



Wyre Council

Settlement Boundary Background Paper

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1. Introduction

The 1999 Wyre Local Plan indicated distinct boundaries around a number of settlements which distinguished the settlement from the countryside around them. Producing the Publication Draft Wyre Local Plan 2017 has provided an opportunity to review the current boundaries and consider whether or not additional settlements should be defined by a clear boundary. This background paper describes the rationale for defining boundaries and the process undertaken to produce the boundaries in the Publication Draft Wyre Local Plan 2017.

2. Context

The borough of Wyre is characterised by an urbanised peninsular north and west of Blackpool and a large rural hinterland. The peninsular is largely framed by the coast, Wyre estuary and the boundaries of Fylde and Blackpool. It consists of the settlements of Fleetwood, Cleveleys Thornton, Normoss and Poulton-le-Fylde, with areas of green belt providing a degree of separation between the urbanised areas. The rural area contains a small number of larger settlements such as Garstang, Knott-End and Catterall, plus a number of smaller villages, hamlets, scattered small-scale residential developments and agricultural buildings.

Policy SP5 of the 1999 Wyre Local Plan identifies Main Rural Settlements whose boundaries are defined on the 1999 Wyre Local Plan Proposals Map. These settlements are:

- Garstang
- Catterall
- Hambleton
- Knott-End/Preesall
- Stalmine

Policy SP8 of the 1999 Wyre Local Plan defines small rural settlements (based on criteria set out within the policy justification). Three of these have boundaries that are defined on the same 1999 Proposals Map:

- Calder Vale;
- Myerscough (Barton): and
- Bilsborrow.

The remaining rural settlements do **not** have defined settlement boundaries and exist within a wider area defined as open countryside (1999 Local Plan Policy SP13).

- Bowgreave
- Churchtown
- Forton
- Gt. Eccleston
- Hollins Lane
- Inskip
- Pilling – Smallwood Hey

- Pilling - Stakepool
- Preesall Hill
- St. Michaels
- Scorton

Thus according to the 1999 Local Plan there are 19 rural settlements, of which only eight have defined boundaries.

The 1999 Local Plan does not formally identify boundaries for the urban peninsula settlements – instead these places are defined by the Green Belt in these locations, proximity to the coast and Wyre Estuary and areas of countryside on the periphery. In effect the peninsula locations self-define.

3. What is a Settlement?

The 2016 Wyre Settlement Study identifies 30 settlements within Wyre, although it is a characteristic of the borough that there are numerous hamlets and clusters of houses that can also be considered to be individual places. The Study describes how there is no official definition that can be used to defined what makes a settlement, but that it implies a cohesive place of living, normally incorporating supporting services or facilities.

4. Why do settlements needs boundaries?

Within rural Wyre, the purpose of a settlement boundary the 1999 Local Plan is to distinguish between that land within the designated countryside and that land within a settlement and as such **not** designated as countryside. This is important as planning policy as applied to land within the countryside is more restrictive, in terms of uses that are normally permissible, than that within a settlement boundary, which may be designated for development or simply be “white land” (i.e. undesignated). Whether or not a settlement has a defined boundary to distinguish it from the generality of the countryside, and the extent and form of that boundary, is therefore of significant importance in terms of the role of that settlement within the overall planning strategy and the extent and type of development that will be allowed.

Within the urban peninsula the same logic applies, albeit that in the main there is less designated countryside.

The perceived advantages of having a settlement boundary will invariably differ across individual communities. There are, however, a few generic advantages to defining settlement boundaries:

- Ensures a more plan-led and controlled approach to future housing growth, allowing for the allocation of sites.
- Provides certainty for the plan period both for residents, landowners and the development industry.

- Locally, settlement boundaries are an understood and accepted planning tool for guiding and controlling developments.
- The boundaries will ensure protection for the remaining countryside from unnecessary development.
- Provides for a co-ordinated and consistent approach providing a firm basis for refusing planning applications which are unacceptable in planning terms.
- Allows the development of small sites within settlements which cannot be identified as strategic allocations.

5. Principles

To inform the plan preparation, a process has been undertaken to review existing 1999 Local Plan boundaries and to identify new boundaries for additional rural settlements.

The review has been based on the following criteria:

1. As a matter of principle the aim is to provide legible and defensible boundaries where possible based on clearly delineated curtilages or features in the landscape, whether natural or non-natural.
2. Settlement boundaries should normally include all buildings and land that have a functional relationship to the settlement.
3. Boundaries should:
 - a) Where possible, trace the edge of the built form, and therefore exclude roads, paths, railways and other lines of communications (unless other criteria below suggest differently).
 - b) Take account of proposed site allocations and designations.
 - c) Include recreational open space (e.g. parks, play areas, sport pitches) which form a functional part of the settlement.
 - d) Follow clearly defined physical features - such as buildings, gardens, field boundaries or curtilages in order to provide a clear and defensible boundary. In order to conserve the character, settlement boundaries may exclude large gardens, orchards and other open areas. However, as a matter of principle the aim is to provide clear, legible and defensible boundaries, where possible based on clearly delineated curtilages.
 - e) Take account of any relevant planning history, including recent development, sites under construction and planning approvals.

4. Boundaries should normally **exclude** land, buildings and/or structures associated with uses listed below as not appropriate to inclusion within settlements, unless offering the potential for development in line with development requirements, *or* is either completely or virtually encircled by appropriate settlement land uses, *or* is considered to have an important direct functional relationship to the settlement that necessitates inclusion.

- a) Agriculture, excepting farm buildings where directly adjacent to other buildings associated with a settlement, typically residential or business-related.
- b) Forestry.
- c) Water.
- d) Mineral extraction, landfill, or other activities requiring significant open areas of land (e.g. cemeteries, land formally managed for nature conservation purposes).
- e) Large scale open recreation (e.g. golf course or equestrian activities).
- f) Caravan parks and holiday home sites (residential park homes sites will normally be included *within* settlement boundaries).

The process for defining boundaries is straight forward:

1. Identify settlements to be reviewed.
2. For each settlement:
 - i. Identify potential local plan allocations – the boundary will need to include allocated land.
 - ii. Identify known environmental or other constraints that may influence the nature of the boundary.
 - iii. Review planning permissions and implications for settlement boundary. Normally boundaries will be drawn to include appropriate planning permissions.
 - iv. Identify defining features and the broad extent of the settlement
 - v. Identify an initial boundary and refine if required.
3. Finalise the boundaries.

6. Identifying Settlements

As outlined above, the 2016 Settlement Study identifies 30 settlements in Wyre. Of these eight rural settlements have boundaries defined by the 1999 Wyre Local Plan, plus the four peninsula locations. As such, 18 settlements do not have boundaries and are washed over by the countryside designation in the 1999 Local Plan.

The Publication Draft Local Plan defines the following settlement hierarchy:

Local Plan Settlement Hierarchy Category	Settlement(s)
Urban Town	Fleetwood, Poulton-le-Fylde, Cleveleys, Thornton, Normoss
Key Service Centre	Garstang
Rural Service Centres	Knott End/Preesall, Great Eccleston, Hambleton, Catterall
Main Rural Settlements	Bilsborrow, Pilling, Barton, St Michaels, Bowgreave, Inskip, Stalmine, Forton, Preesall Hill, Scorton
Small Rural Settlements	Cabus, Churchtown/Kirkland, Hollins Lane, Calder Vale, Dolphinholme (Lower)
Other undefined Rural Settlements	

It is a key principle that boundaries should be defined wherever possible and appropriate. To a greater or lesser extent, most of the hierarchy named settlements are expected to be the focus of growth over the plan period. It is appropriate that these have boundaries defined by the local plan. However some small rural settlements will not be the focus of development in the new Local Plan and as such it is appropriate that they are protected through the countryside policy.

The position for the Publication Wyre Local Plan 2017 is therefore as follows:

No boundary:

- Eagland Hill
- Little Eccleston
- Nateby
- Out Rawcliffe
- Winmarleigh

Reviewed 1999 Local Plan boundary:

Urban towns:

- Cleveleys
- Fleetwood
- Normoss
- Poulton-le-Fylde

- Thornton

Key service centre:

- Garstang

Rural service centres:

- Catterall
- Hambleton
- Knott-End/Preesall

Main rural settlements:

- Barton
- Bilsborrow
- Stalmine

Small rural settlements:

- Calder Vale

Wholly new boundary defined in the Publication Draft Wyre Local Plan 2017:

Rural Service Centres

- Great Eccleston

Main Rural Settlements

- Bowgreave
- Forton
- Inskip
- Pilling
- Preesall Hill
- St. Michaels
- Scorton

Small Rural Settlements

- Cabus
- Churchtown
- Dolphinholme
- Hollins Lane

7. Commentary

Review of Settlements with Existing Boundaries (1999 Local Plan)

Urban Towns

Cleveleys, Fleetwood, Normoss, Poulton-le-Fylde and Thornton - as with the 1999 Local Plan, the boundaries of the urban towns are established by their geographical location (coast and estuary), position of the Green Belt and the administrative boundary of the borough where it adjoins Fylde and Blackpool. In addition, the eastern boundary for Thornton excludes unallocated land designated as countryside at Stanah whilst the boundary for Poulton-le-Fylde includes land removed from the Green Belt.

Normoss is in effect part of the Blackpool urban area and is defined as a separate settlement for the purposes of the Local Plan.

It is worth noting that Cleveleys can be regarded as a cross-boundary settlement which in effect is part of a wider urban area encompassing Blackpool. The eastern edge of Cleveleys (and hence western edge of Thornton) is set by the line of Amounderness Way.

Key Service Centre

Garstang is the largest settlement in rural Wyre. Amendments to the boundary are largely to incorporate site allocations:

The northern boundary has been extended to include an allocation for a travelling showperson's site (SA6) but further expansion is limited by the introduction of a Strategic Area of Separation between Garstang and Cabus to the north. The boundary has also been extended to incorporate a large swathe of land that includes a hotel and Burlingham Park residential park home site.

The eastern boundary has been extended to incorporate the Millennium Green and other recreational open space designated as Green Infrastructure.

The southern boundary incorporates a small amendment to include land within a site for 130 dwellings currently under construction.

The western boundary has been significantly extended to incorporate mixed use allocation SA3/5 and residential allocation SA1/6 and adjacent properties. There has been a minor amendment to incorporate a small number of properties adjacent to a small commercial area at Longmoor Lane.

Rural Service Centres

Catterall - There have been a number of changes to the boundary of Catterall.

The northern boundary has been amended to exclude a 1999 employment allocation (EMP2/17) now not been taken forward in the 2017 Local Plan. The northern boundary has been extended to include an outdoor sports facility west of the B6430 (Garstang Road).

Further expansion to the north is limited by the introduction of a Strategic Area of Separation between Catterall and Bowgreave.

The eastern boundary has been amended to incorporate new development north of Stubbins Lane and buildings associated with Moons Farm (and adjacent properties). The significant change to the eastern and southern boundary is to incorporate a large area of countryside now designated as SA7 which is a development opportunity for employment development adjacent to Brockholes Industrial Estate.

The western boundary has been taken as the line of the A6. This extension to the boundary provides a clear and defensible edge to the settlement and is consistent with the existing built form and includes land associated with mixed use (SA3/2), employment (SA2/3 and SA2/4) and residential (SA1/23 and SA1/24) allocations. The new boundary includes a small area of properties and a farm fronting the A6 and situated between allocations SA2/3 and SA1/24. Although it is a principle of the methodology that boundaries exclude significant areas of so called "white land" (i.e. unallocated open land), in this case the opportunity to use the A6 as the defensible boundary is considered to provide the greater planning advantage.

Hambleton - The boundary of Hambleton to the west is largely dictated by proximity to the Wyre Estuary. Large parts of the settlement are affected by flood risk. The boundary is to a significant extent unchanged from that shown in the 1999 Local Plan. However there are some amendments:

The northern boundary west and east of Carr lane has been extended to incorporate new development and a residential planning permission.

The eastern boundary has been significantly extended to incorporate residential allocation SA1/2 and playing fields associated with Hambleton Primary Academy.

The southern boundary has been included to include Bob Williamson Park, St Francis of Assisi Church and associated land (designated as Green Infrastructure), land associated with a small designated employment area and a small number of existing properties. All is considered to be functionally part of the settlement.

Knott End/Preesall lies adjacent to the River Wyre Estuary and Morecambe Bay which set the western and northern boundaries respectively. Knott End is almost entirely covered by flood zone 3 designation and as a consequence of flood risk there are no local plan allocations. Hence the boundary is largely the same as that set on the 1999 Local Plan save for:

An extension to the eastern boundary to include linear development along Pilling Lane and Rosslyn Avenue, the latter which incorporates land with planning permission for residential development.

Minor modifications to the south eastern boundary at Nicksons Lane to incorporate land developed since the 1999 Local Plan and to incorporate larger gardens.

Main Rural Settlements

Barton lies on the extreme southern boundary of the borough on the administrative boundary with Preston City Council. The majority of Barton sits within Preston. That part of the village that lies within Wyre has a linear form defined by the A6 to the east (also the administrative boundary) and West Coast Mainline a short distance to the west. A number of residential developments have come forward on land between the A6 and railway to the West of the existing properties. These have been incorporated into the settlement boundary and include residential allocations SA1/25, SA1/26 and SA1/27, plus a residential development under construction. The opportunity has been taken to clarify the western boundary which now follows the line of the railway. As with Catterall, although this includes “white land”, the benefit is in defining a clear and obvious boundary based on a strong physical feature.

Bilsborrow - The extent of Bilsborrow is largely defined by the presence of the West Coast Mainline to the east and Lancaster Canal to the west. Although development extends beyond these features, the majority of the built form lies between the railway and canal and as such the 1999 Local Plan settlement boundary is relative contained. Although there are no allocations for development in Bilsborrow, the new local plan makes a number of amendments to take into account new development and to be consistent with the review methodology.

The northern boundary of Bilsborrow has been extended to incorporate the Barton Grange Garden Centre and associated leisure development currently under construction.

To the west, there is a minor change to incorporate an area of recreation open space designated as Green Infrastructure.

The southern boundary has been extended to incorporate a proposed small residential development and the rear gardens of properties fronting Bilsborrow Lane. There is a small area excluded (and hence designated as countryside) from the extended area in this location as it is part of a wider area of open land that extends across the borough boundary into Preston.

Stalmine - The boundary for Stalmine has been amended from that shown in the 1999 Local Plan as follows:

Additional land included to the north west to incorporate public open space, including Wyre Villa football ground and a planning permission for a residential property.

Land off Mill Lane included to incorporate land with planning permission for a small residential development (some properties under construction at the time of writing).

Extension of the southern boundary to incorporate residential allocation SA1/9 and properties west and east of Stricklands Lane which are considered to be functionally part of the village.

Small Rural Settlement

Calder Vale is a small settlement in the Area of Outstanding Natural Beauty. There are no development proposals in Calder Vale. The boundary remains largely as set out in the 1999 Local Plan aside from a small number of detailed changes to provide clear and consistent boundary lines.

Settlements with Wholly New Boundaries

Rural Service Centres

Great Eccleston is a significant but relatively compact settlement closer to the borough boundary with Fylde Council.

The northern edge is set by the line of the A586. The remainder of the boundary follows the built form of the village but includes an extensive mixed use allocation to the west (SA3/3) and adjacent dwellings. The boundary includes land west of Hall Lane that includes land with planning permission for residential development, a cricket ground and scout hut. These are considered to be functional uses associated with the village.

Main Rural Settlements

Bowgreave is a small and compact settlement situated on the B6430 with Garstang to the north and Catterall to the south. Its northern and southern limits are defined by Areas of Separation between the village and these two settlements. The settlement includes Garstang Academy which is incorporated into the boundary. There are four residential allocations also included within the boundary – SA1/19, SA1/20, SA1/21 and SA1/22. The remainder of the boundary follows the built form.

Forton and Hollins Lane - Forton is a compact settlement to the north of Garstang. It is situated to the west of the A6, whilst Hollins Lane is a largely linear settlement on the opposite (east) side of the A6 in the same broad location. They are defined as separate settlements within the Local Plan and indeed are separated along a large part of their boundary by an Area of Separation. The eastern edge of Hollins Lane is established by the West Coast Mainline.

The settlement boundary of Forton largely follows the built form and includes the village cricket ground and bowling green/recreation area. There is an extensive mixed use allocation at Forton (SA3/4) which is included within the boundary. This crosses the A6 to include land to the east. However this land is considered to relate to the settlement of Forton rather than Hollins Lane.

The boundary for Hollins Lane follows the linear form but includes two residential allocations SA1/14 and SA1/15.

Inskip - As with many rural settlements, Inskip is a small and compact rural village. Its boundary is defined by its built form and the presence of a large residential allocation which

is situated in north-west and south west of the village. The boundary includes the village primary school.

Pilling consists of two parts – Smallwood Hey to the west and Stakepool to the east. Both parts are linear in nature with several “branches” which form fingers of development which protrude into the countryside. It is a more complex boundary than most, as in some cases the built form and countryside in effect merge – with the presence of sheds, granges and other buildings. However the boundary follows the built form and includes a single residential allocation SA1/10.

Preesall Hill is a small settlement positioned to the south of Knott End/Preesall from which it is separated by an Area of Separation. The boundary follows the built form and includes a primary and secondary school. There are no allocations at Preesall Hill.

St. Michaels is a linear settlement wrapped arounds the River Wyre and A586 which passes through the village. It is in an area of flood risk and there are no allocations. The boundary follows the built form and includes a residential park home site and recreation open spaces.

Scorton is a compact rural settlement the eastern extent of which is formed by the line of the M6. There are no allocations. The boundary follows the built form and includes areas of open space (Green Infrastructure) on the south eastern margins of the village. Part of the built form lies within the Bowland Fells Area of Outstanding Natural Beauty.

Small Rural Settlements

Cabus is a small and compact settlement located directly north of Garstang from which it is separated by an Area of Separation. There are no allocations. The boundary follows the built form and includes a small area with planning permission for residential development.

Churchtown is a small and compact settlement located directly west of Catterall in an area of flood risk. There are no allocations. The boundary follows the built form which includes some properties in large gardens on the southern fringes. The boundary includes the village primary school and playing field on the eastern boundary. This area is physically and functionally linked to the remainder of the settlement.

Dolphinholme is a cross boundary settlement, the majority of which lies across the River Wyre which forms the north/western edge of the village. There are no allocations in Dolphinholme. The boundary follows the built form and line of the river.