cohesiveness of the AAP Spatial Framework and inform any decision for the review of the AAP.

5.22 Planning Policy Statement 3 (Housing) PPS3, sets out the Government’s commitment to maximise the reuse of previously developed land in order to promote regeneration and minimise the amount of greenfield land being taken for development. The national target for bringing previously developed land forward is that 60% of new housing should be provided on such sites and through conversions. Within Wyre there is only a limited source of previously developed land and a significant proportion of the Borough’s previously developed land is located within the Area itself.

5.23 A considerable amount of housing development has taken place within the Area in recent years particularly to the south in the district of Burn Naze. In addition, land at Fleetwood Docks is allocated in the Wyre Borough Local Plan for 350 dwellings. Outline planning
permission has been granted for the development of 380 dwellings in this location (Application number: 04/00240/OUTMAJ). There has also recently been substantial pressure for housing development elsewhere within the Area at Pool Foot Farm, in north east Thornton.

Analysis

5.24 The Area contains a significant proportion of the Borough’s previously developed land, particularly at Fleetwood Docks and land to the south in the district of Burn Naze. This approach was generally supported in the responses to the Issues and Options and Preferred Options consultation exercise. It also presents the opportunity to allocate housing development in accordance with Government guidance. If this approach is not adopted, the Borough Council may have to look at alternative sites for housing development elsewhere within Wyre Borough, which could include the release of greenfield land.

5.25 It is accepted, from the Issues and Options and Preferred Options consultation, that proposed housing development, need to be considered against a range of other factors as set out within the AAP. These notably include issues of congestion on the road system along with the various environmental constraints, including the risk to potential housing sites from flooding.
5.26 The AAP seeks to promote high quality housing for the local area which includes creating places, streets and spaces which meet the needs of people and are visually attractive, safe, accessible, functional, inclusive, have their own distinctive identity and maintain and improve local character. Designs and layouts which make efficient and effective use of land are sought and innovative approaches are encouraged to deliver high quality outcomes.

5.27 In line with Policy L5 of the RSS, development should include an adequate provision of affordable and special needs housing within the overall provision, in order to meet housing need requirements within the area. The Interim Housing Policy used for development control purposes since January 2007 will continue to apply to new housing development within the AAP until replaced by affordable housing policies for the whole Borough within the Wyre Core Strategy. This Interim Policy expects proposals for new development of 15 or more dwellings (or on sites of more than 0.5 hectares) to make on-site provision of affordable housing at a rate of at least 40% of the total number of dwellings. In exceptional circumstances this requirement may be reduced where there are major constraints on the development site which incur additional development costs i.e. remediation of contaminated land. In such circumstances the Council will require the submission of robust evidence to justify a reduction in the percentage of on site affordable units. Developers will be expected to enter into planning obligations to determine the type and number of affordable housing provided under this policy and to ensure that the affordable housing will be occupied at all times by local people in need of affordable housing.
Policy 2

Housing Provision and Choice

1. Land for 1300 dwellings is allocated as shown on the Proposals Map as follows:
   a. Fleetwood Docks Mixed Use Development Area (FD1) - planning permission for 380 dwellings (reference 04/00240/OUT/MAJ)
   b. Former power station site (PS1) - planning permission for 558 dwellings (reference 07/00824/FUL/MAJ)
   c. Fleetwood Docks Mixed Use Development Area (FD2) - land is allocated on the Proposals Map for 120 dwellings
   d. Land to the west of the former power station site (PS2) – allocated on the Proposals Map for 242 dwellings

Policy 3: Industry and Business

Background

5.28 Industrial employment uses in the Area range from small scale independent to large specialist industrial operators, providing a number of jobs. The commercial dock at Fleetwood also provides valuable employment opportunities within the town, even though the fish dock has, like many fishing ports contracted over the past 30 years.

5.29 Policy RT6 of the RSS states that plans and policies should support the economic activity generated and sustained by the Region’s major ports. Commercial traffic by way of the Irish Sea ferries is rapidly expanding. Whilst port-based industries at Fleetwood are highly dependent upon goods imported by the road network it nevertheless retains a strong port identity which, together with water-based leisure uses and the ferry port are a distinctive sector which should be used to the Area’s advantage. This is in line with the vision for the Wyre SCS and the Fleetwood Master Plan.

5.30 The chemical based industries associated with the Hillhouse secure site provide a significant contribution to employment opportunities in the Area and is of sub-regional significance providing an important contribution to the local economy. Infrastructure exists
at Thornton to accommodate those chemical industries which require premises in a secure setting and benefit from being in close proximity to related uses. The Hillhouse secure site is an important location for the chemical industry and should be protected and consolidated.

5.31 An Employment Land and Market Study was carried out by property consultants, Lambert Smith Hampton in December 2005 (see Baseline Report, Appendix O). This considered the employment land take up within the Borough and the commercial property market within West Lancashire, the Borough of Wyre and specifically within the Area itself. The Study concluded that the property market in the Area does have potential but is restricted by the traffic capacity of the A585(T). In addition, there is potential for some small scale development of industrial and office units, aimed particularly at local freehold markets. There is a major opportunity for the consolidation and future development of the chemical and fishing industries in the Area, assuming that the existing traffic capacity issues can be resolved.

5.32 In October 2006, the Borough Council commissioned consultants to undertake a masterplan of Fleetwood town centre and the immediate surrounding area including Fleetwood Docks and the Freeport retail outlet village. The masterplan incorporates a Conservation Area Appraisal and will focus on heritage led regeneration, exploiting the re-use of significant historic buildings. Its boundary overlaps with the northern tip of the AAP including the marina and dock areas. When finalised, the masterplan will set out a detailed regeneration framework for the town, which will be complementary to the AAP.
5.33 A study for the disused Poulton Fleetwood Railway found that the Hillhouse site would, in particular, benefit from the re-introduction of the railway with up to 10 hectares of industrial development planned to be located within less than 1 mile of the proposed station at Burn Naze and within easy access of potential freight sidings. This would make the site attractive to businesses and help to maximise its employment potential.

Analysis

5.34 There are significant opportunities for further employment related development within the Area, and employment-generating uses should generally be encouraged. A major focus should continue to be the specialist industrial sector, at the Hillhouse secure site, and the Fleetwood fishing and port related industries which are both important to the economic functioning of the Area, the Borough as a whole and the wider region.

5.35 It is also acknowledged that a diverse mix of employment generating uses should be encouraged within the Area. In particular, there are significant opportunities to introduce a range of commercial, business, and leisure related uses around Fleetwood Docks. This could involve the relocation of the fish-processing park away from the Docks area. The masterplan of Fleetwood town centre and the immediate surroundings including Fleetwood Docks and Freeport retail outlet village, when finalised, will set out a detailed land use framework for this location. There is also a need for further office development, which could be incorporated in a new enterprise park within the AAP, catering for the same market as the industrial estate at Poulton.
5.36 It is acknowledged that the further expansion of employment generating uses within the Area is constrained by congestion on the road network and issues of poor accessibility by road. Significant expansion will only be possible if and when measures to provide additional traffic capacity are in place.

5.37 As mentioned above, and detailed in Appendix C, it is recognised that flooding is a major environmental constraint in the Area and that flood mitigation measures will need to be addressed in the design and allocation of new development.

5.38 Although the Growth Point for Central Lancashire and the Fylde Coast has been approved Wyre does not form part. Consequently it will not have an impact on the amount of land required for housing provision in Wyre.

5.39 In accordance with the need for DPDs to be flexible, the Council is confident that any additional allocation above the current RSS allocation of 3,700 dwellings, could be incorporated within the Area by increasing the land available for housing on land currently identified for employment use.

5.40 The Council has also recently completed an Employment Land Review. Although not yet adopted by the Council, it is likely that this review will shortly form a material consideration in planning considerations. This review concludes that the amount of land allocated for employment amounts to a 70 year supply given past take up rates, and while it does not advocate de-allocating any employment land within the AAP, recognises that at some point during the life of the AAP it may be appropriate to reconsider this provision, and utilise any unwanted employment allocation to meet any increased housing demand that may have been highlighted through a review of the RSS or through the needs of a Growth Point.
Policy 3

Industry and Business

1. In order to protect and consolidate the Fleetwood fishing and port related industries and specialist industrial sector at the Hillhouse site, employment development for B1, B2 and B8 uses (business, general industrial and storage and distribution) will be permitted in the following areas as identified on the Proposals Map:-

I. Fleetwood Docks Mixed Use Development Area (E1)
II. Fleetwood Docks Employment Area (E2)
III. Hillhouse Secure Site (100,000m² of Gross Floor Space net of demolition) (E3)
IV. Red Marsh Industrial Estate (E4)
V. Burn Hall Industrial Estate (E5)
VI. Lancashire Waste Technology Park (E6)
VII. Land East of Fleetwood Road (E7)

Policy 4: Contingency Site

5.41 The Implementation Framework refers to the surplus of land at the Hillhouse employment site and describes this as providing a level of flexibility in the AAP to meet the housing targets in Policy 2. For example, detailed assessments at the planning application stage may restrict the developable area on any of the residential allocations and/or specifically the land to be made available for residential development on PS2 which depends on the detailed layout for the Local Centre.

5.42 Policy 4 ensures the delivery of the 1300 dwellings, which is an important element of the spatial framework in the AAP. At the same time it safeguards against unjustified residential development on land at Hillhouse allocated for employment purposes, which may affect the cohesiveness and objectives of the AAP Spatial Framework.
Policy 4

Contingency Site

1. Land at the northern end of the Hillhouse site indicated on the Proposals Map which forms part of the employment allocation E3 may be considered for residential development in order to meet any identified shortfall against the requirements in Policy 2.

2. Proposals for residential development on the northern part of the Hillhouse site will only be considered if it is demonstrated that the requirement in Policy 2 is unlikely to be met.

Policy 5: Transport Network Improvements

Background

5.43 The main transport route in the area is the A585(T) trunk road, which is both a local distributor of traffic and the main connection to the motorway network via the M55 (Junction 3). The A585 (T) is heavily congested at times and, unless improved, will constrain the extent of future development in the area.
5.44 Sections of the A585(T) outside of the Area are operating close to capacity, and further development within the Area would lead to additional traffic and further congestion. The lack of capacity on the A585(T) could pose a significant constraint to the future development of the Area.

5.45 In addressing issues of congestion on the strategic and local road network, Government policy (as set out in Planning Policy Guidance 13) seeks to encourage the integration of land use planning and development and improvements to transport infrastructure, facilities and services. More recent guidance specifically sets out the approach (of the Highways Agency) when considering the scale and nature of improvements to the strategic road network and other demand management measures that will be considered to facilitate development.

5.46 Government policy is no longer to accept unrestrained traffic growth but to work with its partners, other stakeholders and developers to progress proposals which include sustainable transport measures to reduce traffic generation. Circumstances where new capacity and or other improvements are required will be considered on their merits and it is expected that any traffic generated by developments will need to address the implications on the strategic and local road networks.

5.47 Alongside physical measures to resolve congestion on the road network the Government advocates use of demand management techniques to reduce the traffic generation of new development particularly car use by single occupants. Such techniques will need to include provision of public transport, car sharing, and encouragement of cycling.
and walking where this is appropriate to the circumstances. Appointment of travel plan co-ordinators to prepare, implement and monitor travel plans for major development sites is another measure to be used.

Analysis

5.48 Traffic impact of the proposals in the AAP has been assessed.

5.49 The impact assessment considered the capacity of the existing highway network, at peak periods, to accommodate both the background traffic and the additional traffic from the AAP Area. Where the additional traffic from the Area might add to queuing and delay, junction improvements have been devised which would mitigate these impacts, which would ensure nil detriment to the existing traffic situation.

5.50 A wide range of improvements are required in order to accommodate the likely trip generation from the development sites within the Area.

5.51 In the first instance it is proposed that any increase in trip generation with respect to new development would be dealt with through prioritisation of a range of demand management techniques to reduce the reliance upon the private motor car, for example through promoting public transport provision. New road infrastructure and improvements to the strategic route network will be considered, where appropriate as a matter of last resort.
The lack of public transport in the local area is a significant issue, with bus usage for work trips in the region lower than the national average. In addition, Fleetwood is one of the largest towns in Lancashire, which does not have direct access to the UK rail network. Improving and increasing public transport provision as well as encouraging increased walking and cycling within the Area is an aim of the AAP, in order to provide a choice of travel modes and reduce reliance on the car. To encourage sustainable travel relating to employment uses, a Travel Plan co-ordinator has been appointed for the employment sites owned by NPL Estates.

It is expected that as part of any development proposal, developers will need to demonstrate that they have sought to influence travel behaviour towards more sustainable modes of travel, prior to the identification of highway improvements. It is expected that development proposals which come forward for sites within the AAP area would support sustainable transport solutions which:

- Promote access to public transport;
- Promote walking and provide linkage to existing pedestrian network; and,
- Promote cycling and provide links to existing cycle networks.

Whilst the A585(T) acts as a barrier to pedestrian and cycling movements in an east-west axis, the census data shows that cycling is a relatively popular mode of transport compared to other towns and cities in the region. There is therefore an opportunity to expand the network to meet the current and future demand.

Poulton to Fleetwood Rail Corridor

Development of rail services to Fleetwood via Poulton and Thornton would also help link the Area to the wider sub region. The Adopted Local Plan safeguards the former rail corridor to Fleetwood via Poulton and Thornton to provide alternative means of access to the wider area. In addition, the former JLSP identified the former railway line as being required for rapid transit development and it was safeguarded for this purpose.

Both the Issues and Options and Preferred Options reports proposed, if feasible, that the former rail line to Fleetwood via Poulton and Thornton should continue to be safeguarded from future development. Although the Government White Paper on railways (iv) does not envisage railway re-openings, it does not preclude individual proposals with a robust business case. In December 2006 a study (v) was completed to provide advice on the future of the

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iv  Delivering a Sustainable Railway - White Paper (July 2007) DfT
v  The Future of the Unused Poulton to Fleetwood Railway Line - Wyre Strategic Partnership (December 2006), Halcrow
disused Fleetwood to Poulton-le-Fylde Railway. It concluded that the reinstatement of the line would be feasible in terms of engineering and operational issues and that the line would have a net transport benefit and offer medium to high value for money.

5.57 Given the recognition and support for the safeguarding of the former rail corridor to Fleetwood via Poulton and Thornton to provide a future alternative means of access to the wider area, together with the findings of the Railway Study it is proposed that the rail corridor should be safeguarded from development. This is consistent with the provisions of the adopted Wyre Borough Local Plan which seeks to safeguard the rail corridor.
Road Infrastructure

5.58 The implementation of this plan will have a material impact on the baseline operation of the highway network, particularly the A585(T) and trips generated by proposed development would cause junctions to operate with greater queuing and delays as a result of the proposals in the absence of highway improvements.

5.59 The sustainable transport assessment prepared by Colin Buchanan indicates that most junctions on the A585(T) will require highway improvements to support development in the AAP area.

5.60 A mechanism of distributing the cost across the whole of the development potential within the Area has been established in the Sustainable Transport Strategy (Appendix B). Where the combined impact of a number of developments creates the need for infrastructure, it is reasonable for the associated developers’ contributions to be pooled, in order to allow the infrastructure to be secured in a fair, equitable and cost-effective way which maximises the ability of development to deliver the highway works and remain viable.

Sustainable Transport Strategy

5.61 A Sustainable Transport Strategy has been prepared in consultation with the Highways Agency and the Local Highways Authority to address developer contributions and to ensure that demand management techniques (referred to in the Strategy as sustainable transport measures), together with safety improvements, are given priority over highway improvements. This Strategy is integral to the delivery of the AAP and provides the approach to the implementation of Policy 5. It sets out the principles and mechanisms for the collection and management of the contributions.

5.62 The Strategy aims to co-ordinate contributions in lieu of individually implemented sustainable measures and highway improvements, including safety improvements, with a potential cost saving in terms of highway works resulting from a combined approach. It would seek funding through two streams:

- Contributions required to provide sustainable access to and from each development defined as the ‘Sustainability Contribution’; and
- Contributions to provide improvements to the highway network, defined as the ‘Highways Contribution’.

5.63 Sustainable transport measures will primarily be funded from contributions gained to support local and strategic access by rail, bus, cycle, foot and shared car use. An assessment will be undertaken of each proposed development to establish the existing accessibility of the development by sustainable modes of transport at the time of individual planning applications. The accessibility score will define the level of contribution required from each development according to land use. The contributions will be used for such things as
pedestrian and cycle schemes, bus and rail improvements, community transport services, traffic and parking management schemes, real-time information projects, and Travel Plan advice. A list of sustainable improvements covering the AAP Area will be produced and administered by Lancashire County Council.

5.64 The Strategy proposes that contributions should be based on potential vehicular movements generated by development. In this way, the method of apportioning the cost for delivering any major infrastructure could be applied across to all land uses. It would also act as an added incentive for developers actively to seek to suppress the vehicular trip generation, thereby, reducing the impact on the operation of the A585(T). Commuted sums from developers would only be sought where appropriate, having regard to the nature of the development proposed and the tests in ODPM Circular 05/2005, but it is considered that the level of contributions for the developments referred to in the Transport Strategy will meet these tests.

5.65 Based on the alternative level of trip generations, the highway authorities will seek to define and implement highway improvements based on the emerging level of trip generations as each development is granted consent and implemented. The highway improvements will be prioritised in the following way as funding becomes available through the contributions:

1. Priority 1 highway works will focus on addressing improvements related to safety. These will be implemented as soon as it is practical to do so.

2. Priority 2 highway works will seek to identify highway improvements to accommodate average trip generations from each site considered within the AAP. These highway improvements will be defined as the ‘Moderate Highway Improvements’.

3. Priority 3 highway works will seek to provide improvements to junctions to accommodate a hybrid level of trip generations as defined above. These highway improvements will be defined as the ‘Reasonable Highway Improvements’

5.66 During the implementation of each priority, infrastructure, which would promote the use of sustainable transport modes, will be incorporated into the designs. Particular emphasis will be given to the needs of AAP developments that have already been implemented or will be implemented prior to delivery of the next stage of improvements at each junction.

5.67 It is likely, at the time of seeking to implement highway improvements that the Steering Group agree to undertake junction improvements in a single step, which would provide appropriate safety, sustainable, and capacity improvements to accommodate the hybrid level of trip generation. This would be subject to funding being available and may be considered as a more cost effective means by which to provide appropriate mitigation for impact from the AAP developments.
5.68 The contribution from each development will be based on the 85th percentile, which is the Robust Highway improvements. Most highway improvements will be based on the Moderate Highway Improvements. However, where sustainable transport measures have not been as successful in reducing traffic generation, then Reasonable Highway Improvements (a level between moderate and robust) will be implemented. The difference between the Robust and Reasonable Highway Contributions collected from the developer will be reallocated as an additional Sustainability Contribution. The reallocated funds will be deductible from any Sustainability Contribution due from the development.

5.69 The Sustainable Transport Strategy will not remove the need to assess the traffic and transport impacts of all development proposals, including those identified in the Strategy, as they come forward. Planning applications for future development will still be required to be accompanied by a transport assessment and Travel Plan, where appropriate. Through this mechanism, the traffic impact can be assessed against the assumptions in the Strategy and any differences can be taken account of in calculation of contributions for the scheme concerned and for subsequent developments. The contributions set out in the Strategy relate to specified scale and types of developments. These derive from allocation policies in the AAP or where policies do not include details of proposals on assumptions on what is likely to come forward. Any proposals deviating from the developments considered as part of the STS will require the review of the transport data and contributions set out in the STS.

5.70 An Officer Steering Group will be set up to administer contributions and consider priorities, manage implementation and monitor effectiveness of Travel Plans and sustainable measures. It is proposed that Lancashire County Council act as ringmaster and head the Steering Group. The mechanism to achieve this will follow the guidance provided in Department of Transport Circular 02/2007: Planning and the Strategic Road Network.
Policy 5

Transport Network Improvements

1. All planning applications for traffic generating development will be determined having regard to the Sustainable Transport Strategy.

2. All planning applications for developments likely to generate significant increases in traffic should be accompanied by a Travel Plan and a Transport Assessment, including any implications of deviating from the Sustainable Transport Strategy.

3. In considering planning applications for traffic generating development, appropriate contributions will be sought from developers towards sustainable transport measures, including safety measures, and highway improvements in accordance with the Sustainable Transport Strategy. These contributions will be pooled and deployed as set out in the Strategy in consultation with the Highways Agency.

4. Sustainable transport measures referred to in 3) will include measures to improve public transport provision, cycling and walking, travel information, traffic and parking management and advice on Travel Plans and any other such means as deemed appropriate and/or supported by the Steering Group.

5. The highway improvements referred to in 3) comprise the highway junctions on the Strategic Road Network (SRN) and Local Road Network (LRN) requiring improvement as a result of development proposed in this AAP, as set out in the Sustainable Transport Strategy.

6. The Strategy establishes a Steering Group to:
   
i. Administer contributions;
   
ii. Prioritise and manage the implementation of highway improvements; and
   
iii. Monitor the effectiveness of sustainable transport measures

7. All improvements to the highway networks should prioritise the needs of pedestrians and cyclists.

8. The former rail corridor to Fleetwood via Poulton and Thornton will be safeguarded to provide alternative means of access to and from the Area.
Policy 6: Movement and Accessibility

Background

5.71 Many parts of the Area are not accessible by cycle or foot. Both the Hillhouse Industrial Estate and the Jameson Road Landfill site create large physical barriers to movement and access is also difficult around the commercial dock to the north of the Area.

5.72 Mitigation measures, particularly the demand management techniques, identified to alleviate the traffic generation of new developments (under Development Principle 4), should be linked and integrated with other existing measures which will improve movement and accessibility throughout the Area.

Analysis

5.73 To achieve the Vision it is essential that access within the Area is improved through comprehensive measures. The creation of a network of paths and cycleways together with new recreational routes will help to improve integration in the Area and with adjoining urban areas.

5.74 Reclamation and Management of Derelict land (REMADE) has been set up by Lancashire County Council, to reclaim derelict, under used and neglected land in Lancashire and it aims to focus on parts of the country where previous activities are most likely to have caused dereliction. There is currently a REMADE scheme within the AAP area which is developing the first phase of a shared use path. Design work on Phase 1 of the estuary project commenced in September 2007.

5.75 The proposal is to create a shared use path ideally for walking, cycling and horse riding, from Stanah Country Park to the Nature Park, which will then link to the Fleetwood Docks proposals for a continuous route to Fleetwood promenade.

5.76 Through these measures there is potential to provide multi-user access from Stanah to Fleetwood, through the Area and beyond.

5.77 The creation of a network of paths and cycleways will complement urban living and the creation of a safe and secure off-road shared use path will be useful for both commuters and recreational users (vi). Commuters from Thornton currently have to travel by car to access the mainline rail service at Poulton.

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5.78 The multi-user route will therefore provide a good alternative commuting route and will also promote a healthy, safe and attractive environment in which to live, supporting the promotion of health and well being by making provision for physical activity. Reducing dependency on the private car will also reduce carbon dioxide emissions and other pollutants in the area, making it a healthier place to live.

**Policy 6**

**Movement and Accessibility**

1. *Contributions will be sought from developers on all planning applications in relation to development likely to give rise to increased traffic generation towards improved opportunities for access and movement through the provision of an integrated network of footpaths and cycle routes;*

2. *Existing public rights of way will be safeguarded from development;*

3. *Pedestrian and cycle provision within new development will be fully integrated with existing footpath and cycle networks, the proposed multi-user route and public transport nodes; and*

4. *Design measures in line with 'Manual For Streets' guidance will be adopted.*

**Policy 7: Community Facilities and Service Provision**

**Background**

5.79 Planning Policy Statement 1 (Delivering Sustainable Development) seeks to promote development that creates socially inclusive communities (The Baseline Report Appendix O highlights existing community and service provision). It encourages accessibility both in terms of location and physical access for all members of the community to jobs, health, housing, education, shops, leisure and community facilities. It also promotes safe, healthy and attractive places to live and supports the promotion of health and well being by making provision for physical activity.
5.80 In conjunction with development within the Area it is essential that the local community have access to an adequate range of community facilities and services. At present, the Area is serviced by a range of educational, health and other community facilities, most of which are provided by surrounding areas. The Freeport retail outlet village provides the majority of retail provision within the Area and also at a regional level.

5.81 The Primary Care Trust (PCT) has commented that the planned population growth would lead to a significant increase in demand for healthcare. The new district centre would require a new health centre to be funded through private developer contributions and the PCT (See Policy 8). Wyre is a relatively underserved area in terms of numbers of general practitioners for the resident population. A review of community infrastructure, within Fleetwood and Thornton and the surrounding area, was carried out by Atkins in 2006 and is found in the Baseline Report (Appendix O). This found 18 General Practices, 15 dental practices, 22 pharmacies and 15 optician practices.

5.82 To address issues arising from the increase in population the PCT stated a number of principles:

- Concentration of development so as to avoid problems of providing services to a dispersed population;
- Avoidance of building on Greenfield sites;
- Housing design so as to maximise opportunity for community cohesion;
5.83 The study also found that pupil numbers in Fleetwood primary schools have been declining in recent years, with the trend expected to continue over the next five years leaving 650 unfilled places. Although the situation in other parts of the area is not as bad as Fleetwood, places are still unfilled in the majority of primary schools. It was found that pupil numbers in Wyre secondary schools (excluding Garstang) reached a peak of 5828 in January 2004 and fell to 5671 in September 2005 leaving 145 unfilled places. Over the next few years, unfilled capacity is expected to increase to 400 places or more. The position with regard to secondary education is complex because at this age children travel further, there is movement into and out of Fleetwood and, therefore, secondary schools in other areas have to be taken into account. Unlike primary school attendance parents are less parochial and will travel between Fleetwood and Thornton.

Analysis

5.84 It is important that development within the Area encourages accessibility to jobs, health, housing, education, shops, leisure and community facilities provided locally. It should also promote a safe, healthy and attractive place to live and support the promotion of health and well being by making provision for facilities that are safe and easy to access on foot or bicycle.

5.85 Convenience retail provision within the Area to serve the local community will be encouraged. However any new retail development within the Area should not hinder, in particular, the Council’s aims to regenerate Fleetwood town centre and should not have a negative impact on the town centres of Thornton or Cleveleys, in line with PPS6.

5.86 In accordance with government advice regarding the use of up-to-date survey information, a specialist retail study (PPS6 compliant) has been jointly commissioned by Blackpool, Fylde and Wyre Borough Councils. The broad purpose of the study will be to provide empirical data on retail provision in the Borough, expenditure patterns and potential future needs in order to inform the shape and direction of future retail development.

5.87 PPS 6 seeks to encourage local authorities to protect existing facilities which provide day-to-day needs and seeks to remedy deficiencies in local shopping and other facilities. It advocates a positive approach to be taken to strengthen local centres and plans for local shops and services by working with stakeholders, including the private sector and community.
5.88 PPS6 advocates that Local Planning authorities should seek to ensure that the number and size of sites identified for development or redevelopment are sufficient to meet the scale and type of need identified. In assessing need for new floorspace for retail, leisure and other main town centre uses, both quantitative and qualitative considerations will need to be taken into account.

5.89 Given the extent of new residential and employment development that is proposed through Policies 2 and 3 of the AAP, it is essential that appropriate services including retail, leisure, health and other community facilities are provided to serve the needs of the existing and new residential and business communities. There is potential for the provision of a new Local Centre to serve the southern part of the Area, as well as the rest of Thornton. This Local Centre would provide a new high quality focal point for the local community and would comprise the following key elements:

- Shopping
- A public house / restaurant
- Community facilities (to be agreed in consultation with the local planning authority and relevant agencies)

5.90 In addition, a PCT doctors' surgery and a care home have been proposed on sites on Fleetwood Road. It will be important to ensure that such uses, particularly a surgery, are integrated into the Local Centre.

5.91 The general location of the Local Centre within a larger masterplanning area at the junction of Fleetwood Road and Bourne Road is shown on the Proposals Map. The detailed location of the Local Centre within this area will be agreed at planning application stage and will be subject to submission and approval of a comprehensive masterplan to ensure the proper planning and integration of the Local Centre with existing and proposed adjoining uses.

5.92 The proposed location includes land currently owned by NPL Estates and occupied by Thornton Football Club. It may be necessary to relocate the Football Club at the developer's expense to an alternative site at the northern end of Poolfoot Farm. Any such relocation would need to be completed prior to works commencing on the Local Centre.

5.93 However, it not be necessary to relocate the Football Club if through a detailed master-planning exercise the Local Centre is moved to another location within the masterplanning area. The Implementation Framework encourages a masterplan approach with regards to development within the area shown on the Proposals Map. The masterplan will provide flexibility and enable consideration of the juxtaposition of the various uses identified in the AAP. Further details of what this should cover are set out in section 6.
Policy 7

**Community Facilities and Service Provision**

1. Provision will be made to give the local community access to a range of leisure, retail, health, educational and associated community facilities including:

   a. Leisure, small scale convenience retail provision and associated community facilities within the Fleetwood Docks Mixed Use Development Area to serve the needs of the local community;

   b. Retaining Freeport as a retail outlet village; and

   c. A local service centre at Burn Naze at the location indicated on the Proposals Map to provide small scale retail, health, leisure and associated community facilities as part of the comprehensive development of the Area; and that unless not required by more detailed master planning Thornton Cleveleys Football Club and associated facilities to be relocated to a nearby location;

2. Proposals for community facilities and associated retail development should have regard to the need to:

   a. Locate such facilities where they are easily accessible and well served by public transport, thereby contributing to a sustainable and cohesive community and minimising impact on the environment; and

   b. Ensure that any new retail development should serve the needs of the local community, should not hinder the regeneration of Fleetwood town centre, and should not have a negative impact on any other defined town centre, in particular Cleveleys and Poulton-le-Fylde.

3. Appropriate contributions will be sought from developers towards the provision of new and improved community facilities.
Policy 8: Recreation and Leisure

Background

5.94 There are a number of potential recreational facilities and attractions in the Area, but many are not accessible to the public. Through the comprehensive redevelopment of the Area there is an opportunity to improve deficiencies in open space provision in this part of the Borough through the reclamation of large tracts of currently inaccessible land. There is also an opportunity to encourage a wider range of recreational choices to made available to the local community.

Analysis

5.95 At present, Fleetwood Marsh represents a break between Fleetwood and Thornton in terms of creating a continuous cycle and pedestrian route alongside the Wyre Estuary. In the long term it is envisaged that the two landfill sites and the lagoons which currently occupy a large proportion of the central part of the Area will be reclaimed to provide further opportunities for informal recreation and a much needed addition to public open space in the local area.

5.96 There is currently a REMADE scheme in preparation within the AAP area. REMADE has been set up by Lancashire County Council, to reclaim derelict, under used and neglected land in Lancashire (Refer to Development Principle 4 Policy 6: Movement and Accessibility).
5.97 Opportunities for informal recreation also exist at Fleetwood Docks, where there is scope to expand on the success of the marina as a recreational attraction. Further opportunities for new and improved facilities for formal recreation exist in Thornton and additional public open space provision, particularly within new housing developments, should be developed in a comprehensive manner, providing effective open space for the local community. Open spaces should remain accessible to all age groups and should provide a range of facilities, which will also help to promote a healthy, safe and attractive environment and promote health and well being by making provision for physical activity. In addition such sites can provide sinks for carbon and can help to reduce the effects of climate change.

5.98 A recent Open Space Audit in 2007 (vii) has revealed a lack of formal play areas and also a lack of allotments in the Borough. Where possible, consideration should be given to allotment provision as part of development proposals.

5.99 An integrated hierarchy of green infrastructure, comprising varied areas of private and public open space, linked by natural corridors and footpath and cycle networks, will be preserved, improved and developed for the benefit of the local community, as well as visitors. This will be supplemented by commercial leisure facilities of an appropriate scale and location and by environmental and heritage-based tourism development (see Policy 10).

Policy 8

Recreation and Leisure

Recreation and Leisure facilities will be enhanced by:

1. Recognising the opportunities of the Wyre Estuary as a recreational attraction and as a point of access to the countryside;

2. Reclaiming the two landfill sites and lagoons to provide an extensive informal recreational area;

3. Retention of Poolfoot Farm as a recreational open space/urban greenspace;

4. Encouraging leisure uses within the Fleetwood Docks Mixed Use Development Area and where appropriate, expanding on the success of the existing marina as a recreational attraction; and

5. Ensuring that where appropriate, development within the Area, particularly housing development, contributes towards new and improved facilities for formal recreation, including public open space and allotments.

New development should provide open space, and/or make contributions towards the provision or upgrading of informal and formal recreation facilities having regard to the nature of the development proposed and the tests contained in Circular 05/2005.

Policy 9: Encouraging Energy Efficiency, Renewable Energy and Sustainable Design and Construction in Development

Background

5.100 The Government is committed to reducing carbon dioxide emissions through encouraging renewable forms of energy. Scope exists to increase the opportunities available for encouraging the use of renewable energy as part of the wider development of the Area. This can be achieved through the encouragement of high quality design, layout of new development to exploit passive solar gain, and the incorporation of renewable energy in new development.

5.101 Local targets for sustainable construction and decentralised energy supply may be set in the Core Strategy. Until this is adopted, policy EM18 of the adopted RSS will apply to development in the AAP. This expects that new non-residential developments above a
threshold of 1000 sq.m and all residential developments comprising 10 or more units should secure at least 10% of their predicted energy requirements from decentralised and renewable or low-carbon sources, unless it can be demonstrated by the applicant, having regard to the type of development involved and its design, that this is not feasible or viable.

5.102 At present the National Grid owns and operates the Stanah substation, shown on the Proposals Map. While there are no current plans to expand the substation, there may be a need to do so in the future. This will involve expanding the existing site and it will therefore be necessary to protect the existing substation to take into account any potential future expansion. Further opportunities also exist to encourage the management of waste, the maximised use of recycled materials and energy recovery facilities. The use of energy efficient design should be maximised in order to reduce energy consumption and address the need for water conservation measures and grey water use along with other energy efficient technology, as part of new development proposals.
Policy 9

Energy Efficiency and Sustainability in New Development

1. Development will be encouraged to reduce energy consumption including through:
   i. The maximised use of recycled materials;
   ii. Energy recovery facilities;
   iii. Energy efficient designs;
   iv. Waste and water conservation measures; and
   v. Other energy efficient technologies.

2. Stanah Substation, as shown on the Proposals Map, will be safeguarded to allow for its potential future expansion.

Policy 10: Increasing the Role of Tourism

Background

5.103 At present there is a lack of tourist-related attractions within the Area. Although the Freeport Retail Outlet Village, attracts visitors from all over the North West and is well established within Fleetwood, tourism in the Area is low compared with other parts of the Fylde coast. This is a reflection of the general perception of the Area and it’s industrial legacy and poor quality, 'run down' environment.
Analysis

5.104 The role that tourism can play in the regeneration of areas is widely recognised, and tourist-related development has a range of wider benefits to the local community in terms of increasing employment opportunities and through its contribution to the local economy.

5.105 As part of the comprehensive development of the Area there is scope to introduce new tourist-related attractions and to capitalise on the Area’s natural, environmental and heritage assets to attract more visitors to the Area. Such attractions might include a new museum at Fleetwood Docks and, in the long term, the creation of a multi-user route linking Fleetwood to Thornton for use by pedestrians, cyclists and horse riders who can enjoy the natural, environmental and scenic qualities associated with the Wyre Estuary.
Further scope exists for the creation of Green Tourism attractions. This could take the form of improved recreation provision, including the possible creation of a Countryside Park following restoration of the existing landfill sites around Fleetwood Marsh.

Additionally the potential for the creation of a Morecambe Bay Regional Park is now under investigation. Morecambe Bay Partnership have appointed consultants to consider its feasibility to join together the coast and its rural hinterland. A Regional Park could be a good way of linking culture, heritage and the arts with the natural environment, helping to forge a new positive identity for Wyre / Morecambe Bay.

The North West Regional Assembly has proposals for a North West Coastal Trail – this is a path running the full length of the North West coast. It is proposed that the 1,014 km trail, which will run through the Borough of Wyre, will include popular sites such as the iron men sculptures in Crosby, the Liverpool waterfront (a World Heritage Site) and Blackpool Tower.

Although at an early stage of inception both these proposals would fit with the vision of the AAP and enhance the area as a tourist destination as well as improve quality of life for residents (refer to policy baseline Appendix O).
Policy 10

Tourism and Leisure Development

1. New tourist related development which capitalises on the Area’s natural, environmental and heritage assets, and is consistent with the protection of the European Marine Site, will be supported. This includes:

   a. Tourist related development within the Fleetwood Docks Mixed Use Development Area, including the use and possible expansion of the existing marina;

   b. Capitalising on the unique wildlife offer of the Wyre Estuary and increasing points of access to the coast; and

   c. Improvements to existing tourism accommodation stock, including caravan parks, to provide high quality tourist accommodation.

2. Tourist related development should incorporate links to public transport and the multi user route to reduce the need to travel by private car.
6 Implementation Framework

Introduction

6.1 Government guidance emphasises that a key feature of Area Action Plans (AAPs) should be their focus upon implementation. As well as identifying the distribution of land uses, site-specific development proposals, associated infrastructure and other improvements, an AAP should also set a broad timetable for their delivery and implementation.

Viability and implementation of the plan

6.2 The implementation of the Fleetwood -Thornton AAP will be dependent upon:

- Commercial interest in the types and mix of land uses proposed;
- The levels of on-site constraints and development costs, including necessary contributions to infrastructure improvements and other community facilities;
- Financial returns on remediated land and packaged sites;
- The viability of schemes at the time planning applications are submitted;
- Market conditions.

6.3 In order to ensure that viability underpins the AAP proposals, the Council commissioned a Viability Assessment, the key aims of which were:

- To demonstrate whether the values generated from the various proposals are sufficient to fund the infrastructure requirements, including strategic highway improvements, flood defence measures and affordable housing; and
- To advise whether the 40% affordable housing target as set out in Policy 2 is achievable.

6.4 The Viability Assessment came to the following conclusions:

- There are two main employment locations in the AAP area, Fleetwood Docks and Hillhouse International. Demand in the area is mainly from local occupiers because of concerns of accessibility. Hillhouse is a regionally important site due to the specialist nature of its offer.
Historically residential values in the area have been buoyant; however as with the rest of the UK the market is currently in decline with values and demand falling linked to the credit crunch. This is highlighted by the fact that Redrow have stopped construction on their site at Fleetwood Docks (FD1).

The Fleetwood Docks Mixed Use Development Area (FD2) is marginally viable. Residential elements are profitable but would be required to cross-subsidise the employment elements of the scheme which would make a loss in the current market if developed in isolation.

The Fleetwood Docks Employment Area is unlikely to be developed speculatively over the plan period due to the levels of employment development proposed in other areas of the AAP. For this reason viability is likely to be marginal but would need to be assessed on a scheme by scheme basis. There are some concerns over the ability of this site to be fully developed within the AAP timeframe, particularly given the current economic climate. However it is impossible to predict what will happen in 10 years.

The site west of the former power station (PS2), including the local centre, is clearly the most valuable and provides the opportunity for the council to secure contributions towards transport works and flood defence improvements.

The Hillhouse Secure Site is a regionally significant and specialist site aimed at the chemical industry. The site is currently attracting significant levels of investment and development and therefore demonstrates a comfortable level of viability.

Sites FD2 and PS2 could potentially contribute up to £9.5 million towards section 106 costs for transport improvements including works to the A585(T) and flood defence works. However, this is subject to the amount of affordable housing promoted on the sites.

It is understood that there is a projected £1.02 billion of investment proposed in the Hillhouse site over the next 3-4 years, including a proposed new £600 million gas fired power station. Using development standard practice it is anticipated that in the region of 1% of this investment could be secured through section 106 agreements to pay for identified highways and flood defence costs. This could potentially contribute circa £10m towards the required works.
The projected costs of £20 million and £740,000 towards transport and flood defence works respectively could be met through negotiated contributions from development within the AAP area over the AAP period.

The appraisals show that 40% affordable housing within the AAP area has a negative effect on viability and could compromise the ability of development to further contribute towards transport and flood defence works. The 40% target of affordable housing should be aspirational, with a proviso that allows for a lower, negotiated rate of provision based upon detailed viability evidence on an application by application basis. In this way, the AAP will be able to provide a flexible approach to development mitigating against market downturn, whilst ensuring a higher level of provision when the market enters a more buoyant period.

Ownerships and responsibilities

6.5 Most of the major development sites set out in the AAP are in single ownership and therefore do not require complicated site assembly. In addition, the development proposals set out in the Area Action Plan have emerged following extensive consultation with the key land owners, and reflect their intended individual asset development strategies.

6.6 Much of the area identified for major development is within the control of two major landowners: NPL Estates Limited and Associated British Ports. Letters from these two organisations (contained in Appendix K) outline their commitment and intent to work with the Council to secure the delivery of development. The Council will work with them and developers, and utilise tools such as Planning Performance Agreements, where appropriate, to set out delivery timescales, project milestones and the requirements for planning obligations.

6.7 The delivery of these key development sites will therefore be primarily through market forces bringing forward the sites for development, and their implementation in accordance with the policies set out in the AAP being guided via the development control process. However there are some key projects where public sector funding will either be the main means of implementation, or will supplement action by the private sector. These include Highways Agency trunk road improvement programmes, Environment Agency flood defence work, and Lancashire County Council (REMAKE) led projects including the Wyre Estuary Coastal Footpath, and Wyre Lagoon Restoration Projects.

Achieving sustainable development

6.8 The realisation of the land use proposals set out in the AAP will result in significant job creation and local population growth, creating a need for essential physical and community infrastructure and other measures, without which there could be:
Detrimental impacts on amenity and the quality of the environment both for the immediate community and the wider Fleetwood and Thornton areas;

Increased traffic congestion;

Increased risk of flooding;

New developments not being able to operate efficiently; and

A lack of appropriate facilities for new communities.

6.9 In order to be delivered in a sustainable manner and avoid these negative impacts, the core land use components of the AAP must contribute to the following, as appropriate:

- Sustainable transport measures;
- Strategic highway improvements;
- Flood defence and mitigation;
- Provision of additional open space and improvement of existing facilities where appropriate (including the possible relocation of Thornton Football Club);
- Protection and enhancement of ecologically important sites;
- Provision of new community facilities; and
- Affordable housing.

Funding and delivering infrastructure

6.10 Funding for necessary infrastructure improvements to facilitate the development of the core AAP sites will be through developer contributions secured as part of the development control process. These contributions will be obtained through:

- Planning obligations entered into, preferably bilaterally or multi-laterally (but possibly also unilaterally), under Section 106 of the Town and Country Planning Act 1990 (as amended). These would cover elements such as affordable housing, sustainable transport, flood risk mitigation, and open space provision.
Agreements under Section 278 of the Highways Act 1980 (as substituted by the New Roads and Streetworks Act 1991) which will enable the highway authority to deliver and recover costs for highways works identified in the Sustainable Transport Strategy (see below) and determined as necessary for planning permission to be granted.

Agreements under Section 38 of the Highways Act 1980 for roads to be adopted within the development sites. There will be further standard agreements for the adoption of sewers, footways and other structures.

6.11 Table 6.1 sets out the key development sites within the AAP area and indicates the nature of planning obligations which each site will be expected to contribute (see also Figure 6.1). Floorspace figures contained in Table 6.1 are purely indicative and unless specific floorspaces are indicated within relevant policies there is flexibility for variation. Alterations to the floorspace and/or development mix will need to be considered against the Sustainable Transport Strategy as traffic flows and contributions might require re-assessment.

6.12 It is intended that the policies of the AAP together with this implementation strategy will provide:

- Clarity and certainty for developers regarding the scale of planning contribution requirements;
- Fairness in that all developers will contribute the appropriate share of infrastructure costs;
- Economies of scale by the “pooling” of appropriate contributions, especially for transport, so that the cost to one scheme would be less than if it had made separate provision;
- Certainty for existing local residents and businesses that new development will make an appropriate contribution towards minimising the detrimental impact of schemes on local amenity and the quality of the environment; and
- A range of essential infrastructure and community facilities at the right time in the implementation of the development.
Figure 6.1: Fleetwood-Thornton AAP Key development sites and planning obligations
Table 6.1 Key development sites and planning obligations

<table>
<thead>
<tr>
<th>Plan ref. (Figure 6.1)</th>
<th>AAP Policy</th>
<th>Description</th>
<th>Planning permission granted?</th>
<th>Development parameters / Floorspace</th>
<th>Requirement for Planning Obligations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fleetwood Docks</td>
<td></td>
<td>Residential</td>
<td>Yes</td>
<td>380</td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>Policy 2:</td>
<td>Housing</td>
<td>Yes</td>
<td>120</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Policy 2:</td>
<td>Housing;</td>
<td>No</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>Policy 3:</td>
<td>Industry</td>
<td>No</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Burn Naze</td>
<td>Policy 2:</td>
<td>Housing</td>
<td>Yes</td>
<td>558</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>Policy 2:</td>
<td>Housing</td>
<td>Yes</td>
<td>242</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>Policy 2:</td>
<td>Housing</td>
<td>No</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>Policy 7:</td>
<td>Community</td>
<td>No</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Fleetwood Docks

- Policy 2: Housing
- Policy 3: Industry and Business
- Policy 7: Community Facilities

- Fleetwood Docks Mixed Use Development Area (FD2)
- Up to 120
- Up to 22,500m² (incl. 9,900m² offices)
- Up to 1,500m² of A3/A4
- Up to 6,000m² of D2

Burn Naze

- Policy 2: Housing
- Former power station site (PS1)
- Subject to S106
- 558

- Policy 2: Housing
- Land to the West of the Former power station site (PS2)
- Up to 242

- Policy 7: Community Facilities and Service Provision
- Local Service Centre
- Small scale
- Facilities to be agreed

Hillhouse Employment Area

---

- If relocation of Thornton Football Club is required to facilitate development of District Centre at Burn Naze
- £1.2m agreed
- Contribution to multi user route may be required as part of any future detailed application for development on the site, i.e. superseding current planning permission
- £0.5m agreed to provide new bus link to site and Fleetwood
- 56 Affordable Housing units have been agreed
- £1.2m agreed towards Sustainable Transport and Strategic Highway Improvements
### Key and notes to obligations

**6.13 Yes**: Relevant planning obligation required - details need to be negotiated at planning application stage. Where known agreed obligations are provided.

**6.14 No**: No planning obligation required (subject to no significant change in parameters, scale or form of development on site).

**6.15** Further information on methodology for Sustainable Transport Strategy / multi user routes and flood defence / mitigation contributions is set out elsewhere in this section.

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- **viii** If relocation of Thornton Football Club is required to facilitate development of District Centre at Burn Naze.
- **xv** Dependent on the need to provide flexibility in supply of employment land at Hillhouse and subject to not being required under Policy 4 to meet housing target.
- **xiv** Number of dwellings, if any, will depend upon the shortfall of other housing sites in meeting the housing target of 1300 dwellings.
Development phasing

6.16 Milestones for implementation of the key projects within the AAP are set out in Table 6.2. These milestones are based on the information available at the time of submitting the AAP. The milestones will be used to monitor progress (see Section 7). They are not fixed: delays in achieving these milestones do not automatically mean that the objectives and targets of the AAP cannot be met. Indeed there are varying degrees of flexibility in terms of potential slippage before formal review of the AAP would be necessary as discussed in Section 7.
Table 6.2 Implementation and key milestones - revised programme

<table>
<thead>
<tr>
<th>AAP Policy</th>
<th>Proposal</th>
<th>Year</th>
<th>Comments / assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Hillhouse site lagoon restoration</td>
<td>2005</td>
<td>Scheme included in REMADE Year 5 performance plan; programme assumes additional private sector funding</td>
</tr>
<tr>
<td>1</td>
<td>Restoration of Jameson Road landfill site</td>
<td>2006</td>
<td>Timing subject to lifespan of landfill which may vary depending on waste deposit rate</td>
</tr>
<tr>
<td>2</td>
<td>Fleetwood Docks mixed use development area (FD1)</td>
<td>2007</td>
<td>Build out of approved scheme suspended in Summer 2008 as a result of severe market downturn; revised build out rate assumes two-year suspension of building activity</td>
</tr>
<tr>
<td>2</td>
<td>Former power station site (PS1)</td>
<td>2008</td>
<td>Assumes site preparation and remediation works will commence in 2009 and last 2 years, and that market conditions will enable build out to commence in 2011</td>
</tr>
<tr>
<td>2</td>
<td>Fleetwood Docks mixed use development area (FD2)</td>
<td>2009</td>
<td>Assumes submission of planning permission towards end of build out of Phase 1; delay in Phase 1 build out may also delay Phase 3 programme</td>
</tr>
<tr>
<td>2</td>
<td>Land to the West of former power station site (PS2)</td>
<td>2010</td>
<td>Assumes development proposals for Use Class B type development will continue to come forward across these two sites throughout the plan period</td>
</tr>
<tr>
<td>5 &amp; 6</td>
<td>Sustainable Transport measures and improvements related to safety and sustainable access</td>
<td>2011</td>
<td>To be implemented in line with priorities established through the Sustainable Transport Strategy, as funds from the development proposals become available</td>
</tr>
<tr>
<td>AAP Policy</td>
<td>Proposal</td>
<td>Year</td>
<td>Comments / assumptions</td>
</tr>
<tr>
<td>------------</td>
<td>----------</td>
<td>------</td>
<td>------------------------</td>
</tr>
<tr>
<td>5</td>
<td>Transport Network improvements</td>
<td></td>
<td>To be implemented in line with priorities established through the Sustainable Transport Strategy, as funds from the development proposals become available</td>
</tr>
<tr>
<td>6</td>
<td>Multi user route (Wyre Estuary Coastal Footpath)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>7</td>
<td>Local Service Centre</td>
<td></td>
<td></td>
</tr>
<tr>
<td>7</td>
<td>Thornton Football Club relocation</td>
<td></td>
<td>if required to facilitate construction of District Centre</td>
</tr>
</tbody>
</table>

**Key**
- Planning approvals and other consents
- Design and site preparation
- Construction phase and delivery
6.17 The timetable for delivery assumes stability in the economy. Given the severe economic conditions prevailing at the time of preparing the submission document (2008), delay may occur. However, based on reasonable assumptions for slippage to key implementation dates arising from these poor economic conditions, implementation of these key projects should be achievable within the Plan timescale.

Progress so far: planning applications

6.18 Significant progress has already been made in implementing specific development proposals of the AAP during its preparation and submission stages. A number of major planning application have been approved since 2003 which either relate to specific policies or are in accordance with the general objectives of the Plan as set out in Table 6.3

Table 6.3 : AAP Area - Commercial and major applications, 2003 - present

<table>
<thead>
<tr>
<th>Reference No.</th>
<th>Location</th>
<th>AAP Policy Ref</th>
<th>Description</th>
<th>Status</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>RESIDENTIAL</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>03/01591/OUTMAJ</td>
<td>Pool Foot Farm, Heys Street, Thornton</td>
<td>N/A</td>
<td>Outline application for 19 dwellings (&amp; reserved matters)</td>
<td>Permitted</td>
</tr>
<tr>
<td>05/00353/REMMAJ</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>04/00240/OUTMAJ</td>
<td>Land at Fleetwood Docks, Fleetwood</td>
<td>Policy 2 - Phase 1</td>
<td>Outline application for 380 dwellings (&amp; reserved matters for 121 in Phase 1)</td>
<td>Permitted</td>
</tr>
<tr>
<td>08/00398/REMMAJ</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>07/00824/FULMAJ</td>
<td>Land at Bourne Road, Thornton</td>
<td>Policy 2 - Phase 2</td>
<td>Demolition of power station and erection of 558 dwellings</td>
<td>Permitted, subject to S106 agreement</td>
</tr>
<tr>
<td><strong>COMMERCIAL / INDUSTRIAL</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>02/08/0585</td>
<td>Jameson Road</td>
<td></td>
<td>Extension to Fleetwood Waste Water Treatment Works</td>
<td>Permitted</td>
</tr>
<tr>
<td>02/99/0704</td>
<td>Jameson Road</td>
<td></td>
<td>Jameson Road Landfill</td>
<td>Permitted</td>
</tr>
<tr>
<td>03/01523/FUL</td>
<td>Victrex Hillhouse, Thornton</td>
<td>Policy 3</td>
<td>Extension to existing filtration building</td>
<td>Completed</td>
</tr>
<tr>
<td>Reference No.</td>
<td>Location</td>
<td>AAP Policy Ref</td>
<td>Description</td>
<td>Status</td>
</tr>
<tr>
<td>-----------------</td>
<td>------------------------------</td>
<td>----------------</td>
<td>-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
<td>--------------</td>
</tr>
<tr>
<td>04/00351/FUL</td>
<td>Victrex Hillhouse, Thornton</td>
<td>Policy 3</td>
<td>Siting of temporary building for use as a quality control laboratory</td>
<td>Completed</td>
</tr>
<tr>
<td>04/00399/FUL</td>
<td>Victrex Hillhouse, Thornton</td>
<td>Policy 3</td>
<td>Provision of portakabin</td>
<td>Completed</td>
</tr>
<tr>
<td>04/00472/FUL</td>
<td>Victrex Hillhouse, Thornton</td>
<td>Policy 3</td>
<td>Portakabin for training facility</td>
<td>Completed</td>
</tr>
<tr>
<td>04/00885/FUL</td>
<td>Victrex Hillhouse, Thornton</td>
<td>Policy 3</td>
<td>Retention of quality control laboratory building (removal of condition 2 on App No. 04/00351/FUL which requires the building to be removed at the end of a period of 2 years)</td>
<td>Implemented</td>
</tr>
<tr>
<td>04/00979/FUL</td>
<td>Euro Rubber Lines Ltd., Hillhouse, Thornton</td>
<td>Policy 3</td>
<td>Erection of portal framed structure for storage and light refurbishment of rubber processing machinery</td>
<td>Completed</td>
</tr>
<tr>
<td>04/01094/OUTMAJ</td>
<td>Land East of Fleetwood Road North, Thornton</td>
<td></td>
<td>Outline application for B1 offices</td>
<td>Permitted</td>
</tr>
<tr>
<td>04/01411/FUL</td>
<td>UU, Hillhouse, Thornton</td>
<td></td>
<td>Extension to existing electrical sub station including new control and relay room and extension of existing 2.4m palisade security fencing</td>
<td>Completed</td>
</tr>
<tr>
<td>05/003567/FUL</td>
<td>Victrex Hillhouse, Thornton</td>
<td>Policy 3</td>
<td>Siting of portakabin (renewal of application 02/03/00500)</td>
<td>Completed</td>
</tr>
<tr>
<td>05/00423/FULMAJ</td>
<td>Victrex Hillhouse, Thornton</td>
<td>Policy 3</td>
<td>Erection of building to provide new PEEK (TM)</td>
<td>Completed</td>
</tr>
<tr>
<td>Reference No.</td>
<td>Location</td>
<td>AAP Policy Ref</td>
<td>Description</td>
<td>Status</td>
</tr>
<tr>
<td>--------------</td>
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</tr>
<tr>
<td>05/00539/FUL</td>
<td>SLP Engineering Ltd, Hillhouse, Thornton</td>
<td>Policy 3</td>
<td>Single storey building for the manufacture and storage of precast concrete units</td>
<td>Completed</td>
</tr>
<tr>
<td>05/00756/FUL</td>
<td>Euro Rubber Lines, Thornton</td>
<td>Policy 3</td>
<td>Extension to form separate storage facility</td>
<td>Permitted</td>
</tr>
<tr>
<td>05/00977/LCC (&amp; 06/01335/LCC)</td>
<td>Land forming part of former ICI site, Thornton</td>
<td></td>
<td>Waste Technology Park</td>
<td>Under construction</td>
</tr>
<tr>
<td>05/00993/FULMAJ</td>
<td>Asahi Glass Fluoropolymers UK Ltd., Hillhouse, Thornton</td>
<td>Policy 3</td>
<td>Construction of manufacturing facility and associated buildings</td>
<td>Completed</td>
</tr>
<tr>
<td>05/01289/FUL</td>
<td>Victrex Hillhouse, Thornton</td>
<td>Policy 3</td>
<td>Renewal of planning permission 02/03/01368 for siting of portakabin for meeting room</td>
<td>Implemented</td>
</tr>
<tr>
<td>05/01374/FUL</td>
<td>Hillhouse, Thornton</td>
<td></td>
<td>Single storey building to form security gatehouse (relocation)</td>
<td>Permitted</td>
</tr>
<tr>
<td>05/01421/FUL</td>
<td>Victrex Hillhouse, Thornton</td>
<td></td>
<td>Construction of a pedestrian footbridge</td>
<td>Permitted</td>
</tr>
<tr>
<td>06/00049/FUL</td>
<td>Invibic Ltd, Hillhouse, Thornton</td>
<td>Policy 3</td>
<td>Alterations and relocating of existing building and extensions to provide Laboratory/Product Development accommodation and associated meeting/office facilities</td>
<td>Completed</td>
</tr>
<tr>
<td>Reference No.</td>
<td>Location</td>
<td>AAP Policy Ref</td>
<td>Description</td>
<td>Status</td>
</tr>
<tr>
<td>--------------</td>
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<td>--------</td>
</tr>
<tr>
<td>06/00416/FUL</td>
<td>Victrex Hillhouse, Thornton</td>
<td>Policy 3</td>
<td>Extension and modification to existing workshop/office building to accommodate Victrex Finesse Project</td>
<td>Completed</td>
</tr>
<tr>
<td>06/00116/FUL</td>
<td>Asahi Glass Fluoropolymers UK Ltd., Hillhouse, Thornton</td>
<td>Policy 3</td>
<td>Raw material (ARK) recovery plant</td>
<td>Completed</td>
</tr>
<tr>
<td>06/00689/HAZ</td>
<td>AG Fluoropolymers UK Ltd., Hillhouse, Thornton</td>
<td>Policy 3</td>
<td>Application for Hazardous Substances Consent for storage and use of raw materials for the production of ETFE polymer</td>
<td>Implemented</td>
</tr>
<tr>
<td>06/00924/FULMAJ</td>
<td>Hillhouse, Thornton</td>
<td>Policy 3</td>
<td>Erection of factory unit, SLP Engineering</td>
<td>Completed</td>
</tr>
<tr>
<td>06/01129/FUL</td>
<td>Victrex Hillhouse, Thornton</td>
<td>Policy 3</td>
<td>Erection of 2.4m high security fencing</td>
<td>Completed</td>
</tr>
<tr>
<td>06/01350/FUL</td>
<td>Butts Road, Thornton</td>
<td>Policy 3</td>
<td>Erection of 4 light industrial storage units</td>
<td>Permitted</td>
</tr>
<tr>
<td>07/00538/FUL</td>
<td>Victrex Hillhouse, Thornton</td>
<td>Policy 3</td>
<td>Extension to existing melt filtration building to accommodate additional extrusion lines</td>
<td>Completed</td>
</tr>
<tr>
<td>07/00696/FUL</td>
<td>Shakespeare Monofilament, Enterprise Way, Fleetwood</td>
<td>Policy 3</td>
<td>Erection of industrial unit</td>
<td>Permitted</td>
</tr>
<tr>
<td>07/00825/FUL</td>
<td>Victrex Hillhouse, Thornton</td>
<td></td>
<td>Erection of 3 No smoking shelters</td>
<td>Implemented</td>
</tr>
<tr>
<td>Reference No.</td>
<td>Location</td>
<td>AAP Policy Ref</td>
<td>Description</td>
<td>Status</td>
</tr>
<tr>
<td>--------------</td>
<td>----------</td>
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<td>--------------</td>
<td>--------</td>
</tr>
<tr>
<td>07/00878/FUL</td>
<td>On-Site Kitchen Rentals, Hillhouse, Thornton</td>
<td>Policy 3</td>
<td>Retrospective application for erection of 2 no portakabins for office/storage use</td>
<td>Permitted and implemented</td>
</tr>
<tr>
<td>07/00882/FUL</td>
<td>Hillhouse, Thornton</td>
<td>Policy 3</td>
<td>Fabrication workshop</td>
<td>Completed</td>
</tr>
<tr>
<td>07/00924/FULMAJ</td>
<td>Fylde Ice &amp; Cold Storage, Fleetwood Docks, Fleetwood</td>
<td>Policy 3</td>
<td>Erection of cold storage / warehouse unit</td>
<td>Permitted</td>
</tr>
<tr>
<td>07/01168/FULMAJ</td>
<td>Hillhouse, Thornton</td>
<td>Policy 3</td>
<td>Prefabricated storage building</td>
<td>Permitted</td>
</tr>
<tr>
<td>08/00841/FULMAJ</td>
<td>Euro Rubber Lines, Hillhouse, Thornton</td>
<td>Policy 3</td>
<td>Proposed mezzanine in ex unit, proposed new industrial units (Blocks 1,2 &amp; 5 and associated works (phase 1))</td>
<td>Permitted</td>
</tr>
<tr>
<td>08/00933/FUL</td>
<td>Victrex Hillhouse, Thornton</td>
<td>Policy 3</td>
<td>Construction of annexed lobby extension to existing industrial building</td>
<td>Permitted</td>
</tr>
<tr>
<td>08/01036/FUL</td>
<td>On Site Kitchen Rentals Ltd., Hillhouse, Thornton</td>
<td>Policy 3</td>
<td>Erection of portakabin units for office, workshop and storage use, use of land for storage of portakabin units and security fencing</td>
<td>Permitted</td>
</tr>
<tr>
<td>09/00021/LCC</td>
<td>North West Biogas Ltd., Hillhouse, Thornton</td>
<td>Policy 3</td>
<td>The erection of an anaerobic digestion facility, processing commercial organic waste streams to produce renewable power through</td>
<td>Pending consideration</td>
</tr>
<tr>
<td>Reference No.</td>
<td>Location</td>
<td>AAP Policy Ref</td>
<td>Description</td>
<td>Status</td>
</tr>
<tr>
<td>--------------</td>
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<td>----------------</td>
<td>--------------------------------</td>
<td>--------</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>combined heat and power plant</td>
<td></td>
</tr>
</tbody>
</table>
Implementation, delivery mechanisms and programme

6.19 Appendix P provides an implementation framework for all policies set out in the Plan and shows relevant implementation bodies and sources of funding where appropriate.
Delivery Flexibility

6.20 The implementation strategy for the AAP must be sufficiently robust and flexible to deal with issues arising from changing national and regional guidance and unforeseen impacts such as economic conditions and detailed site planning matters. Flexibility has been built into the AAP implementation strategy in a number of ways as follows.

Flexibility in Key Project Timescales and Milestones

6.21 Generous allowance have been made for potential slippage in key projects allowing for uncertain economic conditions and detailed delivery issues.

Flexibility in Transport Improvements and Contributions

6.22 The Sustainable Transport Strategy includes a flexible approach to use of contributions and implementation of improvements.

Flexibility in Affordable Housing Provision

6.23 Whilst the Council will strive to achieve the target of 40% affordable housing as set out in the Interim Housing Policy, it recognises that owing to the development history of the AAP, schemes are subject to abnormal costs. The Council will consider provision of affordable housing on a site by site basis, and will consider the overall viability of schemes on the basis of actual or anticipated economic conditions at the time development is programmed and abnormal development costs.

Flexibility in Meeting Housing Targets

6.24 If there is need to allocate more land to meet housing requirements because allocated sites cannot accommodate anticipated numbers then consideration could be given to the suitability of land at the northern end of the Hillhouse Secure Site for residential use. Policy 4 sets down the criteria whereby residential proposals on land on the northern part of the Hillhouse Secure Site indicated on the Proposals Map may be considered.

Flexibility in Supply of Employment Land at Hillhouse

6.25 Following a review of land available at the Hillhouse estate, two large reserve or opportunity sites have been identified at the northern end of the site. These sites could accommodate 65,850m² of B8 in the “Riverside Industrial Park” and 37,048m² of floorspace (split 50% B1, 25% B2 and 25% B8) in the “Riverside Business Park”. These sites would be available to meet any unforeseen demand for employment development and to meet housing targets in line with provisions of Policy 4.
6.26 The proposals map indicate two areas of potential masterplanning, the first relating to Fleetwood Docks and incorporating sites FD2, E1 and part of E2 and the second incorporating sites E7 and PS2. The purpose of the masterplanning provisions is to enable flexibility in the siting of specific uses within the masterplanning area provided that the quantum of land allocated for employment purposes under Policy 3 remains the same.

**Responding to Changes in the North West Regional Spatial Strategy and the “Growth Point Bid”**

6.27 The submitted AAP was in conformity with the draft RSS. The final RSS was published on the 30th September 2008. There are no significant changes in the final RSS that affect the conformity of the AAP.

6.28 Wyre is not part of the Growth Point Bid. Any implications for Wyre arising from Blackpool’s participation in the growth point will be addressed in the Core Strategy. The RSS Partial Review will no longer cover housing figures and hence the growth bid proposals. It is not clear how the growth point proposals will be taken forward with regards to the development plan system.

**Monitoring and Review**

6.29 The AAP Monitoring and Review process is intended to enable appropriate mitigation measures to be taken wherever possible to resolve implementation issues.

**Key delivery issues**

6.30 The delivery of the major projects set out in the AAP will require a number of key issues and actions to be agreed in terms of major financial contributions as discussed below.

**A - Revised Sustainable Transport Strategy (Appendix B)**

6.31 The existing capacity of the A585(T) is a significant constraint to further development in the AAP. In preparing the Sustainable Transport Strategy the potential traffic generation of the proposed developments has been examined in detail.

6.32 Individual junctions were assessed and robust levels of highway improvements to the A585(T) have been established and costed to ensure no detriment to the existing highway situation. The cost of robust highway improvements (indexed linked to allow for future cost changes) has been apportioned to each development proposal in the AAP. Proposed developments will be required to pay towards improvements to accommodate the traffic generated by the developments and towards sustainable transport measures.
6.33 The assessment work has indicated that the proposed developments will have implications for all junctions between Windy Harbour and the Copse Road roundabout. In designing junction improvements it was sought to minimise the level of Compulsory Purchase Orders (CPO). It may be necessary the Council will use CPO powers under planning legislation to deliver junction improvements within the borough. The Highways Agency may also need to use their CPO powers for land in Fylde Borough. It is anticipated that it also be necessary to change the junction between West Drive and the A585(T) to allow only a left turn onto and from West Drive to the A585(T).

6.34 The combined Transport contributions have been identified as maximum £20m. The Sustainable Transport Strategy sets out a priority of implementation as follows:

1. Highway improvements relating to safety
2. Sustainable transport measures
3. Appropriate levels of highway improvements based on the success of sustainable transport measures.

6.35 The proposed strategy seek the implementation of sustainable transport measures, the success of which will influence the level of highway improvements necessary. Any contributions not required for highway improvements will be spent on additional sustainable transport measures.

6.36 The Strategy is both robust and flexible being, able to accommodate a reasonable level of change as development details come forward. Significant variation in the mix of development once the AAP is adopted would require a review of the Sustainable Transport Strategy and agreement with the Highways Agency and Lancashire County Council (as Highway Authority). The strategy also incorporates regular review of priorities for major highway works should predicted modal split targets not be achieved.

6.37 Lancashire County Council will act as the “ring master” for pooled resources and will, through an officer Steering Group, co-ordinate sustainable transport measures and decide on priorities and timing of major highway improvements.

**B - Flood Defence**

6.38 The Area is susceptible to flooding from both fluvial, tidal and ground water. It is important that development within the AAP, much of which lies within flood zone 3a, is protected against flooding. The Wyre Strategic Flood Risk Assessment (SFRA) promotes the proposition that new developments should contribute to the overall cost of improved flood defences within flood risk areas in which development is allowed to proceed.
6.39 Tidal defences protect the area stretching from Stanah to Jameson Road. The most vulnerable length at Stanah is currently being improved by the Environment Agency and the residual length is in the ownership of NPL Estates who have maintenance responsibilities. The majority of this length is in good condition but will require periodic maintenance by NPL. A sum of £1 million has already been reserved for these works and a condition is proposed to be attached to the permission for site PS1 requiring a plan for these works. It is accepted that contributions to tidal works will not be sought other than where directly benefiting new development or where ownership and hence maintenance responsibility of the defences rests with the developer.

6.40 The land drainage is mainly by way of un-banked open watercourses, with the exception of the Copse Brook system, which consists of 3.6km of large culverted watercourses. In addition, flood assist pumping stations allow the drainage system to operate during high tide periods and, in the case of Springfield pumping station, are the only means of evacuating water into the estuary. The area suffers from poor hydraulic gradients, which prevent flows reaching the pumping stations during periods of high rainfall leading to localised flooding. This is often linked to sewer and highway flooding, as the systems are interlinked.

6.41 Development within the Area will rely on the current land drainage system. Improvements to the land drainage network that will be required to allow this future development have been proposed within the land drainage strategy and a plan of these works (the Fylde Headland Project Appraisal Report and the Royles Brook & Hillylaid Pool Flood Alleviation Scheme) has been agreed by the Environment Agency (EA) and entered onto the EA’s medium term plan. Although these planned works will be necessary to allow future development, it is recognised that existing development will also benefit from the proposals and therefore only a proportion of the overall costs should fall upon new development. A contribution to these improvements is therefore sought from all new development within the Area, in accordance with the following mechanism for apportionment of costs. These contributions will be pooled in order to add value.

6.42 The contribution sought from developers will be made on the area of the full development site as a proportion of the total urban catchment area served by the infrastructure as detailed in Table 6.4 below:
Table 6.4: Financial contributions for flood defence works (see also Figure 6.3)

<table>
<thead>
<tr>
<th>Catchment Area</th>
<th>Total Urban Catchment (Hectares)</th>
<th>Total Cost of Works</th>
<th>Relevant Development Sites without planning permission</th>
<th>Development Area Benefiting (Hectares)</th>
<th>Contribution Sought</th>
</tr>
</thead>
<tbody>
<tr>
<td>Stanah</td>
<td>703</td>
<td>£5,977,060</td>
<td>Hillhouse Secure Site</td>
<td>52.13 (^{(xvi)}) (50% Total area)</td>
<td>£443,220</td>
</tr>
<tr>
<td>Springfield</td>
<td>41</td>
<td>£1,538,280</td>
<td>PS2 West of power station including District Centre</td>
<td>5.74</td>
<td>£215,360</td>
</tr>
<tr>
<td>Copse Brook</td>
<td>175</td>
<td>£654,740</td>
<td>FD2 Mixed Use Employment Area</td>
<td>21.3</td>
<td>£79,690</td>
</tr>
</tbody>
</table>

6.43 The contributions will be sought as follows:

1st: 25% of payment on commencement of development

2nd: 50% of payment: when 50% of site is complete or 12 months from commencement of building work, whichever is the sooner.

3rd: 25% of payment: when 80% of site complete or 24 months from commencement, whichever is the sooner.

6.44 Any other unforeseen major development proposals submitted within the AAP area will be required to make a financial contribution to flood defence works in accordance with the above methodology.

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\(^{(xvi)}\) Following a review of land available at Hillhouse a total of 58.06 Ha of developable land has been identified. If this is accepted for development, a revision of the above calculation will be necessary.
Figure 6.3: AAP Site allocations contributing to flood risk showing catchments
C - Affordable Housing

6.45 **The Interim Housing** Policy requires proposals for new housing development comprising 15 or more dwellings, to make on-site provision of affordable housing at a rate of at least 40% of the total number of dwellings. The Council will expect developers to enter into planning obligations to secure the type and number of affordable housing provided under this policy and to ensure that the affordable housing will be occupied at all times by local people in need of affordable housing.

6.46 Whilst the provision of affordable housing is a key objective of the Plan and a priority of the Council, the figure of 40% is a target. The Council will negotiate with applicants to achieve this 40% target of on-site provision on a site by site basis. In negotiating the appropriate level of affordable housing provision for each site, the Council will have regard to current government guidance (PPS3: Housing), namely:

- The need to create a balanced community
- Strategic Housing Market Assessment
- Emerging Core Strategy policies
- Local housing need
- Site development viability (based on assessment of “open-book” development costs)
- Consideration of abnormal development costs, including site remediation works
- Other exceptional circumstances.

6.47 Where provision of affordable housing on site is considered inappropriate, the Council will consider off-site provision or financial contributions in lieu of such provision (of broadly similar value) which contributes to creation of mixed communities in the locality.

D - Land West of Former Power Station Site including Proposed District Centre

6.48 Proposals for development of land to the west of the former power station site include:

- Residential development (up to 242 units)
- Local centre
- Office development (existing planning permission)
6.49 Having regard to potential development constraints, including watercourses and the possible need to relocate the existing football club, a masterplan approach will be encouraged with regards to development within the area shown on the Proposals Map. A masterplan, to be prepared in advance of any planning application, will provide flexibility and enable consideration of the juxtaposition of the various uses identified in the AAP.

6.50 The masterplan will address the following issues:

- Development constraints;

- Consideration of interface with adjoining land uses, including land with planning permission for offices to the north, proposed PCT facility (surgery) and proposed care home;

- Location of key land uses, including
  - Proposed residential development
  - Local centre including:
    - Shop units
    - Leisure and Community facilities

- Access arrangements;

- Sustainable transport and encouragement of public transport;

- Pedestrian and cycle linkages to adjoining areas;

- Visual impact, street scene and the creation of a sense of place;

- High quality design and materials;

- Landscaping treatment and the urban realm;

- Habitat protection and enhancement;

- Flood risk and SuDS;

- Energy conservation and use of renewable energy;

- Conservation of water and other natural resources;

- Need and arrangements for relocation or improvement of Thornton Football Club ground and facilities.
Possible Relocation of Football Club Site and Facilities

6.51 Subject to the detailed masterplan and disposition of land uses, it may be necessary to relocate this facility. A suitable relocation site has been identified at northern end of Poolfoot Farm which includes existing playing pitches. A new access link from Bourne Road to Gamble Road would be necessary.

6.52 Should relocation be necessary, it will be a requirement of any planning application that such relocation be at the expense of the developer (to be secured through s106 agreement) and be undertaken in advance of the current site being required for construction activities.

Community Facilities

6.53 The Local Centre should provide a key community focus and should incorporate appropriate community facilities in addition to retailing. The type and nature of this community provision shall be the subject of detailed discussions as part of any planning application and/or master planning process. The developer of the Local Centre will be expected to provide these facilities (and where appropriate contribute to their future maintenance). Such arrangements shall be the subject of a section 106 agreement.

E - Multi User Access Route (Wyre Estuary Coastal Footpath)

6.54 In order to improve sustainable movement and accessibility within the area as well as providing a new recreation and tourist resource, the Plan provides (through Policy 6) for the provision of a new multi use (pedestrian, cycle and horse riding) network linking Fleetwood Docks and Thornton along the coastal corridor. This will involve the upgrading of the existing Wyre Way route (which exists in sections through the AAP area) to multi user standard where feasible, and the provision of new sections as described in Table 7.5.

6.55 The provision of this important network (known as the Wyre Estuary Coastal Footpath) is being promoted through a multi agency partnership, led by Lancashire County Council (REMADE), and including Wyre Borough Council, and local land owners. The final route and design of sections of the footpath are currently being finalised by REMADE. The proposed route and components are shown in Appendix J.

<table>
<thead>
<tr>
<th>Route component</th>
<th>Implementation Responsibility</th>
<th>Funding / comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>REMADE Wyre Estuary Coastal Path Project</td>
<td>REMADE</td>
<td>REMADE</td>
</tr>
<tr>
<td>Route component</td>
<td>Implementation Responsibility</td>
<td>Funding / comments</td>
</tr>
<tr>
<td>-----------------</td>
<td>-----------------------------</td>
<td>-------------------</td>
</tr>
<tr>
<td><strong>Phase 1: Fleetwood Marsh Nature Park Access Path</strong> (along Jameson Road) - multi user path wherever possible, otherwise shared use path for cycling / walking only</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Phase 2: Wyre Way Public Right of Way Improvement Project</strong> - improve the existing path by widening and resurfacing into a multi user path for use by walkers, cyclists, horse riders and low mobility users; this project will also include widening and surfacing of the existing desire line - Burglars Alley</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>REMADE Wyre Estuary Lagoons Project</strong></td>
<td>REMADE / Landowner</td>
<td>Private Sector/ with potential REMADE contribution</td>
</tr>
<tr>
<td><strong>A multi-user path will be incorporated into the design of the reclamation scheme for the lagoons; the aim will be for the path to connect the existing Wyre Way with the Jameson Road path; in the short-term, users will use Fleetwood Road as the connection between the two paths</strong></td>
<td></td>
<td></td>
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</tbody>
</table>
### Route component

<table>
<thead>
<tr>
<th>Route component</th>
<th>Implementation Responsibility</th>
<th>Funding / comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Jameson Road Landfill – Long-term Saltmarsh Path</td>
<td>Wyre BC / Landowner</td>
<td>Landowner (restoration of landfill)</td>
</tr>
<tr>
<td></td>
<td>This path which will run directly along the coastline on the existing saltmarsh/ mudflats or on the landfill site itself</td>
<td></td>
</tr>
</tbody>
</table>

### F - Restoration of Wyre Lagoons

6.56 Policy 1 provides for the reclamation of two large chemical waste lagoons as an environmental, habitat, and recreational resource and states that contributions will be sought from developers towards the reclamation of the lagoons. Lagoon habitats which are lost will be replaced by areas of water equal or greater in size. In this context, Lancashire County Council (REMADE) is currently working with the landowner (NPL) on proposals for the future reclamation of the lagoons.

6.57 Subject to detailed design, costs, and availability of funds two broad options are being considered:

- NPL will draw up a basic restoration scheme to meet EA requirements to enable waste licence surrender.
- As a potential alternative scheme REMADE are funding a design feasibility study for a higher quality scheme with wider ecological/public benefit, over and above a basic restoration scheme.

6.58 The eventual scheme implemented will depend on the comparative cost and the availability of funds. It is expected that, whilst some public funding through REMADE may be available, substantial private sector contributions will be required. In accordance with Policy 1, the Council will require all relevant future developments within the Hillhouse Employment Area to make a financial contribution towards the reclamation, environmental monitoring arrangements and future maintenance of the Lagoons. The detailed methodology for contributions will be subject to agreement between NPL (or successor land owners within the Hillhouse Employment area), the Environment Agency, REMADE and the Local Planning Authority. The methodology will take account of viability assessment and development uses proposed.
G - Open Space in New Housing Developments

6.59 All proposed housing developments within the AAP area are required to make provision for open space as part of the development or where appropriate in an alternative location (Policy 8).

6.60 Provision will be made in accordance with the appropriate adopted Local Development Framework guidance at the time of submission of a planning application for the development. This is currently provided by the “saved” Policy H13 of the Adopted Local Plan which states:

In new housing developments of 20 dwellings or more the council will impose conditions or seek a planning obligation from developers for the provision, and adequate future maintenance of amenity open space on the following basis:

A. 0.004 hectares (0.01 acres) per dwelling of amenity open space shall be provided for the total number of dwellings, irrespective of type or tenure;

B. Where possible such open space will be provided in areas of not less than 0.1 hectares (0.25 acres);

C. Roadside landscaping will not be counted as open space towards this requirement;

D. In locating open spaces within new developments due consideration should be given to the incorporation of features of ecological interest, linkages with existing footpaths and open space networks and the need to avoid nuisance to neighbouring residential properties.

Where appropriate, a satisfactory scheme for the provision of open space in an alternative location will be acceptable.

6.61 Open space provision, and arrangements for its future maintenance in accordance with Policy H13, will be secured through appropriate conditions and Section 106 Agreement. Further guidance will be set out as part of the emerging Wyre Core Strategy DPD.

H - Delivering Employment Growth

6.62 Policy 3 of the AAP, encourages employment (B1, B2 and B8 uses) development within the AAP area up to 2021 at various locations, including:

- Fleetwood Docks Mixed use Area
Fleetwood Docks Employment Area

Hillhouse Secure Site

Fleetwood Docks Mixed Use Area and Fleetwood Docks Employment Area

6.63 Development of proposed employment sites within Fleetwood Docks will be dependent on demand for commercial uses in the area generally and the requirement for the relocation of some uses from within the FD2 Mixed use site area. It is understood that the timing of development of the FD2 Mixed Use Area is also partly dependent on the build out of the FD1 residential site.

6.64 It is understood that the poor current economic conditions have contributed to the lack of employment development within the Fleetwood Docks. ABP are currently reviewing the development of land assets within the dock area. Wyre Borough Council will work with ABP to ensure that any revised development proposals are consistent with the AAP, and assist in the promotion of the area as a quality employment location.

6.65 A masterplan approach will be encouraged with regards to development within the area shown on the proposals map. A masterplan will provide flexibility and enable consideration of the juxtaposition of the various uses identified in the AAP. It will also enable to consider in a comprehensive manner how the development relates to the marina. It will ensure that the design interface between employment, leisure and residential uses is dealt with in such a way to achieve a high quality and sustainable development on this important site. A masterplan could address the following issues:

- Development constraints
- Consideration of interface and linkages between existing (including adjoining land uses - the Fleetwood Freeport Retail outlet and the Phase 1 Residential Development) and proposed land uses
- Location of key land uses
- Access arrangements
- Sustainable transport and encouragement of public transport
- Pedestrian and cycle linkages within the area and to adjoining areas
- Visual impact, street scene and the creation of a sense of place
- High quality design and materials
Landscaping treatment and the public realm;
Habitat protection and enhancement Flood risk and SuDS
Energy conservation and use of renewable energy
Conservation of water and other natural resources
The design and location of a high quality gateway building/s to mark the entrance to this prestige location.

6.66 In this context, the Council will work with ABP to assist in the promotion of the site for employment use in accordance with the masterplan.

The Hillhouse Business Park

6.67 The Hillhouse Business Park is the largest (approx. 104 Ha.) and most significant employment area within the AAP, with about 58 Ha. available for employment development (including the area for flexibility to the north of the current Secure Site).

6.68 The site comprises the former ICI/Hillhouse complex and is being developed and marketed by its current owner NPL as a modern, specialist secure business park. The site is also commonly referred to as the “secure site” reflecting its previous history and the fact that it is one of the few large sites within the North West which benefits from 24 hour security and is regarded as a location with good security measures.

6.69 This degree of security is one of the key features of the site and has proved attractive to businesses of all sizes from local to international companies, especially those in specialist manufacturing such as chemicals and plastics where security is important.

6.70 The development of the site is being promoted by NPL Estates in conjunction with a number of partners including:

- Wyre Borough Council Economic Development Unit
- Lancashire Economic Development Agency
- North West Development Agency
- Cushman & Wakefield
- Kays Estate Agents (local)
6.71 In the last 5 years since NPL has actively managed and promoted the Hillhouse site, a number of significant investments have been made by companies which have not only resulted in multi-million pound investment but also new job creation. These are as follows:

- Victrex PLC / Invibio: Investment of circa £30,000,000
- Asahi /Glass Corporation: Investment of circa £32,000,000
- Addison Engineering new factory built: Investment circa £5,000,000
- RegenIQ: Laboratories investment of circa £400,000

6.72 It is understood that a number of companies have confirmed that they intend to expand notwithstanding the current economic climate; these are Vinnolit (PVC manufacturing) and Linde BOC Edward who are a specialist gasses manufacturer.

6.73 NPL, through their various partnerships, have sought to promote the site to a wide range of potential end users through local agents, the North West Development Agency and national agents Cushman & Wakefield, seeking high level national and international enquiries.

6.74 NPL also acts with a number of agencies in relation to the energy and infrastructure division of their business. NPL are currently promoting one of the country’s largest underground gas storage projects on their land holding in Cheshire and also have a number of waste sites throughout the country. As part of this on-going process, they have recently secured a £600 million investment for development on the secure site of a gas fired power station by Welsh Power. An application will be submitted to government in early 2009.

6.75 Despite the current economic conditions, given the specialist nature of the site the continued successful development of the site throughout the plan period can be reasonably expected.
7 Monitoring

Introduction

7.1 A key element of the successful implementation of the Area Action Plan (AAP) is the establishment of a coherent, robust and flexible monitoring process that can:

- Assess the general progress of implementing specific AAP policies against the timescales set out in this document;
- Identify how those policies have been implemented and what outputs have they delivered as compared to agreed targets;
- Consider whether they have they met the objectives of the plan;
- Enable early action to be taken to overcome any barriers to delivery of the Plan’s objectives, targets and/or policies;
- Consider risks to implementation such as changes in market conditions; and
- Include mechanisms and options for dealing with uncertainty

7.2 Monitoring will therefore play an important role in delivering the AAP’s Policies as closely as possible to meet agreed objectives. Ultimately, the monitoring process should also consider what scenarios and timescales would require a full review of the Plan.

How will monitoring be undertaken?

7.3 The main mechanism for monitoring the performance and effects of the AAP will be through the Council’s Annual Monitoring Report (AMR) (xiv). AMRs are required to assess the implementation of the Local Development Scheme, and the extent to which policies in local development documents are being successfully implemented.

7.4 The Council will measure the performance of this AAP against the objectives, policies and targets set out in this document. It will also undertake more general monitoring for the District as a whole to assess the extent that the Local Development Framework’s spatial strategy is being delivered, remains appropriate and is sustainable.

xvia The Planning and Compulsory Purchase Act 2004 requires local planning authorities to produce an Annual Monitoring Report (AMR) every year and this will be the main mechanism for assessing the Area Action Plan’s performance and effects. It must be based on the period 1 April to 31 March and be submitted to the Secretary of State no later than the end of the following December.
7.5 Significant issues will be monitored through the Annual Monitoring Report process, although it must be recognised that in relation to some indicators the impact of the Plan can only be determined after a number of years. The AMR will identify potential measures that need to be taken to rectify any issues raised through monitoring. This will potentially include the need to review parts or all of any particular Local Development Document.

**Flexibility and responding to changing circumstances**

7.6 As a result of this monitoring regime, conclusions may be reached which have implications for the objectives and policies of the Plan. In some cases, monitoring of the delivery of the AAP may identify supportive actions that need to be taken by other partners.

7.7 As part of the preparation of the AAP section of the AMR, the Council will consult with all relevant implementation and monitoring partners including:

- Relevant departments within the Council itself
- Land owners and or their agents
- Highways Agency
- Lancashire County Council (Highways and REMADE)
- Environment Agency
- Natural England
- Local specialist groups

7.8 This consultation will include requests for information relating to:

- Implementation progress against milestones set out in Section 6;
- Revised programme dates
- Implementation issues arising, and proposed remedial actions
- Outputs and impacts – provision of data relating to various measurable targets as set out in Table 7.1
AAP Review

7.9 Having regard to analysis of the foregoing information, the AMR will recommend a formal review of the Plan as appropriate. Potential triggers for reviewing the AAP will include:

- Significant discrepancy of over 20% in the delivery of the AAP Housing Trajectory in terms of over or under provision on the housing figures;
- Significant changes in central and regional planning policy guidance;
- Development within AAP area not meeting minimal targets and objectives of AAP policies and objectives (after appropriate timescale of 5 to 10 years); and
- Unforeseen negative environmental impacts.

7.10 The Regional Spatial Strategy was published on the 30th of September 2008. The Council has assessed the AAP in the light of the final published version of the RSS. It was concluded that the AAP is in conformity with the published RSS.

7.11 Notwithstanding the above trigger criteria, the Council would expect to commence formal review of the AAP after 10 years, i.e. 2019, if required.

Impacts of the 2007 Credit Crunch

7.12 In August 2007, the financial system of the world was hit by a sudden and increasingly severe crisis relating to mortgage and other credit availability. At the time of writing this document in October 2008, the impacts of this “credit crunch” had led to a significant slowdown in economic activity in the UK, and in particular the housing and commercial property markets. There is no indication as to how long these severe market conditions will last.

Key performance indicators and targets

7.13 The implementation of the Plan will be monitored on an annual basis against the plan’s objectives (as set out in Section 4) within a specific section of the Council’s AMR document. Table 7.1 sets out a series of Key Performance Indicators and Targets which will be used to monitor progress and performance of the AAP.

7.14 These indicators and targets have been determined to provide an accurate indication of the performance of the Plan against objectives having regard to a realistic assessment of the available resources to Wyre Borough Council to collect and analyse the various information required.
7.15 The Council will consider identifying additional resources to collect additional information if required to meet specific monitoring requirements.
### Table 7.1: Fleetwood and Thornton AAP Monitoring Requirements

<table>
<thead>
<tr>
<th>AAP Policy</th>
<th>AAP Key Performance Indicators</th>
<th>AAP Key Performance Targets</th>
<th>Indicator and Target Cross References / Linkages</th>
<th>Outputs to Date</th>
<th>Outputs in Current Year</th>
<th>Comments on Progress / Implementation Issues Identified</th>
<th>Remediation Actions to be adopted / Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Plan Objective 1: Protect and Enhance the Natural and Built Environment</strong></td>
<td></td>
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<td></td>
</tr>
<tr>
<td>1</td>
<td>KP1: Number of designated sites of nature conservation importance</td>
<td>KPT1: Enhancement of designated sites and net gain in biodiversity</td>
<td>SA significant effect</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>KP2: No inappropriate development in the flood zone</td>
<td>KPT2: No planning permissions granted against Environment Agency advice</td>
<td>SA significant effect, Core Output Indicator E1</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>KP3: All development proposed through Policies 2 to 8 of AAP with design elements, which encourage and enhance biodiversity</td>
<td>KPT3: All development proposed through Policies 2 to 8 to incorporate measures and/or features encouraging and enhancing biodiversity, e.g. habitat creation</td>
<td>SA significant effect, Core Output Indicator E2</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.2</td>
<td>KP3a: The number and proportion of total new build completions on housing sites reaching very good, good, average and poor ratings against the Building for Life criteria</td>
<td>KPT3a: All new housing sites to achieve a score of very good (score of 16 or more out of 20)</td>
<td>SA significant effect, Core Output Indicator H6, links also to Objectives 2, 4, 5, 6 &amp; 7</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Plan Objective 2: Encourage Housing Choice</strong></td>
<td></td>
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<td></td>
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<td></td>
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</tr>
<tr>
<td>2</td>
<td>KP4: Amount of dwellings completed each year</td>
<td>KPT4: Annual completion in accordance with the Housing Trajectory in Appendix N in order to deliver the following numbers of dwellings by site</td>
<td>SA significant effect, Core Output Indicator H1, H2</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2</td>
<td></td>
<td>i. 380 dwellings in FD1 2008-2018 (average 35 p.a.)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2</td>
<td></td>
<td>ii. 558 dwellings in PS1 2011-2021 (average 50 p.a.)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2</td>
<td></td>
<td>iii. 120 dwellings in FD2 2015-2019 (average 24 p.a.)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2</td>
<td></td>
<td>iv. 242 dwellings in PS2 2014-2021 (average 30 p.a.)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>KP5: No of affordable houses receiving planning permission</td>
<td>KPT5: up to 40% of KPT4 figures</td>
<td>SA significant effect, Core Output Indicator H6</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
## Plan Objective 3: Encourage Employment Opportunities

### KP17: Amount of land developed for employment by type

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Target</th>
<th>SA significant effect, Core Output Indicator BD1</th>
</tr>
</thead>
<tbody>
<tr>
<td>i. Up to 22,300m² gross of B1 business use at Fleetwood Docks Mixed Use Area (FD2/ E1);</td>
<td></td>
<td></td>
</tr>
<tr>
<td>ii. Up to 2,000m² gross of A3/A4 restaurant, café and bar use at Fleetwood Docks Mixed Use Area (FD2/ E1);</td>
<td></td>
<td></td>
</tr>
<tr>
<td>iii. Up to 6,000m² gross of D2 assembly and leisure use at Fleetwood Docks Mixed Use Area (FD2/ E1);</td>
<td></td>
<td></td>
</tr>
<tr>
<td>iv. 10.97 Ha site area gross - Fleetwood Docks Employment Area (E2);</td>
<td></td>
<td></td>
</tr>
<tr>
<td>v. About 100,000m² of floorspace (net of demolitions) on the Hillhouse Secure Site (E3);</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

## Plan Objective 4: Improve Accessibility and Movement throughout the Plan Area

### KP18: Number of new developments within 30 minutes travel by public transport of six services (GP, hospital, primary school, secondary school, areas of employment and major retail centre)

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Target</th>
<th>SA significant effect, Core Indicator 3b</th>
</tr>
</thead>
<tbody>
<tr>
<td>KPT8: All new developments</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### KP19: Number and frequency of bus services within Plan area

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Target</th>
<th>SA significant effect</th>
</tr>
</thead>
<tbody>
<tr>
<td>KPT9: Increase in number and frequency of bus services within Plan area</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### KP10: Length of new dedicated pedestrian and cycleways

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Target</th>
<th>SA significant effect</th>
</tr>
</thead>
<tbody>
<tr>
<td>KPT10: Increase in length of new dedicated pedestrian and cycleways</td>
<td></td>
<td></td>
</tr>
<tr>
<td>AAP Policy</td>
<td>AAP Key Performance Indicators</td>
<td>AAP Key Performance Targets</td>
</tr>
<tr>
<td>------------</td>
<td>--------------------------------</td>
<td>-----------------------------</td>
</tr>
<tr>
<td></td>
<td>cycle routes within Plan area.</td>
<td>cycle routes within Plan area</td>
</tr>
<tr>
<td>5,6</td>
<td>KP11: Improvements to the Strategic and Local Road Network</td>
<td></td>
</tr>
<tr>
<td>5,6</td>
<td>KP12: Number of major developments receiving planning permission with agreed travel plan</td>
<td>KPT10: All new development I,</td>
</tr>
</tbody>
</table>

**Plan Objective 5: Ensure Provision of Accessible Local Services and Facilities**

| 7          | KP12: Provision of Local Centre at Burn Naze | KPT12: |                                               | SA significant effect |                        |                                                        |                                                |

**Plan Objective 6: Encourage Recreational Activity and Tourism**

| 8          | KP13: Amount of public open space sq m/ha. in Plan Area: | KPT13: Net increase in formal and informal public open space provision in Plan Area | SA significant effect |                        |                                                        |                                                |
| 8          |                                     |                                               |                        |                        |                                                        |                                                |
| 8          | KP14: No. of new residential developments providing public open space to minimum requirements of saved policy H13 | KPT14: All new residential developments | SA significant effect |                        |                                                        |                                                |
| 8          | KP15: Completion/ Improvement of Wyre Estuary Coastal Path through Plan area | KPT15: Completion of multi use network through Plan Area by 2021 | SA significant effect |                        |                                                        |                                                |

**Plan Objective 7: Encourage Sustainable Patterns of Development**

<p>| 9          | KP16: Renewable Energy | KPT16: 100% of relevant planning approvals | SA significant effect, Core Output Indicator E3 |                        |                                                        |                                                |</p>
<table>
<thead>
<tr>
<th>AAP Policy</th>
<th>AAP Key Performance Indicators</th>
<th>AAP Key Performance Targets</th>
<th>Indicator and Target Cross References / Linkages</th>
<th>Outputs to Date</th>
<th>Outputs in Current Year</th>
<th>Comments on Progress / Implementation issues Identified</th>
<th>Remediation Actions to be adopted / Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>ii. housing of 10+ units</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Approval of development incorporating energy efficient designs for non housing developments of 10000m² to use 10% renewable energy</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3.9</td>
<td>KPI19: Total Amount of employment floorspace on previously developed land</td>
<td>NPT19: 65%</td>
<td>Core Output Indicator BD2</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2.9</td>
<td>KPI20: Total amount and percentage of new housing on previously developed land</td>
<td>NPT20: 65%</td>
<td>Core Output Indicator H3</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Implementation robustness and flexibility

7.16 The annual monitoring process will also be used to identify potential implementation issues and where appropriate suggest potential remediation actions which could be taken within the scope of the adopted policies. These issues and remediation actions will also be identified and monitored through the AMR process (see Table 7.1).

Monitoring significant social, economic and environmental effects identified by the Sustainability Appraisal

7.17 The SEA Directive requires the monitoring of significant social, economic and environmental effects of the implementation of plans to be monitored in order to identify at an early stage unforeseen adverse effects, and to be able to undertake appropriate remedial action.

7.18 Table 7.2 sets out the potential positive and negative significant effects identified by the AAP Sustainability Appraisal. It also shows those effects which will be monitored through the APP Key Performance Indicators and those which will be monitored through the wider core indicators of the Council’s AMR.

Table 7.2: Fleetwood-Thornton AAP; Significant Effects identified by Sustainability Appraisal

<table>
<thead>
<tr>
<th>Ref</th>
<th>Significant effect identified</th>
<th>Monitored through</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>AAP KPI and KPT</td>
</tr>
<tr>
<td></td>
<td></td>
<td>AMR Core indicators</td>
</tr>
<tr>
<td>SE1</td>
<td>Effect on improving health and reducing health inequalities (positive effect)</td>
<td>No</td>
</tr>
<tr>
<td>SE2</td>
<td>Effect on meeting identified housing needs (positive effect)</td>
<td>Part</td>
</tr>
<tr>
<td>SE3</td>
<td>Effect on improving opportunities for access to employment, recreation, community services and cultural</td>
<td>Yes</td>
</tr>
<tr>
<td>Ref</td>
<td>Significant effect identified</td>
<td>Monitored through</td>
</tr>
<tr>
<td>-----</td>
<td>-------------------------------</td>
<td>-------------------</td>
</tr>
<tr>
<td></td>
<td></td>
<td>AAP KPI and KPT</td>
</tr>
<tr>
<td></td>
<td>opportunities for all sectors of the community (positive effect)</td>
<td>No</td>
</tr>
<tr>
<td>SE4</td>
<td>Effect on improving education achievement, training and opportunities for lifelong learning and employability (positive effect)</td>
<td>Part</td>
</tr>
<tr>
<td>SE5</td>
<td>Effect on promoting the enjoyment of the borough’s open spaces (positive effect)</td>
<td>Not monitored by AMR Core Indicators</td>
</tr>
<tr>
<td>SE6</td>
<td>Effect on improving choice and use of sustainable modes of transport (positive effect)</td>
<td>Yes</td>
</tr>
<tr>
<td>SE7</td>
<td>Effect on increasing energy efficiency and the use of renewable energy (positive effect)</td>
<td>Yes</td>
</tr>
<tr>
<td>SE8</td>
<td>Effect on protecting and improving water quality (\text{negative effect})</td>
<td>Monitored through Core Indicator E1 (#7 in old set)</td>
</tr>
<tr>
<td>Ref</td>
<td>Significant effect identified</td>
<td>Monitored through</td>
</tr>
<tr>
<td>------</td>
<td>---------------------------------------------------------------------------------------------</td>
<td>-----------------------------------------------------------------------------------</td>
</tr>
<tr>
<td></td>
<td></td>
<td>AAP KPI and KPT</td>
</tr>
<tr>
<td></td>
<td></td>
<td>AMR Core indicators</td>
</tr>
<tr>
<td>SE9</td>
<td>Effect on reducing water consumption (positive effect)</td>
<td>Yes</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Not monitored by AMR Core Indicators; not really measurable</td>
</tr>
<tr>
<td>SE10</td>
<td>Effect on reducing the risk of flooding (positive and negative effects)</td>
<td>No</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Monitored through Core Indicator E1 (#7 in old set)</td>
</tr>
<tr>
<td>SE11</td>
<td>Effect on maintaining and improving air quality (negative effect)</td>
<td>Yes</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Not monitored by AMR Core Indicators; air quality considered by contextual indicators</td>
</tr>
<tr>
<td>SE12</td>
<td>Effect on making the best use of previously developed land (positive effect)</td>
<td>No</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Yes</td>
</tr>
<tr>
<td>SE13</td>
<td>Effect on reducing greenhouse gas emissions (negative effect)</td>
<td>No</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Not monitored by AMR Core Indicators; greenhouse gas emissions considered by contextual indicators</td>
</tr>
<tr>
<td>SE14</td>
<td>Effect on reducing contamination and safeguard soil quality and quantity (positive effects)</td>
<td>No</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Not monitored by AMR Core Indicators; not really measurable</td>
</tr>
<tr>
<td>SE15</td>
<td>Effect on maintaining and enhancing landscape and townscape character (positive effect)</td>
<td>No</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Will be measured in part by new Core Indicator H6: Housing Quality</td>
</tr>
</tbody>
</table>
### Monitoring of the Sustainable Transport Strategy

**7.19** From Table 7.2 it can be seen that the majority of significant effects identified by the SA will be monitored either through the AAP Key Performance Indicators set out in Table 7.1, or through the Council’s AMR process. Of those significant effects not currently monitored only two; SE11 (Air Quality) and SE13 (Greenhouse Gas Emissions) deal with potential negative effects. In both cases these are considered almost impossible to monitor at the AAP or district level.

### Monitoring of Travel Plans

**7.20** A key element of the Implementation Framework for the AAP as set out in Section 6 is the Sustainable Transport Strategy (STS), which sets out a mechanism for funding and delivery of necessary transport infrastructure improvements required to facilitate development.

**7.21** The STS will be monitored on an annual basis through a report from the Steering Group, which will be presented to appropriate committees/member bodies at the district and county councils.

### Monitoring of Travel Plans

**7.22** A key element of the Sustainable Transport Strategy will be the adoption and implementation of agreed Travel Plans. Monitoring of the implementation of Travel Plans will be undertaken by the STS Officer Working Group.

<table>
<thead>
<tr>
<th>Ref</th>
<th>Significant effect identified</th>
<th>Monitored through</th>
<th>AMR Core indicators</th>
</tr>
</thead>
<tbody>
<tr>
<td>SE16</td>
<td>Effect on improving the competitiveness of local business (positive effect)</td>
<td>No</td>
<td>Not monitored by AMR Core Indicators; measured in part by contextual indicators</td>
</tr>
<tr>
<td>SE17</td>
<td>Effect on improving employment, access to employment opportunities and exploit the potential growth of business (positive effect).</td>
<td></td>
<td>Measured in part, at present, through Core Indicator 3b; this will cease to be a Core Indicator as of next year (08-09), but monitoring may be continued through new local indicator (see above)</td>
</tr>
</tbody>
</table>
Monitoring baseline data

7.23 Baseline information will be reviewed and updated at an appropriate time to inform any formal review/ replacement of the Plan.
8 Glossary

**85th percentile:** The 85 percentile trip rate is that which is only exceeded by 15% of developments selected within TRICS (Trip Rate Information Computer System). When establishing the potential traffic generation of new developments the TRICS database is interrogated. TRICS is a database system comprising a large number of records of individual developments across a wide range of land use categories. Within the records are survey counts, peak hour and off peak hour, which are backed up by detailed information on the sites themselves and the local environment. Developments with similar characteristics to those of the proposed development (such as geographic location, location in relation urban area, development size etc) are selected within TRICS and their respective trip rates during the peak hours are listed and ranked.

**Average trip generation rates:** trip generation rates that assume that the development will respond well to sustainable initiatives and private vehicle use will be minimised.

**Hybrid trip generation rates:** an intermediate level of trip generation between robust and average rates; this takes account of the effectiveness of Travel Plans in reducing trip generations from commercial uses, but assumes a robust level of trip generations from residential, retail and leisure uses.

**Moderate Highway Improvements:** highway improvements to accommodate average trip generations from each site considered within the AAP: the second stage of highway improvements to be implemented

**Reasonable Highway Improvements:** improvements to junctions to accommodate a hybrid level of trip generation as defined: the third stage of highway improvements to be implemented

**Robust Highway Improvements:** highway improvements to accommodate a robust level of trip generations

**Robust trip generation rates:** trip generation rates that assume each development has not responded well to sustainable initiatives and that private vehicle use is higher than would normally be defined as typical for that land use. These robust trip rates represent an extreme fallback position in which a development is abnormally highly dependant on access by private car use

**Safety and Sustainable Access Improvements:** the first phase of highway improvements, necessary to mitigate highway safety issues arising from developments

**Annual Monitoring Report (AMR):** A report submitted by local planning authorities to the government assessing the progress and the effectiveness in terms of the Local Development Framework. It includes a review of the Local Development Scheme’s timetable and monitors the success of development plan document policies.
**Appropriate Assessment (AA):** AA is applicable to all development plan documents under European legislation, and should be carried out from the earliest possible stage. The effects of a development plan on European site interests must be assessed at each relevant stage of plan preparation and the assessment refined and developed as the plan progresses through its preparation. The assessment should be re-visited with increasing specificity at subsequent stages of plan preparation.

**Area Action Plan (AAP):** A Development Plan Document, which focuses on a specific part of the district. They focus on the implementation of policies towards conservation, change and opportunities (for example a major regeneration project with new housing).

**Biological Heritage Site (BHSs):** In Lancashire, Local Authorities are required to identify and provide protection to the natural heritage within their districts. These are the most important non-statutory wildlife sites. For example, ancient woodland, species rich grassland and bogs.

**Brownfield site:** Land previously developed on or was occupied by a permanent structure. Usually associated with derelict urban land. Excludes agriculture or forestry land and previously used land which now has nature conservation or recreation value.

**CABE Space:** CABE Space is the part of CABE aiming to bring excellence to the design and management of public spaces in our towns and cities, to improve people's quality of life through good design.

**Core Strategy (CS):** A Development Plan Document setting out the long-term spatial vision and objectives for the district and provides the strategic policies and proposals to deliver that vision.

**Community Facilities:** Ranges from basic health and social services to education, arts, culture and religious facilities (categorised as C2, D1 and D2 in the Town and Country Planning Use Classes Order 1987 and its subsequent amendments)

**C2 Residential institutions** - Residential care homes, hospitals, nursing homes, boarding schools, residential colleges and training centres.

**D1 Non-residential institutions** - Clinics, health centres, crèches, day nurseries, day centres, schools, art galleries, museums, libraries, halls, places of worship, church halls, law court. Non-residential education and training centres.

**D2 Assembly and leisure** - Cinemas, music and concert halls, bingo and dance halls (but not night clubs), swimming baths, skating rinks, gymnasiums or sports arenas (except for motor sports, or where firearms are used).
Department for Communities and Local Government (DCLG): DCLG is the Government Department responsible for planning matters, with the responsibility to promote community cohesion and equality, as well as housing, urban regeneration, planning and local government.

Department for the Environment, Transport and the Environment (DETR): The Department for the Environment, Transport and the Regions has now been renamed The Department for Transport (DfT). The DfT provides leadership across the transport sector to achieve a transport system, which balances the needs of the economy, the environment and society.

Development Plan Document (DPD): A document identifying the Council’s planning policies and proposals and outline the key development goals of the Local Development Framework. Development Plan Documents include the Core Strategy, Site-Specific Allocations Documents, Area Acton Plans and a Proposals Map. They are subject to community involvement, consultation and independent examination. A sustainability appraisal is required for each development plan document.

Environmental Agency (EA): The Environmental Agency is a government body responsible for protecting and improving the effects of pollution on the environment in England and Wales. To make sure that air, land and water are looked after.

European Marine Site: European marine sites consist of any SAC, SPA, RAMSAR or part of a site that consists of a marine area, including intertidal areas.

Government Office for the North West (GONW): GONW is a regional office for the Government bringing together regional organisations to deliver Government policies and programmes and to contribute regional perspective in their development. Departments include Health, Work and Pensions, and Transport.

Green Belt: A piece of land largely around built up areas designated to protect the land from development. The purposes to restrict urban sprawl, safeguard the countryside, preserve the character of historic towns and to encourage the use of brownfield sites for development.

Greenfield site: Land not previously developed, usually agricultural land.

Highways Agency (HA): The Highways Agency is an Executive Agency of the Department for Transport (DfT), and is responsible for operating, maintaining and improving the strategic road network in England.

Joint Lancashire Structure Plan (JLSP): The Joint Lancashire Structure Plan 2001-2016 aims to secure the efficient and effective use of land in the interest of the public. It sets out strategic policies and proposals for the development, use and conservation of land in
Lancashire and for the management of traffic. It establishes the amount and general location of development for meeting the future needs of Lancashire’s population while protecting and enhancing Lancashire’s fine assets.

**Lancashire Minerals and Waste Local Plan (LMWLP):** The LMWLP is a joint plan for all local authorities in Lancashire and sets out detailed policies for mineral working and waste developments in Lancashire.

**Local Development Documents (LDDs):** These include any document within the Local Development Framework. They comprise Development Plan Documents, Supplementary Planning Documents and the Statement of Community involvement.

**Local Development Framework (LDF):** The Local Development Framework is the new system of Local Development Documents (LDDs), which replace the existing Local Plan. The LDF is made up of the Core Strategy, Site-Specific Allocations Documents, Area Action Plans and a Proposals Map. Together the LDDs provide the Local Planning Authority’s land use and spatial policies for the district.

**Local Development Scheme (LDS):** The LDS is a three-year programme, which shows the Council’s time scale for the preparation and production of Local Development Documents.

**Local Education Authority (LEA):** The LEA is part of the Local Authority and is responsible for education within the area for all state schools. They organise funding, allocate numbers and employ the teachers.

**Local Plan:** A Development Plan prepared by Local Authorities, which consists of local policies, proposals and opportunities for the district.

**Natural England:** Natural England has been formed to conserve, enhance and manage the natural environment, for its intrinsic value, the well-being and enjoyment of people and the economic prosperity that it brings.

**Northwest Regional Development Agency (NWDA):** The main role of the NWDA is to manage economic development and regeneration within the region.

**Northwest Regional Assembly:** Each of the regions outside of London has a regional chamber that the regions call regional assemblies. They are responsible for developing and coordinating a strategic vision for improving the economic, environmental and social well-being in the region. They are also responsible for preparation of [regional spatial strategy](#).

**Planning Policy Guidance (PPG):** A series of documents issued by central Government setting out its national land use policies for England on different areas of planning e.g. housing, employment, and transport. They are currently being replaced by Planning Policy Statements.
Planning Policy Statements (PPS): A series of documents setting out the Government’s national land use planning policies that will replace the existing Planning Policy Guidance notes.

Primary Care Trust (PCT): PCTs, formed in 2002, cover all parts of England and take control of local health care. They receive budgets directly from the Department of Health.

Proposals Map: A component of a Development Plan Document, which illustrates on an Ordnance Survey base map the location of proposals in the plan.

RAMSAR: Sites designated under the International Ramsar Convention on wetlands which provide a framework for national and international co-operation to protect wetlands and their resources of international importance, particularly as

REclamati°n and MAnagement of DErelict land (REMADE): REMADE has been set up by Lancashire County Council in partnership with the Northwest Regional Development Agency as part of the Agency’s commitment to tackling the region’s derelict land problem.

Regional Economic Strategy (RES): The RES sets out a twenty-year economic strategy for the Northwest including specific actions over the next three years. The primary aim to improve productivity, grow the market, size and workforce whilst maintaining sustainable growth.

Regional Parks: Regional Parks have been set up to promote informal outdoor recreation, improve regeneration and to protect the environment in specific key areas of a region.

Regional Spatial Strategy (RSS): The RSS is a document, which provides a framework for the physical development for how the region should look in fifteen to twenty years and forms part of the development plan. For example the RSS identifies the scale and distribution of new housing in the region and areas for regeneration.

Special Area of Conservation (SACs): SACs are designated sites protected under the European Community Habitats Directive, to protect internationally important natural habitats and species.

Special Protection Area (SPAs): SPAs are designated sites protected under the European Community Directive on the conservation of wild birds, also known as the Birds Directive.

Statement of Community Involvement (SCI): The Statement of Community Involvement is an essential part of the new-look Local Development Framework. The SCI sets out the Council will involve the community at every stage in the preparation, alteration and production of the LDF. The SCI is not a development plan document.
**Strategic Flood Risk Assessment (SFRA):** In accordance with advice from the Environment Agency and in line with Planning Policy Statement 25: Development and Flood risk (PPS25), Council’s are required to undertake a Strategic Flood Risk Assessment to inform preparation of the LDF and also to provide further details to developers of varying levels of flood risk within the area.

**Strategic Location for Development (SLD):** A Strategic Location for Development is an area identified as a priority for large-scale mixed-use development.

**Sustainable Appraisal (SA):** These are required under new legislation and form the process of weighing and assessing the economic, environmental and social effects of a plan and appraising them in relation to the aim of sustainable development.

**Sustainable Community Strategy (SCS):** The SCS is a framework for delivering sustainable communities over the next 15-20 years. They aim to deliver places where people want to live and work, now and in the future.

**Sustainable Drainage Systems (SUDS):** Sustainable Drainage Systems offer an alternative approach to drain surface water in a more sustainable fashion within developments. For example, permeable concrete blocks or crushed stone.

**Site of Special Scientific Interest (SSSIs):** An SSSI is an area that has been identified under the Wildlife and Countryside Act 1981 as an area as special interest. Related to the natural heritage of wildlife habitats, geological or physiological features of the site.

**The Building Research Establishment Environmental Assessment Method (BREEAM):** BREEAM have designed a set of methods and tools to help construction professionals understand and mitigate the environmental impacts developments.

**The Commission for Architecture and the Built Environment (CABE):** Established in 1999, a public body, CABE influences and inspires the people making decisions (e.g. Local Authorities, planners and designers) about our built environment, to improve people’s quality of live through good design.

**Town and Country Planning Regulation 2004:** Town and Country Planning is the land use planning system by which the government seeks to maintain a balance between economic development and environmental quality.