

Report to: Blackpool, Fylde and Wyre Economic Prosperity Board

Report Author: Rob Green, Head of Enterprise Zones, Blackpool Council

Title: Blackpool Airport Enterprise Zone: Progress Report

Date of Meeting: 29 June 2023

# 1.0 Purpose of the report:

To review the work of the Blackpool Airport Enterprise Zone and its future work and priorities against its role and remit.

# 2.0 Recommendation

To note the report.

#### 3.0 Progress

#### a) Masterplan and Delivery Plan

The refreshed Enterprise Zone Masterplan was approved by Blackpool's Executive in December 2020. The Masterplan for the Eastern Gateway development has been fixed, with the detailed technical masterplan for relocation of airport infrastructure being finalised by July 2023. A detailed review of the masterplan for the Knowledge Quarter to be known as Silicon Sands (replacing former airport operational facilities) will now commence in July 23, and an ongoing study into future utility requirements is underway. In particular this is also looking at impacts and opportunities presented by the proposed routing of Morecambe and Morgan Windfarm transmission routes via the airport and a willingness of Electricity North West to now provide the new 32Mva Primary substation. The plan retains flexibility to respond as new opportunities arise, particularly from the data energy and aviation sectors. A full review of the Masterplan will be undertaken in 2025/26, following completion of the enabling infrastructure to phase one centred upon Common Edge.

A revised Delivery Plan was approved by Blackpool Council Executive in December 2022 – accepting an anticipated whole life spend of £80m plus the cost of prudential borrowing against a projected income (reflecting 30% optimism bias) of £72m. New spending of up to £21 m, to the end of financial year 2023/24 was also approved, bringing the level of anticipated total investment to £44m by March 2024, which includes the cost of acquiring Blackpool Airport. A further review of the Delivery Plan is being undertaken and will be presented for consideration by Blackpool's Council Executive in in September 2023. This will allow adjustment to costs and included contingencies following receipt of tenders for the major highway and infrastructure work.

A continuous review of the delivery plan model is undertaken along with value engineering of all aspects of planned infrastructure works to mitigate the impact of high material costs inflation over the past six months. As much of the development is funded in the early years by prudential borrowing the recent increases in interest rates applicable to borrowing have had a significant negative impact on the viability of the overall project. Work is underway to identify areas of investment that can be deferred or removed from the programme without significantly impacting













upon income generation from retained business rates growth and land sales. The provision of the new Primary substation by Electricity North West will be of great assistance in narrowing the gap between costs and projected income, but further work is required as cost increases continue to ensure that development expenditure is contained within anticipated lifetime revenues. Therefore, progression of future phases will be dependent on the ability to generate sufficient income to cover cost of delivery.

The approved marketing strategy will continue to be implemented for the Enterprise Zone and where appropriate will be updated in line with the revised masterplan and emerging opportunities and guidance from Lancashire Local Economic Partnership and Lancashire County Council in relation to the wider Lancashire Enterprise Zone cluster marketing strategy

# b) Project Management

The Enterprise Zone delivery team presently comprises four full time staff, with part time financial officer support and a project support administration and marketing role presently in recruitment. The core team is supported by other team members of Blackpool Council's Growth and Prosperity team and external consultants Cassidy and Ashton and WSP. The cost of the delivery team and external consultant support are fully covered within the approved delivery plan financial model.

# c) Fiscal Incentives

Whilst the Enterprise Zone rates relief fiscal incentive has now effectively ended with the ECA only available until November. The Enterprise Zone successfully utilised the Rates Relief allowances whilst available until March 2022; Blackpool Council (as the accountable body for the Enterprise Zone and on behalf of Fylde Council) awarded a total of £2.7m in business rates relief to 75 local Fylde and Blackpool businesses, supporting more long term, sustainable and highly skilled jobs for the local community, and helping businesses to grow and prosper. The Councils are committed to awarding a further £1.6m in legacy relief until 2027, taking the estimated total to £4.3m over the lifetime of the scheme.

# d) Phase One current activity

The Common Edge Sports Village is now complete with the exception of the new floodlit rugby league pitch where late seeding of grass due to weather will be playable from October 2023. The new pavilion will be formally opened on the 30 June 2023 and the facilities have been in use since completion of the Division Lane Junction in the first week of June. The new grass pitches have completed their second season of use – and again hosted a very successful Blackpool Cup youth tournament over Easter and May bank holiday weekends with the tournament again voted the best in Europe of its type.

The progress of the Division Lane junction works was hampered by a couple of external factors including the collapse of a Highway drain, which required temporary reopening of Midgeland Road access to Division Lane East prompting calls from some residents for this to remain a permanent change. Blackpool Highways team is therefore leading a review and public consultation.

The existing Jepson Way changing facilities will continue in use for the interim period until the new pavilion can be opened and are likely to close and be utilised as contractor compound and offices until September 2024 when they will be demolished.













Following completion of site investigations, the majority of the detailed Highway design work for the Eastern Gateway road, Common Edge and School Rd junction modelling has been completed. Early Contractor Involvement now underway with a contractor from the STAR framework to finalise design and build programme to secure cost savings. This involves close collaboration with statutory undertakers for the diversion of existing services and provision of new connections, which alone will exceed £3.5m. Final contract award is anticipated in August 2023 with commencement of work on an anticipated 12 month build for the Eastern Gateway and School Rd/Common Edge up-grade, commencing in October 2023. The pacing item for commencement of main construction being the ability of the key statutory undertakers Electricity North West and United Utilities to undertake their diversion and protection works to programme.

The outline planning application for the new Highways, submitted in March 2022 was approved by Blackpool Council in October 2022, and Fylde Borough Council in early November 2022 with the Secretary of State confirming on the 10th November 2022. Work is now underway to discharge some of the 39 appended conditions, where these are relevant to the highway construction. A detailed design guide to shape the public realm and the overall arrangement of buildings in the Eastern Gateway will be complete by the end of July 2023.

A second related planning application is in preparation for submission to Fylde Borough Council in July 2023 to seek consent for the realignment of the junction from Amy Johnson Way to provide access to the eastern sector of the Airport and enable development of new hangar accommodation adjacent to the existing J-Max hangar. The provision of new hangar accommodation will allow the process of releasing land on the Airport's Squires Gate frontage for new development. The application will seek consent for the re-alignment of the existing highway, a new estate road, a new business premises, three aircraft hangars of c20,000 sq ft each and two larger Code C hangars capable of accommodating larger aircraft of Boeing 737/Airbus A321 size for maintenance and overhaul. Initially only the roads, the business facility and two hangars will be constructed, until new Air Traffic control facilities and appropriate commercially viable business cases are in place.

Work has also continued with support from consultants WSP and JBRE, to determine power requirements to serve future phases of the Enterprise Zone – with specific focus on opportunities to provide sustainable power solutions with a combination of onsite Solar power, battery storage and potential connections to offshore wind farms. Design studies are also underway for the provision initially of a new 2 Mva substation to serve the first smaller data centre for the Airport Knowledge Quarter, whilst engagement with Electricity North West has seen them agree to construct the new 32mva primary substation and associated grid reinforcement at their own costs. Discussions continue to finalise agreement and to ensure that the new infrastructure will serve and benefit the planned new solar farm and battery storage.

The pace of discussions with BP and Offshore Wind regarding the delivery of the Morgan and Morecambe offshore windfarms has stepped up with the establishment of specialist working groups to review technical issues and commercial arrangements, whilst the windfarm developers continue the process of applying for planning consent via the Nationally Significant Infrastructure route. There are a number of very significant concerns of the impact that construction of the transmission assets will have on airport navigational aids and restriction of operations. It is hoped that commercial negotiations will result in some wider direct community benefits and improved social value outcomes for the Fylde, potentially with power purchase agreements to allow access to lower priced energy.













## e) Social Value and Environmental Activity

Social value outputs are monitored for all activity at the Enterprise Zone with Social value comprising 20% of all tender assessments.

The Eastern Gateway design guide will establish clear requirements for the provision of bio-diversity net gain, the utilisation of SUDS in all drainage – with the Eastern Gateway access road incorporating drainage swales to either side – as part of a balanced drainage design which will limit surface water run off to existing greenfield run off rates.

# f) Town Deal

The Eastern Gateway highway and plot development project has secured £7.5m funding from the Blackpool Town Deal allocation of £40m, as a contribution to an initial £18m project, additional to the planned scope of works particularly around service diversions and new connections plus a 26% in material costs over the past six months has seen the overall project price escalate. The costs of the increase will be met by Blackpool Council utilising prudential borrowing. The Town Deal project covers the remodelling of Common Edge Road between School Road and Division Lane incorporating traffic signalled junctions, and the construction of the Eastern Gateway access road to link Amy Johnson Way and Common Edge, opening a further 10.5ha land for commercial development. The project will also enable two new access points to be constructed off Amy Johnson Way to the eastern side of the airport to support development of new aircraft hangars. Whilst slightly behind the original programme the works will complete before the fund deadline on March 2026.

#### g) Communications Infrastructure

The Aquacomms base station facility is operational. There are now nine outline expressions of interest in the development of data centres at the Enterprise Zone in phase two the Knowledge quarter – Silicon Sands – the largest being for a large 10MW facility. The pace of negotiations will be escalated as soon as the timescales for availability of power from the grid via the new primary substation are confirmed. The most advanced project is for a 2MW facility designed to demonstrate world leading liquid cooling technology which will substantially reduce energy consumption. The potential for surplus heat from a number of planned data centre facilities within the EZ that could enable the construction of a district heating system to support office and commercial development on the Airport Phase 2 site, and detailed proposals are now being prepared utilising some £250,000 of funding from Innovate UK's Fast Followers Fund.

The Connected Places Catapult have completed their road map for the delivery of an integrated Data centre and sustainable energy on the Enterprise Zone. This is being evaluated and will be utilised to guide the development programme for Silicon Sands and has informed the first edition of the Enterprise Zone digital prospectus which was launched at UK REiiF. The Connected Places Catapult has also produced guidance and advice for Blackpool Airport in terms of its ambition to be an early adopter of both battery powered and hydrogen fuelled flight. Work will now continue with the Catapult and Lancaster University to refine and deliver development opportunities for an energy efficient data sector cluster at the Enterprise Zone providing both Edge compute capacity to meet local demand and to support wider industrial applications of robotics, AI, digi-health and agri-tech across Lancashire and the wider Northern- Powerhouse, with longer term ambitions that this capacity will also provide support to the likes of the National Cyber force and in the sphere of command and control requirements for the emerging UAV / drone delivery sector. This activity will













allow the Enterprise Zone to be positioned as a transitional Enterprise Zone to support businesses journey toward a low carbon economy.

Work has also continued with Lancaster University to scope the research facility that they hope to base within the technology demonstrator development. Whilst a second company developing immersion cooling server technology has been identified and who are also keen to place their equipment in the technology demonstrator — which will in addition house a Tech hub to host start up and Small and Medium Enterprise businesses in the digital sector. Whilst full design, planning consents and commercial agreements are being finalised pending confirmation of funding, work has commenced on site preparation of a site for the demonstrator project with the demolition of a redundant former fire station and garage buildings at Blackpool Airport.

The Masterplan for Silicon Sands will be shaped to best meet the requirements of the digital sector

# h) Marketing

Industrial enquiries have reduced in the light of the recent economic turbulence but are expected to pick up once stability returns to the markets and once the final design for the Eastern Gateway highway is confirmed allowing proactive marketing campaigns to commence. The Enterprise Zone team continues to keep dialogue open with interested parties whilst work moves forward to opening up new development land. Several existing Enterprise Zone occupiers are also looking to move to larger units as they continue to grow and expand. .

Overall demand is still far greater than the present availability of stock or development plots whilst financial viability of new development in the current period of rapid inflation and higher interest rates remains the greatest barrier to translating enquiries into delivered development.

Work to refresh the existing estate boards with the new branding and work and update the four websites for the Lancashire Enterprise Zones is now complete. The Enterprise Zone delivery team spearheaded Blackpool's attendance at UK REiiF 16-18 May, which is covered in more detail below.

Local communication and marketing has of necessity been restricted during the pre-election period which ended on the 4 May 2023 and will now be stepped up with a regular series of press releases and showcases of local businesses via the Blackpool Makes It Work web site and marketing campaign.

The Enterprise Zone delivery team is also looking to accelerate the pace of work with Lancashire County Council (formerly Marketing Lancashire team) on the updating of the Enterprise Zone web sites in alignment with the recently approved Enterprise Zone marketing strategy.

Unfortunately there has been little recent progress made following Colliers appointment as international marketing agents and property advisers for all four Lancashire Enterprise Zone with a proposal submitted by them for a 12 month international marketing plan awaiting approval and funding, with the design agency Richard Barbers and Co to assist in the development of the web sites and additional marketing collateral focussed on the international market.













# Top enquiries are:

Date of enquiry	Target sector	Size	Type of enquiry	Progress to date
May 2023	AV	20 acres	Aviation Manufacturing	Initial Discussion
March 2023	DC	4 acres	Data / Energy Initial Discussions. Campus	
February 2023	DC/E	15,000 sqft	Data / Energy Initial Discussion. Pr subject to progressi Knowledge Quarter.	
January 2023	DC	5-30,000 sqft	Data Facility	Initial Discussion. Follow up meeting due in June 23.
January 2023	ADM	25,000 sqft	Manufacturing Facility	Initial discussions undertaken. Awaiting refined plans.
December 2022	ADM	10,000 sqft	Manufacturing Facility	Initial discussions undertaken. Awaiting refined plans.
November 2022	L	10,000 sqft	Leisure Facility	Early stage discussions. Concerns with planning.
November 2022	0	20,000 sqft	Self Store facility	Early stage discussions
November 2022	0	20,000 sqft	Showroom facility	Early Stage discussions
October 2022	O/E	20,000 sqft	Office facility for a Energy company	Early stage discussions
October 2022	E	7-10 acres	Data campus	Early stage discussion
September 2022	ADM	30,000/60,000 sqft	Aviation parts manufacture and distribution	Early stage discussions.
September 2022	FM	70- 100,000 sqft	Food sector manufacturer	Initial discussions on Design and Build options in progress
March 2022	Е	16,000 sqft	Warehousing, manufacturer renewable energy	Initial discussions initiated
Feb 2022	ADM	20,000 sqft	Furniture manufacturer	Initial discussions
Feb 2022	ADM	7-10,000	Signage manufacturer	Initial discussions
Jan 2022	ADM	20,000 sq ft	Roofing merchants/trade counter	Initial discussions
July 2021	DC	Up to 30,000 sq ft	adjoining tech hub using green energy	Discussions ongoing and preliminary design commenced pending planning application
Nov 2021	0	20,000 sq ft	Online bank	Discussions ongoing













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Sep 2021	ADM	25,000 sq ft	Springs	Discussions ongoing
			manufacturer and	
			engineering	
June 2021	ADM	15,000 sq ft	Engineering	Discussions ongoing
June 2021	ADM	8-12,000 sq ft	Storage and	Discussions ongoing
			manufacturer of	
			flues	
Nov 2020	FM	70,000 sq ft	D&B lease for fast	Discussions ongoing
			growth, local target	
			sector company	
Dec 2020	ADM	50,000 sq ft	D&B sale for	Update August 2022: Contact
			established local	re-established, discussions
			manufacturers	ongoing with overseas parent
			constrained at	company
			existing premises	

SECTORS: ADM - Adv. Manufacturing & engineering, AV - Aviation, OA - Office administration, FM - food manufacturing, E - Energy, DC – digital and creative, L – Leisure, O - Other

# i) Blackpool Makes It Work

The new Blackpool Makes It Work website, <a href="www.businessinblackpool.com">www.businessinblackpool.com</a> went live in August 2022, aimed at promoting inward investment to the Fylde coast. Work is now taking place to increase web traffic, awareness and engagement in the campaign, with a view to generating more inward investment enquiries. This work includes creating a strong portfolio of case studies and videos from businesses across the area, plus strategically attending key events to raise the profile of local investment. Recently, interviews discussing local investment and opportunities with Jane Cole, Blackpool Transport, and Mark Dickinson, Inspired Energy, have been published through the campaign. Future case studies are expected throughout the year.

Blackpool Makes It Work was represented at the UK Real Estate and Inward Investment Forum (REiiF) from 16-18 May 2023. The event welcomed around 8,500 delegates, specifically focused at developers and inward investment. For the second year, Blackpool Makes It Work exhibited at a specific stand, while a Lancashire consortium of local authorities also took the adjacent stand.

The event was a success from Blackpool's perspective, with plenty of useful conversations being progressed following the event, both with existing and potential new developers. In addition to the exhibition stand, Blackpool led on a range of speaking opportunities throughout the conference, including investment facilitation sessions, a roundtable discussion for the built environment media, and a specific conversation on building the digital economy.

For the event, a range of materials were updated to promote the current activity and opportunities in Blackpool. A video showing the main Blackpool projects was given its first viewing at the event, along with an updated Growth and Prosperity prospectus. Additionally, an updated brochure for the Enterprise Zone's Eastern Gateway commercial plots was published and will be formally launched this summer, while a new digital brochure was also created to facilitate discussions around the Enterprise Zone's Silicon Sands











In addition to Blackpool's presence at UK REiiF, a consortium of Lancashire's Economic Development Directors exhibited a stand at the conference, and held one speaking panel, involving representatives from Lancashire County Council, Lancaster Council, Preston Council, Blackburn with Darwen Council, Burnley Council and UCLan.

# j) Blackpool Airport

Steve Peters, the Managing Director has agreed a ten year business plan with shareholder Blackpool Council to return the airport to profitable operation, with the emphasis on securing new commercial opportunities. Initial interest has been good and delivery will be dependent upon provision of new enabling infrastructure and commercial hangar accommodation. The plan will see the focus on growing existing business sectors with increased executive/corporate aviation, MRO activity and aviation training, with the ability to resume regional air services also possible. The energy issues following the Ukraine conflict are also likely to see an extension in the life of the Irish Sea gas operations by Spirit and ENI. Discussions are ongoing with a number of parties interested in constructing and occupying larger new Code C hangars on the eastern and western flanks of the airport – these proposals are presently being assessed against CAA criteria. Discussions are also progressing with a number of aviation businesses keen to explore Blackpool as a base for aircraft engineering support, and for aircraft painting.

Studies are ongoing to determine the best option for a new Air Traffic Control facility and consultants THINK have advised that a traditional Tower be selected ahead of a digital solution - a second study by WSP has now been completed and has identified three options for the construction of a new physical control tower facility, the preferred operational location is by way of provision of a combined Fire station and ATC building as part of the Eastern hangar development, however detailed funding and a resolution to impact upon sight lines from the existing tower remain under consideration..

Consultants WSP have been leading a review of the airport operational masterplan and infrastructure proposals to ensure these both meet CAA requirements and are operationally optimised, with locations identified for the provision of a new fire and rescue centre and new fuel farm – with the intention that the latter provides facilities to cater for future electric/battery powered aircraft and Hydrogen cell technology.

#### k) Business Enquiries and Jobs

To date:

- A review of all live enquiries is ongoing to assess the viability of each requirement. An
  internal matrix of enquiries has been developed to identify the top enquiries based on
  potential investment, deliverability, size of development, job creation and strategic
  implications.
- Some 145 businesses have located to the Enterprise Zone since April 2016.
- A gross cumulative total to date of 2469 new jobs have been created on the Enterprise Zone, this figure includes jobs new to the area, safeguarded jobs within Blackpool and construction full time equivalent jobs.













# I) Project Team

The latest meeting of the Blackpool Airport Enterprise Zone Stakeholder Panel was hosted online on 9 June 2023 via MS Teams. The next meeting will take place on line in Late July 2023.

# m) Risk Register

The Blackpool Airport Enterprise Zone risk register is reviewed regularly with Blackpool's corporate risk team, the Project Board and the Programme Board (EPB) every quarter (see summary below)

Many of the main risks are external and ubiquitous to development in the UK and outside the direct control and influence of the Enterprise Zone team such as, Brexit and latterly the conflict in Ukraine which has in recent months seen a significant increase in the cost of living, energy and interest rate costs and logistical interruptions to supply chains adding inflationary pressure to the cost and availability of materials. Strategy to mitigate impacts from such risks is dependent on specific factors pertaining at any one time and these potential impacts are reviewed in all project meetings. As a standard practice construction contracts now all include clauses relating to delays from pandemics and promised delivery date have to extend to account for this, whilst additional levels of contingency for costs inflation are being built into delivery plan budgets.

# **Key Risks:**

Risk and Issues	Mitigation and Actions			
Slight delays to construction due to Covid-19 working restrictions	Safety guidelines in place and work continuing.			
After short period of uncertainty, property enquiries are returning but overall lack of market demand due to Covid-19/Brexit/Energy cost/recession and market uncertainty and the commercial viability of development.	Clear marketing strategy defined and implementation underway with robust delivery schedule for serviced plots with specific emphasis on future data/digital sector opportunities external marketing lead by dedicated in –house team.			
Increased construction and material costs are affecting viability of development projects.  Interest rates rises will adversely impact upon cost	Work with contractors and architects on regular value engineering to ensure viability and ensuring that adequate contingencies are built into estimates —ECI undertaken on highway contracts.			
of delivering enabling infrastructure and will reduce short term demand and business confidence. High 26% plus inflation cost for construction materials – risk project affordability and financial viability.	Ongoing value engineering and review of timescales for delivery to defer non critical expenditure.			
·	Regularly revised delivery plan budgets have included 25% allowance for material cost inflation.			
Due to delays in ability to progress the Common Edge infrastructure, interest may find alternative sites.	Regular communication with prospective occupiers and interested parties - work scheduled to commence August 2023 – now			













allows	more	accurate	project	planning	in
negotia	ations.				

# o) KPIs & Milestones

KPI / Metrics	Baseline (2016)	Target (2041)	Actual (2016- 2022)	RAG
Jobs created / Jobs Safeguarded (FTE)	C1150 (2018 figures recorded at 1800)	5,000	2469 (inc 150 construction fte jobs). Full business occupier job survey undertaken March 2023.	
Construction Jobs	N/A	N/A	c150	
New Commercial / Employment Space (SQM)	N/A	450,000 sqft	c198,000 sqft	
Refurbished Commercial / Employment Space (SQM)	N/A	N/A	1,900,000 sqft (primarily the former Wellington Bomber Factory)	
New businesses located on EZ (over baseline)	c260	140	145**	
No. of businesses receiving EZ business rates relief (£ rates relief awarded)	N/A	N/A	75 (£4.3m)	
Net amount of EZ business rate growth received (£m)	£2,373,000 (2016)	N/A	£2,205,000***	
Private Sector Investment (£m)	N/A	c £300m	c £41m	
Public Sector Investment (£m)	N/A	c £80m	£44m*	
Gross Value Added (£m)	N/A	£2bn cumulative	N/A	

<sup>\*</sup>current financial approval of £44m committed to be prudentially borrowed to cover initial costs of new road and infrastructure, following further approval of Delivery plan on the 5th December 2022 February.

<sup>\*\*</sup> this figure includes a significant number of smaller businesses occupying space within the existing small unit developments and at Squires Gate Industrial estate













\*\*\* this is the net figure after accounting for backfilling shortfalls against the baseline (i.e. due to voids and Covid-19 reductions)

Milestones	Dates
Appoint international marketing agents LAMEC brand	Complete
Changing rooms and car park/3G pitch planning application decision	Complete
Changing rooms and 3G pitch contractor appointed – start on site 6 <sup>th</sup> Sept- complete March 23	Complete
No. 12 grass football pitches ready for use	Complete
40,000 sq ft development handover for client fit out (Multiply)	Complete
Design and submission of outline planning application for eastern gateway access	Complete
Land / property acquisitions x 4	Complete
Release of existing sports pitches and commencement of highway and utility infrastructure	Complete
Site investigations commence on upgrades to junction at CER & Division Lane	Complete
Appointment of engineer	Complete
Outline planning approval for highways (Approved Nov 2022)	Complete
3G pitch designed and tendered	Complete
Airport Control tower, system review commenced	Complete second stage study underway
Proposition and identifying opportunities for data centre market /appointment of Connected Places Catapult	CP Catapult report received – digital prospectus prepared – occupier negotiations ongoing
Focussed marketing of Common Edge Phase 1 commences – launch at UK REiiFF May 2023	Ongoing - brochure prepared- UK REiif Participation for 2024 booked
Architectural feasibility study & design work for airport complete	Ongoing July 23 –delayed by ATC review
Outline planning app for airport redevelopment (Phase 1 – Airport East) submitted	Expected July 23
Outline planning app for airport redevelopment (Phase 2 – Airport West (P2 car park))Submitted	Q3/Q4 2023
12 month construction contract for Eastern Gateway Access road commences	August 2023
Completion of airport redevelopment works (of existing accommodation)	Q4 2026

<sup>\*</sup> Subject to satisfactory CAA consultation

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